THE POTENTIAL EDUCATIONAL AND ECONOMIC ADVANTAGES OF THE UNIFICATION OF THE WILLIAM S. HART UNION HIGH SCHOOL DISTRICT

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by

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This project report, written under the direction of the candidate's adviser and approved by him, has been presented to and accepted by the Faculty of the School of Education in partial fulfillment of the requirements for the degree of Master of Science in Education.

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CHAPTER I

THE PROBLEM AND ITS BACKGROUND

The need for unification of California school districts has been recognized for many years. The William S. Hart Union High School District has been in existence for only two years, but already the need of better articulation between the high school and the four elementary schools within the district is apparent.

The existence of wide variation in wealth of the various elementary districts also poses other problems that have arisen in the area -- financial problems, transportation problems, school housing problems, and the coordinating of school services.

THE PROBLEM

Statement of the problem. The problem selected for this project resolved itself into the making of a survey of the four elementary school districts comprising the William S. Hart Union High School District in northern Los Angeles County, California. This was undertaken with the view of determining the feasibility of unification of the area into a single unit of administration, or other

worthwhile units of administration. This study seeks to determine the educational and economic advantages of such undertakings.

The following questions were considered fundamental to any valid solution of the problem:

1. What would be the effects of unification on the financial conditions of the district involved?

2. What educational advantages would be achieved by unification?

3. What would be the effect of unification on transportation in the districts?

4. What would be the effect of unification in regard to building facilities or needs of the districts?

5. What other alternatives would be possible besides unification of the whole area to gain the advantages inherent in a larger administrative unit?

In this project the area to be studied will be confined to the present area of the William S. Hart Union High School District. No attempt will be made to study the possibility of combining with either of the adjacent high school districts -- Antelope Valley Joint or Los Angeles City.

DEFINITIONS OF TERMS USED

Unified School District. A unified school district is one in which the school district boundaries for elementary and high school purposes are identical and in which one school board and one superintendent direct the educational program from nursery school or kindergarten through the high school or junior college.

Union School District. A union school district is one in which two or more adjoining elementary school districts combine to form one elementary or high school district.

Optional Reorganization. Optional reorganization of a school district will give the voters the option of voting "yes" or "no" on the proposal presented by the proper authorities or instigated by the school districts affected.

Administrative Unit. An administrative unit consists of the several schools in the unified district administered by one board of five democratically elected trustees under the professional leadership of a qualified superintendent with a staff large enough to furnish efficient business management, and complete supervisory,

health and attendance services.

HISTORICAL BACKGROUND AND NATURE OF THE AREA

Location and size. The William Hart High School District was formed by the combining of the Castaic Union, Newhall, Saugus Union, and Sulphur Springs Union elementary school districts. It is located in the northern part of Los Angeles County and adjoining the eastern boundary of Ventura County. It extends east from the Ventura County line for twenty-three miles to the boundary of the Antelope Valley Joint Union High School District. The northern boundary adjoins also the Antelope Valley Joint Union High School District on a line that traverses the foothills of the Tehachipi Range. To the south the boundary line follows the crest of the Santa Susana Mountains to the Los Angeles City limits near the Fremont Pass of U. S. Highway No. 6. It then jogs north for a short distance and then continues east on the crest of the San Gabriel Mountains. From north to south the district varies in width from nineteen miles on the west boundary to eight miles on the east boundary. The district encompasses approximately four hundred square miles. It includes the towns of Newhall, Castaic, Saugus, and the rapidly expanding residential areas in Mint Canyon.

Contour and Topography. A major portion of the area is mountainous. The Santa Susana Mountains to the west range from about 1500 feet in height to 3000 feet. The San Gabriel Mountains to the south and east range from 1500 to over 5000 feet. The area is transversed by many canyons all draining into the Santa Clara River which comes close to bisecting the district on an east-west line. The main portion of the arable land is in the lower reaches of the canyons, with an occasional arable mesa in the canyons, and the largest portion of arable land in the fertile valley of the Santa Clara. Considerable canyon areas are used for cattle grazing with many "permanent pastures" now making their appearance. Transportation throughout the area is provided by a good system of high-ways and roads. Golden State Highway (U. S. 99) is the main route north for automobile and truck travel to the San Joaquin Valley and points north. Sierra Highway travels northeast over Fremont Pass to Lancaster and is the main highway leading to the High Sierras and Death Valley areas. State Highway 126 from Ventura, Santa Paula, and Fillmore intersects Highway 99 at Castaic Junction. Other good roads go through Bouquet, Soledad, Sand, San Francisquito, Elizabeth Lake and Hasley Canyons. Other canyons are penetrated by oiled and surfaced roads.

The San Joaquin Valley main line of the Southern Pacific Railroad travels through this area. It enters the district by way of the San Fernando Tunnel near Highway 99, comes in Railroad Canyon south of Newhall and then follows San Fernando Road to Soledad Canyon thence north to Palmdale, Lancaster, and Mojave. At Saugus the Southern Pacific has maintenance headquarters and a pumping plant. Also at Saugus a branch line of the Southern Pacific runs west to Fillmore, Santa Paula and Ventura.

Historical Sketch. The William S. Hart Union High School District has been in existence only two years. It was formed in 1945 when attendance in the elementary districts of Castaic Union, Mint Canyon, Saugus Union, and Sulphur Springs reached an average daily attendance of more than five hundred, and when the valuation of the district reached a value of more than $5,000,000. This met the requirements of the Education Code of the State of California, Section 3661, which required that in order to form a new high school district there must be at least five hundred or more units of attendance in the aggregate elementary school districts and an assessed valuation of $5,000,000 or more.

The increase in valuation of the district was

brought about primarily by the discovery of new oil fields in the Newhall and Castaic Union School Districts. The increase in attendance was brought about by the location of the Bermite Powder Company in Saugus, their subsequent employment of one thousand or more workers at the peak, and the influx of population from the nearby urban area of Los Angeles mainly employed at the huge airplane factories in the nearby San Fernando Valley. A hundred or more homes were built by the Bermite Powder Company in the Newhall area alone. Former summer cottages in the nearby canyons acquired year 'round residents.

When first formed the new high school district was called the Santa Clarita Union High School District. In the fall of 1945 the name of the school was changed to the William S. Hart High School in honor of the former star of silent Western pictures who was a long-time resident and benefactor of the area.

Because of building restrictions and the inability to construct a suitable building, the students of the high school have been divided into two groups. The students of grades ten, eleven and twelve in the first year of the new school's existence continued to attend the San Fernando High School of the Los Angeles City High School

District on a tuition basis. These students will continue at San Fernando until they have graduated. In the meantime, the graduates of the elementary districts for 1945 and 1946 and subsequent years will attend the William S. Hart High School in Newhall. For the past two years the high school has existed on the grounds of the Newhall Elementary School. It is expected that the fall of 1947 will see the housing of grades nine, ten and eleven in their own school on a site in Newhall. Eventually it is planned to maintain a junior-senior high school of grades seven to twelve inclusive.

Population centers. The largest percentage of the population of the high school district is located in the town of Newhall, with Saugus, Castaic, and the Mint and Sand Canyon areas providing the balance. Because of the large influx of population during the war years, no valid Federal Census exists for the area. If the rule of the Los Angeles County Office of the Superintendent of Schools is used whereby the elementary average daily attendance is multiplied by nine, the estimated population of the area is given in Tables I to V. Some parts of the Saugus Union District were not within the union district for the whole period, but they have been grouped together for more

convenient reference. This also applies to the Sulphur Springs Union which was effected in 1945 between the Mint Canyon School and the Sulphur Springs School.

Climatic conditions. The Little Santa Clara Valley has a climate typical of the inland valleys of Southern California. It is little affected by the climatic conditions of the lower valley in Ventura County. The area is hot and dry in the summer and fall months and subject to frosts in the winter. In winter months a low of fifteen degrees is experienced, and in summer the thermometer often reaches 108 degrees. The area is often subject to biting winds from the north and east in the winter months, and a hot, dry wind in the spring and summer months. The median temperature during the day in winter is close to seventy degrees, and in summer the median day temperature is in the high eighties.

Water and land use. The town of Newhall is supplied with water from three wells owned by the Newhall Water Company. The rapid growth of the town in the past two years has put a very severe strain on the local water system. New lines and new pumps have been added to more adequately serve the townspeople.

In the other areas of the district the main source

TABLE I

ESTIMATED POPULATION BASED ON ELEMENTARY AVERAGE DAILY ATTENDANCE IN CASTAIC UNION DISTRICT

Year	A.D.A.	Per cent of increase	Estimated population
1941-1942	92		828
1942-1943	77	-16.3[1]	693
1943-1944	86	11.7	774
1944-1945	104	20.9	936
1945-1946	116	11.5	1044

The population was based upon a rule used by the office of the county superintendent of schools of Los Angeles County, which is to multiply the elementary average daily attendance by nine.

[1] Decrease.

TABLE II

ESTIMATED POPULATION BASED ON ELEMENTARY AVERAGE DAILY ATTENDANCE IN NEWHALL DISTRICT

Year	A.D.A.	Per cent of increase	Estimated population
1941-1942	246		2214
1942-1943	221	-10.2[1]	1989
1943-1944	226	2.3	2034
1944-1945	264	16.8	2376
1945-1946	308	16.7	2772

The population was based upon a rule used by the office of the county superintendent of schools of Los Angeles County, which is to multiply the elementary average daily attendance by nine.

[1]Decrease.

TABLE III

ESTIMATED POPULATION BASED ON ELEMENTARY AVERAGE DAILY ATTENDANCE IN SAUGUS UNION DISTRICT[1]

Year	A.D.A.	Per cent of increase	Estimated population
1941-1942	121		1089
1942-1943	104	-14.0[2]	936
1943-1944	129	24.0	1161
1944-1945	139	7.8	1251
1945-1946	126	-9.4	1134

The population was based upon a rule used by the office of the county superintendent of schools of Los Angeles County, which is to multiply the elementary average daily attendance by nine.

[1]Includes attendance for Bee, Honby, New Era, and Saugus District.

[2]Decrease.

TABLE IV

ESTIMATED POPULATION BASED ON ELEMENTARY AVERAGE DAILY ATTENDANCE IN SULPHUR SPRINGS UNION DISTRICT

Year	A.D.A.	Per cent of increase	Estimated population
1941-1942	84		756
1942-1943	68	-19.0[1]	612
1943-1944	69	1.5	621
1944-1945	80	15.9	720
1945-1946	95	18.75	855

The population was based upon a rule used by the office of the county superintendent of schools of Los Angeles County, which is to multiply the elementary average daily attendance by nine.

[1]Decrease.

TABLE V

ESTIMATED POPULATION BASED ON ELEMENTARY
TOTAL AVERAGE DAILY ATTENDANCE OF ALL DISTRICTS

Year	A.D.A.	Per cent of increase	Estimated population
1941-1942	543		4887
1942-1943	470	-12.9[1]	4230
1943-1944	512	8.9	4608
1944-1945	587	14.6	5283
1945-1946	645	9.9	5805

The population was based upon a rule used by the office of the county superintendent of schools of Los Angeles County, which is to multiply the elementary average daily attendance by nine.

[1]Decrease.

of water is from the gravel stratas of the Santa Clara River, Placerita Creek, Castaic Creek and their various tributaries. Most of this water is obtained by wells pumping out of these stratas.

Most of the arable farm land in the area is controlled by the Newhall Land and Farming Company. This land is largely leased out to individual farmers and ranchers. The principal crops raised in the territory are barley, oats, alfalfa for hay. Potatoes, carrots, turnips, and melons are also raised extensively. Some ranchers are converting their hay fields to permanent pastures, and the raising of cattle has increased recently with the current demand for more meat on the local market.

The discovery of new oil pools in the Newhall and Live Oak school districts has brought many new workers into the area. In addition to oilworkers many kindred businesses have been established. Castaic now has a toolmaking company.

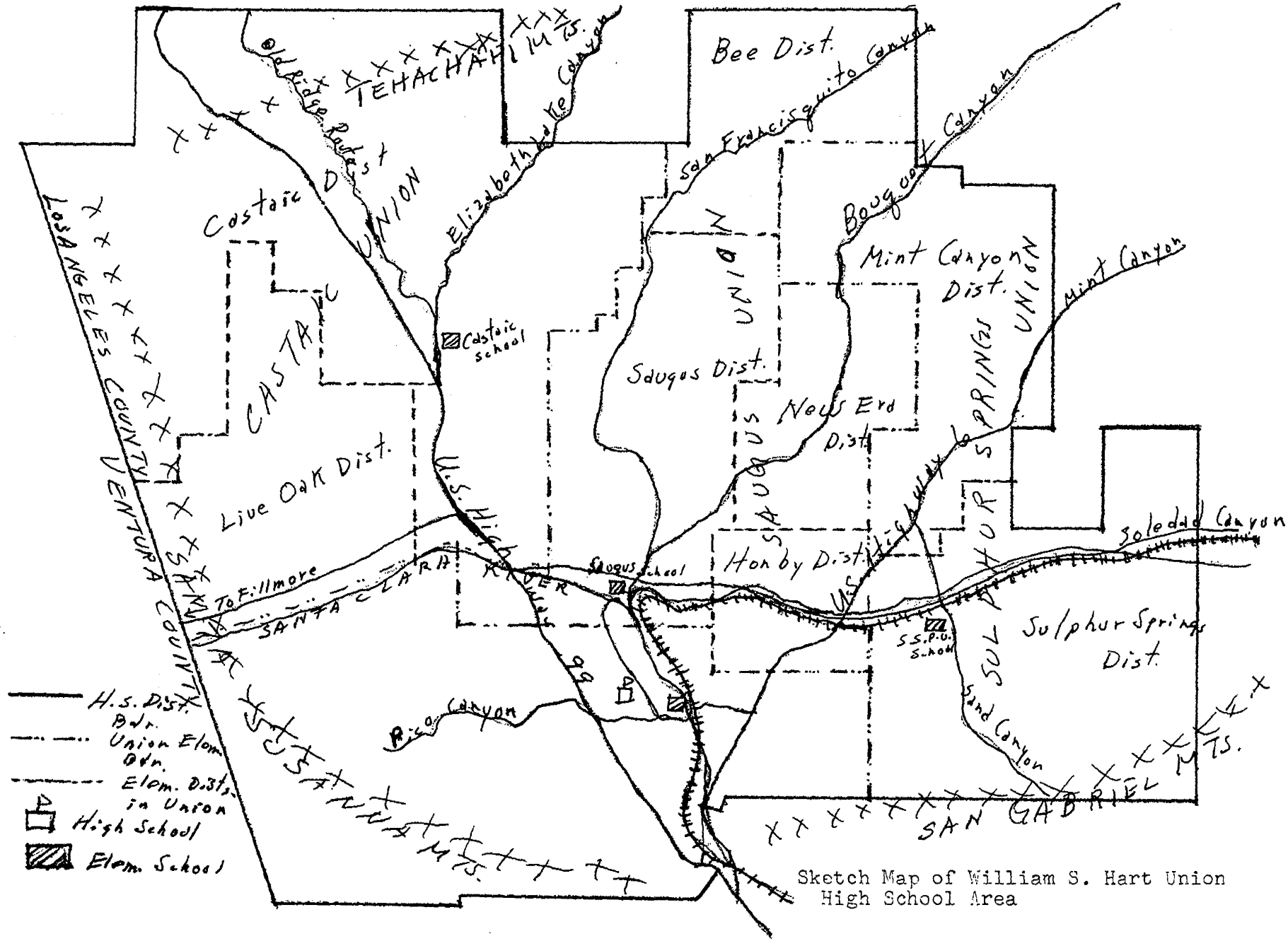
The former Bermite Powder Company in Saugus is now manufacturing fuses and other signal equipment for railroads. Part of the plant is now leased to a furniture manufacturer. Two other manufacturing companies have purchased land in the Honby district and are contemplating building soon.

The town of Newhall serves the area as a shopping and service center. The stores include three markets, a shoe store, two drug stores, two auto appliance stores, two restaurants, two sandwich shops, a malt shop, two electrical appliance shops, a liquor shop, a saddlery, a five-and-ten cent store, a small department store, and a feed store. A new hardware store is now being built. Services to be had are two shoe repair shops, two dry cleaning establishments, two barber shops, three beauty shops, seven service stations, an ice plant and freezer lockers, two cabinet shops, a plumber, three electricians, a heavy equipment contractor, and other varied services of a small community. There is also a bank, a water development company, two hotels -- one with and one without a bar, and three realtors. The town also has three lawyers, two doctors, one dentist, and one veterinary. There is a small private hospital. The gas company has its headquarters here, as does the telephone company. Just to the south of Newhall in the pass is the locally-owned Newhall Refinery. In the immediate area are two large dairies.

Many new homes are now being built in the Newhall area. It would appear that the urban area of metropolitan Los Angeles is gradually spreading to this locality.

A free hand map is included in this chapter to show the relative size, and topography of the district. In the appendix is a more detailed map.

This chapter has given a historical background for the study. It has stated the problem and limited its scope. It has defined the terms used in the study. A composite picture of the area in question has been given.



Sketch Map of William S. Hart Union High School Area

CHAPTER II

IMPORTANCE OF AND CRITERIA FOR REORGANIZATION OF SCHOOL DISTRICTS

Because this study examines and analyzes the potentialities of reorganizing four separate elementary school districts into a single unified school district, it is necessary to examine what representative educational leaders have said as to the importance of reorganization and, next, to set up criteria for any reorganization of school districts.

IMPORTANCE

Calvin Greider, in his study including the entire State of Colorado, states:

> A good case against the reorganization of school districts into enlarged administrative units has never been made out, in Colorado or anywhere else. On the contrary, the evidence in support of larger and fewer districts is conclusive from every point of view -- and not merely conclusive, but ponderous.[1]

As early as 1918 the United States Bureau of Education said, "The small school system is an almost insurmountable obstacle to the type of school organization

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[1]Calvin Grieder, School District Reorganization for Colorado, The Colorado Association of School Boards, University of Colorado, Boulder Colorado, 1944.

required by a modern rural population."[2]

A California Special Legislative Committee on Education reported in 1920 that "The district unit for school administration has done its work; it is expensive and ineffective, and present day needs in rural education call for its abolition."[3]

Again, in 1922 the United States Bureau of Education stated in a report concerning education in Oklahoma the following:

> As to preserving the district system because of its so-called democracy, we may state that the chief reason for demanding its abolition is that it is the most undemocratic system that could be devised. The essence of democracy is equality of opportunity. We have shown that the district system not only fails to provide such equality but makes any approach to the problem impossible.[4]

George C. Mann and Ernest E. Certel, in their Study of Local School Units in California published in 1937, made the following statements:

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[2]U. S. Bureau of Education: The Educational System of South Dakota Bulletin, No. 31, Washington, D.C. 1918.

[3]California Special Legislation Committee on Education: Report, Sacramento, 1920.

[4]U. S. Bureau of Education: Public Education in Oklahoma, Washington, D. C., 1922.

> California, although generally progressive educationally, has been slow in the matter of discarding an outgrown type of school district organization.
>
> . . . . . .
>
> Nearly every serious student of school administration realized the very real need for unification of control in school districts throughout the state so that elementary and high schools will be controlled by single governing boards, thus making possible a co-ordination of the educational programs offered. . . .[5]

Leonard K. Koos and Frederick J. Weersing in their study published in 1929 reported as follows:

> An outstanding characteristic of the system of education in the State of California as compared with most other states is the independent organization of elementary schools, high schools, and junior colleges under separate boards of education, boards which are autonomous with respect to one another . . . For the most part, each pursues its own independent way, actually prevented by legal obstacles, tradition, or consideration of self-interest from unifying or correlating its work with units above or below.
>
> . . . . . .
>
> With over 3,500 separate boards operating in the state the peculiar overlapping of districts autonomous with respect to one another presents one of the most baffling problems which those interested in California schools have to face.
>
> . . . . . .
>
> The evidence gathered points unequivocally toward a larger unit of local school administration for elementary education and not infrequently also for high school education. The high desirability of junior high school organization requires

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[5]George C. Mann and Ernest E. Oertel: Study of Local School Units in California, Sacramento: California State Printing Office, 1937.

> the integration vertically of elementary and high school districts. Progress of schools outside of city districts will be retarded without such enlargement and integration of districts.[6]

The importance of the reorganization of school districts, then, has been recognized by educational leaders and authorities for many years. But it was not until 1945 that the California Legislature created the State Commission on School Districts to direct a state-wide survey of school districts for the purpose of effecting feasible unification or other reorganization. This survey is in progress at the time this survey is being made, but several years must elapse before it can be completed.

CRITERIA

In determining the criteria to use as a specific standard for guidance in the proposed reorganization of the William S. Hart High School District it must be kept in mind that although the area under consideration is quite large, the actual pupil enrollment is quite low when

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[6] Leonard V. Koos and Frederick J. Weersing: Report of a Preliminary Survey of Secondary Education in California, Sacramento, 1929.

compared with a less rural type of district. Therefore, several of the criteria may only be approached and not attained until possible future growth in the total pupil enrollment.

Howard A. Dawson summarizes, in his study, what he considered to be the guiding standards for the organization of administrative units as follows:

> 1. Reorganize local units of school administration so as to make available in an economical manner to all youth of that unit educational facilities that offer throughout the elementary and secondary levels complete educational opportunities.
>
> 2. Propose legislation pertaining to reorganization in strict conformity with the state constitution and in harmony with court decisions.
>
> 3. Make state-wide, or at least area-wide, surveys to aid in reorganization of local units.
>
> 4. Enlarge administrative units and so organize them that centralization of responsibility and authority together with local leadership may be provided.
>
> 5. Take into account economic, social and topographical factors in reorganizing local administrative units.

Julian E. Butterworth states that a good administrative unit has the following characteristics:

> 1. An effective unit is large enough and financially strong enough to cooperate efficiently with state and other agencies in financing a good elementary program.

2. An effective unit reduces as far as possible the number and extent of inequalities in ability to finance a complete elementary and secondary educational offering.

3. An effective unit retains and develops local interest in and understanding of the school program.

4. An effective unit provides competent, non-political control.

5. An effective unit assures progressive professional supervision.

6. An effective unit reduces gross differences in educational offerings available to different groups.

7. An effective unit provides an adequate and varied curriculum.[7]

A more detailed list of principles to be considered in the reorganization of school districts was given in a report of a conference called by J. W. Studebaker, United States Commissioner of Education at Washington, D. C., in 1935, and will be found elsewhere in this study.[8]

For determining the potential educational and economic advantages of unifying the William S. Hart School

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[7] Efficient Units of Administration, (National Educational Association Research Bulletin No. 4, Vol. IX, Sept. 1931, Washington, D. C.: National Education Association, 1931,) p. 243.

[8] Appendix I

District over what exists at the present time the following standards have been used, which are in close harmony with authoritative statements.

1. Function:

   To make available in an economical manner to all of the youth in the William S. Hart High School District, facilities that will offer complete educational opportunities throughout the elementary and secondary levels.

For Administrative Units:

2. Control:

   By a single board of trustees for both elementary and secondary levels, to consist of five members, and to be elected as provided for at the present time by the California State Education Code.

3. Direction:

   By professional leadership vested in a single district superintendent, aided by trained assistants in each school of five or more teachers.

4. Staff:

   Large enough to furnish efficient business management and complete supervisory, health, and

attendance services.

5. Enrollment:

At least eight hundred and fifty, but five to seven thousand would be even more desirable.

For Schools:

6. Location:

(a) Due consideration must be given to social, economic, and topographical conditions:

(b) Community unity should not be violated where school enrollment is large enough to permit the maintenance of an adequate educational program:

(c) Existing locations should be utilized as long as buildings are structurally sound and economically maintained, but a long range plan for larger school units should be developed.

7. Organization:

The 6-3-3 plan is generally recognized to be the most desirable.

8. Pupil-teacher load:

(a) Maximum of 30 in elementary grades, but 20 would be more desirable;

(b) Maximum of 25 in secondary grades, but 18-20 more desirable.

9. Housing:

Adequate and modern construction and equipment.

10. Transportation:

(a) For all pupils living more than one mile from school or for all within one mile that would encounter hazardous highway conditions en route to school;

(b) Limit to approximately one hour the time that any student should spend en route to or from school.

CHAPTER III

GROWTH IN SCHOOL POPULATION

Growth Statistics. In the ten year period from 1935-36 to 1945-46 the elementary schools comprising the present William S. Hart Union High School District show a definite pattern of growth. In the absence of an accurate census of the area this can well serve the purpose of showing the growth patterns of the area.

The accompanying table shows the growth in the individual districts making up the entire district. All districts save one show a definite growth in school population. The Honby district alone shows no gain, but even here the attendance at the end of the period studied shows no loss. The gains in the other districts range from 38 per cent in the Castaic district of Castaic Union to 182 per cent in the Mint Canyon district of Sulphur Springs Union. Sulphur Springs district of Sulphur Springs Union also shows a remarkable growth of 146 per cent. Other districts showing a high rate of growth were Bee district of Saugus Union with 112 per cent and Live Oak district of Castaic Union with 109 per cent.

New Era district of Saugus Union gained 41 per cent,

TABLE VI

AVERAGE DAILY ATTENDANCE OF ELEMENTARY SCHOOLS IN WM. S. HART UNION HIGH SCHOOL DISTRICT -- 1935-36 TO 1945-46

Year	Castaic Union		Newhall	Saugus Union				Sulphur Springs Union		Totals
	Castaic	Liveoak		Bee	Honby	New Era	Saugus	Mint Canyon	Sulphur Springs	
1935-36	42	23	197	8	24	17	42	11	26	390
1936-37	42	30	204	10	23	11	48	13	22	403
1937-38	51	27	241	14	24	11	50	15	24	457
1938-39	44	39	266	17	20	8	71	23	40	528
1939-40	52	37	262	15	20	15	63	29	43	536
1940-41	50	41	261	18	11	19	74	33	54	561
1941-42	48	44	246	17	24	16	64	28	56	543
1942-43	44	33	221	14	17	14	59	32	36	470
1943-44	46	42	226	16	18	18	77	29	40	494
1944-45	59	45	264	@	24	24	102@	(b)	80(b)	598
1945-46	68	48	308	17	24	24	70	31	64	654
Net gain or loss	16	25	111	9		7	28	20	38	264
Per cent gain or loss over 1936	38	109	56	112		41	67	182	146	68

@Bee students attending Saugus; A.D.A. credited to Saugus
(b)Mint Canyon students attending Sulphur Springs; credited to Sulphur Springs

Saugus district of Saugus Union 67 per cent.

In the districts considered, Sulphur Springs Union showed the greatest rate of growth with 157 per cent. Castaic followed with a growth rate of 78 per cent. Newhall had a growth rate of 56 per cent, and Saugus Union had the slowest growth rate with 48 per cent.

Growth trends. The accompanying charts show the growth patterns of the individual school districts and also the growth of the combined districts. Beginning in the school year of 1935-36 the pattern was one of a steady ascent. This pattern for the combined districts reached its peak in 1940-41. Then there was a gradual decline through the early war years. This decline continued until 1942-43, and the following year the growth pattern turned upward. From 1943-44 to the present writing, the rate of growth has been rapidly accelerated.

Individually, the districts show some variations from the graph of the combined a.d.a. from 1935-36 to 1941-42. The a.d.a. dropped the following year, but since that time there has been a steady increase from year to year.

Newhall experienced a sharp increase in a.d.a. from 1935-36 to 1938-39. The next two years showed a slight decrease, and then in the period from 1940-41 to 1942-43

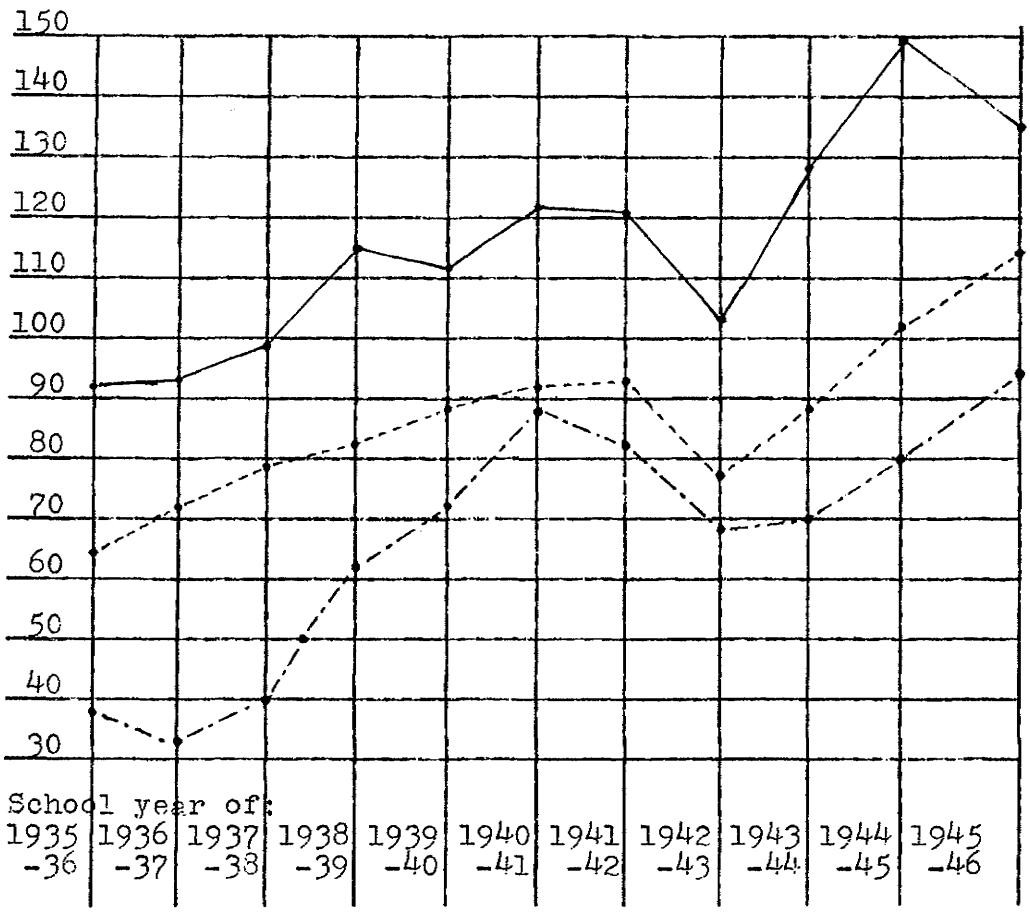

FIGURE 2

GROWTH PATTERNS OF THREE OF THE ELEMENTARY SCHOOLS OF THE WILLIAM S. HART UNION HIGH SCHOOL DISTRICT

CASTAIC UNION
SAUGUS UNION
SULPHUR SPRINGS UNION

NUMBER OF PUPILS IN A. D. A.

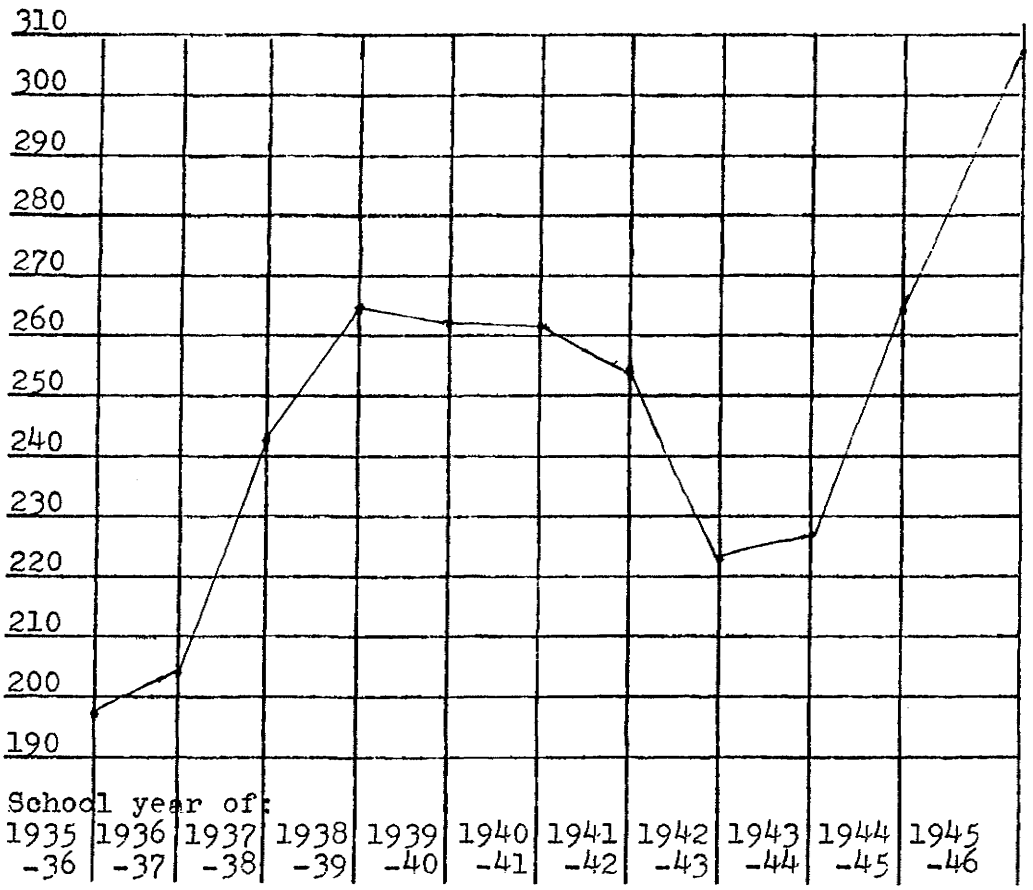

FIGURE 3

GROWTH PATTERN OF THE NEWHALL ELEMENTARY SCHOOL OF THE WILLIAM S. HART UNION HIGH SCHOOL DISTRICT

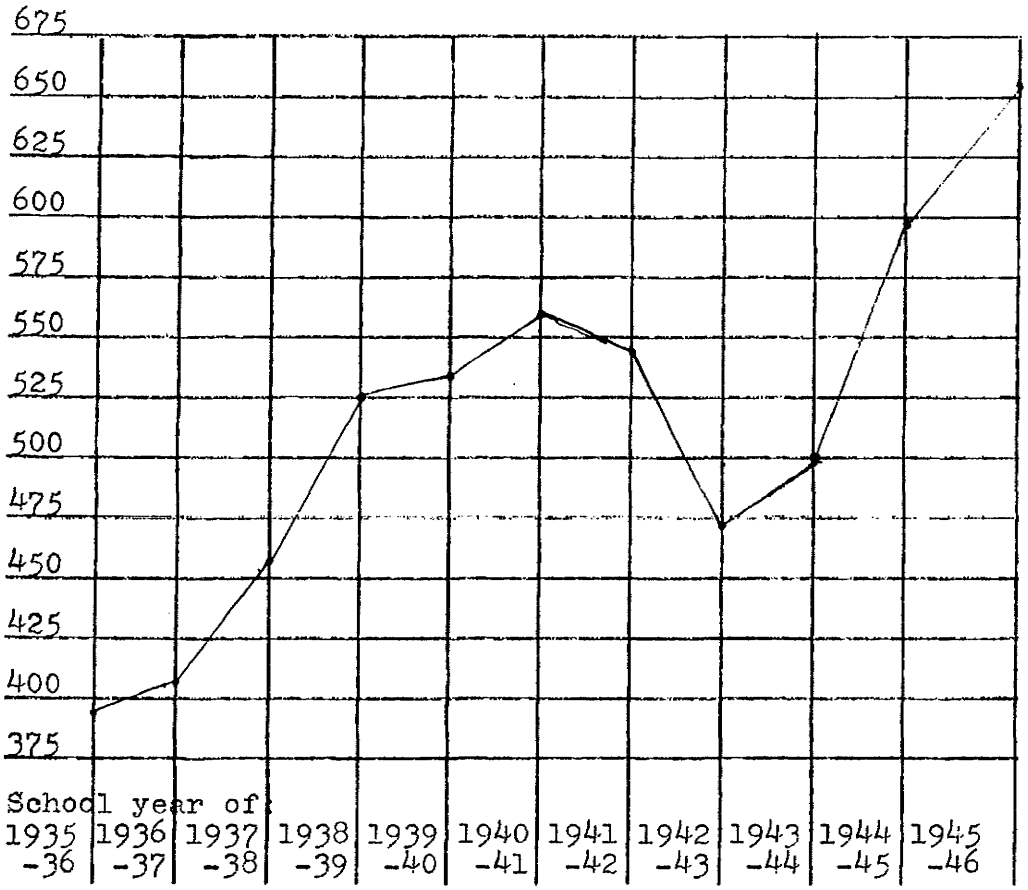

FIGURE 4

GROWTH PATTERN OF THE COMBINED ELEMENTARY SCHOOLS OF THE WILLIAM S. HART UNION HIGH SCHOOL DISTRICT

there was a noticeable decrease. Following the 1942-43 year there was a slight increase for the next year, and then the rate of growth increased very rapidly. In the period from 1942-43 to 1945-46 the increase was more than 39 per cent.

Saugus Union varied from the pattern of growth of the other districts. A gradual increase was apparent from 1935-36 to 1940-41. This was followed by a decrease for the next two years. Then a rapid growth was noted until 1944-45. The next year saw a decrease of 10 per cent. The current school year at Saugus has been marked by a 10 per cent growth over the previous school year's a.d.a.

Sulphur Springs Union followed very closely the pattern of growth of the Castaic Union District. There was a steady increase from 1936-37 to 1940-41. This was followed by a decline to 1942-43, little change for one year, and then a rapid growth to the present writing.

Factors with a Probable Influence on Future Growth.

In his prediction in 1932 Dalbey[1] thought that the gradual

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[1]Lester C. Dalbey, "Comprehensive Survey of Newhall Contiguous School Districts" (Unpublished Master's Thesis, The University of Southern California, Los Angeles, 1933), p. 34.

urban movement of population from the city of Los Angeles would materially affect the school population of the area. The actual growth follows the general pattern of his predictions, but the peak he predicted for 1942 did not arrive until after the war in 1945-46, as indicated in Tables VII and VIII.

The urbanization of the Newhall area has begun. The many homes built by the Bermite Powder Company during the war are all occupied, and numerous other homes are springing up. Canyon homes that were summer retreats are now year-round residences. In a recent tax sale of vacant lots the entire amounts were bid in promptly. At the present writing many of the desirable home sites are owned by the Newhall Land and Farming Company. Should this company decide to subdivide some of its enormous holdings, the growth of the area would be rapidly accelerated.

In recent months the shift of population to the Mint Canyon area of Sulphur Springs Union has been very noticeable. There is a great deal of activity in this area, and many small homes have been built. Land is comparatively low-priced in this area and property is being sold and exchanged often.

Saugus Union would be materially affected by any subdividing of the Newhall Ranch holdings. Two new

TABLE VII

ESTIMATED POPULATION AND AVERAGE DAILY ATTENDANCE IN THE NEWHALL SCHOOL FROM 1931 TO 1941 INCLUSIVE[2]

Year	Population[1]	A. D. A.
1931-1932	1701	189
1932-1933	1782	198
1933-1934	1872	208
1934-1935	1962	218
1935-1936	2061	229
1936-1937	2160	240
1937-1938	2268	252
1938-1939	2385	265
1939-1940	2502	278
1940-1941	2628	292
1941-1942	2763	307

[1]Estimated from school growth from 1926-1931

[2]Five per cent was added to the average daily attendance each year. The average daily attendance was then multiplied by nine.

[2]Ibid, p. 34

TABLE VIII

ENROLLMENT BY GRADE OF THE ELEMENTARY SCHOOLS IN WM. S. HART UNION HIGH SCHOOL DISTRICT AS OF MARCH 31, 1947

Grade	Castaic	Newhall	Saugus	Sulphur Springs	Total
K		57			57
1	15	78	21	19	133
2	21	58	19	20	118
3	22	48	27	23	120
4	13	34	19	28	94
5	13	43	18	13	87
6	12	38	20	19	89
7	15	38	14	13	80
8	23	51	19	14	107
Total	134	388*	157	149	828*

*Not including Kindergarten

factories in the Honby district should bring additional population and homes to the area.

The Castaic Union district faces a marked increase in school population in the very near future. Contracts for the widening of the Ridge Route of Highway 99 have already been let, and once work begins the attendance at Castaic is due for rapid increase. Under consideration also by the Newhall Land and Farming Company are extensive plans for making Castaic Junction a trading center for the area. Should the proposed vehicular and railroad tunnel under the Ridge Route ever come into being the Castaic district would be faced by another upsurge of school population.

Growth Prediction. It seems almost inevitable that the rapid increase of population of California, and particularly of Los Angeles County, will be reflected in the new William S. Hart Union High School District. This growth can be rapidly accelerated by the subdividing of portions of the huge Newhall Ranch. Highway growth and travel will also influence the population of the area. In the next ten-year period the area should see a rapid growth. For the ten-year period from 1935-36 to 1945-46 the entire area showed a school population growth of 68 per cent.

All indications point to a continued growth at an even higher rate.

Conclusion. Despite decline of school population during the early years of the war, the district has shown a steady increase over a ten-year period. All factors point to a continued steady increase in the area.

CHAPTER IV

ELEMENTARY SCHOOL BUILDINGS IN THE WILLIAM S. HART UNION HIGH SCHOOL DISTRICT

The elementary districts of the area each have one building. The buildings are all fairly modern. All have been completed or modernized since 1936. However, the buildings do not show good planning or foresight, with the possible exception of Newhall.

The Elementary School Building Score Card by N. L. Engelhardt was used to score the school buildings of the area. The scores of the buildings are indicated in Table IX. If a score of 600 were used as a minimum for an adequate school plant, Newhall would be the only school in the area that would more than meet the minimum requirements. It was built in 1940. Newhall School rated well in all categories except Administration Rooms, Kindergarten and Special Activity Rooms.

Saugus Union School ranked next with 503 points. It fell down in the same categories as Newhall.

Castaic Union and Sulphur Springs Union both were inadequate for their present enrollments. Both were built to accommodate 75-100 pupils and both are much in excess of that figure.

TABLE IX

RATING OF ELEMENTARY SCHOOL BUILDINGS OF THE WILLIAM S. HART UNION HIGH SCHOOL DISTRICT ACCORDING TO THE STRAYER-ENGELHARDT SCORE CARD FOR ELEMENTARY SCHOOL BUILDINGS

	Castaic	Newhall	Saugus	Sulphur Springs
I. Site (Possible points-100)	33	77	40	63
II. Building (Possible points-160)	115	146	128	127
III. Service Systems (Possible points-225)	61	180	107	90
IV. General Classrooms (Possible points-205)	105	179	145	61
V. Kindergarten (Possible points-35)		16		
VI. Special Activity Rooms (Possible points-90)	5	10	10	5
VII. General Service Rooms (Possible points-125)	11	59	61	14
VIII. Administration Rooms (Possible points-60)	5	19	12	5
Totals (Possible points-1000)	335	686	503	365

Conclusions. All elementary districts would benefit by sending their 7th and 8th grades to a six-year high school. All schools need more rooms and rooms for special services to become adequate elementary school buildings.

CHAPTER V

DISTRICT FINANCES

A study of the financial data of the four districts comprising the William S. Hart High School District reveals that there are wide variations in the resources and expenditures of each district.

Table X shows the assessed valuation of each district for the school year 1946-47, and the amount of assessed valuation per pupil in average daily attendance. (The A.D.A. figure was the average taken from a Los Angeles County Bulletin giving data for the first four months of 1946-47.) The total assessed valuation for the district is shown to be somewhat better than eighteen million dollars. Of this amount, two districts having approximately equal assessed valuations (Castaic and Newhall) constitute approximately five-sixths of the total. Castaic, however, having much less than one-half the enrollment of Newhall, has more than two and one-half times more per pupil in average daily attendance. However, both of these districts could be considered to have ample resources to enable them to finance a better than average education program.

Saugus and Sulphur Springs, on the other hand, are not able to draw on such large resources. Saugus, with

TABLE X

ASSESSED VALUATION OF DISTRICTS AND
PER UNIT OF AVERAGE DAILY ATTENDANCE

	A.D.A. 1946-47	Total assessed valuation	Assessed valuation per A. D. A.
Castaic	127	$ 7,252,060	$ 57,103
Newhall	335	7,949,015	20,743
Saugus	143	2,131,515	14,906
Sulphur Springs	118	749,390	6,350
Total	723	18,087,980	
Unified Elementary	723	18,087,980	25,010

an assessed valuation of nearly fifteen thousand per A.D.A. would appear to be very well off in comparison with a great many school districts in California who have far less, but of the total amount of the entire district's assessed valuation Saugus makes up only about one-ninth, or slightly better than two million dollars. Several factors that influence the Saugus financial situation adversely will be discussed in a later section of the chapter.

Sulphur Springs has the poorest financial picture of the four districts under discussion, having less than three-quarters of a million dollars total assessed valuation, which gives that district only a little more than six thousand dollars per pupil in average daily attendance. This amount is inadequate to support the school district, and in past years it has been necessary to aid the Sulphur Springs District with County unapportioned funds.

Table X also shows what the total elementary average daily attendance would be if the four separate districts were unified and what the total assessed valuation per A.D.A. would be in such an event. It is shown that three of the four districts would have a higher assessed valuation per pupil in average daily attendance than under the present plan, only Castaic having less than at the

present time. Thus, by combining the resources of the four districts, the assessed valuation per pupil would be a little more than twenty-five thousand dollars.

The annual total expenditures of each district has risen rather sharply in the past five years, as shown in Table XI. Over a period of five years since the school year 1941-1942, the per cent of increase of total expenditures minus capital outlay has ranged from fifty-three per cent for Newhall to eighty-five per cent for Sulphur Springs (Castaic and Saugus having both increased about sixty per cent).

There appear to be several reasons for this sharp rise in total expenditures. One, which would be common to districts everywhere in the nation, would be the rising increase of costs for labor, material and services that started at the beginning of the recent war and, at the time of this writing, have not yet leveled off. This has meant that each of the four districts of this study have increased the salaries of certificated and noncertificated personnel, paid higher prices for maintenance and repair of buildings, and have had similar increases in fixed charges due to a higher, though probably inflated, value of buildings and equipment.

TABLE XI

TOTAL EXPENDITURE LESS CAPITAL OUTLAY

	1941-42	1942-43	1943-44	1944-45	1945-46	Per cent of increase since 1941-42
Castaic	$17,666	$17,538	$19,590	$ 23,014	$ 27,780	60%
Newhall	28,896	25,430	27,029	34,374	43,187	53%
Saugus	20,057	23,160	26,602	34,662	31,826	60%
Sulphur Springs	8,446	8,276	12,109	10,958	15,791	85%
Total	$75,065	$74,404	$85,330	$103,008	$118,584	

The increase of total expenditures cannot be wholly justified, either, because of the rather sharp rise in enrollment that all four of the districts have acquired. This is demonstrated by an analysis of Table XII. This table shows the total expenditures minus capital outlay of each district in terms of the cost per pupil in average daily attendance in the last five years. Castaic shows a twenty-five per cent increase per pupil as against a sixty per cent rise in the overall expenditures. Newhall has thirteen per cent per A.D.A. compared to fifty-three overall; Saugus, thirty-eight per cent compared to sixty; and Sulphur Springs, sixty-five to eighty-five. Thus, while costs per pupil in average daily attendance have risen on an average for the four districts somewhat less than thirty per cent, the total expenditures averaged an increase of more than sixty per cent over the period of five years since 1941-42.

It must be assumed, then, that no one factor has been entirely responsible for the increasing expenditures of each of the districts, but rather it is a combination of many factors and normal for all of the districts. However, on the assumption that all districts have been managed or administered on a roughly comparable basis, there should be some explanation of the variation in not

TABLE XII

CURRENT EXPENDITURES PER PUPIL IN AVERAGE DAILY ATTENDANCE

	Castaic	Newhall	Saugus	Sulphur Springs
1941-42	$192	$109	$165	$101
1942-43	226	107	222	122
1943-44	222	109	206	161
1944-45	221	118	249	137
1945-46	239	123	253	166
Per cent of increase since 1941-42	25%	13%	38%	65%

only the greater expenditure per pupil shown in the three small schools of Castaic, Saugus, and Sulphur Springs, but, probably even more important, also in the great difference in the per cent of increase shown by Table XII to exist among the districts.

Some light is shed on the situation that is described above by an examination of Table XIII. This table is an analysis of the transportation costs since the school year 1941-42 of the four districts, showing the total costs for each of the five years and the cost per pupil in average daily attendance for that period. Obviously, it is in this classification that the small schools have a great handicap as compared with Newhall. For, as has been pointed out in a previous chapter, the small schools are comparatively small in enrollment, but the areas from which their students are drawn are all large, covering together over three hundred square miles of territory and in no case having any large center of population as in the case of Newhall. Thus, as the population of these large sparsely populated districts has increased, the cost of transporting additional pupils has become greater and greater until in 1944-45 the cost of transportation per pupil in average daily attendance in the three small schools ranged from ten to twelve times greater than that of

TABLE XIII

COST OF TRANSPORTATION - TOTAL EXPENDED AND COST PER PUPIL IN AVERAGE DAILY ATTENDANCE - 1941-42 TO 1945-46

	1941-42		1942-43		1943-44		1944-45		1945-46	
	Total expended	Cost per pupil A.D.A.	Total expended	Cost per pupil A.D.A.	Total expended	Cost per pupil A.D.A.	Total expended	Cost per pupil A.D.A.	Total expended	Cost per pupil A.D.A.
Castaic	$2783	$30	$3907	$51	$4633	$52	$4022	$38	$5717	$49
Newhall	1912	7	899	4	873	3	1183	4	1256	4
Saugus	2959	24	4245	41	4626	36	6627	48	4993	39
Sulphur Springs	1230	15	1353	19	2076	30	2419	30	4110	43

Newhall as compared with 1941-42 when it was only from two to four times greater.

Tables XIV, XV, XVI, and XVII show other various aspects of the relative and comparative financial picture of the four districts of this study. Table XIV is significant in relation to the above paragraph, illustrating the effect that transportation has on increasing the total expenditures for the three small districts of Castaic, Saugus, and Sulphur Springs. Table XV shows comparative costs and expenditures for teachers for a five-year period. Due to the period of time that is covered by this table, no particular significance should be placed on the differences in the percentages of the total expenditures for teachers' salaries. Table XVI is a summary table, using the five-year total expenditures of each district for teachers, transportation and capital outlay, and merely emphasizes on one table what has been brought out separately in previous tables. Total expenditures are shown both with and without the inclusion of capital outlay expenditures. Capital outlay is a very variable figure for most districts, being heavy one year and perhaps light the next, due, of course, to current needs of a district. Thus, Table XVII shows the expenditures per A.D.A. including capital outlay, but Table XII has shown that these

TABLE XIV

TOTAL EXPENDITURES LESS TEACHERS' SALARIES AND CAPITAL OUTLAY - 1941-42 TO 1945-46

	1941-42	1942-43	1943-44	1944-45	1945-46	Total	Total less transportation
Castaic	$ 9,670	$ 8,470	$ 9,782	$12,425	$14,841	$55,197	$34,135
Newhall	13,857	11,123	12,339	13,729	16,347	67,395	61,272
Saugus	9,599*	11,813*	13,993*	19,832	17,114	72,151	49,701
Sulphur Springs	3,646**	3,164**	5,277**	4,858	8,963	25,908	14,720

* Includes Bee District
** Includes Mint Canyon District

TABLE XV

TOTAL EXPENDITURES FOR TEACHERS' SALARIES
1941-42 - 1945-46

	1941-42	1942-43	1943-44	1944-45	1945-46	Total 5 year period	Per cent of total expenditures - 5 years
Castaic	$ 7,996	$ 9,068	$ 9,808	$10,589	$12,939	$ 50,400	48%
Newhall	15,039	14,307	14,690	20,645	26,840	91,521	57%
Saugus	10,458*	11,357*	12,669*	14,830	14,712	64,026	47%
Sulphur Springs	4,800**	5,112**	6,832**	6,100	6,828	29,672	65%
Total	$38,293	$39,844	$43,999	$52,164	$61,319	$235,619	

* Includes Bee District
** Includes Mint Canyon District

TABLE XVI

FIVE YEAR - COMPARATIVE EXPENDITURES - 1941-1946

	Cost of teachers	Cost of transportation	Total expenditures less capital outlay	Capital outlay	Total expenditures less capital outlay
Castaic	$50,400	$21,062	$105,597	$ 8,233	$113,830
Newhall	91,521	6,123	158,916	23,950	182,866
Saugus	64,026	23,450	136,317	20,377	156,694
Sulphur Springs	29,672	11,188	45,580	5,761	51,341

TABLE XVII

TOTAL OF ALL EXPENDITURES PER A.D.A.

	Castaic	Newhall	Saugus	Sulphur Springs
1941-42	$225	$187	$191	$104
1942-43	253	108	271	139
1943-44	235	110	212	189
1944-45	238	120	200	138
1945-46	251	134	251	190

differences are not as great as it would appear when capital outlay expenditures are not included.

CHAPTER VI

TRANSPORTATION PROBLEMS IN THE AREA SURVEYED

Growth of Transportation Problem. Before the formation of the three union school districts in the William S. Hart Union High District the problem of transportation was a minor one. Schools were located advantageously so that little transportation was necessary to the various schools. With unionization, however, the problem increased many fold.

Castaic and Live Oak were the first districts to unionize, and the children from the Live Oak district were transported to the school at Castaic. It was still necessary to transport the children of the Castaic district living on Highway 99 at some distance from the school, from Elizabeth Lake Canyon, and from the Castaic Junction area.

Saugus, New Era, Honby and Bee districts were unionized and more transportation problems arose. Children from the Bee district were transported eighteen miles one way from Power House No. 1, and a distance of fifteen miles one way was traversed to bring children from the outlying portions of the New Era district. Children from Honby were transported from the farthest point eight miles

one way.

Sulphur Springs and Mint Canyon were unionized and this increased the transportation problem of the district by adding the Forrest Park area of Mint Canyon to the district. This involved a trip of an additional ten miles one way for transporting children from this section to the school in Sand Canyon.

Newhall had little change in its transportation scheme. Most of its children lived within walking distance of school. Its longest bus run was a circular route of about ten miles.

Upon the formation of the new high school district a transportation problem immediately faced the newly elected board of trustees. It was met by transporting the high school students of the area still attending San Fernando High to that school after first transporting and leaving the students of the newly formed high school at Newhall.

Transportation Now Provided. Some attempts have been made to avoid duplicating transportation services of the high school and elementary schools. This is shown on the map of the bus routes of the area shown on the next page. A different time schedule for the two levels

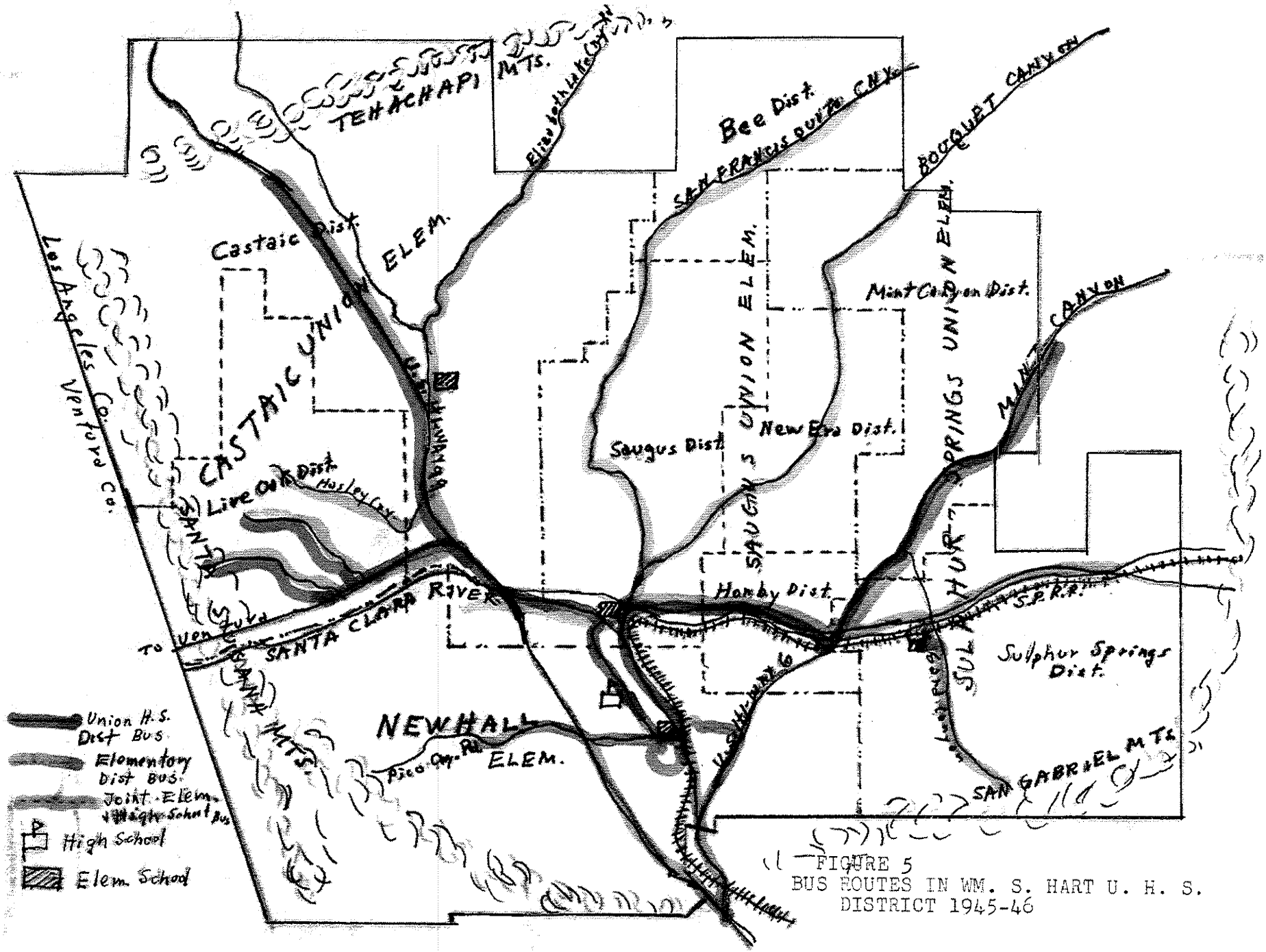

FIGURE 5
BUS ROUTES IN WM. S. HART U. H. S.
DISTRICT 1945-46

prevents further elimination of duplication at this writing.

Castaic Union runs one bus in the morning to assist the high school district. This bus leaves the Paradise Ranch on Highway 99 in the northern part of the district at 7:30 a.m. and transports sixteen high school students to Castaic Junction where they are transferred to the high school bus. This bus then continues south of Highway 99 to the Santa Clara River bridge, turns around and retraces its route to the Paradise Ranch. After returning to the Castaic Union school this bus makes a run up the Elizabeth Lake Canyon and returns to the school.

Bus No. 2 of Castaic Union makes its first run in the morning up Hasley Canyon and returns to the school. The second run for Bus No. 2 is to Castaic Junction, west on the Ventura Road to San Martinez Grande Canyon, up this canyon, and then on to the Val Verde area of Little San Martinez Canyon. It comes back down this latter canyon to the Ventura Road, and then returns to school. This same procedure is followed in the evening with the exception that the high school students are taken home by a high school bus. A run is made at 2:00 p.m. to take home primary children living on Highway 99.

Newhall School District owns only one school bus. This bus makes three trips in the morning. The first trip is south on San Fernando Road to the junction of Highway 6 and Highway 99. It proceeds north on Highway 99 to the Pico Canyon Road. Here it turns up Pico Canyon, and then retraces its route back to Highway 99, thence east on Lyons Avenue to the Newhall school. Trip two is east through Placerita Canyon to Highway 6, then south on this road to the junction with San Fernando Road. Here the bus turns back toward Newhall and proceeds on San Fernando Road to the town and school. Trip three is through Wildwood Canyon to Maple Street, right on this to Apple Street, down Apple Street to Lyons Avenue and then left on the latter to the school. The same procedure is used in the evening. One trip is made at 2:00 p.m. to take home primary children living on route three.

Saugus Union School District cooperates on an even exchange basis with the high school in transporting pupils of both schools. Bus No. 3 leaves the top of Bouquet Canyon (Big Oak Lodge) at 7:00 a.m. and proceeds down the canyon to the junction of San Francisquito and Bouquet Canyons. It turns up the former canyon and proceeds until it meets the high school bus that has left Power House No. 1 at 7:00 a.m. The high school children are then

transferred to the high school bus, and the elementary bus continues up the canyon to the upper camp of Power House No. 1. It leaves the latter place at 7:50 a.m. and reaches the school at 8:25 a.m. Then Bus No. 3 proceeds out San Fernando Road toward Highway 99. It crosses Highway 99 and continues out to the stock feeding yards of the Newhall Ranch. It then retraces its route and returns to the school.

Bus No. 2 of Saugus Union leaves Highway 6 and Scherzinger Lane at 8:00 a.m. in the morning. It proceeds to the Soledad Canyon Road, and then right through Honby and to the school. Trip two for this bus consists of proceeding up Boquet Canyon to Big Oaks Lodge and then returning.

In the afternoon Bus No. 3 makes the Newhall Ranch run first and then returns to the school to pick up both the elementary children and high school children for Boquet Canyon. Children on the San Franciscuito Canyon run to the Power Houses are transported by the high school bus. Bus No. 2 takes home the children in the Honby area, and the three Saugus Union School children living on Highway 6.

Sulphur Springs Union transports children with two buses. At the present time one bus leaves Sand Canyon at 6:30 a.m. This bus goes down Sand Canyon to the Soledad

Canyon road, then west to the Sierra Highway (U. S. 6). Thence it turns northeast and travels to the Hart High School and Antelope Valley High School boundary. It picks up seven students who attend the Antelope Valley school and transports them to the boundary where they are picked up by a bus belonging to the latter high school. The elementary bus then waits until 8:00 a.m. and then starts down Sierra Highway. It picks up children en route, and leaves the highway at Forrest Park to pick up about twenty children in this area. It returns to the highway and proceeds back to the school. Here it retraces its route to the Sierra Highway and leaves it at the St. Johns tract where ten children are picked up. It then proceeds to the Solemint Store where children from Humphries Station await the bus. It then proceeds back to school and en route picks up children on the Soledad Canyon route. The other bus makes its first trip up Soledad Canyon toward Lang, retraces its course to Sand Canyon Road and thence on down Soledad until a capacity load is on board. It then returns to the school. As soon as this load is debarked the bus proceeds up Sand Canyon to pick up elementary children en route. The bus then returns to school. In the afternoon the same procedure is followed.

Hart High School uses four buses at the present

writing to transport high school children to both the Hart High and San Fernando High. Bus No. 4 leaves Sierra Highway and Davenport Road at 7:00 a.m. It travels down Sierra Highway to Solemint Junction. Here it turns left on Soledad Canyon Road traveling east to Sand Canyon. It proceeds up Sand Canyon to the Hewitt Hatchery and then retraces its route to Solemint Junction. Here it continues west through Honby and on to Saugus. It leaves the main road between Saugus and Newhall to go up Placerita Canyon for three students, and then retraces this route to the main road and then proceeds to the Hart High School. Here it unloads Hart High students and awaits the other buses before proceeding to San Fernando High.

Bus No. 1 of Hart High leaves Power House No. 1, in San Francisquito Canyon, at 7:00 a.m. and proceeds down the canyon till it meets the Saugus Union bus with high school students from Boquet Canyon. It takes these on board and proceeds to Saugus. At the junction of Mint Canyon Road and San Fernando Road this bus turns right on San Fernando Road. It travels west as far as Newhall Avenue, turns left here and proceeds to the high school.

Bus No. 2 starts in Elizabeth Lake Canyon of the Castaic Union District. It comes down this canyon to Highway 99. It leaves the main highway to go up Hasley

Canyon and return to the main highway. At Castaic Junction it turns right on the Ventura Road and goes up both San Martinez Grande and Little San Martinez for pupils. It then returns to Castaic Junction to meet the Castaic Union bus carrying sixteen passengers from above Castaic on Highway 99. Bus No. 2 then proceeds on Highway 99 to the Saugus cut-off. Here it turns left and proceeds on San Fernando Road to Newhall Avenue, and then right to the high school.

At Hart High Buses No. 4 and No. 3 are loaded with pupils going to San Fernando High.

In the afternoon the procedure is reversed with the exception that Bus No. 3 is used to carry the children of San Martinez Grande and Little San Martinez home. Bus No. 2 takes the other Castaic area children home.

Per Cent of Pupils Transported. Because of varying conditions and enrollments it is difficult to accurately determine the per cent of pupils transported to school in the various districts. Using the enrollment of the various schools for March 31, 1947, the following figures were calculated: Castaic Union had 134 children enrolled and transported 70 per cent of them; Newhall had 388 enrolled and transported 35 per cent of them; Saugus Union had 157 enrolled and transported 75 per cent of them;

Sulphur Springs Union had 149 enrolled and transported 90 per cent of them; Hart High School had 160 enrolled and transported 60 per cent of them.

The above figures show the extent to which transportation is necessary in the school districts surveyed. The Newhall district transported the least with 35 per cent of its enrollment; Saugus Union and Castaic Union transported approximately the same per cent; and the Sulphur Springs Union transported the highest per cent of pupils, with 90 per cent. Hart High transported 60 per cent of its enrollment.

Criteria for Transportation in a Unified District.

In formulating the criteria for a transportation system for the unified district, the first consideration must be given to the safety, health and well-being of the children transported. With this in mind the following criteria are proposed:

1. All pupils living more than one mile from school, or all within one mile who would encounter hazardous highway conditions en route to school are to be transported to school.

2. No child is to travel for more than one hour in being transported to or from school.

3. Buses carrying fifty to sixty children are to be used on all routes save feeder routes.

4. Drivers are to be mature persons with proved judgment, physically, mentally and morally equipped for the responsible task of transporting school children.

5. All bus routes are to be surveyed periodically to allow for flexibility of change of routes to meet varying conditions.

6. Accurate records of trips and buses are to be kept to assure economy of operation and maintenance.

7. A bus or buses are to be available to all schools for educational trips, visits, excursions and for the transporting of kindergarten or primary children home at the close of their school day.

Proposed Routes for Unified District. In proposing routes for the unified district it was necessary to keep in mind that under this plan the elementary schools would contain children from the kindergarten through sixth grade. The high school would consist of pupils from grade seven through twelve. Without going into specific numbers, the routes proposed should adequately care for the existing school population with allowances for a gradual increase in subsequent years. The proposed plan would be effective for the school year of 1948-49. It would then be necessary to have the routes surveyed after that year to determine their suitability. The accompanying map shows the proposed routes.

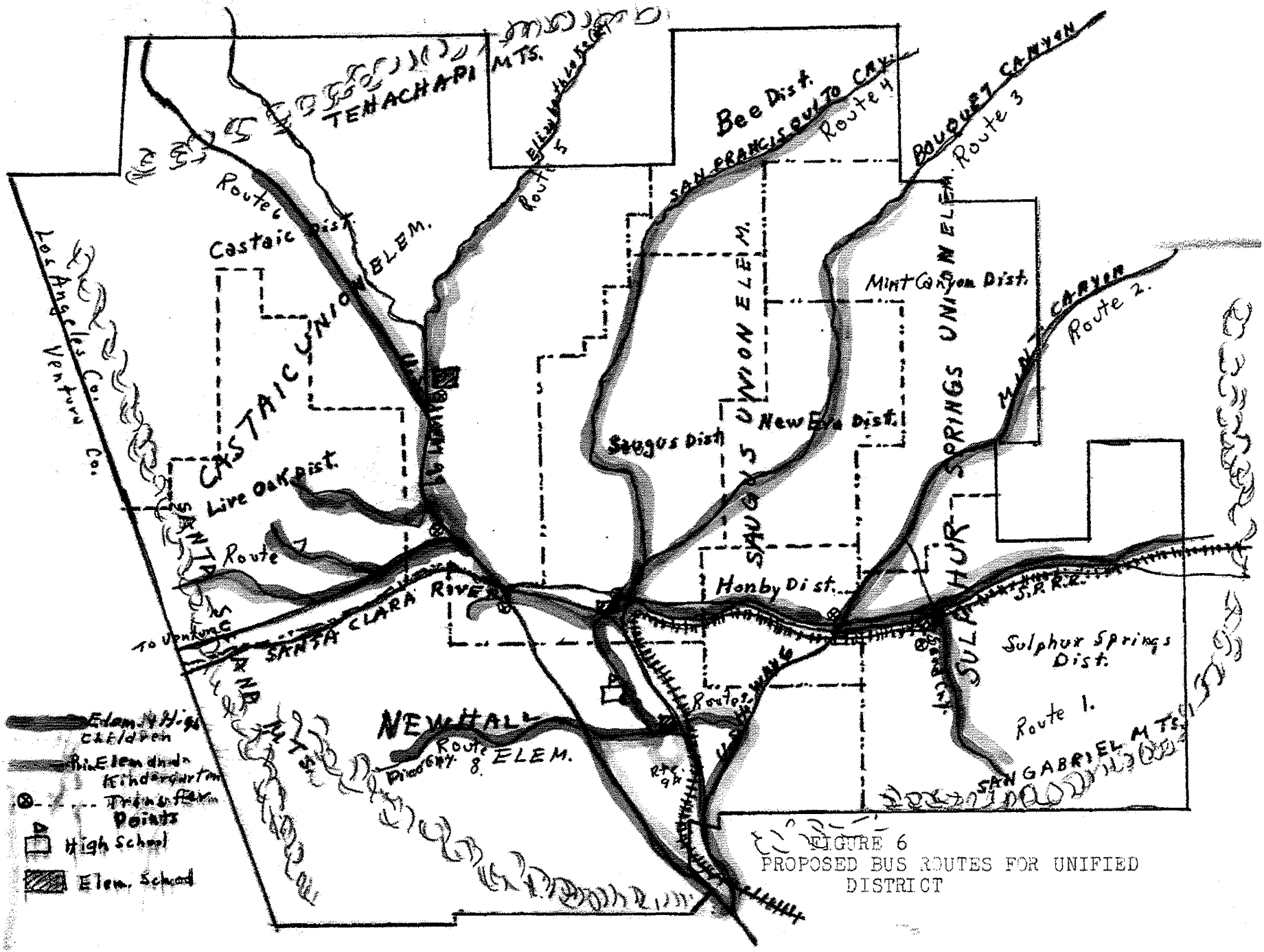

FIGURE 6
PROPOSED BUS ROUTES FOR UNIFIED DISTRICT

To avoid unnecessary duplication of bus routes the time schedules of the elementary schools and the high school would have to be coordinated. The starting time for all schools would be the same to assure uniformity of the school day for all the elementary schools. This could be adhered to by the high school also. The proposed starting time would be 9:00 a.m. for all schools. This would meet the criteria of no child being on a bus more than one hour while being transported. The longest bus route would be twenty-one miles and could be safely traveled in forty-five minutes. The closing time of the school day would be 3:30 p.m. This would assure all children being home before nightfall even in the short winter days.

It would be difficult to determine the exact number of runs and buses needed for transporting both the elementary and secondary pupils of a unified district. But a near approximation can be given with each elementary school as well as the high school able to call on buses for excursions, field trips, etc. With the high growth of school population experienced in the past, allowance has been made to take care of immediate pupil enrollment gains.

Under the proposed plan nine buses should be able

to carry the load now carried by eleven buses. Bus One would be based in Sand Canyon, Bus Two in Mint Canyon, Bus Three in Boquet Canyon, Bus Four in San Francisquito Canyon, Bus Five in Elizabeth Lake Canyon, Bus Six at Paradis Ranch on Highway 99, Bux Seven in Little San Martinez Canyon, and Buses Eight and Nine in Newhall for the adjacent area. (See map.)

CHAPTER VII

EDUCATIONAL OPPORTUNITIES

In any study of unification of school districts it should be clearly demonstrated that such a unification would result in offering more and better educational opportunities for the pupils in the proposed unification district.

The educational programs of the four elementary schools at the present time do not offer such subjects as home economics, wood or metal shop, art, or instrumental music. The Newhall elementary does have one music teacher. However, the districts of Castaic, Saugus and Sulphur Springs have no specialized instruction in any of the above mentioned subjects, having to rely entirely on what can be offered by the home-room teachers. They are further limited by a lack of housing facilities and the impracticability (even if funds were available) of setting up such a program for the relatively small number of pupils that would be able to participate in each individual school.

The advantage of the proposed unification, then, would be that if could, by carrying out the already proposed junior high school organization, offer such courses

as home making, woodshop, metal shop, instrumental music, choral work and art.

Under a unified program the physical education program could be enlarged for both boys and girls. Special services (such as the audio-visual work, the school nurse and the health program, testing, and research and guidance) could all be centrally administered and available for all the schools.

Another improvement of the educational opportunities that could result from unification would be to relieve the overcrowded conditions that now exist in some of the districts which are bonded to capacity. By an overall building program, using the total bonding capacity of all districts, adequate housing could be provided for all pupils of all districts.

A final, and perhaps one of the most important educational opportunities that would be brought about would be the fact that under a unified school system an educational program could be developed that would be coordinated and articulated from kindergarten through high school and perhaps, at a later date, through junior college. At the present time very little is being done along this line. Each elementary district maintains its own program with little or no knowledge of what the other schools are

doing. Under a unified program a supervisor or coordinator could see that all schools were functioning in such a way that all were striving toward common goals.

The above listing of the educational opportunities that would result from a unification of the school districts of the William S. Hart High School District is by no means complete. Others should be realized from year to year as the organization of the district would grow and improve.

CHAPTER VIII

CONCLUSIONS

From the facts presented in the foregoing chapters a number of very important conclusions can be drawn about the educational and economic advantages that could be achieved if the William S. Hart High School District should become a unified district within a period of the next few years.

ECONOMIC ADVANTAGES

1. By using the combined resources of the districts there would be sufficient budgetary monies to adequately support unification. An assessed valuation of approximately twenty-five thousand dollars per unit of average daily attendance is much greater than most school districts in California now have. This would apply for both the yearly budget and for bonding purposes.

2. A single administrative unit would be able to achieve economies for all districts in purchases of supplies and equipment. It would avoid needless duplication of many facilities of administration. Transportation could be reorganized so that the total mileage of all

buses would be much less than at the present time.

3. By having one large administrative unit instead of several small ones, all schools can have the advantage of maintenance supplies and equipment that at the present time none or few may have.

4. Finally, it will result in a better and more efficient use of public funds.

EDUCATIONAL ADVANTAGES

1. Whereas, at the present time some of the schools in this district are badly in need of more buildings, teachers, and educational equipment, others have these necessities that are not being used to their full capacity. Unification would thus give all children an equal opportunity and at the same time it will call for very little sacrifice on the part of those districts which are now financially well off.

2. A central administrative and supervisory unit will assure all students of this area a coordinated educational program, and it will be able to offer a much richer type of program than now exists in any of the schools.

3. Because of the flexibility of a single unit of administration as opposed to that of many, crowded classrooms could be avoided and better planning could be made

for drastic changes in enrollment, and the education of the children will benefit by the elimination of the confusion that otherwise might occur.

APPENDIX

APPENDIX

I. Guiding Principals for Unification as listed by the Joint Report of the Committees on Attendance Units and Administrative Units:

1. It is the function of the public school to provide an adequate educational opportunity for every child from the time he enters the school until he is ready to take his place in adult society.

2. An adequate educational opportunity includes:
   (a) Guidance in social living culminating in a social studies program that fits youth to take an effective part in adult society;
   (b) A health and physical-education program that provides periodical examinations for all children, corrective treatment for those who need it, recreation and play facilities, and guidance in healthful living during the twenty-four hour day;
   (c) Mastery of the common integrating knowledges and skills needed by all persons who will live their lives outside institutional care;
   (d) An adaptation of the program to the needs of children who may be in any way socially, physically, or mentally handicapped;
   (e) A corresponding adaptation of the program to the needs of those children who are specially talented, including emphasis upon scholarship commensurate with capacity for achievement;
   (f) Development of appreciations, abilities, and expression through creative arts;

(g) Opportunity for growth through manual activity, practical arts for the younger children, and industrial and household arts for the older children;
(h) For older children, prevocational studies leading to later specialization in the skilled trades, and vocational preparation at the lower levels for those who must seek employment at the close of secondary school period;
(i) Organization of curriculum materials around the idea of child growth or development rather than through a group of more or less unrelated subjects.

3. To guarantee the development and continuance of an adequate educational program in any administrative unit, there are needed:
(a) A board of control to determine policies;
(b) An administrative professional leadership vested in one person to coordinate all the services of the school in the interests of the child;
(c) Direction and supervision of instruction, including special schools, classes, and services;
(d) An efficient business management, including the operation and maintenance of the school plant and transportation;
(e) Direction and supervision of attendance, including relationships with social welfare departments and agencies.

4. The adequate educational program should be conceived as a continuous development for the child from the day he enters until the day he leaves the public school. For convenience of organization the school may be divided into elementary (for pre-adolescent children) and secondary (for adolescents). A single school is

usually confined to a single building but may utilize more than one building.

5. An elementary school may be defined as that section of the public school which received a child at the date of entrance and guides his educational growth to the age of twelve or thereabouts; i.e., until entrance on the period of adolescence.

   Actually there is no hard and fast definition of the elementary school. In some states it is defined as grades one to eight; in others, as one to seven. The more recent practice is to consider it as including kindergarten and grades one to six, inclusive, though more than half of the seventh and eighth grade children are still in elementary schools. The kindergarten and nursery school should be considered as an extension of the elementary school downward.

6. The secondary school is generally conceived as the upper half of the public school program, as that period devoted to the education of adolescents. Formerly, it consisted of four years' education superimposed on the seven-grade or eight-grade elementary school. Now it is generally conceived as consisting of grades seven to twelve, inclusive.

   For convenience of organization, the secondary school may be developed as a six-year school or as a three-year junior school and a three-year senior school. The secondary school should provide educational opportunity adapted to the needs of every adolescent boy and girl who is not assigned to institutional care.

   The junior college and specialized vocational schools of equivalent grade should be considered as extensions or variations of the secondary school program.

7. The following general principles are suggested as pertinent to the organization or reorganization of attendance areas and administrative units:

(a) Attendance areas and administrative units should be organized or reorganized insofar as possible on the basis of objective studies, rather than in terms of traditional boundaries. Such studies should take into consideration all relevant factors, such as soil conditions, topography, climate, transportation facilities, and social and economic interests and relationships of the people;

(b) Constitutional and statutory limitations should be sufficiently elastic to facilitate the reorganization of local units as conditions change or as the need for such reorganization can be shown;

(c) The prime objective in determining the size and arrangement of the local school unit should be the unhampered development of a range of educational offerings adequate to meet the need of all children through at least the twelfth grade. An economical and efficient unit should be judged in terms of whether this objective is realized rather than in terms of economy or cost alone;

(d) The state should provide whatever assistance or guidance is necessary and desirable in reorganizing attendance areas and administrative units in accordance with defensible policies and proceedings.

8. The following principles are suggested as pertinent to the organization or reorganization of attendance areas:

(a) The attendance area includes all the children attending or eligible to attend a single school. In general, it should be considered an elastic subdivision of an administrative unit. The area of the attendance unit will probably vary from state to state and from locality to locality, depending on roads and climate conditions,

population density, age of the children involved, educational leadership, and other related factors;

(b) The elementary attendance area should, insofar as possible, be large enough to meet the following minimum criteria:
   (1) Make possible a school with at least one teacher per grade, with a desirable ratio of thirty pupils per teacher. The pupils, however, should not have to walk more than one and one-half or two miles to or from school, or ride on a school bus more than one hour (preferably including time or walking to the bus) each morning or evening, or be transported over roads that present extreme hazards;

(c) The high school attendance area may be subdivided as occasion demands into junior and senior high school attendance areas, which may, in turn, comprise several elementary school attendance areas. The optimum size of the unit will depend largely on density of population and facilities for transportation; but it should, except under unusual circumstances, be large enough to meet the following minimum criteria:
   (1) Make possible a junior high school with at least three hundred pupils and ten teachers. The pupils, however, should not have to walk more than two or two and one-half miles to and from school, or ride on a school bus more than one and one-half hours (preferably including time to walking to the bus) each morning or evening. It is recognized that wherever density of population permits or transportation is feasible, high school attendance units large enough to make possible the development of considerably larger schools are desirable;

9. The following principles are suggested as pertinent to the organization or reorganization of administrative units:
   (a) An administrative unit should comprise one or more attendance areas (ordinarily two or more) offering educational facilities at least through the twelfth grade. (Only under exceptional circumstances, due to such factors as extremely sparse population or rugged topography should an administrative unit comprise only an elementary or an elementary-junior high school attendance area.) Administrative units comprising elementary-junior-senior high school and junior college attendance units may be reorganized for the larger centers of population;
   (b) An administrative unit should be sufficiently large to warrant the provision of all essential and desirable administrative and supervisory services except those provided directly by the state. Ordinarily, several elementary-junior-senior high school attendance units will be involved;
   (c) The boundaries of the school administrative unit need not be coterminous with the boundaries of any political subdivision of the state. An administrative unit may include part of a county, a county, or two or more counties or cities, or a city and part of a county;
   (d) If the principle of state support of a minimum educational program is recognized and applied, there will be little occasion for organizing administrative units in terms of their ability to be self-sustaining. Emphasis can then be placed increasingly on the optimum unit for the efficient one economical provision of the desirable educational offerings;
   (e) The state should make provision for any administrative unit for the education of children who need more highly

specialized type of educational opportunity than are provided in their own unit.[1]

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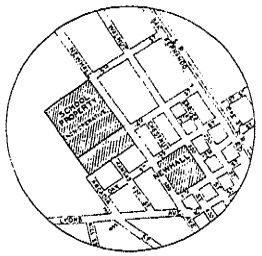
[1] Reorganization of School Units. A Report of the Proceedings of a Conference called by the Commissioner of Education, Washington, D. C., June 17, 18, and 19, 1935. (Bulletin 1935, No. 15, Office of Education. Washington: U. S. Government Printing Office, 1936). pp. 12-18.

MAP OF

'ILLIAM S. HART
HIGH SCHOOL DISTRICT

SHOWING
T ELEMENTARY SCHOOL DISTRICTS

COMPILED BY
'RED JONES COUNTY SURVEYOR
JANUARY, 1945
V.H.B.



DETAIL OF
PORTION OF THE TOWN OF NEWHALL
SCALE: 1" = 1000.'

LEGEND

HIGH SCHOOL DISTRICT BOUNDARIES
ELEMENTARY SCHOOL DISTRICT BOUNDARIES
CITY BOUNDARIES
SCHOOL PROPERTY SHOWN THUS

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