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Federal assistance to education in localities affected by federal activities: with Shasta Dam as a basic study

Sture Larsson
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FEDERAL ASSISTANCE TO EDUCATION
IN LOCALITIES AFFECTED BY FEDERAL ACTIVITIES
WITH SHASTA DAM AS A BASIC STUDY

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
Sture Larsson
June 1959
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CHAPTER I
INTRODUCTION

The construction of Shasta Dam, near Redding in Northern California, created problems in school housing similar to problems in many other areas in which Federal activities exist. Ward W. Keesecker in his Biennial Survey of Education states:

Federal laws relating to education are as a rule of wide interest and concern. During a single Congress more than 100 bills relating to education are introduced. Comparatively few of them, however, are enacted into law.¹

Ernest S. Griffith,² Director of the Legislative Reference Service, Washington, D. C., outlines the problem of providing for the education of children of school age residing on Federal properties and in certain localities particularly affected by Federal activities under four general headings. These areas are basically reservations under sole Federal jurisdiction, properties not subject

to taxation under State laws and not under exclusive Federal jurisdiction, localities overburdened with school enrollments and having a reduced tax base as a result of Federal activities and land purchases, and finally foreign posts of the United States.³

The construction of Shasta Dam in Northern California resulted in the influx of both Federal and contractor's employees. The problem of educating the school-age children of these employees can be classified as a locality overburdened with school enrollments and having a reduced tax base as a result of Federal activities and land purchases.

Importance of the study. The sudden influx of a group of people to an area, due to Federal activity in that area, and the resulting problems in educating the children involved are the basis of this study.

Griffith stated in a report to the Committee on Appropriations in the United States Senate that:

Existing provisions for the education of children residing on Federal properties is varied and inconsistent, and the impact on local communities is of increasing importance.⁴

These statements indicate that Congress has not enacted over-all legislation to deal with children of

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³Ibid., p. 1.
employees on Federal reservations so that they may be assured an equitable education.

The problem. This study is an effort to point out the need for Federal assistance to education in areas in which Federal activity causes an inequity of educational opportunity for children. The construction of Shasta Dam in Northern California caused an influx of both government and contractor's employees resulting in educational hardships for children in that area. This is a study of the problem that is involved when a Federal activity enters an area previously devoid of such activity.

Delimitation of the study. The study of the nature and scope of Federal aid to schools affected by Federal activities is done with an over-all view in mind. The building of Shasta Dam, and the problems of education that resulted, was used as a specific illustration of an independent area that was affected by a Federal activity.

I. DEFINITION OF TERMS USED

Federal Aid. Throughout the report of this study the term "Federal Aid" shall be interpreted as meaning any form of assistance given by the Federal Government to local schools.
Needy schools. Schools that are unable to provide educational facilities and equipment commensurate with other schools in the area due to a low local tax base resultant from a Federal activity shall be considered as "Needy" for the purposes of this study.

Bureau of Reclamation. The Bureau of Reclamation constructs and operates irrigation and hydroelectric power projects for greater utilization of water resources in 17 Western states. Its engineers built the three largest concrete dams in the world, Grand Coulee, Shasta, and Hoover. The major portion of construction cost of bureau projects is repaid to the Federal government by revenues from the sale of irrigation water and electric power.

School-age children. Children who are within the age limit prescribed for school attendance in the state in which nonsupporting Federal property is located, and in so doing provides free public education shall be considered as school-age children.

Free public education. Free public education is that education which is provided at public expense under public supervision and direction, and without tuition charge, and which is provided as elementary or secondary school education in the State in which any nonsupporting Federal property is located.
**State Educational Agency.** The agency primarily responsible for the State supervision of public elementary and secondary schools such as the State Superintendent of Public Instruction.

**Local Educational Agency.** A Board of Education or other legally constituted local school authority having administrative control and direction of free public education in a county, township, independent or other school district.

**State.** State shall refer to any one of the forty-eight states, Alaska, Hawaii, Puerto Rico, or the Virgin Islands.

**Federal activity.** Any effort which results in the expenditure of Federal funds for any purpose shall be considered as a Federal activity.

**Surplus property.** Property belonging to the United States Government which was made available to the public schools according to certain legal provisions, where it was determined that there were established needs for it.

**Method of investigation.** The data and information used in this investigation were derived from three primary sources. Publications and records were obtained from the
United States Government Printing Office in Washington, D. C., with the help of Congressman Hal Holmes and the United States Office of Education. Additional records were obtained from the County Superintendent's Office in Redding, California, and from the State Department of Education, State of California. Materials for the chapter on Shasta Dam were derived primarily by interview and observation.

Summary. Federal activities throughout the United States and its possessions have created continuing problems of education. No over-all legislation has been written to assure equitable educational opportunity for children living on or near Federal land and activities. It is the purpose of this investigation to (1) point out the variety of areas that are in need of Federal aid for education; (2) how these needs have and have not been met in the past; (3) present a study of an independent area of Federal aid to education; and (4) to recommend a course of action based upon conclusions that are drawn from the study.
CHAPTER II

BASIC AREAS OF FEDERAL ASSISTANCE TO EDUCATION

The problem of Federal aid to education in areas affected by Federal activities is varied. The Federal Government has shown an interest in education in many ways through the years. Congress has enacted laws making numerous references to education and it has provided Federal financial assistance for many phases of the program.

Areas of assistance. During the maturation and growth of the United States from the time of the original thirteen colonies the Federal Government has set aside certain areas and reserves which are not under State and local government control. There are also properties not under exclusive Federal jurisdiction which are not subject to taxation under State and local laws. Some localities have many children in the local schools which are not adequately supported because there is a reduced tax base due to Federal activities and land purchases. Outside the continental limits of the United States there are many United States citizens who reside on foreign posts and on bases where the United States government carries on military and other activities.

Timon Covert, Specialist in School Finance, Office of Education, in 1935 stated that:

Among these are the District of Columbia for the seat of the Federal Government; the Canal Zone in Panama; the national parks, reclamation dam sites, and Indian Reservations under the Department of the Interior; the national forests under the Department of Agriculture; Army posts and stations under the Department of War; Navy yards and naval and marine stations under the Navy Department; Coast Guard Stations, life saving stations, and Public Health Service hospitals under the Department of the Treasury; lighthouse stations under the Department of Commerce; veterans' hospitals under the Veterans' Administration; the Tennessee Valley Authority; and a number of recent undertakings, such as subsistence homesteads.²

The U. S. Department of Health, Education, and Welfare in Bulletin No. 5 printed in 1956 on Federal Funds for Education report some 99 programs which are involved in Federal assistance to education and in addition mention that reports received by that office have implied that there may be a total of approximately 300 activities receiving assistance for education through the Federal Government.³

Two studies have been directed toward a complete review of educational activities of the Federal Government. One of these was the study conducted by the Hoover Commission included in the Task Force report on public welfare. This


report indicated that approximately $3.7 billion of Federal funds had been obligated for educational programs for the 1948-49 school year.  

The second was a report of a comprehensive survey of Federal activities in education completed by the Legislative Reference Service of the Library of Congress. Data was obtained for this report by means of brief questionnaires which the Bureau of the Budget sent to all Federal offices. Responses indicated that 298 separate and distinct programs in education were operating in the various departments and agencies. Federal funds, specifically obligated for the 1949-50 school year for 255 of these programs, totalled more than $3.6 billion.  

**Federal interest in education.** In the discussion of Federal Funds for Education, Hutchins, Munse, and Bocher state the reasons for Federal concern for education are given in the early paragraphs of the numerous public laws which authorize the programs. These reasons represent the attitude of the people. They need to be examined by public administrators, educators, legislators, and citizen committees to determine proper relationships among Federal, State, and local programs of education, and to determine the proportions of financial support that may reasonably be provided by these three levels of government. 

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Prominent national purposes underlying the provision of Federal funds for education. Listed below are a few of the more prominent national purposes underlying the provision of Federal funds for education, as listed in Bulletin No. 5 U. S. Department of Health, Education, and Welfare on Federal Funds for Education, 1954-55 and 1955-56.

National purposes itemized:

1. To encourage and support programs of education or services in the schools that are essential or beneficial to the national welfare and security.

2. To contribute to or provide for education where there is a Federal responsibility or obligation.

3. To provide educational and training services essential to the national defense but which are not the separate responsibility of any local community, State, or segment of the population.

4. To assist the economically underdeveloped areas of the world and to improve international relationships through the exchange of information and of students, teachers, professors, technicians, and leaders, with other countries.

5. To assist students, selected on the basis of tests and recommendations, to receive scholarships for advanced training that will serve the national welfare.

6. To maintain efficient governmental services and increase the effectiveness of the Federal service through programs of education.

7. To promote the general welfare of the Nation through research in the physical, biological, and social sciences that will develop new areas of learning and prepare more specialists with competencies in these fields.
References to these and other purposes underlying the national interest in education may be noted in the preambles to the bills introduced in Congress. 8

Distribution of Federal funds for education. The method of distribution of Federal funds for education varies in accordance with the authorization, appropriation, and expenditure provisions of the various acts. There is, however, some possibility for classification since there are similarities in the procedures used. 9

The various Federal fund enactments have provided for money to be: (1) Allotted on the basis of land areas, (2) distributed in proportion to population figures, (3) awarded to the States as flat grants, (4) given on condition that matching funds are provided from State and local revenues, (5) provided as the cost of an educational program or of operating a school, (6) apportioned to meet a Federal obligation such as payments in lieu of taxes on federally owned property, (7) allocated as equalization aid to provide greater assistance to the financially weaker areas, (8) paid to cover the cost of tuition and of other educational expenses of individuals, and (9) granted in accordance with contracts for services on research programs in various colleges, universities and industries. 10

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8 Ibid., pp. 4-5. 9 Ibid., p. 6. 10 Ibid., p. 7.
Classifying the areas of assistance. Although there are nearly 300 agencies receiving assistance for education, Charles A. Quattlebaum, education analyst on the staff of the Legislative Reference Service in his report to the Committee on Appropriations United States Senate 81st Congress classified children living on Federal reservations and in localities particularly affected by Federal activities under four general headings.

1. Reservations under the sole jurisdiction of the Federal Government.

2. Properties not under exclusive Federal jurisdiction but not subject to taxation under State laws.

3. Localities overburdened with school enrollments and having a reduced tax base resulting from Federal activities and land purchases.

4. Foreign posts of the United States. 

Quattlebaum states further that in hundreds of localities throughout the nation the Federal Government withholds considerable territory from State and local control. On these Federal properties, anamalous educational problems

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11 Ibid., pp. 2-3.

exist. Children residing on some types of Federal properties are not legally entitled to the services of the State and local public school systems. Other children residing on other types of Federal reservations, which are not under the exclusive jurisdiction of the Federal Government, are entitled to attend the public schools, but in many instances local agencies are unable to provide, from available sources adequate revenues for the educational opportunities needed for these children. 13

Summary. The problem of Federal aid to education is a very broad one dealing with nearly 300 agencies or activities. Activities of the Federal Government have resulted in an increased number of children in certain areas and at the same time have caused a reduced tax base due to Federal activities and land purchases. Outside the continental limits of the United States we have citizens who reside on foreign posts and bases.

Covert listed some sixteen different areas and agencies that received Federal aid for education in 1935. The U. S. Department of Health, Education, and Welfare mention that their reports show nearly 300 activities that receive either

13 Ibid.
direct or fringe benefits from the Federal Government for
education.

Many laws have been passed by the Congress of the
United States to deal with the problem of educating children
of Federal employees. These funds are distributed in a
variety of ways dependent upon the provisions of the various
acts and laws passed dealing with the problem of education.

Quattlebaum classifies the areas that receive assist-
ance resultant from Federal activities under four general
headings, reservations under the sole jurisdiction of the
Federal Government, properties not under the exclusive
jurisdiction of the Federal Government, localities over-
burdened with enrollments and having a reduced tax base as
a result of Federal activities and land purchases and foreign
posts of the United States.
CHAPTER III

BACKGROUND OF THE PROBLEM

The assistance that the Federal Government has given the schools of the United States from the days of the Continental Congress and Constitutional Conventions held during the Revolutionary War period until current times has been done in a variety of ways. Numerous acts and laws have been passed by Congress which relate directly or indirectly to Federal aid to schools in the vicinity of federal reservations or activities.

Early beginnings. Early history of the Federal Government's aid for education begins with debates and deliberations of the Continental Congress and Constitutional Conventions during the Revolutionary War period.¹

In his discussion of Federal Aid for Education Covert stated:

When the Continental Congress was attempting to settle the difficult question of conflicting Northwest land claims of the Colonies, a resolution was introduced to the effect that the Colonies surrender those claims to the Central Government and that Congress dispose of them for the common good of all. The resolution was adopted in 1780 . . . In that ordinance appears the first authorization for Federal aid for education, worded in part as follows:

There shall be reserved for the United States out of every township, the four lots being numbered 8, 11, 26, and 29 for future sale. There shall be reserved the lot No. 16 of every township, for the maintenance of public schools within the said township.²

Federal land was granted for education for the first time in 1787 when the United States Government entered into contract to sell a large tract of land in Ohio. Section 16 of each township involved in the sale was reserved for schools therein and the additional land was reserved for the university.³

Precedence was established in 1841 for responsibility for the education of children living in Federal reservations by the Supreme Court of Massachusetts. The act that established this precedence was referred to as Metcalf 580: Massachusetts 1841 in Quattlebaum's report to the Committee on Appropriations United States Senate:

Persons who reside on lands purchased by or ceded to the United States for navy yards, forts and where there is no other reservation or jurisdiction to the State than that of a right to serve civil and criminal process on such lands are not entitled to the benefits of the common schools in the towns in which the lands are situated—nor are they liable to be assessed for their polls and estates to States, county and town taxes, in such towns—nor do they gain a settlement in such towns, for themselves or their children, by residence for any length of time on such lands—nor do they acquire, by residing on such lands, any elective franchise as inhabitants of such towns.⁴

²Ibid., p. 1.
³Ibid.
⁴Ibid., p. 3.
This court decision established the absence of responsibility of State and local public bodies for the education of children living on reservations under the sole jurisdiction of the Federal Government.⁵

Beginning with Ohio in 1802 Congress authorized the granting of a specified section of land in each township or other land in lieu thereof, for the benefit of the common schools of the State, to each of 12 public-land States admitted into the Union previous to 1848.⁶

Actually all States and the Territory of Alaska have received grants of lands or land script from the Federal Government for educational purposes. These lands or the receipts from their sales serve as permanent sources of yearly incomes for education in the respective States.⁷

The annual allotments of Federal Government funds to many of the States for education have for many years been limited chiefly to those for education of College grade. Since 1917, funds have been provided regularly for vocational education at the secondary school level and since 1933, emergency funds have been provided for various types of schools or education services within the various States.

⁵Ibid.
⁷Ibid., p. 1.
Covert lists the following grants under regularly recurring appropriations for education: (1) land and money grants for Colleges of Agriculture and Mechanic Arts, (2) funds for Agricultural Experiment Stations, (3) funds for Cooperative Agricultural Extension Service, (4) funds for Vocational Education below College Grade, including the training of teachers to conduct such education, (5) funds for Vocational Rehabilitation, (6) funds for School Lunches, (7) financial assistance for war-affected localities, (8) education of veterans, and (9) surplus property for schools.

Land and money grants for Colleges of Agriculture and Mechanical Arts were initiated in 1862 with a grant of 30,000 acres of land from public domain in several States. Subsequent assistance was given by Congress in 1890 by what is known as the first and second Morrill Acts, in 1907 with the Nelson Amendment to the second Morrill Act, and by the Bankhead-Jones Act of 1935.

Funds for Agricultural Experiment Stations have been furnished since 1887. At that time the Hatch Act was passed providing appropriations to aid in acquiring and diffusing useful and practical information on subjects connected with agriculture, and to promote scientific investigation and

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9 Ibid., pp. 3-4.
experiment respecting the principles and application of agricultural science. The second law called the Adams Act increased the amount of Federal Government aid to agricultural stations in 1906. In 1925 a law known as the Furnell Act was passed authorizing appropriations for agricultural experiment station work. The Bankhead-Jones Act of 1935 is the fourth law under which Federal funds are provided for Agricultural Experiment Stations. An amendment to the Bankhead-Jones Act, known as the Research and Marketing Act of 1946, provides additional funds for agricultural experiment stations of the states and territories.

Funds for cooperative agricultural extension service. The first legislation authorizing cooperative agricultural extension work between the agricultural colleges in the several states and the United States Department of Agriculture was the Smith-Lever Act of 1914. A law known as the Capper-Ketcham Act was passed in 1928 to provide for the further development of agricultural extension work between the agricultural colleges in the several States. The Bankhead-Jones Act of June 29, 1935, authorizes the funds for cooperative extension work in agriculture and home economics may be appropriated annually. 11

10 Ibid., pp. 6-7.
11 Ibid., pp. 7-12.
Funds for vocational education below college grade. The use for Federal Government funds for vocational education in each of the 48 states was provided under provisions of the Smith-Hughes Act of 1917 and the George-Barden Act of 1946 and 1948. Supplementary appropriations were authorized by the George-Reed Act of 1929, the George-El兹ey Act of 1934, and the George-Dean Act of 1936. A new law, the George-Barden Act, known as the Vocational Education Act of 1946 authorized some $30,000,000 to assist vocational education programs at less than the college grade.\(^\text{12}\)

Funds for vocational rehabilitation. Funds for persons disabled in industry or otherwise and their return to civil employment were provided the first time by a law enacted June 2, 1920. Similar laws were passed in 1924, 1930, 1932, 1935, 1943, and annually since then.\(^\text{13}\)

EMERGENCY FUNDS FOR EDUCATION

Funds for school lunches. The allotment of funds for school lunches through the Production and Marketing Administration of the United States Department of Agriculture was made under terms of the National School Lunch Act.\(^\text{14}\) The Federal Government first gave financial aid to school lunch

\(^{12}\)Ibid., p. 19. \(^{13}\)Ibid., pp. 19-20. \(^{14}\)Ibid., p. 21.
programs in 1932 and 1933 when the Reconstruction Finance Corporation made loans to several southwestern Missouri towns to pay for labor for preparing and serving school lunches. 15

**War-affected localities.** In 1940, as a result of the defense and war activities, problems of local government, including costs, increased so rapidly that it was difficult for some communities to provide public facilities and services commonly considered essential to community life. As a result the following laws were passed to assist the local school programs: P. L. 849, 76th Congress, in 1940; P. L. 137, 77th Congress, in 1941; P. L. 409, 77th Congress, in January of 1942; P. L. 150, 78th Congress, on July 15, 1943; in July, 1945, P. L. 125, 79th Congress; P. L. 849, 76th Congress, and P. L. 132, 79th Congress, dated July 5, 1945. 16

The Lanham Act was a wartime emergency measure, and immediately following victory in Japan plans were formulated for the withdrawal of Federal assistance. Plans were made to terminate Federal financing for all phases of the program by June 30, 1946. When war workers did not leave the congested areas as rapidly as had been anticipated Congress amended

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16 Covert, op. cit., p. 23.
Title II of the Lanham Act (P. L. 452, 79th Congress) to give additional aid. One additional law was passed to give assistance to local areas during the adjustment period. The law enacted on August 1, 1947, was known as P. L. 317, 80th Congress.17

Education of veterans. Congressional enactments with reference to the welfare of veterans have shown that the people have great concern for the restoration of the citizen soldier to a satisfactory civilian status. There is a public desire to compensate men and women of the military services for the wartime interference with their educational and vocational programs. For this purpose, many programs of assistance have been provided by the Veterans Administration. Especially important among such programs are those pertaining to the further education and the vocational rehabilitation of the veterans.18

The Servicemen's Readjustment Act of 1944 provides a program of education and training for veterans who served in World War II and the Veterans' Readjustment Assistance Act of 1952 extended similar benefits to those serving in the Korean

17 Ibid., p. 24.
conflict. This legislation is provided in Public Laws 346 and 550.

Public Laws 346 and 550 were approved by the Seventy-eighth Congress in 1944 and the Eighty-second Congress in 1952, respectively. They provide financial assistance for a program of education and training in which the veteran can pursue an educational course of his choice and any approved school or job-training establishment which accepts him, provided that those eligible under Public Law 346 began their courses of study by July 25, 1951, or within 4 years of the veteran's first discharge from active World War II military service after July 25, 1947. Veterans eligible under Public Law 550 must initiate their training by August 20, 1954, or within 3 years after discharge or release from active service or the end of the basic service period, whichever is earlier.

The extent of a veteran's entitlement to education and training benefits under Public Law 550 is limited to 1½ times the period of active service up to a maximum of 36 months of entitlement.¹⁹

Differences between the programs authorized by Public Laws 346 and 550 should be noted. Veterans returning from World War II, and the average, had been in military service for a longer period of time. Public Law 346 authorized the

¹⁹Ibid., p. 122.
Veterans Administration to make payment for registration fees, tuition, and charges for books and supplies. These expenses were paid directly to the training institutions. Only amounts for subsistence and dependents were paid directly to the veterans. 20

In contrast, Public Law 550 has authorized payments directly to veterans who are free to arrange their training programs just as they might if they had been granted scholarships. Except for a small amount paid to institutions for keeping office records and preparing reports, the funds are paid directly to students with no adjustment for varying tuition charges. The student selects approved courses in the institution of his choice, and plans his own expenditures for tuition, registration fees, books, supplies, and subsistence. Counseling is available on request, but there is no plan for counselling all participants receiving benefits under this program. 21

The benefits to veterans under Public Law 346 have almost reached a termination date. Since this act was passed in the 11 year period following some 10,252,132 veterans received benefits.

In 1944-45 some 12,000 veterans were attending schools under the provisions of Public Laws 346 and 550. The peak

20 Ibid., p. 123. 21 Ibid.
enrollment was reached in 1947-48 when a total of 2,213,382 attended under the provisions of Public Laws 346 and 550. By 1954-55 the number had decreased to 559,865 who were still enrolled.  

**Surplus property for schools.** At the close of World War II, it was realized that the United States Government had a large quantity of surplus property for disposal which would be useful to schools. Accordingly, legal provision was made and steps were taken to transfer such property to schools where there were established needs for it. One program was conducted in which the Office of Education cooperated with the War Assets Administration. During the two years following World War II, surplus property valued at $528,524,014 was made available to educational institutions in the 48 states and the District of Columbia.  

**CONGRESSIONAL LAWS RELATING TO EDUCATION**

**Act of 1780.** A resolution adopted by Congress in 1780 to help resolve the difficult question of conflicting Northwest land claims of the Colonies. A resolution was

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introduced to the effect that the Colonies surrender those claims to the Central Government and that Congress dispose of them for the common good of all.24

Act of 1785. On May 20, 1785, the Congress of the Confederation, which at that time had superseded the Continental Congress, passed an ordinance concerning the manner of disposing of the land. In that ordinance appears the first authorization for Federal aid for education, worded in part as follows: "There shall be reserved for the United States out of every township, the four lots being numbered 8, 11, 26, and 29... for future sale. There shall be reserved the lot No. 16 of every township, for the maintenance of public schools within the said township.25

Act of 1787. Federal Government land was actually granted for education for the first time in 1787 when the United States Government entered a contract to sell a large tract of land in Ohio. Section 16 of each township involved in the sale was reserved for a university. The transaction apparently established a precedent, for since that time one or more sections of land per congressional township has been granted to each new State established in the public domain for

25 Ibid.
the benefit of public schools and at least two townships for an institution of higher learning.  

**Act of 1802.** Beginning with Ohio in 1802 Congress authorized the granting of a specified section of land in each township, or other land in lieu thereof, for the benefit of the common schools of the State, to each thereof, for the benefit of the common schools of the State, to each of 12 public-land States admitted into the Union previous to 1848.  

**Act of 1802.** Beginning in 1802, at the time school sections were first granted to a State, and extending over a period of 86 years, large acreages of salt and swamp lands and of land for internal improvements were granted by the Federal Government to the new land States as they were admitted into the Union.  

**Act of 1833.** United States deposit fund of 1833 was used in part for school funds.  

**Act of 1837.** Surplus Revenue Loan of 1837 was used in part for school funds.  

**Act of 1841.** The Distributive Fund of 1841 was used in part for school funds.  

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26 Ibid.  
27 Ibid., p. 2.  
28 Ibid.  
29 Ibid.  
30 Ibid.  
31 Ibid., p. 3.
**Act of 1862, The Morrill Act.** The fundamental purpose of the Morrill Act was to insure the development in each State of at least one college adapted to the educational needs of those engaged in agriculture and in industry. This act was signed by President Lincoln in 1862. Institutions established or designated to receive the Federal assistance provided by the Morrill Act are generally known as land-grant colleges and universities.

The act authorized grants to the States of 30,000 acres of land, or the equivalent in script, for each Representative and each Senator. State legislatures were expected to provide sites and essential buildings and to make additional appropriations for necessary operating expenses. A provision of the act requires that monies derived from the sale of the land in each State shall constitute a perpetual and irreducible fund, the income from which is for the support of its land-grant colleges and universities.32

**Act of 1887.** The Hatch Act was passed in 1887 to provide for an appropriation of $15,000 for each State (or Territory, then established or to be established), to "Aid in

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acquiring and diffusing among the people of the United States useful and practical information on subjects connected with agriculture, and to promote scientific investigation and experiment respecting the principles and applications of agricultural science. 33

**Act of 1890, Second Morrill Act.** The law of 1890 provided for an appropriation of $15,000 for the current year (1890) for each State and Territory, with an increase of $1,000 each year over the preceding year for 10 years, after which the annual appropriation amounted to $25,000 for schools of agriculture. 34

**Act of 1906.** The Adams Act increased the amount of Federal aid for the agricultural experiment stations in 1906. The first year $5,000 was appropriated under the act for each State (or Territory). The amount increased by $2,000 each year for 5 years. Since then the annual appropriation has been $15,000. 35

**Act of 1907.** A law enacted in 1907 provided for the payment of 10 per cent of all moneys derived chiefly from

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34 Ibid., p. 2. 35 Ibid., p. 5.
timber and grazing rights, received annually from each forest reserve to the State or Territory in which said reserve is situated, to be expended as the State or Territorial legislature may prescribe for the benefit of the public schools and public roads of the county or counties in which the forest reserve is situated. The law was amended in 1908 to increase the grants to 25 per cent.36

Act of 1907, Colleges of Agriculture. The Nelson amendment was enacted in 1907 which, beginning with the year 1908, provided an appropriation of $5,000, in addition to the $25,000 provided by the Second Morrill Act, for each State and Territory, with an increase of $5,000 each year over the preceding year for 4 years, after which the annual appropriation under the Nelson amendment was to continue at $25,000. The total annual amount provided under both acts for each State and Territory was then $50,000; and continued at this figure through the year 1935.37

Act of 1914. The Smith-Lever Act of 1914 was the first legislation authorizing cooperative agricultural extension work between the agricultural colleges in the several States and the United States Department of Agriculture. This law provides for permanent or continuing annual appropriations of $10,000 for each State and $4,100,000 for allotment

to the 48 States in the proportion which the rural population of each is to the total rural population of all the States. 38

**Act of 1917, Vocational Education Act.** Although Federal aid had been granted as early as 1892 for vocational education in institutions of higher learning (colleges of agriculture and mechanic arts) the provision made in 1917 for annual money grants for vocational training of the high-school level went much further in this direction and imposed detailed conditions upon the acceptance and use of aid granted to public schools. 39

**Appropriation Act.** The annual Appropriation Act for the Department of Agriculture supplements those authorized by the Smith-Lever Act. The allotment of such supplementary funds is on the same basis as that used in allotting the larger portion of the regular Smith-Lever funds—that is, the rural population. 40

**Act of 1920.** Vocational rehabilitation of persons disabled in industry were provided under provisions of a law enacted in June 1920. 41

38 Ibid., p. 7.


41 Ibid., p. 14.
Act of 1920, Mineral Leasing Act. Under provisions of this act an amount equal to 37½ per cent of the receipts from bonuses, royalties, and rentals from mineral lands in the public domain is paid to the State within whose boundaries the leased lands or deposits are located. The law specifies that the funds may be used for the construction and maintenance of public roads or for the support of public schools or other public educational institutions as the legislatures of the respective States may direct. 42

Act of 1924. The Clarke-McNary Act was passed in 1924. It provides an amount, not to exceed $100,000, may be appropriated annually to enable the Secretary of Agriculture to cooperate with "appropriate officials of the various States, or, in his discretion, with other suitable agencies, to assist the owners of farms in establishing, improving, and renewing wood lots, shelter belts, windbreaks, and other valuable forest growth, and in growing and renewing useful timber crops. 43

Act of 1925. The Purnell Act was passed in 1925. It authorizes that $60,000 may be appropriated annually for agricultural experiment work in each State and Territory. This is in addition to funds provided under the two preceding acts. 44

42 Ibid., p. 22. 43 Ibid., p. 8. 44 Ibid., p. 5.
Act of 1928. The Capper-Ketcham Act was passed in 1928 "to provide for the further development of agricultural extension work between the agricultural colleges in the several States." This law provides that an annual appropriation of $980,000 may be made each year for the purpose of paying the expenses of the cooperative extension work in agriculture and home economics, to be allotted in equal amounts to the 48 States and the Territory of Hawaii. 45

Act of 1929. The George-Reed Act of 1929 provides supplementary appropriations for the Smith-Hughes Act for the further development of vocational education. 46

Act of 1932-13, School Lunch Programs. The Federal Government first gave financial aid to school lunch programs in 1932 and 1933 when the Reconstruction Finance Corporation made loans to several southwestern Missouri towns to pay for labor for preparing and serving school lunches. 47

47 Hemphill, op. cit., p. 17.
Act of 1934. The George Ellzey Act provided supplemental appropriations for the Smith-Hughes Act for the further development of vocational education.

Act of 1935. Reconstruction Finance Corporation Act, 1935, provides that the RFC may lend not to exceed $10,000,000 of Federal Government funds to tax-supported public school districts.

Act of 1935. Section 531 of the Social Security Act of August 14, 1935, also provides an allotment to the 48 States and the Territory of Hawaii for vocational rehabilitation.

Act of 1935. In 1935 the Bankhead-Jones Act was enacted. It was the last one to provide for annual increases of Federal funds for colleges and universities of agriculture and mechanic arts. This act did not provide continuing annual appropriations, as did the two laws which preceded it, but made the appropriation contingent upon annual action by Congress. The act provided that $980,000 may be appropriated annually for the 48 states and the Territory of Hawaii, to be distributed

in flat grants of $20,000 to each. Since the law became effective, the total annual flat grant to each State and the Territory of Hawaii, has been $70,000. In addition, the law provides for the appropriation of $500,000 for the second year, $1,000,000 for the third year, and $1,500,000 for the fourth and for each succeeding year. 51

Act of 1936. George-Dean Act of 1936 provided for the further development of vocational education. 52

Act of 1936. The Smith-Hughes Act was passed in 1917 and the George-Dean Act in 1936. The Smith-Hughes Act authorizes expenditures for vocational education in each of the 48 States, as well as the Territory of Hawaii and Puerto Rico. 53

Act of 1937. The Norris-Doxey Act was approved in 1937 providing funds not to exceed $2,500,000 for cooperative farm forestry. 54

51 Ibid., p. 3.
Act of 1937. In 1937 funds totaling $19,091,039 were allotted for needy persons in high schools and colleges. These funds were disbursed through the National Youth Administration within the framework of the Works Progress Administration. 55

Lanham Act. The Lanham Act provided funds during the war years and through the school year 1946-47 to school districts where taxable property had been taken away by government activity. 56

Act of 1940. Beginning in 1940, as a result of the defense and war activities, problems of local government, including costs, increased so rapidly that it was difficult for some communities to provide public facilities and services commonly considered essential to community life. The first congressional authorization for the use of Federal Government funds for housing construction in defense areas was made in 1940 (P. L. 849, 76th Congress). That law

provided that a small part (3 per cent) of the funds might be used for "community facilities," including schools.\(^57\)

**Act of 1941.** The construction of school buildings and current school expenses was included in P. L. 137, 77th Congress, which authorized the expenditure of $150,000,000. The law was administered by the Administrator of the Federal Works Agency, but applications for financial assistance from school authorities were examined in the Office of Education, and when such an application was approved, a "Certificate of Necessity" was issued by the Commissioner of Education, recommending a need for assistance.\(^58\)

**Act of 1941.** (P. L. 849, 76th Congress) This law authorized the Public Housing Authority to make payments in lieu of taxes for real property under its jurisdiction.\(^59\)

**Act of 1942.** A third law was enacted by Congress to assist communities excessively burdened with war-work activities called (P. L. 409, 77th Congress). This act

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\(^58\) Ibid., p. 22.

authorized the appropriation of $150,000 additional funds over unexpended balances from the preceding authorizations.

**Act of 1943.** On July 15, 1943, the original law was amended for the third time (P. L. 150, 78th Congress) authorizing an additional $200,000,000 in addition to the Acts of 1941 and 1942. These laws authorizing financial assistance for education, provided that no department or agency of the United States shall exercise any supervision or control over any school receiving such assistance.

**Act of 1945.** The final authorization (P. L. 125, 79th Congress) for the use of Federal Government funds for community facilities in war-affected localities was made July 3, 1945. The amount authorized for appropriation for the purpose of aiding local government units affected by war activities in financing their government projects which were designated "community facilities."

**Act of 1945.** P. L. 132, 79th Congress, made an additional $20,000,000 available for schools in war-affected areas. This brought the total to $517,000,000 appropriated.

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61 Ibid., p. 23. 62 Ibid.
to assist localities in war-affected areas in the financing of their Government projects. 63

**Act of 1945.** (P. L. 525, 79th Congress). This law authorized the Corps of Engineers to provide assistance to school districts affected by flood control, or rivers and harbors projects. 64

**Act of 1945.** (P. L. 585, 79th Congress) This law authorized the Atomic Energy Commission broad authority in 1946 to construct, maintain, and operate schools on Atomic Energy Commission reservations and in communities adjacent to reservations. 65

**Act of 1946.** The Research and Marketing Act of 1946 is an amendment to the Bankhead-Jones Act. It provides that additional funds may be appropriated for the agricultural experiment stations of the States and Territories. The first appropriation for these stations under this amendment was made for the fiscal year 1948--the amount being $2,500,000. 66

63 Ibid.


65 Ibid.

Act of 1946. The George-Barden Act known as the Vocational Education Act of 1946 amended the George-Barden Act of 1936 to the extent that its provisions supersede those of the 1936 law. The terms of the George-Barden Act authorize that $29,301,740.22 may be appropriated for distribution to the States and Territories to assist them with their vocational educational programs of less than college grade.  


Act of 1947. (P. L. 815, 80th Congress) This law provides funds for 1948-49 for designated cases, including those affected by the impact from defense establishments.  

Act of 1948. (P. L. 766, 80th Congress) This law authorized the Departments of the Army and Air Forces to pay up to $120.00 per child for dependents of military personnel or civilian employees living on federally owned, tax-free property.  


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67 Ibid.
69 Ibid., pp. 4-5.  
70 Ibid., p. 12.
broad authority to assist local school districts with new plant facilities and maintenance and operation funds only during the construction period, and for the dependents of the construction workers living on tax-free government property. The Bureau has no authority to provide assistance to school districts after construction of the projects is completed and in operation even though the operating staff and removal of large tracts of land from the tax rolls cause severe problems in adjacent school districts. Authority has been given, however, in separate legislation to assist one or two specific local school districts in maintenance and operation of schools after the construction period is completed. Also authority has been given to assist specific schools affected by construction of flood control and reclamation projects covering these same activities in the Department of the Interior. This authority is separate and apart from the general legislative authority covering these activities.\textsuperscript{71}

\textbf{Summary.} The Federal Government of the United States has given assistance to the schools from the days of the Continental Congress and Constitutional Conventions held during the Revolutionary War period. The various acts and laws that have been passed relating either directly or indirectly to Federal aid to schools are numerous.

\textsuperscript{71}Ibid., p. 13.
Federal land was granted for education for the first time in 1787 when the United States Government entered into contract to sell a large tract of land in Ohio. Subsequent to that all States and the Territory of Alaska have received grants of land or land script from the Federal Government for educational purposes. These lands are to serve as a permanent source of yearly income for education in the respective states.

Annual allotments of Federal Government funds have also been made for vocational education, Colleges of Agriculture, Agricultural Experiment Stations, Agricultural Extension Service, Vocational Education, the training of teachers to conduct Vocational Education below college grade, Vocational Rehabilitation, School Lunches, Financial assistance for war-affected localities, education of veterans and surplus property for schools. Periodic legislation by the Congress of the United States has provided funds for educational purposes where Federal activities have created inequitable opportunity for school-age children.
CHAPTER IV

THE CONSTRUCTION OF SHAsta DAM AND THE EFFECT ON LOCAL SCHOOLS

During the past few decades the Federal Government has become active in the conservation of the nation's resources of forests, soils, water, minerals, and wild life. The numerous activities carried on to save and replenish these resources have involved the Government in a variety of projects which include the ownership of numerous land and water areas.

These projects are under the direction of the Bureau of Reclamation in the Department of the Interior, which administers the funds provided for the reclamation laws and supervises the original settlement of irrigated lands and the repayment of sums due to the Government for irrigation.

The key Central Valley Project structure is Shasta Dam which spans the Sacramento River at the valley's northernmost tip, some ten miles above Redding, California. Shasta is the world's second highest dam, storing the winter flows of the Pit, McCloud, and Sacramento Rivers to help serve the agricultural and domestic needs of the Sacramento Valley.

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2 Ibid.
below. The dam with a height of 602 feet and a crest length of two-thirds of a mile contains 6 million cubic yards of concrete. Water flowing over its spillway drops 480 feet, nearly three times the height of Niagara Falls. Shasta Dam creates a reservoir which is California's largest man made lake, storing some four and one-half million acre feet of water. Shasta's powerhouse is California's largest hydroelectric plant with a 75,000 kilowatt capacity in each of its five generators.³

The construction of Shasta Dam also involved the construction of the Pit River bridge rerouting of both the Southern Pacific Railroad and Highway 99, denuding the reservoir of trees, and the construction of the largest aggregate conveyor belt known at that time.⁴

Construction that started in 1938 resulted in a sudden influx of employees of both contractor and Bureau of Reclamation. The men employed on the project brought their wives and children, resulting in increased school enrollments where schools were either non-existent or inadequate.⁵

⁵Ibid.
Use of federal funds. On several occasions the Secretary of the Interior has raised the question whether reclamation funds could be used to provide school facilities for children of Federal employees on reclamation projects. In 1917 he informed the Comptroller of the Treasury that because of lack of educational facilities it was especially difficult to secure efficient labor at an isolated temporary construction camp at Rimrock, Washington. The Secretary was told by the Comptroller in a letter dated September 24, 1917, "that if in the Secretary's judgment, the erection of the school building would aid in securing more men, induce them to remain longer, and be in the interest of the Government, he was authorized to perform any and all acts necessary and proper for the purpose of carrying the provisions of the reclamation act into full force and effect."7

The identical question was raised during the construction of both Hoover Dam and Coulee Dam several years later. In the case of Hoover Dam the Comptroller General of the United States gave an adverse decision because there was no statutory authority to make the funds available.8

8 Blauch, loc. cit., pp. 50-51.
The educational welfare of children under the control of the Bureau of Reclamation was considered again in 1934.

During October 1934 the matter of making provision for schools on projects under the Bureau of Reclamation received the careful and personal attention of the President and Secretary of the Interior and resulted in the approval of a policy for the providing of school facilities on construction jobs, any expenditures made therefore to be included as a part of the cost of the particular project affected.

The basis for providing aid for schools on Bureau of Reclamation projects had been made by the time construction started on Shasta Dam in 1938.

Provisions for school housing at Shasta Dam. The Bureau of Reclamation included the following paragraph in its specifications for the construction of Shasta Dam.

40. Schools,—The contractor shall make all necessary arrangements with the proper state and county authorities for school facilities and instruction, up to and including the twelfth grade, for the families of the contractor's employees living in his construction camps and in the vicinity of his construction camps, and for the families of Government employees, which shall be furnished without charge therefore by the contractor. All such facilities and arrangements shall be subject to the approval of the contracting officer."

This one paragraph included in the specifications was designed to make provision for the educational needs created by the

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influx of workers and government employees, with their families.

In a letter presented to the Honorable John Lesinski, Chairman, House Committee on Education and Labor, at that committee's hearings held in San Francisco, dated November 16, 1949, R. L. Boke, Regional Director of the Bureau of Reclamation, stated:

The construction contracts for Shasta and Friant Dams provided that the contractors construct school facilities to house the increased enrollments caused by project construction, and additions to school buildings were accordingly built. At Shasta Dam a site was provided for the Toyon School on Government land. Recently, title to the site was granted to the Churntown School District in which Toyon School is located (H.R. 164, 81st Congress). 11

School housing at Toyon. Mrs. J. R. Granger, charter member and third President of the Toyon P.T.A., described the school building at Toyon as having six school rooms and a small office with only the barest of essentials. In the back play-field the parents saw three unroofed out-houses, one for the teachers, one for the boys, and one for the girls. 12

Matt J. Rumboltz, the first principal of the school, stated that the contractor built a six room building on Federal land and also presented a 36-passenger bus to the school. Later they added a kindergarten annex and a lavatory building.

11 Koski, op. cit., p. 1371.
12 See Appendix A.
The school only had benches and tables and no desks. He
described the year as one of extreme educational hardship. 13

Frank M. Wright, Associate Superintendent of Public
Instruction, State of California, also mentioned the Toyon
School in his testimony to the special subcommittee on educa-
tion. He described the facilities as "entirely inadequate." 14

Student growth. Mrs. Granger mentions in her letter
that the then Shasta County Superintendent of Schools, Mrs.
Montgomery, pointed with pride to the new school built to
accommodate the great influx of school children of construc-
tion workers, probably 150. The 350 children that showed up,
in reality, certainly taxed the limited facilities to the
utmost. 15

Rumboltz describes the school attendance as increas-
ing from zero in the spring of 1938 to 400 children in
February of 1939. 16

Financing the district. In his testimony Rumboltz
said that the county superintendent of schools paid the

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13 Koski, op. cit., p. 1373.
14 Ibid., p. 1413.
15 See Appendix A.
16 Koski, op. cit., p. 1373.
teachers' salaries for the first year from a small fund that she had which at that time was $85.00 per month. He said that all supplies were purchased from a school-supply firm until funds were made available. There were only benches and tables—no desks. It was a year of extreme educational hardship.17

Mrs. Granger stated in her letter that from the first day on they were told that there was no money available—hearing the phrase from the county superintendent of schools, the County Board of Supervisors, and the contractors who were building the dam. The P.T.A. had as its first project the construction of four more outhouses and roofing with tar paper. The fathers built the outhouses, benches, more work tables, and even designed the new extra room with sliding doors making two classrooms by day and a big community hall by night. It was at least six months before her youngsters had a seat for the full day, the children taking turns for seats.18

Rumboltz added that the State Legislature appropriated $150,000 for construction and operation of similar schools in 1939.19 Of that amount approximately $120,000

17 Ibid.
18 See Appendix A.
19 Koski, loc. cit.
came to Shasta County and this was used to build, equip, and staff four additional school buildings in the construction area, but not in Churntown District. The Churntown District received none of these State funds nor any Federal funds at any time during its 11-year history. They did receive the State apportionment for average daily attendance after the first year. 20

While the Shasta Dam was actually under construction there was $1,000,000 assessed valuation of construction equipment and adequate provisions for taking care of the school. At that time the building was in good repair but in 1946 when the assessed valuation dropped to the $214,000 point of today, which is $765 per pupil assessed valuation, it was necessary to lay a local elementary school tax of $2.90 per $100 assessed valuation just to operate the school. The maximum permissible tax without special tax elections is 90 cents. State equalization aid has relieved this condition, but the $155 per pupil that was available to spend at that time did not compare favorably with the $186 average spent in California in 1949. 21

Most of the 62 square miles within the district is federally owned or of little value. The populated and taxed

20 Ibid.
21 Ibid.
area is less than two square miles. The wealth derived from
Shasta Dam flows elsewhere. In addition the bulk of the
tourist income is collected from the Toyon District.22

In 1949-50 the assessed valuation was $214,000. At
the $0.90 legal tax rate this yielded $2,260 by local effort.
The State apportionment on 306 average daily attendance and
transportation yielded $47,475. There was no Federal
assistance.23

Hardships endured. The enrollment of some 350 children
in the Toyon School in facilities described by Frank M.
Wright as "entirely inadequate" without adequate sanitary
facilities, insufficient desks, poorly equipped rooms, and
supplies were advanced until funds were available, created
a very difficult educational environment.24

The employees of the contractor and the government
were more than willing to do their part in meeting educational
needs as evidenced by their voting a tax rate of $2.90 per
$100 assessed valuation when the legal limit prescribed by
the state was and is $0.90 per $100 assessed valuation at
the elementary level.25

22Koski, op. cit., p. 1374.
23Ibid., pp. 1373-74.
24Ibid., p. 1373.
25Ibid.
Recommendations. In speaking of his experiences as principal of the Toyon School during this period Bumboltz had the following recommendation to make in relation to the financing of like situations.

My recommendations have mainly to do with aid for current operating expense because our school is established and operating with fair success.26

I think Federal aid to schools to make up for revenue lost through Federal ownership of productive wealth should be geared to the local tax effort as well as to actual need.27

Wright in his Brief to the investigating committee made the following recommendations:

1. It is recommended that assistance to school districts educating dependents of Federal and federally attached personnel be provided by a single law, administered by a single agency, preferably the Commissioner of Education, and that allocations or apportionments to local school districts should be made to the State Superintendent of Public Instruction who in turn will allocate to the particular district.

2. It is recommended that assistance be on a guaranteed basis . . .

3. It is recommended that provisions for Federal assistance include assistance for all levels . . . as defined by state statute . . .

4. To alleviate the financial problems caused in local schools, it is recommended that for each unit of average daily attendance . . . , the Federal Government reimburse each such school district for the actual cost of instruction less

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26 Ibid., p. 1374.
27 Ibid.
all State and Federal apportionment or allocations resulting from such attendance. Allocation to the districts to be made through and by the Superintendent of Public Instruction.

5. . . . that the Federal Government provide assistance for capital outlay expenditures . . . Such assistance to be determined for each district by the Superintendent of Public Instruction and certified by him to the Federal Government. Allocation to the districts to be made through and by the Superintendent of Public Instruction.

6. . . . that housing facilities provided by the Federal Government and still in Federal Government ownership be transferred to school districts for general use as school facilities.

7. In instances of schools operated by a local school district on a Federal installation or reservation or in public housing areas, the Federal Government shall provide the building facilities and equipment and meet the necessary instructional costs incurred by the districts for such operation, less State funds for operation.

8. It is strongly recommended that the subcommittee give sincere consideration to the early adoption of a broad program of providing Federal financial assistance to local school districts for the education of dependents of Federal and federally attached employees residing on Federal installations, reservations, or in public housing. 28

Summary. The Federal Government has been active in the conservation of the nation's resources of forests, soil, water, minerals, and wild life. These activities have resulted in projects in various areas of our country. The Bureau of Reclamation as one of these agencies of the government has

28 Ibid., pp. 1406-1407.
been authorized as early as 1917 to give some assistance to local schools.

Specific provision was made in the specifications of Shasta Dam for the construction of school facilities up to the 12th grade. This provision was proven inadequate. As a result of this and other similar experiences in the State of California Wright made several recommendations to the subcommittee studying the problem on a national scale as noted in Appendix C.
CHAPTER V

SUMMARY AND CONCLUSIONS

The purpose of this study was to point out the variety of areas that are in need of federal aid for education; to show how these needs have been met in the past; to present a study of an independent area of federal aid to education and in so doing illustrate to the reader the problems involved when a federal activity enters an area previously devoid of such activity and to conclude the study with a general summary and with recommendations for further research.

**Summary of areas in need of federal aid.** Areas in which federal activities have created special problems in education due to the employment of large numbers of federal employees include: the District of Columbia for the seat of the Federal Government; the Canal Zone in Panama; the national parks, reclamation dam sites, and Indian Reservations under the Department of the Interior; the national forests under the Department of Agriculture; Army posts and stations under the Department of War; Navy yards and naval and marine stations under the Navy Department; Coast Guard Stations, life saving stations, and Public Health Service hospitals under the Department of the Treasury; lighthouse stations under the Department of Commerce; veterans' hospitals under the Veterans
Administration; the Tennessee Valley project under the Tennessee Valley Authority; and a number of recent undertakings, such as subsistence homesteads, the Atomic Energy Commission and the Department of the Air Force, as well as the foreign embassies with their Marine Attachments.

Summation of how these needs have been met. During any given session of Congress more than 100 bills relating to education are introduced. Few of them, however, are enacted into law. As early as 1780 the Congress of the Confederation initiated legislation that had a bearing on the welfare of the early schools. Since then provision has been made regularly by the Federal Government for the use of Federal funds for educational purposes in areas in which the government has been concerned. This has been handled by annual appropriations as well as special appropriations for school buildings and facilities in areas such as on the Boulder Canyon Federal Reservation.

Most of the expense of the education of these children has been borne by the parents of the children and of citizens residing near the federal reservations and the state in which the reservation exists. Federal assistance has been given on a supplemental basis. Until the new Department of Health, Education, and Welfare was formed no single agency had coordinated this effort and contributions have been made on a piecemeal basis.
Non-emergency funds have been provided as a further endowment and in support of land-grant institutions, agricultural experiment station work, cooperative agricultural extension service, vocational education, and vocational rehabilitation. Emergency funds have been provided to assist needy students in high schools and colleges, for the education program of the Work Projects Administration, school building construction projects and school maintenance, and defense training as well as veterans affairs. Funds have also been provided for school lunches and war-affected localities through emergency measures.

Assistance has been given to reservations under the jurisdiction of the Federal Government, in areas with a reduced tax rate due to large government ownership of property in the area, in localities overburdened with school enrollments due to federal activities in the vicinity and on foreign posts of the United States.

Summary of the effect of a federal activity on a localized area. The Federal Government has become active in the conservation of the nation's resources of forests, soils, water, minerals, and wild life. One of these projects, the great Central Valley Project, has as its key structure the world's second highest dam, Shasta, which creates a storage of the winter flow of the Pit, McCloud, and Sacramento Rivers.
The construction of Shasta Dam, near Redding, California, which started in 1938, resulted in a sudden influx of employees of both the contractor and the Bureau of Reclamation. These men brought with them their families, resulting in increased school enrollments where schools were either non-existent or inadequate.

Provision had been made in the specifications for the construction of facilities and instruction of school children of both the contractor's employees as well as Government employees working on the project. These provisions proved to be inadequate. Outhouses were provided as lavatories and the bare structure comprising the school was neither furnished with desks or school supplies. The teachers had to be paid by the County Superintendent of Schools from her service fund and supplies purchased on the cuff. Over 350 children took turns for seats and the privilege of using the Manzanita bushes up behind the school because the lines were too long in front of the Park Type lavatories installed.

The very active support given by the parents who authorized a tax levy of $2.90 as compared to the legal required limit of $0.90 enabled the school to function. The Parent Teachers' Organization made an extraordinary effort for better facilities and were successful through a great deal of effort and perseverance.
As a result of this and other similar experiences in the State of California Frank N. Wright of the State Department of Education made the recommendation that assistance to school districts educating dependents of federal employees should be administered by a single federal agency working through the State Superintendent of Instruction who in turn would see that allocations and appropriations would go to the local school district affected. Assistance should be given on a guaranteed basis to all levels of education recognized by that state. The Federal Government should reimburse the districts for the actual cost of instruction less local and state support. The Federal Government should also make provision for capital outlay expenditures as well as facilities and equipment on Federal installations. He also recommended that consideration be given to the early adoption of a broad program of providing Federal financial assistance to local school districts for the education of dependents of Federal and federally attached employees residing on Federal installations, reservations, and in public housing.

Conclusions. One of the most controversial subjects before the American people today is the matter of federal aid to education. Increased legislative activity is taking place each succeeding year in our legislatures and in the Federal Government to provide facilities for our rapidly growing population. Additional help for schools at all levels is in evidence throughout the United States.
With the rise of Sputnik, the idea of raising money all over the nation and spending it to improve the school systems, has become increasingly more attractive. The critical question is the matter of control. Many would like to see additional help come from the Federal Government but with additional assistance to schools comes the fear that federal control would follow and be inevitable.

State and local debts remain relatively small. The federal debt continues to soar to new heights. Some areas in the United States are in much greater need of help than others.

Federal aid to schools in areas affected by federal activities has been a matter of fact since the early days of the United States Government. Federal assistance to schools has been given on an expanding basis as the interpretation of what a federal activity is broadens. The organization of the new department of Health Education and Welfare affords an opportunity for centralization of effort to study needs and administer to the needs of education where the Federal Government has some responsibility.


Mary W. Granger, President of Toyon F. T. A., letter of May 3, 1957 to writer describing experiences relating to the early days of Toyon School in Shasta County.

Box 684
Green River, Wyoming
May 3, 1957

Dear Sture:

You asked me to recall some of our trials and tribulations in the early days of Toyon School in Shasta County, particularly the financing.

A small group of mothers met on the Toyon school grounds, early in September, 1938, to witness the presentation of the colors or flag by the American Legion to the school. The flag was accepted by Mrs. Montgomery, then Shasta County Superintendent of Schools, in a speech pointing with pride to the new school built to accommodate "the great influx of school children of construction workers--probably 150 children." Over 350 children turned up the first week, and our troubles were only beginning.

At this first meeting, we all looked through the frame building, four school rooms and a small office as I recall it, with only the barest of essentials. Looking out in the back play field, we saw three unroofed outhouses--one for "Teachers", one for "Girls", and one for "Boys". Being very fundamental about the physical aspect of the school plant and children;
two of us inquired about getting more adequate toilet facilities, as well as less aesthetic things such as desks.

From that first day on we were told that there was no money available—we heard that phrase from the county superintendent of schools, the County Board of Supervisors, the contractors, who were building the "Shasta Dam" and round and round and back again with the same answer, all the time more children enrolling in the school. It was apparent at once that we must unite in our efforts, so if ever a PTA was launched from an outhouse, Toyon PTA was the one.

The children came and the rains came. The first PTA project was building four more outhouses and roofing with tar paper all of them. Most PTAs are pretty much "Mother's" affair but not Toyon. Daddies built the outhouses, daddies built more benches, more work tables, one even designed the new extra room with the sliding doors making two classrooms by day and a big community hall by night—a place for PTA meetings, etc. There was a cafeteria at one end, too. All these things were done by the parents for there was no other recourse. It was at least six months before my youngsters had a seat for the full day--turns were taken for seats. And I'm quite sure that the turns "out back" were delegated with the distance the child travelled to school in mind. Mine were able to make the quarter mile home at lunch time in 1½ minutes—and of necessity did this at recess. Many little bottoms
blossomed out with "poison oak" because home was too far.
Shasta Union High fell heir to some very fleet-footed star athletes from Toyon.

We learned early that our difficulty stemmed from the fact that there was no responsibility for preparing adequate school plant and financing; no one we could pin down as responsible. There was a loosely worded part (in fine print, I suppose) in the Shasta Dam contract which said that the contractors should prepare adequate school facilities for children of contractors and federal employees on the job, but no one could spell out "adequate". It took considerable urging and at times rather discouraging but persistent efforts to obtain what little we did. I have the deepest respect for those rugged individuals among the contractor's people who put their children's welfare above any displeasure from "the boss". Such problems will not arise where the needs are properly anticipated, the plans drawn and the responsibility fixed.

In closing this little epistle, after almost twenty years of reminiscing, may I indulge in a little personal satisfaction? No one ever had a monument dedicated to him which moved him more deeply or gave more satisfaction than when the big beautiful building with the flush toilets at Toyon was dedicated and named "The Granger Annex". The block print on the cover of this letter was stamped on each napkin
at the dinner in Toyon Community House which celebrated this important event.

My sincere hope is that such long arduous work is no longer necessary to obtain adequate and proper school plants and facilities for our children. If your "thesis" helps in any small measure towards this end, I am doubly proud of you.

My affectionate good wishes and pride in your teaching always,

Mary Lou's Mother

(s) Mary W. Granger

P. S. I fully intended NOT to mention names, but feel that this is incomplete without due credit to the unstinting help and cooperation we received from Shasta County Superintendent of Schools, Lucy Hunt—she was elected early in our struggles—and Matt Rumboltz, our principal, a man of the greatest perseverance and integrity.

M. W. G.
Statement by Matt J. Rumboltz, Superintendent, Churntown Elementary School District, Shasta County, California. Trustee Shasta Union High School District, Redding, California, to the Special Investigating Subcommittee of the Committee on Education and Labor, House of Representatives in San Francisco, California, on November 16, 1949. Hearings were held to obtain background information for a bill to provide for the education of children residing on certain nonsupporting federally owned property, and children residing in localities overburdened with increased school enrollments resulting from Federal activities in the area and for other purposes.

Mr. Humboltz. My name is Matt J. Rumboltz, district superintendent of the Churntown elementary school district at Shasta Dam.

The early history of Toyon School, Churntown elementary district, of Shasta County, is interesting because it was probably the first boom-town school in California due to Federal activity. State and county were unprepared for the great increase of school population in this remote district that had closed its one-room school 20 years before and been annexed to another district with a one-room school building 5 miles away.

The school attendance increased from zero in the spring of 1938 to 400 children in February of 1939. In
September 1938 the Pacific Constructors, Inc., prime contractors for construction of Shasta Dam, built a six-room building on Federal land near its camp and the United States Bureau of Reclamation camp and presented the school with a 36-passenger bus. Later they added a kindergarten annex and a lavatory building. The county superintendent of schools paid the teachers' salaries--$85 per month--for the first year from a small fund she had. All supplies were "on the cuff" with a school-supply firm. We had only benches and tables--no desks. It was a year of extreme educational hardship.

Seeing the condition of our school, the State legislature appropriated $150,000 for construction and operation of similar schools in 1939. Of this, approximately $120,000 came to Shasta County and was used to build, equip, and staff four additional school buildings in the construction area, but not in Churntown district. Churntown received none of these State funds nor one cent of Federal funds at any time during its 11-year history. Of course, our district received the regular State apportionment for average daily attendance after the first year.

During the active construction of Shasta Dam, while there was $1,000,000 assessed valuation of construction equipment at Shasta Dam, we had an adequate school with no distress--our building was still in good repair--but in 1946 when this valuation was rapidly dropping toward its $214,000 point of today--that's $765 per pupil assessed valuation--it
was necessary to lay a local elementary-school tax of $2.90 per $100 just to operate the school. The maximum permissible tax without special election is 90 cents. Present State equalization aid has relieved this condition, but the $1.55 per pupil we had to spend does not compare very favorably with the $1.86 average spent in California last year.

Our original buildings, built between 1938 and 1941, were rather temporary structures intended to last 5 or 6 years. They are becoming a repair and maintenance problem. We have a new wing of three rooms just completed with local and emergency State funds. It is a well-built permanent structure. We raised $11,000 and the State gave $48,000. We still do not have adequate buildings because we lack a gym or playroom. This is one of the wettest spots in the State, and we like to play a little bit.

At present much of our area of 62 square miles is federally owned or of little value. The populated and taxed area is less than two square miles. The wealth of Shasta Dam flows elsewhere. Even the bulk of tourist income is collected ( ) of our district.

In attempting to provide for education of workers on Federal projects, probably the construction of the Shasta Dam of the Central Valley water project went further than any other project to that time in that in the specifications there was the requirement that the contractor provide school-housing for the children of the workers. In retrospect this provision was entirely inadequate.

As memory serves, the contractor constructed six classrooms using the emergency plan of the division of schoolhouse planning on a smaller than standard site in the newly enlarged Chureh district called Toyon School. This was not built under the supervision of the division of architecture and, therefore, does not comply with the earthquake safety law. The toilet facilities consisted of a group of national park-type pit toilets.

While we have no means of determining the amount spent by the contractor, we very much doubt if the expenditure exceeded eighteen to twenty thousand dollars. Actually the problem was very much more complex than the simple one defined
above. The entire project involved not only the construction of the Shasta Dam but the rerouting of Highway 99 and the Southern Pacific Railroad, the construction of a new Pit River bridge, the denuding of the shore line and the construction of the aggregate conveyor which at that time was the largest of its kind in the world.

Much of the area filled up with mushroom growth, one small town even being called Boom Town. The growth consisted not only of workers but potential workers, realtors, construction people involved in subdivision development, auto repair people, grocers and suppliers of typical wants of a large group of people. The influence not only was felt in Redding and the environment, but extended as far as Vollmers in the Delta school district approximately 35 miles away.

The State legislature appropriated $120,000 to be spent for schoolhousing construction. At least two schools lost their sites and had to face the prospect of new schools on a rising market. The division of schoolhouse planning acted as legal architect supplying its emergency plan and most of the units comply with the earthquake safety law.

The number of school rooms built for each district are shown in the following list:

<table>
<thead>
<tr>
<th>District</th>
<th>Rooms</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bass</td>
<td>1</td>
</tr>
<tr>
<td>Buckeye</td>
<td>2</td>
</tr>
<tr>
<td>Delta</td>
<td>1</td>
</tr>
<tr>
<td>Enterprise</td>
<td>2</td>
</tr>
<tr>
<td>Redding</td>
<td>8</td>
</tr>
</tbody>
</table>
Smithson: 2
Union district: 7

\[1\text{Distributed with 5 at Central Valley or former Boom Town, and 2 at Project City.}\]

It is interesting to note that prior the dam activity, the average daily attendance of the union district was 16 and is now 407. None of the projects should have been considered as temporary projects as was Toyon since recently three more classrooms have been added at Toyon, two more at Project City, four more at Enterprise, and Redding, of course, has been facing continually the problem of growth.
The superintendent of public instruction appreciates the opportunity to be heard in your investigation of the problems pertaining to the public-school education of children residing on Federal property or in defense-affected communities.

The State of California and the various school districts of the State feel that it is their responsibility to educate the children residing on Federal property and have accepted that responsibility through the provision of funds for each such child attending the public schools within the State. It is also felt that money appropriated by Congress to assist local school districts should be used for such assistance and not for the establishment of a competing system of education supported by public funds from the Federal Government.

THE PROBLEM

The various federally owned installations and reservations in California have created difficult problems in school districts adjacent to such installations and reservations. The problems, briefly stated, have resulted from (1) the removal of taxable resources from the local school district assessment rolls and (2) the impact of school enrollment derived from the dependents of Federal and federally-attached employees.
The removal of taxable resources from local school district assessment rolls has affected the maintenance and operation of schools by decreasing available money from district tax sources to meet educational needs increased by a mounting economy and by enrollment of dependents of Federal and federally attached personnel. This has caused, in those districts affected, a dilution of the educational program of all pupils. Further, the removal of taxable resources from the local school district assessment roll has reduced the ability of the districts, by reducing bonding capacity, to provide adequate housing facilities and school equipment. Thus the presence of Federal installations and reservations affects, often critically, both the maintenance and operation program and school building program of school districts. Federal assistance to these districts on a sound, permanent, predictable basis is necessary if the program of all pupils is not to be severely curtailed.

The various Federal installations and reservations in California have also created difficult problems at the State level in the administration of (1) State equalization funds, and (2) State emergency school building funds. These funds should be protected against dissipation resulting from the impoverishment of local school districts by activities of the Federal Government that remove taxable resources from local assessment rolls and increase educational needs by the enrollment of dependents of Federal and federally attached personnel.
These problems have been emphasized and made more difficult by the maze of legislation, presently in force, which appropriates Federal money for the assistance of local school districts. This legislation administered by various Federal agencies is complex and confusing. The availability of funds often is determined by commanding officer or person in charge of an installation and is limited by the amount appropriated to the particular installation. It is often limited due to the fact that such an allocation would materially reduce the operation budget of the installation concerned. Income from these sources has not, and is not guaranteed, nor predictable for budget-making purposes. There is no uniformity in administering the laws even among the various subdivisions of a single agency administering the same law. School districts find it impossible to budget for pupil needs derived from the impact of the enrollment of dependents of Federal and federally attached personnel.

PRESENT PROVISIONS FOR MEETING THE PROBLEMS

There are no permanent provisions at the district or State level for meeting these problems. On the contrary, the impact of enrollment of dependents of Federal and federally attached personnel has been absorbed by the district mainly by a dilution of the educational program, the adoption of double-session classes, and other financial and administrative adjustments. The State has been of meager help to a few
districts through the administration of an emergency fund and through the allocation of emergency school building funds to some districts.

Federal provisions have been inadequate to meet the problem both from the standpoint of the amount of money involved and the inconsistency of administering the laws.

RECOMMENDATIONS

It is recommended that assistance to school districts educating dependents of Federal and federally attached personnel be provided by a single law, administered by a single agency, preferably the Commissioner of Education, and that allocations or apportionments to local school districts should be made to the State superintendent of public instruction who in turn will allocate to the particular district.

It is recommended that assistance be on a guaranteed, predictable basis—not a budget deficit basis—so that budget provisions may be made in each district to serve dependents of Federal and federally attached personnel.

It is recommended that provisions for Federal assistance include assistance for all levels included in the public system of education as defined by State statute and the Constitution of the State of California.

To alleviate the financial problems caused in local school districts, it is recommended that for each unit of average daily attendance, or major fraction thereof, derived
from dependents of Federal or federally attached personnel residing on a Federal installation or in public housing, the Federal Government reimburse each such school district for the actual cost of instruction less all State and Federal apportionment or allocations resulting from such attendance. These amounts compensate for the loss in assessed valuation to the district and to enable the district to absorb the impact of enrollment of dependents of Federal and federally attached employees. Such amounts to be determined for each district by the superintendent of public instruction and certified by him to the Federal Government. Allocation to the districts to be made through and by the superintendent of public instruction.

To alleviate school building problems in local districts and to prevent dissipation of the State emergency school building fund, it is recommended that for each unit of average daily attendance, or major fraction thereof, enrolled in a school district who are dependents of Federal or federally attached employees residing on Federal installations or in public housing, the Federal Government provided assistance for capital outlay expenditures that will be computed by multiplying the current per pupil cost of school building construction by the average daily attendance of pupil of Federal dependents. Such assistance to be determined for each district by the superintendent of public instruction and certified by him to the Federal
Government. Allocation to the districts to be made through and by the superintendent of public instruction.

It is further recommended that housing facilities provided by the Federal Government and still in Federal Government ownership be transferred to school districts for general use as school facilities.

In instances of schools operated by a local school district on a Federal installation or reservation or in public housing areas, the Federal Government shall provide the building facilities and equipment and meet the necessary instructional costs incurred by the districts for such operation, less State funds for operation.

It is strongly recommended that the subcommittee give sincere consideration to the early adopting of a broad program of providing Federal financial assistance to local school districts for the education of dependents of Federal and federally attached employees residing on Federal installations, reservations, or in public housing, similar to the provisions of H. R. 4115 and its companion measure S. 1724 which are before this Congress. Such a measure would enable the establishment of a uniform and consistent policy for the education of dependents of the personnel of the various Federal agencies by the United States Commissioner of Education who would be charged, with the State superintendent of public instruction, with the responsibility of administering the program.