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REORGANIZING A COUNTY SYSTEM
OF RURAL SCHOOLS

REPORT OF A STUDY OF THE SCHOOLS
OF SAN MATEO COUNTY, CALIFORNIA

By J. HAROLD WILLIAMS



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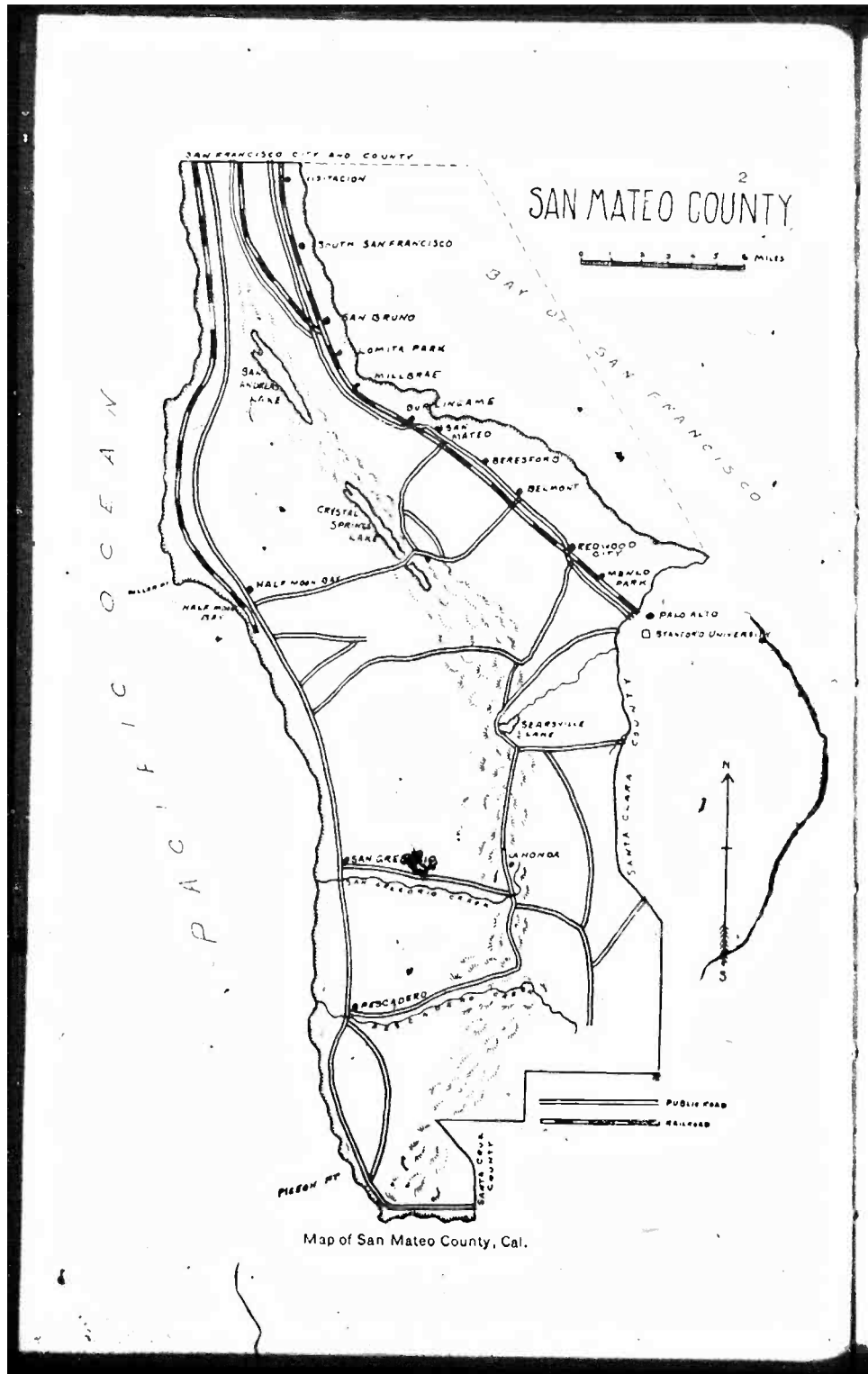
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INTRODUCTION.

The purpose of this study has been (1) to make a careful survey of the county, touching upon its geological, geographical, social, and economic features; (2) to survey the system of schools now provided by the many districts in the county; and (3) to propose a system of public schools, to meet more adequately the needs of the people of this larger community.

Material has been gathered by a personal visit to every town and nearly every school in the county; by talks with teachers, pupils, parents, business men, and county officials, as well as by written records. Question blanks were presented to each of the rural schools, and were filled out by the pupils in the presence of the investigator. Blanks were also sent to many of the teachers and parents in various districts. Other information was furnished at the county offices, at Redwood City.

Acknowledgments are due Dr. E. P. Cubberley, of the Department of Education, Stanford University, who suggested the survey, and under whose direction it was made; also, to Prof. J. B. Sears, for valuable assistance in studying the rural schools.

REORGANIZING A COUNTY SYSTEM OF RURAL SCHOOLS.

Chapter I.

A GENERAL SURVEY OF THE COUNTY.

I. GEOGRAPHICAL AND GEOLOGICAL FEATURES.¹

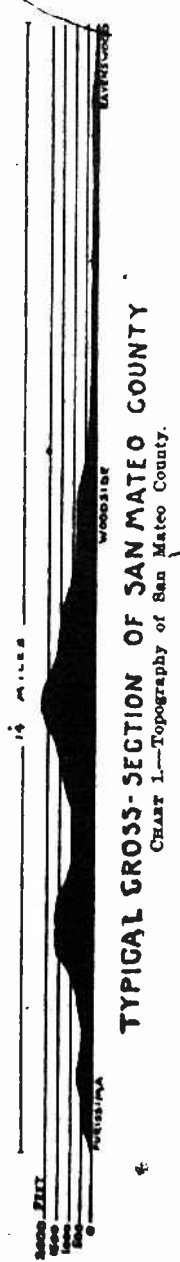
San Mateo County lies in the west-central portion of California, on the Pacific coast, in that portion of the State known as the San Francisco Peninsula. It has an area of 477 square miles; there are only two smaller counties in the State. It has a length of 39 miles, and varies in width from 5 to 20 miles, averaging about 12½. It is bounded on the north by San Francisco City and County, on the east by the Bay of San Francisco and Santa Clara County, on the south by Santa Clara and Santa Cruz Counties, and on the west by the Pacific Ocean. The ocean touches the western side with a shore line of more than 50 miles, and the bay extends along the eastern border for 30 miles.

Through the center of the county, from northeast to southwest, runs the Coast Range—a low group of mountains rising from the sea level on either side, reaching, by a series of low foothills, an altitude of 2,500 feet. The Portola Valley, an important farming region, lies east of the ridge. The western portion is rough, and is cut by many deep valleys and gorges, while on the east the foothills gradually drop to the level plain along the bay shore.

It is in this plain, really an extension of the fertile Santa Clara Valley to the south, that the more important towns are located. Through this plain the Southern Pacific Railroad extends south from San Francisco, and a strip of salt marsh separates these towns from the bay.

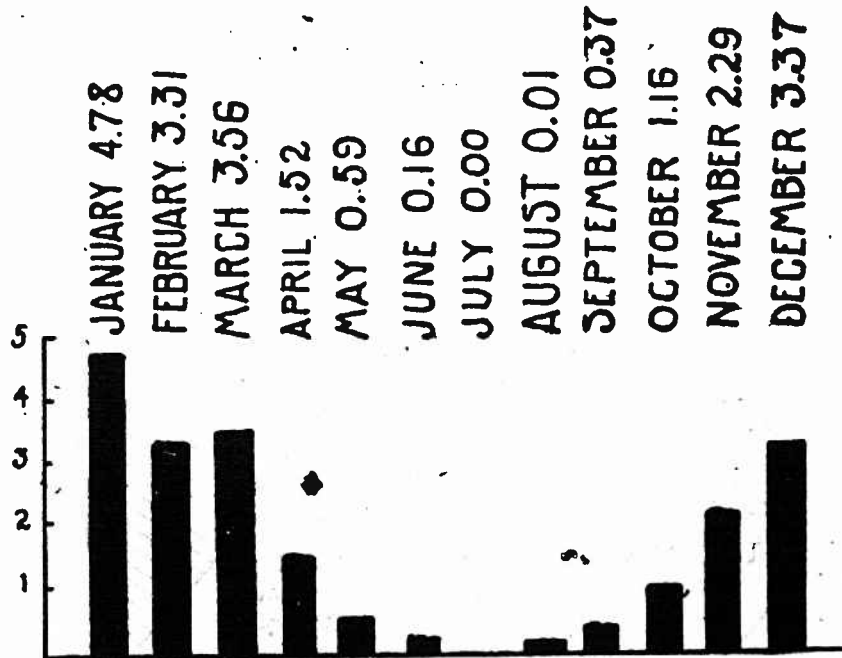
There are no navigable rivers or large streams. There are seven streams of fair size along the western side, some of which might be utilized for power at some time, although no recent attempts have been made in that direction.

¹ This survey was made in 1913-14. Changes have taken place since, but not such as to vitiate the conclusions.



GENERAL SURVEY OF THE COUNTY.

There are four lakes, three of which constitute the Crystal Springs chain, on the high ridge in the central portion of the county to the north, forming part of a series of reservoirs owned by the Spring Valley Water Co., which has been furnishing most of the water supply for the city of San Francisco, as well as for some of the smaller towns along the peninsula. The fourth lake, which is known as the Searsville Lake, furnishes an irrigation supply for the vicinity



DISTRIBUTION OF RAINFALL AT SAN MATEO
AVERAGE FOR 25 YEARS

CHART 2.

of Palo Alto and Stanford University, across the line in Santa Clara County.

The rainfall in San Mateo County is usually abundant, averaging for the city of San Mateo 21.12 inches annually. The crops are generally good, with a marked degree of regularity. Of the land in the county, 1.3 per cent is under irrigation.

The county has no mineral resources; although both silver and petroleum have been found, they are of no economic importance.

II. ECONOMIC AND INDUSTRIAL CONDITIONS.

The principal business of the people of the county is farming. There are 665 farms, varying in size from 1 to 1,000 acres. The following table shows the number of farms of each of the several sizes:

FARMS AND FARM AREA.

	FARMS.		FARMS.
Under 3 acres.....	46	100 to 174 acres.....	90
3 to 9 acres.....	81	175 to 250 acres.....	52
10 to 19 acres.....	55	250 to 499 acres.....	67
20 to 49 acres.....	112	500 to 999 acres.....	60
50 to 99 acres.....	61	1,000 acres and over.....	41

The average size of farms is 241.6 acres.

The 665 farms of the county total about 160,655 acres. Of this amount, 100,800 acres, or about 62.7 per cent, are improved land. The per cent of the total land area used for farming, and the relative area of farm lands improved are shown in chart 3.



CHART 3.

Although the amount of land devoted to farming has increased but little, the amount of improved land has increased to the extent of 25,400 acres, or about 22 per cent, in the past 10 years. This indicates a steady growth in agricultural activities and promises future development for the county on a firm basis.

The average value of farm land in San Mateo County in 1910 was \$108.61 per acre. This is comparatively high. With the exception of the counties of San Francisco and Los Angeles, there are but 2 of the 98 counties in the State where land values are so high.

The following chart compares San Mateo County in this respect with the State and nine average counties:

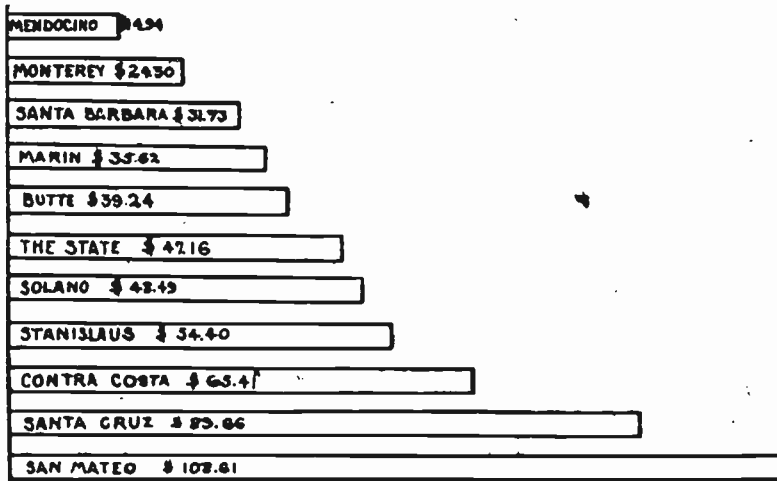


CHART 4.—Average value of farm lands.

The principal crops are hay, grain, potatoes, and garden truck. To the question, What crops do you raise? 10 average farmers, taken at random, replied as follows:

- | | |
|---|------------------------------------|
| 1. Hay, grain. | 6. Grain, garden truck. |
| 2. Oats, barley, wheat, hay, corn, beans. | 7. Garden truck. |
| 3. Hay, potatoes. | 8. Oats, hay, potatoes (dairying). |
| 4. Garden truck, berries. | 9. Oats, barley, wheat. |
| 5. Grain, hay. | 10. Hay, vegetables. |

The value of the vegetable crop for the year 1910 was \$1,395,371, being distributed as follows:

Vegetables.....	\$459,470
Hay and forage.....	361,296
Cereals.....	260,218
Other grains and seeds.....	36,742
Fruits and nuts.....	73,272
All others.....	204,408

The county ranks high in the production of its vegetable crop. The 10 counties, previously compared show the following values of vegetable crops in 1910:

Contra Costa.....	\$1,125,000
San Mateo.....	459,470
Monterey.....	360,296
Santa Barbara.....	244,305
Stanislaus.....	181,232

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Santa Cruz.....	\$164, 518
Mendocino.....	121, 914
Solano.....	84, 337
Butte.....	55, 314
Marin.....	42, 916

The vegetable crop of the county in 1910 was one twenty-seventh, or nearly 4 per cent, of the vegetable crop of the entire State.

The animal products are slightly less in value. The census report for 1910 gave the following:

Cattle.....	\$463, 646
Horses.....	425, 976
Hogs.....	93, 912
Poultry.....	26, 112
Sheep.....	5, 140
Bees.....	953

The value of the cattle crop for the year 1910, as compared with other counties, was as follows:

Santa Barbara.....	\$35, 813
San Mateo.....	30, 380
Stanislaus.....	28, 323
Butte.....	24, 553
Mendocino.....	22, 275
Contra Costa.....	21, 899
Solano.....	21, 880
Santa Cruz.....	19, 149
Monterey.....	13, 975
Marin.....	12, 569

The total value of one average year's crops in San Mateo County is approximately \$2,000,000. Compared with the total land value, this is an indication of good investment.

There are two industrial plants of much importance to the county. At San Mateo are the Salt Refining Works, which evaporate the water of the bay and by a special process refine the product into a high-grade table salt, with the coarser grades of salt as by-products. This is a large and growing industry, with an unlimited supply of material. The process of evaporation, as carried on at this plant, is made possible along the shores of San Francisco Bay by the fact that here the evaporation exceeds the precipitation by 25 vertical inches annually. Since there are few places in the United States where a similar situation exists, San Mateo County is assured of a large and growing industry of no little national importance. The output of refined salt is 40,000,000 pounds per year.

The tanning factory, at Redwood City, is another large industry of importance to the county. This plant employs 125 men, runs to

its full capacity every working day in the year, and produces leather to the value of over \$500,000 per year.

The facilities for transportation and communication in the county are good. Two main telegraph lines enter the county, and telephone lines cross in all directions.

The wagon roads are in fairly good condition. At a recent election, bonds to the extent of \$1,250,000 were voted for new and improved roads. The roads in need of the most improvement, perhaps, are those leading over the mountains, east and west, across the county.

The new \$18,000,000 State automobile highway extends the entire length of the county, along the line of the Southern Pacific Railroad, and this splendid paved road, furnished by the State, is available

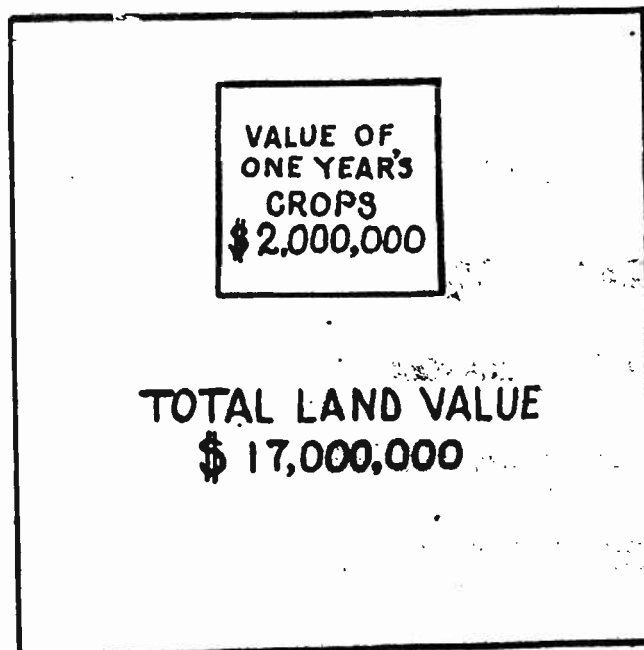


CHART 5.

for the use of the people of San Mateo County for a distance of 30 miles.

III. THE PEOPLE OF THE COUNTY.

The population of the county in 1910 was 26,585, an increase of 119.8 per cent in 10 years. This is an exceptionally large increase, compared with the entire State and with other counties. The increase

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in population in 10 counties during the period 1900 to 1910 was as follows:

	Per cent.
Stanislaus	135.8
San Mateo	119.8
Contra Costa	75.5
Marin	59.2
Butte	59.5
Santa Barbara	46.5
Monterey	24.0
Santa Cruz	21.5
Mendocino	16.9
Solano	14.1
The State	60.1

While the county has always enjoyed a steady growth in population, the amount of increase during the past decade is an item of great importance in considering the reorganization of its school system. The following chart shows the increase, by decades, since 1870:

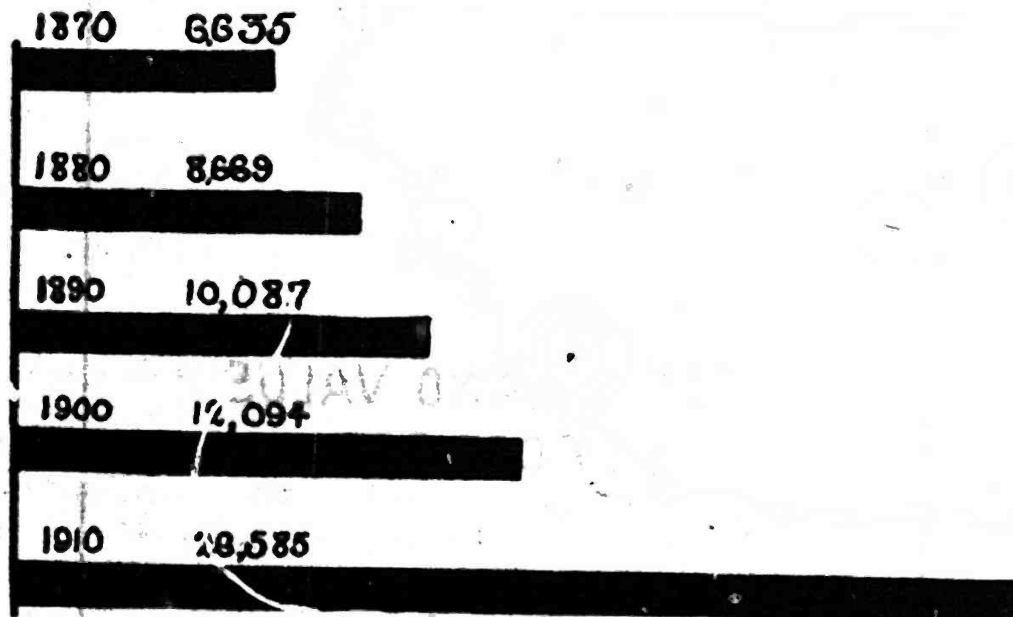


CHART 8.—Increase in population of San Mateo County, by decades.

The greater portion of the people of the county are native-born, although in parentage many different nationalities are represented. The colored population is negligible, there being but 67 Negroes in the county. The cosmopolitan nature of the population is shown in the following chart. A striking feature of the diagram is the nearly equal distribution of the three general parentage classes.

Most of the foreign population are engaged in farming and hence form an important part of nearly all the rural school districts, for the most part of an industrious type and make very desirable and profitable citizens.

As previously noted, nearly all the towns of the county are located along the eastern side on the bay shore. The largest of these towns is San Mateo, with a population of 4,384. The next in size is Redwood City, the county seat, with a population of 2,442. Both are growing rapidly, the former having increased 75 per cent and the latter 50 per cent in the past 10 years, with modern improvements accordingly.

The most interesting fact found in a study of the population is that this county is distinctively a rural one. There are but two towns having a population of 2,000 or more, and the remaining towns

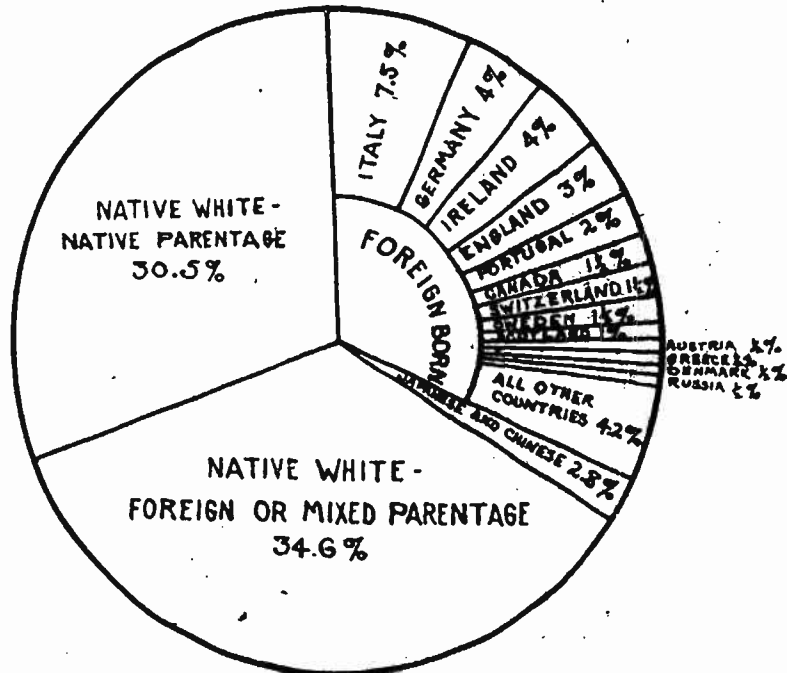


CHART 7.—Composition of population.

are very small. Hence by far the greater portion of the people live in the small rural communities. This, to a great extent, accounts for the large number of small rural school districts, where but one teacher is employed for children of all sizes and ages.

The rural population of San Mateo county is nearly 50 persons (49.9) per square mile, which is a much larger proportion than in any other county in California. The map of the State on the following page shows how the county leads all others in this respect. The figures are taken from the census reports for 1910. This map indicates one of the most significant facts to be considered in the

survey. In the towns along the Southern Pacific are the homes of many business men of San Francisco. A large number of these are handsome residences, and in most cases the property is extensive and very valuable. The town of Burlingame, just 16 miles south of San Francisco, is a community composed of these people, and is a fashionable residence center. Connections are made with the metropolis by means of steam trains, electric cars, and the new automobile boulevard.

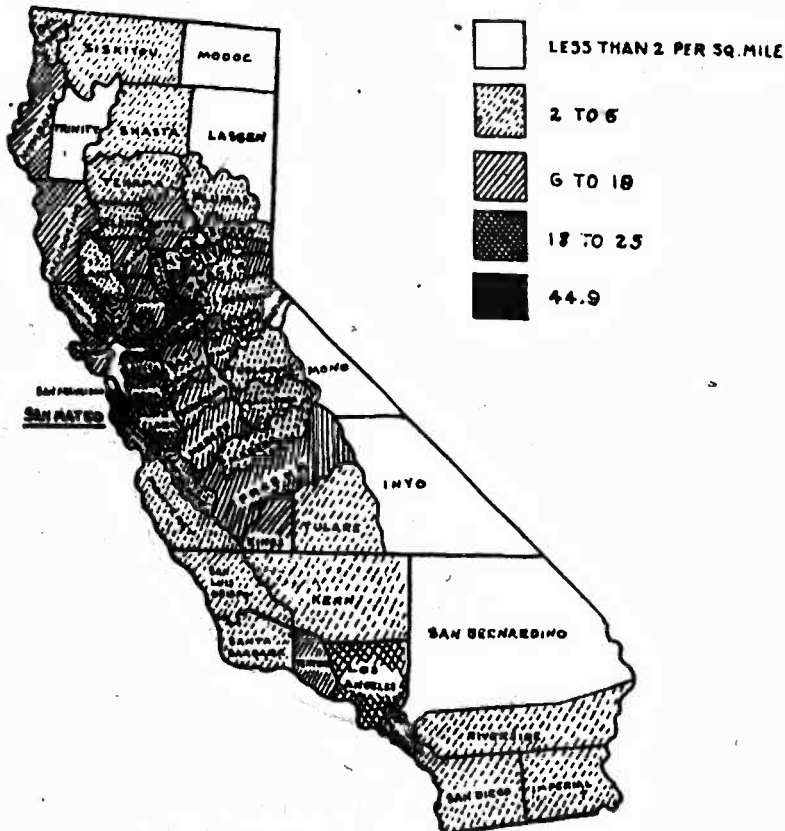


CHART 8.—Rural population of California, by counties.

The amount of illiteracy in the county is high, compared with most California counties. The census of 1910 found 1,684 persons in the county above 10 years of age who could not read and write. This is 7.8 per cent of all the people in the county of that age or over and is a high figure for a California community. There are but 10 counties in the State having so high a percentage of illiteracy, and the average for the State is but 3.7 per cent. The following

table compares San Mateo County in this respect with its four neighboring counties:

	Per cent of illiteracy.
San Mateo.....	7.8
Santa Cruz.....	4.6
Santa Clara.....	4.4
Alameda.....	3.6
San Francisco.....	2.1

The percentage of male persons in the county of voting age who can not read and write is 10.9. Of the 10,153 male voters, 1,106 are illiterate. This number has decreased in the past decade, however, from 11.7 per cent in 1900 to 10.9 per cent in 1910—an improvement of 1.8 per cent.

IV. GOVERNMENT OF THE COUNTY.

For legal purposes the county is divided into five *townships*, each electing one *supervisor* for a term of four years. These five men constitute the *board of supervisors*, in whose hands all matters per-

Public Buildings	\$8,331
Protection of Life, Health, Property	\$13,877
Judicial	\$21,042
Charities and Corrections	\$28,515
Highways and Bridges	\$139,084
Education	\$230,701
Salaries and County offices	\$608,807

CHART 9.—Relative expenditures in San Mateo County.

taining to the county are left, except those delegated to the board of education. The board of supervisors levy the county and district school taxes, appoint the members of the board of education, and fill vacancies in the county offices. Their chief function, however, is to provide and maintain roads and public highways; although any proposition involving the entire county is, indirectly, at least, under their supervision.

There are 20 county officers, 8 of whom are appointed by the board of supervisors. These include health, probation, and traffic officers.

The remaining officials, including the superintendent of schools, are elected for four-year terms by the people of the county. Most of the affairs of the county are well centralized, and matters involving roads, regulations, etc., are decided upon by the county officials with no smaller units of jurisdiction. The civil affairs of the county are well managed.

The following table shows the county appropriations during the past year¹ for salaries and maintenance of the more important offices. The expenditure for the office of superintendent of schools, it will be noted, is among the lowest.

Expenditures for county offices.

Offices.	Salary.	Total allowance for office.
Recorder.....	\$3,500	\$11,131.65
Board of supervisors (5).....	6,000	10,100.15
Clerk.....	3,000	8,553.82
Surveyor.....	1,000	7,320.05
Sheriff.....	4,500	6,631.55
Tax collector.....	2,500	6,123.00
District attorney.....	2,400	4,733.74
Auditor.....	1,800	3,605.65
Superintendent of schools.....	2,100	2,638.99
Coroner.....	Fees.	2,308.55
Treasurer.....	1,800	1,861.00

¹ 1913.

Chapter II.

A SURVEY OF THE PRESENT SCHOOL SYSTEM.

I. ORGANIZATION AND ADMINISTRATION.

There is provided, by State law,¹ a county *board of education*, "which shall consist of the county superintendent of schools and four other members, appointed by the board of supervisors of the county." These members, or at least a majority of them, must be "experienced teachers, holding not less than a grammar school certificate in full force and effect." The superintendent of schools acts as secretary of the board *ex officio*.

The board is required to meet semiannually, and at such other times as the superintendent of schools shall deem it necessary to call them together. Each member receives a compensation of \$5 per day for his services, and is allowed 25 cents per mile from his home to the county offices, for each meeting.

The following are the powers and duties of the county board of education, as provided by law:

1. To examine applicants for teacher's certificates.
2. To grant certificates to qualified persons.
3. To revoke certificates.
4. To adopt books and apparatus purchased by the schools of the county.
5. To issue diplomas for graduation from elementary schools.

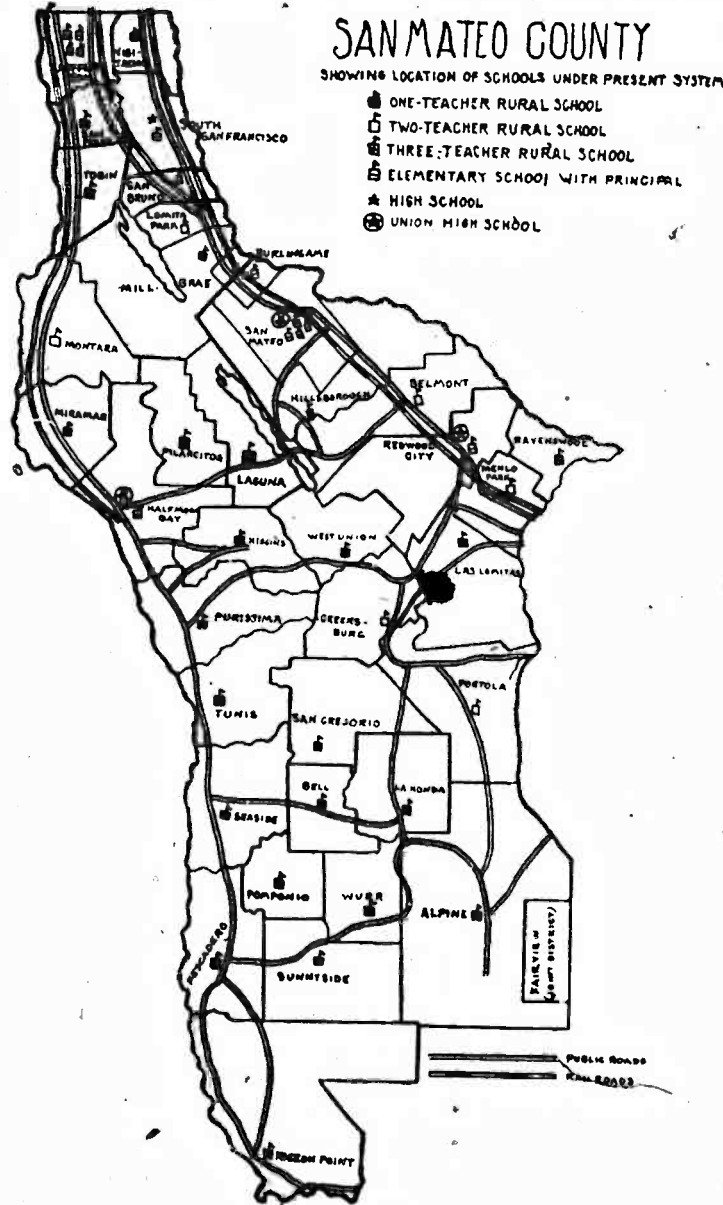
California is a district-system State, and everywhere the districts, rather than the counties, control the educational affairs. San Mateo County is divided into 36 school districts, 23 of which have rural one-teacher schools. Each district, by law, has a board of trustees consisting of three members elected by the people of the district. Each member of the board is elected for a term of three years.

Each of the 36 boards of trustees is given almost absolute control over the schools of the districts, employing teachers and janitors, determining salaries, erecting buildings, making repairs, buying

¹ School Laws of California, 1913, p. 167.

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land, or carrying out any schemes they may see fit, so long as they are not forbidden by law, and provided that they remain within the



limits of the funds of the district. For any excess of these funds expended they are personally liable.

There are also three high-school districts, each made by the union of several neighboring districts and each having an additional board of five members vested with powers and duties similar to those of city boards of education, and authorized to act independently of the boards of trustees of the districts of which the union district is made.

The map of the county on page 20 shows the location and size of the schools as they now exist, and also the 36 small districts into which the county is divided:

The county superintendent of schools is elected by popular vote for a term of four years. He receives a salary of \$2,100 per year, but with no allowance for clerical assistance of any kind. He is by law given the following duties:

1. To superintend the schools of the county.
2. To apportion State and county money to each school district.
3. To visit the schools.
4. To preside over the county teachers' institute.
5. To issue temporary teachers' certificates.
6. To distribute laws, blanks, etc.
7. To make and keep records.
8. To approve plans for school buildings, submitted by the district boards of trustees.
9. To act as secretary to the board of education.
10. To appoint trustees to fill vacancies to hold office until the next district election.

These duties, it will be seen, are, with the exception of No. 1, largely clerical in nature and could be equally well performed by an office clerk of reasonable intelligence. No unusual amount of training or preparation is required.

In duty No. 1, although authorized to "superintend the schools of the county," there are absolutely no powers granted him consistent with the carrying out of that duty. The county superintendent, under the present system, can not determine the site or location of a school building or rearrange desks or seats in any building on account of the inadequacy of the heating or lighting; he can not require more ventilation or condemn any building if these things are not properly provided. He can not select teachers, specify their salaries, direct their method of teaching, or dismiss a teacher for incompetency. He can not require janitor work to be more efficiently carried on, employ additional janitors, or require any school building to be cleaned.

"Supervision" of the schools usually consists in visiting each school in the county once during the school year, as required by law, for a period of from 15 minutes to 1 hour; in asking a few questions of the pupils, generally in the form of an examination in reading, etc., for the purpose of determining whether or not the

pupil shall receive the county diploma for graduation; and in meeting the entire teaching body at the yearly teachers' institute. Rarely does the superintendent see or talk with his teachers except on these two annual occasions.

II. A SURVEY OF THE SCHOOLS.

The schools, for convenience in this survey, will be divided into three groups: (a) Elementary schools with supervising principals; (b) high schools; (c) rural schools.

SUPERVISED ELEMENTARY SCHOOLS.

In the towns of South San Francisco, Burlingame, San Mateo, Redwood City, and Half Moon Bay the boards of trustees have employed supervising principals. This is also true of Jefferson district, in the northwest part of the county, where the residence section of San Francisco has extended over the county line. In these districts individual school systems have been worked out and are very efficiently conducted. The following table summarizes the main features to be considered in this report:

School statistics of certain districts.

Names of districts.	Schools.	Enrollment.	Teachers.	Salary of principal
San Mateo.....	4	985	24	\$2,400
Burlingame.....	1	345	8	1,800
Redwood City.....	1	467	16	1,800
Half Moon Bay.....	1	167	5	1,500
South San Francisco.....	1	455	12	1,800
Jefferson.....	4	907	24	1,800

All of these school systems, located in districts where land values are high and where increased taxes are permissible, may be classified as good. The buildings, in all cases, are large and substantial, and although somewhat crowded, are merely confronted with the ordinary problems of growing towns and young cities. The teachers, in general, are well selected and well paid, and the equipment is complete and modern. The principals are mature school men, and their presence at the county institutes is very beneficial to the rural teachers.

The control of these systems, however, by the local board of trustees, the drawing of definite district lines, and the lack of transportation facilities, make the efficiency of these schools much below the point which could be reached if they were placed under the jurisdiction of the county as a single unit.

THE HIGH SCHOOLS.

There are four high schools in the county, located, respectively, at San Mateo, Redwood City, Half Moon Bay, and South San Francisco. The first three named are "union" high schools and are

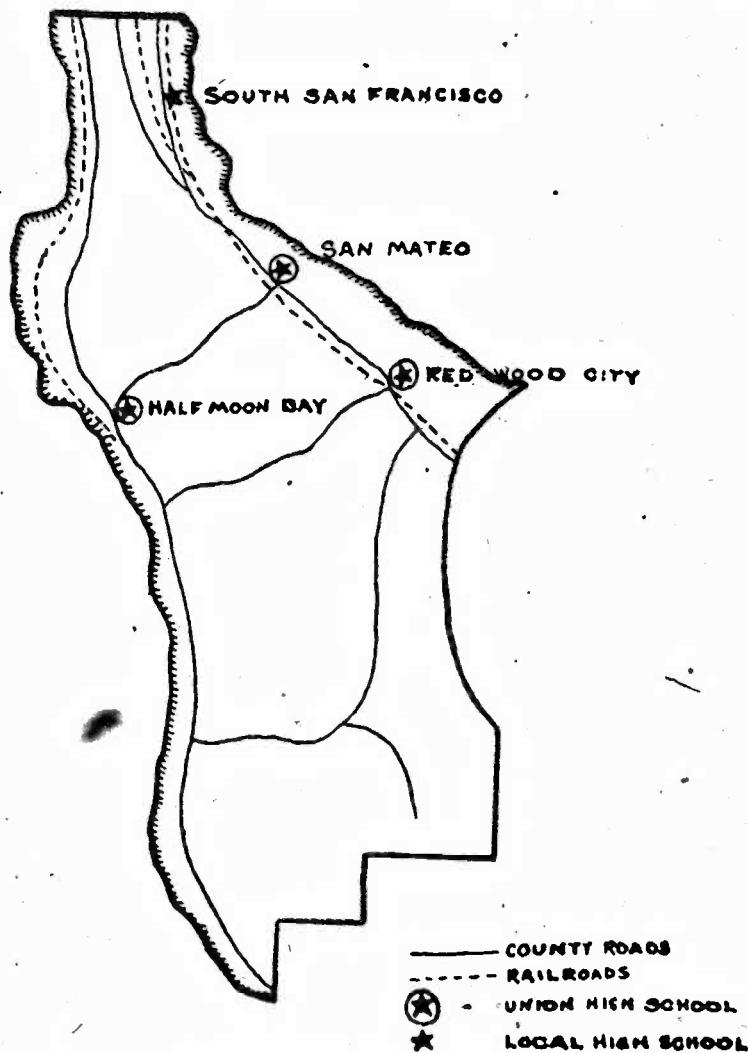


CHART 11.—Present location of high schools.

maintained by the consolidation of several districts for that purpose only. The high school at South San Francisco is small and is not a "union" school, but is maintained by the one district.

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The union high schools are doing very effective work and constitute a commendable part of the school system of the county. They are all well supervised and employ excellent teachers. The San Mateo Union High School, the largest in the county, ranks among the best in the State.

The following table summarizes the general information to be considered in surveying the high-school possibilities of the county:

Statistics of union high schools.

Schools.	Value of building.	Teachers.	Pupils.	Salary of principal.
San Mateo Union High School.....	\$290,000	13	222	\$2,500
Sequoia Union High School.....	50,540	8	93	2,200
Half Moon Bay Union High School.....	30,000	5	32	1,500

The opportunities for high-school attendance, however, are inadequate. No means of transportation has yet been offered by any of the schools, or by the county, and the enrollment is made up largely of pupils living in the town in which the school is located, or from near-by towns where railroad facilities exist. Only a small per cent of the children from the rural districts reach the high school, and then only when it is within walking distance or there is a family conveyance. At Half Moon Bay the board of trustees has attempted to meet this problem part way, by providing feed and shelter for horses which are used by the children for bringing them to the school. The trustees here see that the horses are well cared for, kept shod, etc. This effort on the part of the officials of the school to encourage the attendance of the pupils of the rural districts is to be commended, and is but suggesting the larger work that the county should be doing to provide for the rural children.

The county should provide suitable means of free transportation for all pupils in the rural districts who can attend high school. There should also be at least one complete four-year high school and an intermediate, or two-year, high school in the central portion of the county. Suggestions and proposals concerning these will be made later in this study.

THE RURAL SCHOOLS.

There are in the county 31 schools, in as many school districts, where no supervising principal is employed. These 31 schools are in the hands of 43 teachers, among whom is one man.

The remaining 30 schools are taught by 42 women teachers, wholly without supervision, except such as the county superintendent can

give in his yearly visit. The following table shows the number of teachers in these schools:

1 school employs	6 teachers.
1 school employs	3 teachers.
6 schools employ	2 teachers.
23 schools employ	1 teacher.
<hr/>	
31 schools employ	43 teachers.

It is in these 31 unsupervised schools that the urgent need of county reorganization is seen. Each school is a unit in itself, under the present system. Each must adopt, as best can be done, the county course of study; but local conditions, and the common necessity of one teacher having a whole school of eight grades under her care, cause wide variation in the use of even this very important part of the system.

It must be stated, in all fairness, that the rural one-teacher schools in San Mateo County are not below the average schools of the same kind in other counties; on the contrary, there are many commendable features in this county which are not found elsewhere. The chief fault lies not with the present schools and their teachers, but with an inherited and outworn system which permits of such unequal educational advantages as does the district system.

It is inconceivable that in any American city there should exist 31 schools, 23 of which were supplied with but one teacher each, without supervision other than an occasional visit of a school official.

Many of the buildings in use by the one-teacher schools are in bad condition and should be condemned. Four of these buildings were erected in 1870, and seven are more than 30 years old. Being of the old type, they are poorly constructed. Several of them are old dwellings which were purchased by the district trustees for school purposes. Needless to say, they are insanitary, poorly lighted and ventilated, and difficult to keep at the right temperature.

Better buildings, of course, are found in districts where more money can be secured and where two or three teachers are employed. The new building at Menlo Park, for example, is quite modern and up to date, considering that but two teachers are as yet provided for; while the Ravenswood school, in another district and at a distance of less than 1½ miles, is unable to provide a janitor. By consolidation all the children of both of these districts could be cared for at even less expense than both districts are under.

Three of the rural districts, after repeated efforts, have been unable to vote bonds for the erection of school buildings and consequently have none. At Hillsborough school is kept in a room in the "city hall," and the Tobin and the Laguna schools are maintained in old houses rented for that purpose by the trustees.

In the Alpine, West Union, and Visitacion school districts the buildings are unfit for school purposes and should be abandoned at once. This is also true in the La Honda district. In all four cases efforts to vote bonds have failed.

There are several examples of modern buildings, however, and the people of these districts should be commended upon having secured them. The Las Lomitas school is an exceptionally well-constructed building for a rural district. The school at Lomita Park is another in this class. In these cases the accomplishments have been made either through the unusual pressure brought about by public-spirited citizens or because the community was able to tax itself to the extent necessary. But their poorer neighbors in the hills in smaller communities are forced to continue as best they can, using in some cases a building for school purposes in which they themselves would not care to live.

It is for these children, who lack many other advantages as well, that the appeal is made for the equalization of the burden, not to rob any community of its opportunities, but to put the same opportunities within the reach of all the children in the county.

Janitor work is provided for by some districts by expenditures amounting to \$5 to \$10 per month. Usually this is undertaken by one of the older pupils of the school, and it is doubtful, often, if the results justify the expenditure. In some cases the teacher is required to do this work, and it is often neglected.

The economy idea in modern sanitation has not as yet found its way into many schools. Feather dusters, straw brooms, and tin water buckets abound in the smaller schools, and in one case, individual drinking cups, of all sorts and shapes, provided by the pupils, were kept on a shelf where the circular imprint of each was left in the coating of dust. This same school was found to have huge cracks and openings in the walls and ceilings, from which pieces of plaster fall from time to time. The stairway and upper rooms of this building, not being used at present, are littered with dirt, trash, and plaster; and upon entering the building one recognizes the familiar odor of an old house which has been vacated and neglected for years.

These conditions, and others which might be described, have arisen wholly on account of the lack of supervision. They are a result of the district system. That boards of rural school trustees, with the right to complete independence, should sometimes fail, either through carelessness or ignorance, to provide a comfortable and healthful school for the children of the community is only natural and to be expected under this form of school organization and management.

At nearly all of the rural schools questionnaires have been presented to the pupils, and a great deal of information secured concerning their home, school, and community life. Space will not permit of the details of this portion of the survey, or of all the conclusions to be drawn from the facts disclosed. Some features will, however, be summarized.

The questionnaire was divided into three parts; one was sent to the teacher, one to the parents, and one was filled by the children of each of the schools.

The blank filled by the teacher gave information concerning the mechanism of the school, the application of the course of study, etc. The blank returned by the parents—several in each district—brought information concerning the size and location of farms, the kinds of crops, the condition of the roads, the newspapers and magazines read, and the opinion of the patrons regarding the work of the school.

The questions answered by the children (in nearly every case under the personal supervision of the investigator) brought interesting facts concerning the economic and social advantages, as the children saw them, of their school and community; their home life, their likes and dislikes of country life, part of their store of information acquired through observation and home instruction, their favorite games, pets, etc., and their plans for the future.

Any one of the 30 or 40 questions asked would make a story in itself, and would be a decided contribution to the work of those who were trying to make the school count for the greatest degree of efficiency. The following data, including the answers to but a few of the questions and covering but half the older children of a single district, indicate in a small way the nature of the survey and its value when tabulated:

Children's answers to questionnaire.

No.	Age.	What work do you do at home?	What do you buy with your money?	Do you put money in a toy bank?	In the real bank?	What books do you like best?	What are you going to be when grown?
1.....	11			Yes...	No...	Story...	
2 ¹	12	Milking.....	Candy.....	No...	Yes...	Henry...	Engineer.
3.....	13	Cooking.....	do.....	Yes...	No...	Story...	Milliner.
4 ¹	14	Plowing.....	Clothes.....	No...	Yes...	Alger...	Workman.
5.....	16	Housework.....	do.....	No...	No...	Adams...	Nurse.
6 ¹	14	Milking.....	Candy.....	Yes...	No...		Cowboy.
7.....	15	Housework.....	Clothes.....	Yes...	No...	Alcott...	Teacher.

¹ Boy.

In this school it was found that the children were familiar with nearly all the trees, wild birds, and wild flowers in the community;

that but four of the children had neighbors near enough to play with; that they all liked to live in the country; and that in the school there were children who could play the piano, organ, guitar, banjo, harmonica, violin, and cornet.

In reply to the question, What do you expect to be when you are grown? it was found that every one of the older pupils had something definite in view. It further developed that 9 of the 12 older pupils expected to go to high school and to college if it were possible to do so.

III. THE COURSE OF STUDY.

The present course of study for the elementary schools of the county is prescribed by the county board of education. In preparing a program the board is necessarily limited to one that will prepare for high-school subjects, one that can be used in all schools and yet be carried out by a teacher having eight grades in one room.

All schools in the county, whether having 1, 2, 6, or 20 teachers, are required to use the "uniform" course, which is printed and distributed by the county superintendent.

Course for the current year by subjects and grades.

Number work.....	All grades.
Mental arithmetic.....	Grades 7, 8.
Geography.....	Grades 3, 4, 5, 6, 7, 8.
Physiology.....	Grades 4, 5, 6, 7, 8.
Spelling.....	All grades.
Word analysis.....	Grades 7, 8.
Reading.....	Grades 1, 2, 3, 4, 5, 6.
Literature.....	Grades 7, 8.
History.....	Grades 5, 6, 7, 8.
Language.....	All grades.
Civics.....	Grades 7, 8.
Morals and manners.....	All grades.

The course also provides that the following subjects be given by schools where the work can be extended into the ninth grade: English, ancient history, algebra, bookkeeping or Latin, spelling, writing.

This course of study represents a serious attempt to meet the essential branches with the equipment at hand. Although it is lacking in science, agriculture, and domestic arts, it is a full program for any one teacher or for any two teachers having a complete school of eight grades. It is about all that can be managed under present conditions. With a consolidated system, these conditions will automatically cease, and a more modern course of study will be easily possible.

It would seem, however, even under the existing difficulties, that the county should recognize the need of agriculture as a part of the

regular school work, even to the exclusion of some other subjects. Some of the more wide-awake teachers are now conducting school gardens, but for the most part the industrial and home subjects have been disregarded.

An interesting fact in connection with the course of study is that the assembled teachers of the county, at the yearly institute, are invited by the board of education to adopt, by two-thirds vote, any change they may desire. At one meeting of this nature the teachers voted to eliminate cube and square root from the prescribed course in arithmetic.

Progressive measures, however, which must wait for adoption in this way, are likely to be delayed for long periods of time. Sufficient authority should be vested in the superintendent of schools, as a modern educational expert, to make needed changes in any part of the course of study whenever he sees fit. The superintendent, with this authority given him, and with the support and cooperation of the teachers and the people of the county, could act in the same capacity as superintendents of city school systems, from whom most of the progress in curriculum making has come in the past 20 years.

IV. THE TEACHERS.

The teaching body in San Mateo County constitutes the most commendable part of the school system. With the few exceptions usually found in any city or county, the teachers are of a high order. The exceptions, furthermore, occur generally among those who have not had special training, but who have held positions either on old certificates or have secured certificates by virtue of having passed the county examinations.

Of the 130 teachers in the elementary schools, 81 are normal school graduates, 15 are university graduates, and 34 hold county certificates by examination. Chart 12 indicates the relative number in each group, expressed in per cents.

The county is to be commended upon the fact that nearly three-fourths of the teachers are graduates from professional schools, and especially that university graduates are secured by several schools. The number of professionally trained teachers is constantly increasing, and the examination requirements are made more rigid each year. This insures a continuance of the high standards of qualification for teaching positions.

In general great care has been taken in the selection and recommendation of teachers. An honest effort on the part of the people to secure efficient, well-trained teachers for their schools is an indication of a high degree of interest in the welfare of their children. This is to be recognized as an important factor in laying plans for better things in their school system.

The lowest salary paid to any regular teacher in San Mateo County is \$700 per year. In the rural schools teachers receive from \$750 to \$900 per year. In the one-teacher schools the yearly salaries range as follows:

Salaries in one-teacher schools in San Mateo County.

1 teacher receives.....	\$700	1 teacher receives.....	\$850
10 teachers receive.....	750	2 teachers receive.....	900
4 teachers receive.....	800	1 teacher receives.....	930
2 teachers receive.....	840	2 teachers receive.....	960

The average salary of teachers in one-teacher schools is \$879. This is higher than the average for all the elementary teachers in the county, including towns.

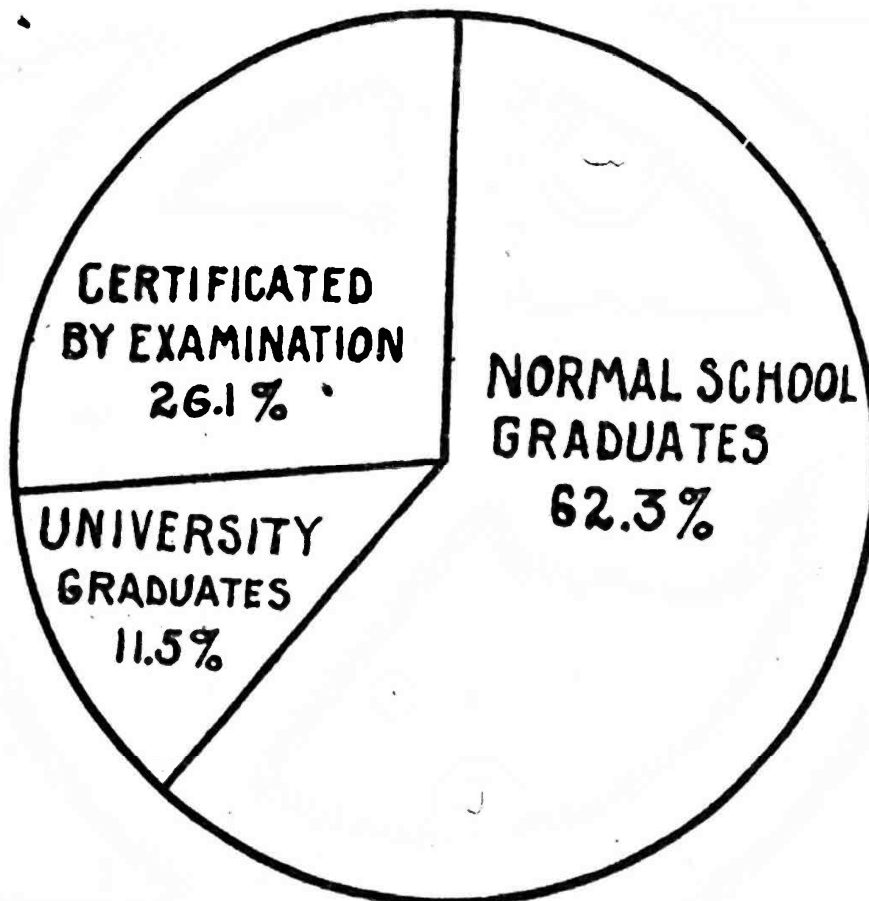


CHART 12.—Qualifications of teachers.

The teachers, on the whole, are found to manifest much interest in their work. It is a truly capable woman who can successfully manipulate a school of seven or eight full grades by herself. There is no other alternative, however, for many teachers than to face this problem, and in most cases the cause of failure to do this does not rest with her efforts.

A strenuous attempt is being made on the part of some of the teachers, even under the existing conditions, to make the school work count for something vital in the lives of the children. All over the county energetic teachers are using every means at hand

to give something of a modern air to the school. In one school a group of the older pupils were studying the universities and colleges within a day's journey from their homes, and had collected pennants from several of these institutions to display on the walls of their schoolroom. The boys in this school were determined that they should go to college, and were glad to talk to their visitors from the university. One rural school was found to have a phonograph with records of the very best type. In another school the teacher, who is a university graduate, is developing a high degree of artistic ability in her school, using the latest models and methods. The apparatus for this, however, she provided at her own expense. This same teacher has also conducted open-air classes in the school yard.

A few teachers have induced their trustees to supply the school with sanitary drinking fountains and paper towels—things never before heard of in the district.

One teacher reported that she took a daily paper, two weekly papers, and seven monthly magazines, four of which were professional education journals. This teacher was keeping school in an old, worn-out building, which was kept, nevertheless, clean and neat, and in a district which furnished but 10 pupils—4 of them her own children. Another energetic teacher was giving extra time in teaching algebra and bookkeeping to boys who were anxious to remain in school near their homes. Such examples as this, and many others which could be cited, indicate favorable conditions for progress. Needless to say, these teachers were only too glad to have the survey made, and willingly gave all the information they could.

In another school the investigators found an old, dilapidated building, poorly kept and untidy, where the teacher eyed the inquiry blanks with suspicion and asked if it were compulsory to answer the questions, as she did not like to do things which were unnecessary. One teacher was conducting a reading class, with the children enthusiastic and quick to respond, while her neighbor in the adjoining district was found dragging over the same lessons, which were a burden to the pupils and herself and a waste of time to the school.

The great need among the teachers of the rural schools is the better type of supervision that consolidation will bring. This is evidenced by the fact that many of the better teachers have expressed this view themselves. To be crowded into a small, isolated district, where new buildings and better equipment is almost an impossibility, is to cheat an energetic and live teacher of her rights as a public official.

Better things can never be expected to any marked degree of efficiency under the district system. When the district lines are removed, the small one-teacher schools abolished, and the entire county

operates as a single unit for equal educational advantages, the people of the country will not have to look to the towns for good schools; there will be in the mountains, as well as along the level shore line, substantial, healthful, well-supervised schools; and competition with the urban schools will be only a matter of individual differences among the pupils themselves.

V. SUMMARY OF THE INVESTIGATION.

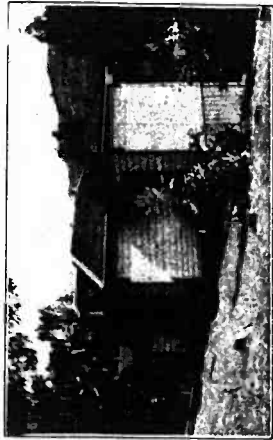
1. San Mateo County is well located for future development of economic importance.
2. This development will be largely in the lines of agriculture and manufacturing.
3. Future agricultural development is assured by recent progress and by the amount of improvement of lands not now in farms.
4. The population is rapidly increasing, with indication of much further increase.
5. The population is of a cosmopolitan nature; there are 15 nations represented to an appreciable extent.
6. In the amount of illiteracy the county ranks among the lower grade of counties in the State; 1,684 persons, or 7.8 per cent of the population above 10 years of age, can not read and write.
7. The county is strictly a rural community, leading all other counties in the State in rural population per square mile.
8. The "district system" of public education has worked here, as in most places, to the detriment of educational progress.
9. Many districts have been able, under local conditions, to maintain good schools, and their work is to be commended.
10. Other districts have been forced to yield to financial difficulties, and the schools have suffered for lack of much-needed attention.
11. The present course of study has been carefully prepared, and much effort has been made to carry it into effect; but it is not in accord with the needs of a rural county.
12. There are in the county three excellent consolidated high schools, whose work compares favorably with others of equal size in the State.
13. The teachers are well selected and well paid; on the whole, they are rendering quite efficient service.
14. The county is a unit for all purposes except for education, and much good has resulted in these other lines by the use of the larger unit.
15. A unified system of public schools, with equal opportunities to all the children of the county and the proper management of educational affairs, can be secured only by abolishing the districts and establishing the county unit plan.

BUREAU OF EDUCATION.

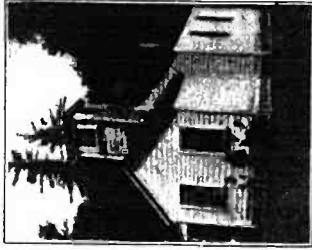
BULLETIN, 1916, NO. 16, PLATE 1.



Las Lomitas District School.



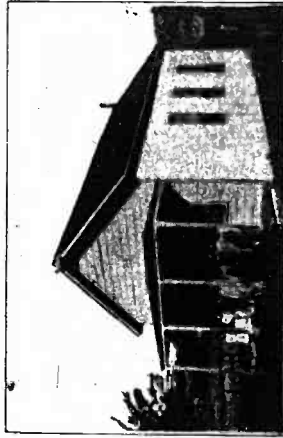
Bell District School.



La Honda District School.



Milbrae District School.



West Union District School.

TYPICAL SCHOOLS OF SAN MATEO COUNTY.

Chapter III.

THE PROPOSED EDUCATIONAL REORGANIZATION.

I. ORGANIZATION AND ADMINISTRATION.

On the basis of the foregoing list of findings and other facts disclosed by the survey it is proposed to outline a plan for reorganizing the school system of San Mateo County to meet the needs of the county as a whole, and to make it in harmony with the present economic and social conditions of this larger community.

It is proposed, therefore, to submit a working plan, in which the county shall be the unit, all district lines now existing to be obliterated, and in which all educational authority shall be vested in a board of education, elected by the people of the county. This board shall then select the officials and experts needed, fix their salaries, and be responsible to the people for maintaining an efficient school system. It is further proposed that taxes for educational purposes shall be levied by this board, and funds shall be distributed among the schools according to their respective needs, regardless of whether it is located in a wealthy or a poor community.

It must, however, be said at the outset, that such a reorganization is not as yet possible under the school laws of California, which still authorize the district system. The law also makes the county superintendent of schools a political officeholder, subject to the campaigning process, and few of the capable men in education will seek the position under these conditions.

The following plan is suggested, therefore, as having been formulated upon the basis of a careful study of the possibilities of one county in this direction.

BOARD OF EDUCATION.

1. The educational affairs of the county shall be delegated to a board of education consisting of five members, none of whom shall hold any educational position during their term of office; they shall be elected by the people of the county at elections held for that purpose only, each member to serve for a term of five years; and they shall serve without compensation, except for travelling expenses incurred when acting for the county.

It will be seen that these recommendations follow closely the plan adopted by most American cities. Leading educators agree that

for purposes of administration of schools there should be little difference in the organization of cities and counties.

The proposal that the members shall hold no other educational position is made in order that men may be secured who are interested in education in its broadest sense; who are sound, practical business men or farmers; and who, by experience and several years of residence in the county, are familiar with its conditions and needs. Such persons will best represent the people by whom they are elected, and their sound business judgment will be a valuable asset to the educational system.

The members are required to serve without pay, so that only public-spirited citizens, well established in the county, who have the best interests of the county at heart, may be eligible. This will be a position open only to this type of men and women.

It is expected that one member should be elected each year. This will prevent any sudden upheaval, such as might be produced if several members came into office at the same time, and will still permit a group of members to work together for a sufficient period to assure uniform management.

II. The board of education shall be responsible to the people of the county for a well-established and efficiently conducted system of schools and shall have the following powers:

1. To appoint a superintendent of schools, selecting him from any part of this or any other State; to fix his salary and prescribe duties and powers not herein delegated to him.
2. To appoint for each school a board of local trustees consisting of three members of the community.
3. To levy taxes for school purposes and to apportion the same to all parts of the county on an equitable basis.
4. To appoint principals of all schools and to secure such other officers, experts, clerks, etc., which may be necessary to a modern system of public schools.
5. To locate all schools and to erect buildings wherever needed.
6. To perform all duties and exercise all authority usually devolving upon boards of education in cities and towns.
7. To prescribe a course of study prepared by the experts whom they shall appoint; said course of study to be of sufficient flexibility that the needs of all communities will be served.
8. To consolidate schools; to cause any school to be abandoned; and to provide means of transportation for pupils from their homes to the school.
9. To act as a final deciding body for the county upon all questions which may arise involving the system of schools under their jurisdiction, with appeal from their decisions only to the State superintendent of public instruction.

The people of the county having once elected and placed their confidence in the board of education, with these powers and duties, would be able to secure a business administration, free from petty politics and the intrusions of local interests.

THE SUPERINTENDENT OF SCHOOLS.

III. The superintendent of schools shall be appointed by the board of education for an indefinite term, and he shall continue in office until his resignation, or until his removal by the board upon written charges, or for incapacity to continue further the fulfillment of his duties.

He shall be ex officio secretary of the board of education, meeting with them and advising them in matters under their jurisdiction, with power to speak upon any subject, but shall not be privileged to vote.

IV. It shall be the duty of the superintendent of schools:

1. To superintend the schools of the county.
2. To act as secretary of the board of education.
3. To act as the agent of the State in the examination for teaching certificates.
4. To prepare, and furnish for the approval of the board of education, a course of study for the schools.
5. To prepare the forms, blanks, etc., necessary to carry on the work of his office.
6. To call and conduct institutes and teachers' meetings.
7. To recommend persons to be appointed principals by the board of education, and to submit lists of teachers to the boards of local trustees.
8. To recommend the appointment or the dismissal of any principal or teacher.

It is to be fully understood that the superintendent of schools is to be given sufficient authority to perform properly the duties delegated to him as the chief executive of the educational system of the county. As the board of education is authorized to select the superintendent from this or any other State, it will naturally follow that he will be a capable man of broad experience and training, and should be given unlimited authority in matters requiring expert skill. The board is further authorized to pay a salary which will secure the best ability.

The superintendent should have under his direction a complete office force. There should be two assistant superintendents, one of whom should act as supervisor of the schools, and the other to manage the affairs of the office, preparing blanks, documents, meeting visitors, etc. Under the present system these matters take much of the superintendent's time from more important duties. There should also be one person to act as clerk and stenographer.

This will leave the superintendent free to attend to the larger duties of administration, to represent officially the board of education, and to see that the functions of his office are properly performed.

The superintendent is given power to recommend and dismiss teachers and principals and thus to secure for the county the best instruction obtainable. The competent, well-selected body of teachers which would result from this provision would alone be worth to the county many times the money expended in employing an able executive.

It is recommended that a salary of not less than \$3,500 per year be paid to the superintendent.

BOARDS OF LOCAL TRUSTEES.

V. The board of education shall appoint for each school in the county a board of local trustees consisting of three members, each of whom shall be a resident of the community served by the school, and shall serve three years, one member retiring each year.

It shall be the duty of the board of local trustees to care for all buildings, lands, and property intended for school purposes and to make needed repairs, after first notifying and receiving the approval of the board of education through the superintendent of schools; and they shall be responsible to the county for the property under their care.

They shall appoint janitors upon the recommendation of the principal of the school and shall provide all improvements necessary to keep the buildings and grounds in the order prescribed by the board of education.

The principal of each school shall be ex officio secretary of the board of local trustees for his school and shall meet with them and advise them, but shall not have a vote, if that method of decision should at any time become necessary.

The members of the boards of local trustees shall serve without pay and shall be subject to dismissal by the board of education only upon written charges.

The board of education shall pay all expenses incurred by the boards of local trustees in performing their duties.

The boards of local trustees shall, upon the recommendation of the principal, appoint all teachers and assistants necessary to the school under their care; *Provided*, That no teacher or assistant be appointed or dismissed by them except with the approval of the board of education through the superintendent of schools.

The proposal to authorize a board of local trustees for each school is in no way to be construed to mean the segregation of each school into a district or definite community. There are to be no district lines other than the attendance lines which may need to be drawn between certain schools, and the plan of consolidation of schools to be proposed will permit only 13 such boards to be appointed.

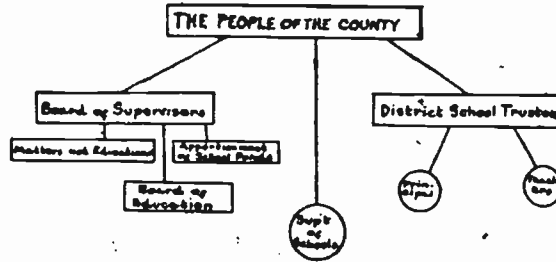
This plan has been in use in the counties of Maryland, and has been shown to be of very practical value. This is especially true of Baltimore County, which does not include the City of Baltimore and which is strictly a rural community, much the same as San Mateo County.

BOARDS OF LOCAL TRUSTEES IN TOWNS.

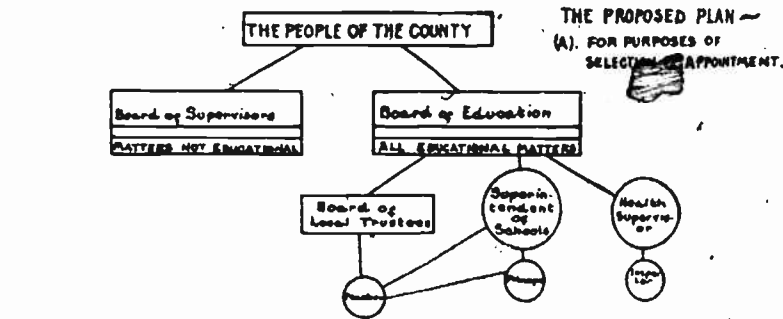
VI. In any incorporated town or city having two or more schools the board of local trustees shall consist of five members, appointed in the same manner and exercising the same authority as boards of local trustees herein provided for one school, except that they shall have under their care all schools, both elementary and secondary, within the limits of the incorporated town or city which they represent; and the superintendent of schools shall select one principal to act as secretary of the said board of local trustees under the same provisions made for one school.

In order to prevent the organization of two or more boards of local trustees in any town, such as exist now for high schools and

elementary schools in Redwood City, San Mateo, and Halfmoon Bay, one board of five members is provided for. This board would have jurisdiction over all the schools in the town, and thus there would be no segregation of the high schools from the elementary schools, as at present.



THE PRESENT ORGANIZATION:



THE PROPOSED PLAN (A) FOR PURPOSES OF SELECTION AND APPOINTMENT.

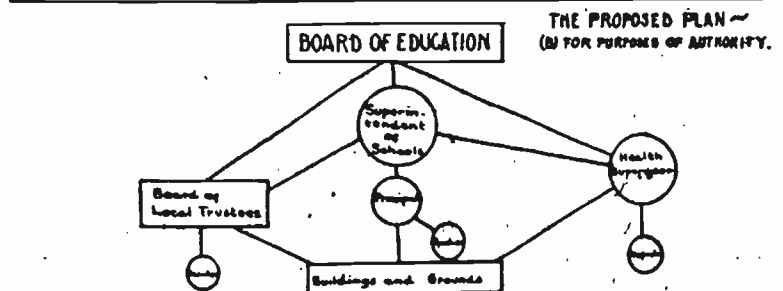


CHART 1B.

The boards of local trustees, it will be seen, are not granted educational authority. They are authorized to care for buildings, grounds, and school property belonging to the county, and to appoint teachers recommended by the principals and the superintendent. Matters requiring expert ability are to be acted upon by persons appointed and paid for that purpose. Thus the people of each community are to be assured of skilled and competent persons in authority, and

important matters are not subjected to manipulation by some local politician, or an inefficient school board, such as are often in power under the present district system.

COUNTY HEALTH SUPERVISOR.

It is further recommended that the board of education appoint a county health supervisor. There is already provided by the county a health officer, and this position could easily be combined with that of health supervisor, who would act as medical inspector for all the schools of the county. He should provide and direct health examinations of pupils and teachers, and a regular system of inspection of school buildings and premises. He should declare and lift quarantines on schools, pupils, homes, or neighborhoods, and should be responsible to the board of education, through the superintendent of schools, for the sanitation of buildings and grounds, and for the proper care and treatment of all physically defective children.

II. THE PROPOSED SYSTEM OF CONSOLIDATION.

The proposed plan of consolidating the schools under the county-unit plan can best be shown by means of the maps prepared for this purpose. The map of the county on page 20 shows the present system and the number of small schools it sanctions. The county is divided into 36 small districts, each of these having its board of trustees, who erect buildings, employ teachers, and maintain school wholly independent of the other 35 districts. The map on the following page shows the schools as they would be under the plan suggested by this study, with fewer, larger, and better schools located at the most convenient points.

The proposals for the reorganization will be of two kinds: First, to make use of present well-organized school centers, and by enlarging their equipment bring in children from adjoining communities, and leave them practically as they are; second, to erect new schools at favorable and convenient points, abolishing all other schools. In both cases, children living at a distance from the school are to be transported free of charge from their homes to the school and back to their homes each day.

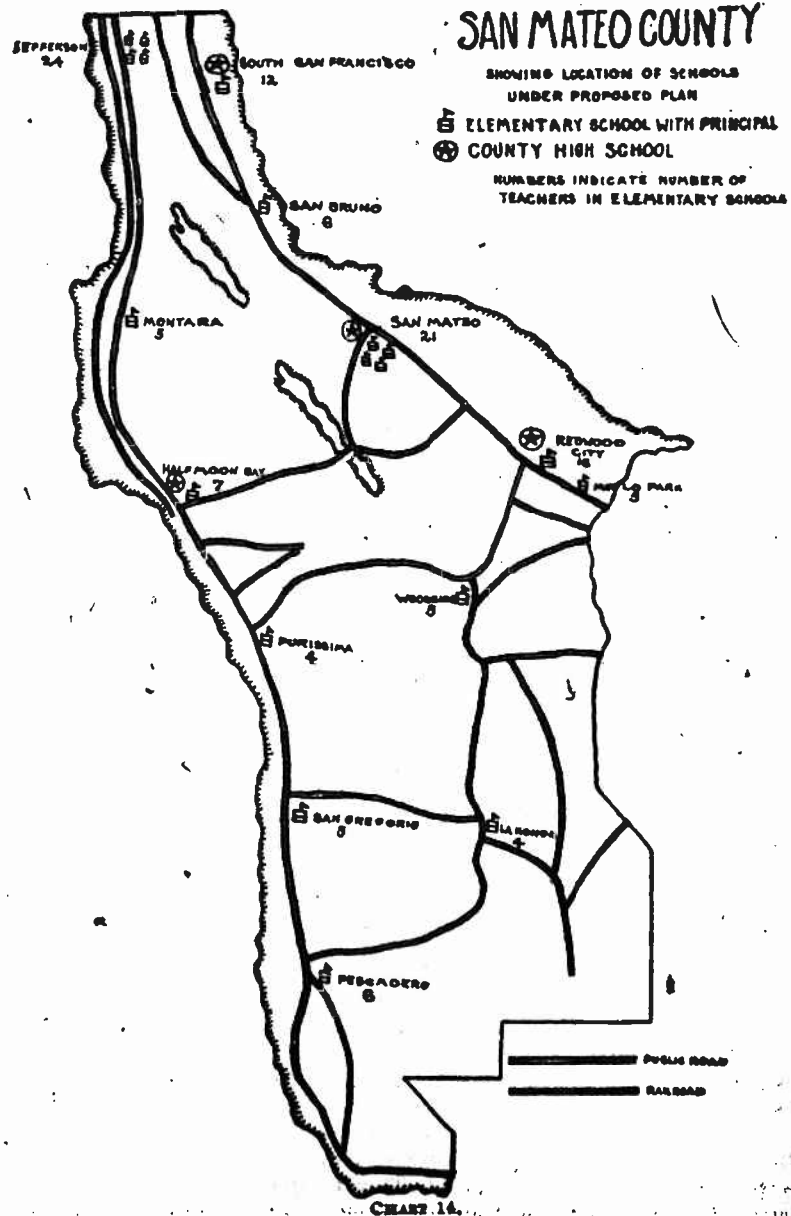
OLD SCHOOLS TO BE USED.

There are seven points at which consolidation may take place by enlarging the schools at places now provided with good schools. These will be taken up individually, their present equipment briefly described, and suggestions made for enlargement.

It is proposed to consolidate all the schools of the county, without district lines, into 18 school centers, each with a supervising principal, and no school with less than four teachers.

The following are the present schools to be enlarged :

1. *South San Francisco*. Large school with principal and 11 teachers. High school with three teachers. A new high-school building needed, and children



should be brought from the present visitation district. One wagon or automobile bus necessary. Electric car lines may be used.

2. *San Bruno*. Has at present a principal and 5 teachers. School should be enlarged to accommodate children from Lomita Park and part of MHlbrae districts. Possibly one wagon needed. Electric line may be used. No more teachers necessary.

3. *San Mateo*. Has 4 elementary schools with supervising principal. Has 20 elementary teachers and 3 special supervisors. Should accommodate pupils within present district, which is sufficient territory. The Burlingame school should become part of the system. One transportation automobile is now in use at Burlingame and should be continued as at present. Another should be run from San Andreas Lake to bring children from the Laguna and Hillsborough districts.

The high school in San Mateo is in excellent condition and should be maintained as at present, except that means of transportation should be provided to bring more children from the rural communities.

4. *Redwood City*. Large elementary school with supervising principal and 15 teachers. Should accommodate children from Belmont and West Union districts. Probably two wagons will be necessary. An addition to the present building or a new building required. Union high school here in good condition. Has principal and 7 teachers. Should transport pupils from country and encourage larger attendance.

5. *Mento Park*. New school building just completed. Has 3 rooms and 2 teachers. Could easily be arranged to have 4 rooms, 4 teachers, and a principal. Should accommodate children from Las Lomitas and Ravenswood districts. One automobile bus would be sufficient.

6. *Moon Bay*. Elementary school with principal and 4 teachers; should be enlarged, 2 more teachers added, and should accommodate children from Mirimar, Phillarcitos, Laguna, and part of Higgins districts. This could be made a fine example of a consolidated elementary school. Some provision is now being made for transportation. Three automobile busses or wagons required.

Union high school here has principal and 4 teachers. Present building may need addition. Should be commended for the large per cent of rural children now enrolled.

7. *Jefferson*. Has supervising principal, 4 schools, and 23 teachers. Splendid system, well supervised. Should accommodate children from San Pedro district. One bus required. Several San Francisco high schools are within 20 minutes' ride on electric cars, and children should be encouraged to attend these, county paying car fare.

NEW CONSOLIDATED SCHOOLS NEEDED.

The remaining six of the schools are to be entirely reorganized. The following is a description of the new consolidated schools:

1. *Woodside* (Greensburg district). Here a new school should be built to accommodate all the children in the vicinity of Woodside and the Portola Valley. Possibly location should be somewhat changed, but should be near Woodside. Should have a principal and 4 teachers. Two wagons or automobile busses required. Estimated cost of new building, \$25,000.

2. *La Honda*. A new school should be built to accommodate children of La Honda, Wurr, Bell, and Alpine districts. Principal and 3 teachers. Three wagons or automobile busses required. This is a splendid location for a future large consolidated rural school, and should prove to be one of the most attractive places in the county for a rural educational center. Would increase the value and attractiveness of property. Estimated cost of building, \$20,000.

3. *Pescadero*. New building should accommodate children of Pescadero, Pigeon Point, Sunnyside, and Pomponio districts. Principal and 5 teachers. Four wagons required. Estimated cost of building, \$25,000.

4. *San Gregorio* (Seaside district). Should accommodate children of Seaside, San Gregorio, and Tunis districts. Principal and 4 teachers. Two wagons or busses necessary. Estimated cost of building, \$20,000.

5. *Purissima*. Children of Purissima and part of Higgins districts. Would be small to start with, but would increase in attendance. Principal and 3 teachers. One wagon or automobile required. Cost of building, \$15,000.

6. *Montara*. New building to accommodate children from Montara, Tobin, Mirimar, and part of Millbrae districts. Transportation largely on Ocean Shore Railway. One wagon required. Principal and 4 teachers. Cost of building, \$25,000.

Summary of proposed consolidated schools.

Location.	Probable enrollment.	Teachers and principals.	Wagons or busses.	Proposed change.	Cost of building.
South San Francisco.....	468	12	1	Addition.....	\$2,000
San Bruno.....	264	6	1	None.....	
San Mateo.....	1,340	21	1	do. s.....	
Redwood City.....	496	16	2	Addition.....	5,000
Menlo Park.....	109	5	2	do.....	5,000
Half Moon Bay.....	223	7	3	do.....	5,000
Jefferson.....	924	24	1	None.....	
Woodside.....	100	5	2	New building.....	25,000
La Honda.....	40	4	3	do.....	20,000
Pescadero.....	178	6	4	do.....	25,000
San Gregorio.....	65	5	2	do.....	20,000
Purissima.....	80	4	1	do.....	15,000
Montara.....	112	5	1	do.....	25,000
Total.....	4,347	120	24		147,000

III. THE COST OF THE PROPOSED SYSTEM.

The total expenditure for elementary education in the county during the year 1912-13 was \$218,098.50. This was distributed as follows:

Salaries of 130 teachers.....	\$107,334.75
Salaries of 6 principals.....	11,100.00
Janitors, supplies, etc.....	45,085.19
Buildings and sites.....	52,461.62
Library books.....	2,116.94
Total.....	218,098.50

Each of these items will be taken separately for purposes of comparison with the proposed system.

SALARIES.

It will be seen that the greater portion of the expenditure for the elementary schools is for teachers' and principals' salaries. It will also be seen by the table on page 42 that the proposed system has

42 REORGANIZING A COUNTY SYSTEM OF RURAL SCHOOLS.

increased the number of principals from 6 to 13, and has decreased the number of teachers from 130 to 107. The following table compares the two systems in the expenditure for salaries:

Under present system:	
Salaries of 130 teachers (average \$825).....	\$107,334
Salaries of 6 principals (see preceding table).....	11,100
Total.....	\$118,434
Under proposed plan:	
Salaries of 107 teachers (average \$825).....	88,275
Salaries of 6 principals above.....	11,100
Salaries of 7 additional principals (average \$1,500).....	10,500
Total.....	109,875
Saving annually by proposed plan.....	8,559

JANITORS AND SUPPLIES.

The present expenditure for janitors in most schools is insufficient, and the poor service resulting from this has been pointed out in the survey of the rural schools. The janitor is said to be, next to the principal, the most important officer in the school. To secure good service, and to insure healthful and sanitary conditions, requires an expenditure, which, when well directed, is the very essence of economy. To employ one of the older boys in the school to build the fires and occasionally sweep out, while much more humane than leaving the burden with an overworked teacher, is a bad investment for the community.

The proposed system will require the services of 20 janitors, and it is proposed that they be paid an average salary of \$800 per year. Each will, of course, be under the supervision of a principal.

The amount now expended for supplies is not kept in a separate account, and the exact sum is not known. Nevertheless it is small and is divided among 36 school districts. It is assumed that \$1,000 for each school per year will be an ample average. This is to be distributed by the superintendent of schools according to the needs of each school.

Expenditure for janitors and supplies:	
Present expenditure.....	\$45,085
Proposed expenditure—	
20 janitors, at \$800.....	\$16,000
Supplies, at \$1,000 per school.....	13,000
Total.....	29,000

BUILDINGS AND SITES.

The expenditures for buildings and sites for elementary schools in the county for the past eight years are given in the following table:

1906-7.....	\$35,269	1910-11.....	\$85,987
1907-8.....	36,386	1911-12.....	25,408
1908-9.....	41,216	1912-13.....	52,461
1909-10.....	36,938	1913-14 (to date).....	101,500

This gives an average annual expenditure, since 1906, of approximately \$52,000 for this purpose. The amount will probably be greatly increased during the next few years, as many of the old district buildings must be replaced.

It will be fair to assume, then, for purposes of comparison, that during the next 10 years the expenditure for buildings and sites will be at least equal to the average above and will be not less than \$520,000 during the decade.

The proposed plan, as outlined in Section II, calls for six new buildings and additions to present buildings, involving an expenditure of \$147,000. During the 10 years these buildings would need practically no change or repair. There would, however, need to be a few new buildings and additions, owing to the increased population. Allowing for these the sum of \$200,000, without considering the increased value of property, which would permit of even larger expenditure, there is still a saving to the county:

Under present system:	
Expenditure for 10 years (average, \$52,000).....	\$520,000
Under proposed plan:	
Cost of six new buildings.....	\$130,000
Cost of new additions.....	17,000
New buildings during 10 years.....	200,000
Proposed expenditure for 10 years.....	347,000
Saving the county.....	173,000

TRANSPORTATION OF PUPILS.

This is the greatest item of continuous expense in the proposed plan. As has already been shown, the securing of the right educational opportunities for all the children of the county will necessitate, instead of one small school in each small community, the enlargement of communities and the provision for each of a large, well-equipped school with a principal and several teachers.

Since these schools can not be within walking distance from all the homes they will serve, it is proposed that all children living at a greater distance, be given means of transportation, free of all charge to themselves or their parents.

Free transportation of pupils to and from schools has been clearly demonstrated in various parts of the United States to be the means by which a practical, economical, and modern solution of one of the greatest rural problems may be provided.

There are several methods in use in different parts of the United States for the transportation of pupils. In Illinois a common plan is for the school to employ some one in the community to carry the pupils in a vehicle provided by himself and pay him at a certain rate per day, per hour, or per pupil. It requires of his time from two to four hours per day, and he is paid from \$1.50 to \$2 for each day he renders service. He is free to do any work he may wish to do for the remainder of each day.

In some places pupils secure commutation tickets on railroads or trolley lines. This method is now in use by pupils of the union high schools at Half Moon Bay and Redwood City. The cost of this for pupils living at the greatest distance from the school is \$2.80 per month, or about 14 cents per day.

In Imperial County, Cal., one consolidated school has arranged with an enterprising young man who owns an autotruck to carry the pupils to and from the school at 15 cents per day per pupil. He received last year about \$100 per month from the school and had the use of his machine for the remainder of the day and on Saturdays for carrying freight, delivering milk, etc. He received a very substantial income from his investment, increased the attendance of the school, and set up a means of travel in the community which was beneficial in many other ways.

In Ohio, Indiana, and other States the county or township purchases and maintains wagons or automobiles for transportation and other school purposes. The investment once made, the cost for upkeep is small in proportion to the amount of service rendered. These vehicles can be used for hauling, and are often a paying investment for the school rather than a burden of expense. A good, wide-awake principal, with an interested and enthusiastic group of farmers' boys, can easily make the expenditure worth while in many ways.¹

There will be proposed three definite ways by which San Mateo County might furnish transportation for pupils under the plan of consolidation:

Plan I. Under this plan the county will allow to each school the sum of 15 cents per pupil per day, and each principal will be authorized to secure transportation for the pupils in any available way; 15 cents per day is a common average, and permits of either employing a driver with his own vehicle or of railroad or electric car transportation. This amount will be sufficient to pay a driver \$3 per day to carry 20 pupils or will buy commutation tickets for 24

¹ For methods of consolidation see bulletin of the Bureau of Education, 1914, No. 80.

pupils at \$2.50 per month each. Local conditions would, no doubt, in many cases provide means yet more practical and economical.

Plan II. The county shall employ men in the vicinity of each school to transport the pupils, each driver to receive not more than \$3 per day. This will require the services of 24 men. The drivers are to be free during the entire day to do whatever they wish, but to be responsible to the superintendent of schools for carrying the pupils.

Plan III. The county under this plan would purchase 24 automobile busses to be distributed as proposed (p. 41). These should be purchased for approximately \$2,000 each. Drivers should be employed by the county at an estimated cost of \$50 per month each, and all expense of upkeep should be paid by the county.

The cost of each of these plans is shown by the following tables. This is on the basis of 502 pupils, as will be shown later.

ESTIMATED COSTS OF VARIOUS PLANS OF TRANSPORTATION.

Plan I:	
502 pupils at 15 cents per day.....	\$75.30
200 days (10 months) at \$75.30.....	\$15,060
Plan II:	
24 drivers at \$3 each per day.....	\$72.00
200 days at \$72.....	14,400
Plan III:	
24 automobile busses at \$2,000 each, owned by the county..	\$48,000
24 drivers at \$50 per month (calculated for 10 months) ..	12,000
Upkeep 24 machines at \$30 per month.....	7,200
Total cost per year, not including investment.....	19,200

The total annual cost, then, of each of the three plans is as follows: Plan I, \$15,060; Plan II, \$14,400; Plan III, \$19,200.

• Which of these plans should be adopted, or to what extent each should be used, would be a matter for the people of the county to decide. It is probable that under the proposed system of consolidation shown here all three methods would be in use in the county.

For purposes of estimating costs, etc., however, it will be assumed that the board of education would wish to purchase at least 10 auto-busses under Plan III, and that the remainder of the transportation be brought about under Plans II and I.

It will be fair, then, to estimate the cost of transportation at \$16,000 per year. Still there is no question but that the superintendent of schools and the principal, as well as the people of the community, could bring this cost down to a nominal figure.

The following table summarizes the probable status of transportation following out the proposed plans:

Transportation of pupils.

Schools.	Number of pupils to transport.	Number of wagons needed.	Other means of transportation.
South San Francisco.....	20	1	Electric railroad.
San Bruno.....	50	1	Railroad.
San Mateo.....	22	1	Do.
Redwood City.....	50	2	Do.
Menlo Park.....	40	2	
Half Moon.....	60	3	Do.
Jefferson.....	20	1	Do.
Woodside.....	40	2	
La Honda.....	40	3	
Pescadero.....	60	4	
San Gregorio.....	40	2	
Purisima.....	20	1	
Montara.....	40	1	Do.
Total.....	502	24	

It should be stated at this point that no pupil under the suggested plan will need to attend an elementary school at a distance of more than 6 miles from his home, and in all cases he is to be transported free by the county.

THE ABANDONED SCHOOLS.

The foregoing plan of consolidation permits of the abandonment of 23 schools, and would lead to the subsequent disposal of buildings and grounds. The following table summarizes this asset:

Disposal of buildings and grounds after consolidation of schools.

Names of schools.	Number of pupils.	Value of property.		Pupils would be transported to—
		Buildings.	Grounds	
Alpine.....	10	\$450		La Honda.
Bell.....	19	1,500	8300	Do.
Belmont.....	50	2,000	6,800	Redwood City.
Biggs.....	14	800	200	Purisima.
Hillsborough.....	22	0	0	San Mateo.
Laguna.....	10	0	500	San Mateo and Half Moon Bay.
Las Lomitas.....	20	2,100	1,200	Menlo Park.
Millbrae.....	30	1,000	1,500	San Mateo.
Lomita Park.....	50	5,000	1,500	San Bruno.
Miramar.....	42	5,000	2,500	Half Moon Bay.
Pigeon Point.....	21	650	150	Pescadero.
Pilarcitos.....	21	500	200	Half Moon Bay.
Pomponio.....	20	700	100	Pescadero.
Portola.....	50	7,500	2,500	Woodside.
Ravenswood.....	13	1,500	900	Menlo Park.
San Gregorio.....	14	400	300	San Gregorio.
San Pedro.....	17	6,250	1,800	Jefferson.
Sunnyside.....	10	800	100	Pescadero.
Tobin.....	17	0	0	Montara.
Tuna.....	18	1,400	300	San Gregorio.
Visitation.....	13	50	200	South San Francisco.
West Union.....	10	100	100	Redwood City.
Warr.....	10	800	100	La Honda.
Total.....	502	26,700	19,450	

The figures for the value of buildings and grounds as given in this table are the official values of the buildings and grounds at present, as recorded in the county offices. The buildings, of course, could not be sold for the values here given; but it should be fair to estimate the immediate selling value of all buildings and grounds to be abandoned at \$40,000.

The proposed system would cost, for maintenance, approximately \$199,575 per year, as estimated in the foregoing pages. This may be summarized as follows:

Cost of maintenance of proposed system.

Salaries of teachers and principals.....	\$109,875
Salaries of janitors.....	18,000
Transportation of pupils.....	18,000
Supplies.....	20,000
Library books (estimated).....	3,000
Buildings (one-tenth cost).....	34,700
<hr/>	
Total annual cost.....	199,575
Total annual cost of present system.....	218,098
<hr/>	
Annual saving of proposed system.....	18,523

There remain yet to be purchased, however, on the basis of the plan adopted for transportation, 10 automobile busses at \$2,000 each. This is an expenditure of \$20,000. It seems certain that these could be easily provided by the county, when their salable abandoned property amounts to \$40,000.

The office of superintendent of schools should, under the suggested plan, be maintained as at present by means of appropriations from the general fund of the county. But, inasmuch as increased expenditure is asked, it may be well to include the expense of administration in the cost of the system.

Annual saving of proposed system.....	\$18,523
Salary of superintendent.....	3,500
Salary of deputy superintendent.....	2,000
Salary of assistant superintendent.....	1,500
Salary of clerk.....	800
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Total.....	7,800

Net amount saved annually.....	10,723
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It has not been the purpose of this study to show a cheaper system than the present one or to urge its adoption because of less cost than the county now expends. To put education on a commercial basis and buy it at the lowest possible figure is not consistent with the American spirit of progress. The reorganization has been suggested as a means to better educational efficiency, and the cost

of maintaining it is less than the present expenditure only because the money is more economically spent. The small, one-teacher schools and the drawing of narrow district lines about them is clearly as expensive as it is undemocratic and unjust.

The right kind of education for the children of San Mateo County or of any other locality cannot be cheaply bought. It would be only to the economic and social welfare of the community if the expense of better schools were much greater than the present cost of their district system.

The writer herewith submits, after carefully considering all conditions and possibilities, the proposed system of consolidated schools for the people of San Mateo County. These are all to be modern, sanitary, well equipped, and beyond comparison with the present schools in efficiency and practical value. Yet the cost will be even less than the amount now expended.

IV. SUGGESTIONS CONCERNING HIGH SCHOOLS.

The map on page 23 shows the location of the present high schools. As has been said, the practical value of consolidation has been shown in these institutions, and all are doing commendable work.

It will be seen, however, that but three of the high schools are entirely organized, and that the southwestern and central portions of the county are not provided for. It can not be expected that children from these communities will come as far as Half Moon Bay or Redwood City to attend high school, and those institutions would not in any way be drawn upon if secondary school advantages were placed within reach of them.

The expense of this would of necessity be additional to the expenditure required for the elementary school system proposed, but the rural children who live in the southern part should not be deprived of equal high-school advantages with the children of the northern part because of the cost.

Suggestions have already been made concerning the attendance of high schools in San Francisco for the children of the northwestern portion of the county.

The following proposals are offered:

1. That all the present high schools and all others to be established be under the direction of the county board of education and the superintendent of schools as herein prescribed.
2. That the school at South San Francisco be made a complete four-year high school, and at least two additional teachers employed.
3. That a new four-year county high school be established at Pescadero.

4. That an intermediate school for the eighth, ninth, and tenth years be established in connection with the consolidated rural school proposed for La Honda.

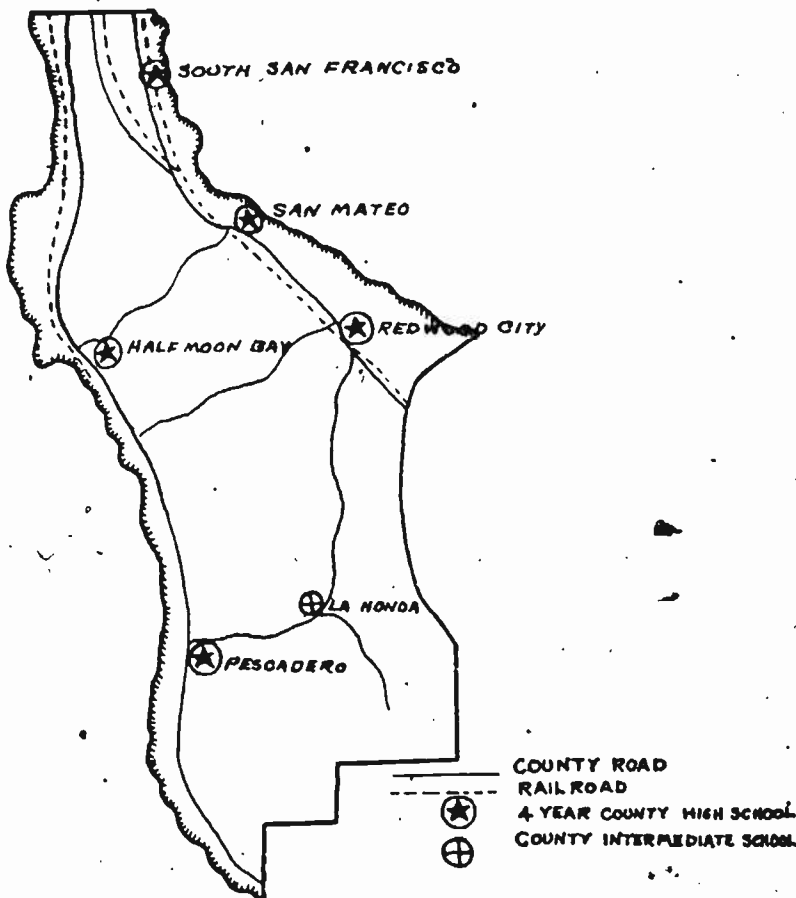


CHART 15.—Suggested plan for high schools.

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