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REPORT

SCHOOL SURVEY

RECOMMENDATIONS FOR A LONG-RANGE SCHOOL BUILDING PROGRAM

FOR

WHITE AND NEGRO SCHOOLS

SHEWANDOAN COUNTY

February 1947

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February 1947

Mr. G. Tyler Miller
Superintendent of Public Instruction
State Department of Education
Richmond 16, Virginia

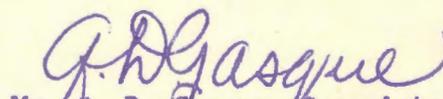
Dear Mr. Miller:

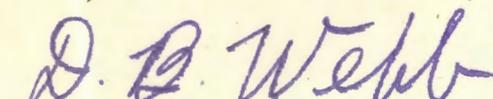
Complying with your request of July 22, 1946, the committee submits herewith the survey report of Shenandoah County.

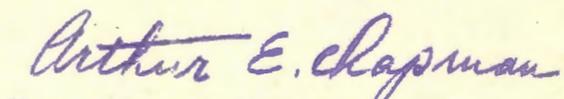
We trust that this is in compliance with both your request and the request of the Shenandoah County School Authorities.

Yours very truly,


Woodrow W. Wilkerson Chairman
Assistant Supervisor of
Secondary Education


Mr. J. D. Gasque, Superintendent
Rappahannock and Warren County Schools


Mr. D. B. Webb, Superintendent
Louisa County Schools


Mr. Arthur E. Chapman
Director of School Buildings

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INTRODUCTORY STATEMENT

This survey of the Shenandoah County Schools was made at the formal request of Superintendent B. S. Hilton and the Shenandoah County School Board to Mr. G. Tyler Miller, State Superintendent of Public Instruction.

In response to this request, the State Superintendent appointed a survey committee consisting of Mr. Woodrow W. Wilkerson, Chairman, Mr. Arthur E. Chapman, Superintendent D. B. Webb, and Superintendent Q. D. Gasque. This committee visited in Shenandoah County on October 22 and 23, 1946, and conferred with Superintendent Hilton.

The scope of this study in terms of present and future planning is limited primarily to the physical school plant and equipment needs for an effective public educational offering for elementary and secondary education for white and Negro children. This involves consolidations and locations of buildings in terms of predicted enrollment centers, in terms of larger enrollment units where transportation and consolidation are practical, and in terms of modern educational offerings. This study does not attempt to advise as to the type of these buildings except in general terms as these matters constitute an architectural problem.

STATEMENT OF PRINCIPLES ACTUATING THE COMMITTEE IN THE REPORT AND RECOMMENDATIONS

First: With relatively few exceptions, it is impracticable if not impossible to offer a modern and adequate educational program on the elementary and high school levels that is designed to serve community needs for pupils of school age or adults, or both, unless there are reasonably adequate buildings and grounds to accommodate the program. The school plant and facilities should be provided

and arranged in such a way that an adequate school program can find free and ready expression through the classrooms, shops, fine arts rooms, and the like. The traditional classroom may provide sufficient space in which to conduct a traditional school program, but it is inadequate if the school is to serve as a community center and offer the educational and recreational activities to serve the community interests and needs.

Second: Experience shows that the breadth and variety of offering required for a comprehensive high school program can best be provided with maximum efficiency and economy both educationally and financially in a high school of 600 to 1200 pupils. The advantages of the 600 to 1200 pupil school are obvious and the evidence shows that the larger the school up to approximately 1200 the better the opportunity to provide an adequate program. When the offering is held constant, the evidence shows that as enrollments fall below 600 the per capita cost increases in about the same proportion that the enrollments decrease, resulting in limited offerings and excessive per capita cost. In the small school, many classes disappear from the school program. Moreover, a small high school finds it increasingly difficult to maintain social and pupil-activity programs so essential to a modern high school offering. A large high school is in a more favorable position to secure and maintain a better trained faculty for its program. No efficient program of secondary education can be adequately operated without a stable faculty.

Third: It has been more or less customary to assume that unless high schools are distributed over a school division, there is lacking adequate provision for local community social activities. There is no logical reason for associating the community activities exclusively with a high school. On the other hand, community interest is closely tied up with the elementary school because of larger pupil representation in the elementary school. This center becomes more and more a community center for the people. The design of high school plants should be based on the enrollments which will permit economical operation while obtaining the highest degree of efficiency possible.

POPULATION TRENDS AFFECTING HIGH SCHOOL BUILDING
NEEDS IN SHENANDOAH COUNTY

From the Table which follows, it may be observed that the population of Shenandoah County as a whole has been relatively constant and stabilized over the thirty year period from 1910 to 1940. The population within the Davis Area has increased by 884 and there has been only a very slight increase in population in the Ashby District. However, the county as a whole, exclusive of the towns has sustained a loss of 44 inhabitants. It may be noted that Strasburg made a significant gain in population from 1910 to 1930 but has gained only 67 in population from 1930 to 1940.

Table I
POPULATION OF SHENANDOAH COUNTY
BY MAGISTERIAL DISTRICTS

Districts	1910	1920	1930	1940
Ashby District	3,855	3,886	3,685	3,865
Mount Jackson Town	(479)	(500)	(575)	(562)
Davis District	3,888	4,052	4,607	4,772
Strasburg Town	(762)	(650)	(1,901)	(1,968)
Johnson District	2,668	2,546	2,400	2,397
Toms Brook Town (Total)	-	-	(210)	(219)
In Johnston District	-	-	(144)	(137)
In Stonewall District	-	-	(96)	(82)
Woodstock Town (Total)	(1,314)	(1,580)	(1,552)	(1,546)
In Johnston District	(473)	(487)	(571)	(564)
In Stonewall District	(841)	(1,093)	(981)	(982)
Lee District	3,328	3,115	3,305	2,922
New Market Town	(638)	(577)	(640)	(629)
Madison District	3,368	3,192	3,024	3,246
Edinburg Town	(574)	(568)	(498)	(565)
Stonewall District	3,835	4,016	3,634	3,696
Toms Brook Town (part)	-	-	(96)	(82)
Woodstock Town (part)	-	(1,093)	(981)	(982)
Total	20,942	20,808	20,655	20,898

SCHOOL POPULATION TRENDS IN
SHENANDOAH COUNTY

Table II entitled "Summary of School Census" indicates that there has been a significant decrease over the fifteen-year period of children of school age both white and colored. There has been a loss of white children within each age group (6-19) or a total loss of 1469. This represents a loss of 24% for the white children of school age and there has, also, been a decrease in the number of Negro children of school age by approximately 22%.

Table II

SUMMARY SCHOOL CENSUS
SHENANDOAH COUNTY

White

Year	6	7	8	9	10	11	12	13	14	15	16	17	18	19	Total
1930	499	513	473	496	456	447	437	446	443	459	446	424	390	335	6,264
1935	509	448	468	415	528	456	458	452	478	445	469	402	466	481	6,475
1940	422	435	444	445	482	428	455	429	431	486	410	412	372	323	5,974
1945	344	322	365	356	373	344	385	377	396	373	344	328	320	168	4,795

Negro

Year	1	7	8	9	10	11	12	13	14	15	16	17	18	19	Total
1930	18	8	14	7	11	6	11	8	5	8	7	7	6	2	118
1935	5	9	9	8	9	5	6	11	15	6	4	5	8	4	104
1940	6	6	6	8	5	6	8	5	8	6	5	1	10	2	82
1945	13	5	10	6	10	5	6	7	9	5	7	3	4	2	92

ENROLLMENT TRENDS IN
SHENANDOAH COUNTY

It may be observed from the following table that there has been a significant decrease in the total number of pupils both white and colored enrolled in the schools of Shenandoah County. While the number of pupils enrolled in the high schools has increased significantly, there has been a heavy loss of pupils enrolled in the elementary schools. The per cent of decrease in the number of pupils enrolled, however, is less than the per cent of decrease in the number of children reported by the census for the period 1934-35 to 1944-45.

Table III
SUMMARY OF SCHOOL CENSUS
AND SCHOOL ENROLLMENT
FOR SHENANDOAH COUNTY
1934-35 to 1944-45

Year	Census		Enrollment						
	White	Negro	White	Negro	Total	High School		Elementary	
						White	Negro	White	Negro
1934-35	8,233	148	4,817	78	4,895	704	-	4,113	78
1935-36			4,743	76	4,819	797	-	3,946	76
1936-37			4,710	69	4,779	708	-	4,002	69
1937-38			4,641	64	4,705	709	-	3,932	64
1938-39			4,654	53	4,707	969	-	3,685	53
1939-40	8,304	176	4,591	59	4,750	1,046	-	3,645	59
1940-41			4,466	57	4,523	1,058	-	3,408	57
1941-42			4,338	60	4,398	1,105	-	3,233	60
1942-43			4,269	55	4,324	1,097	-	3,172	55
1943-44			4,047	53	4,100	1,013	-	3,034	53
1944-45	7,926	110	4,049	54	4,103	1,058	-	2,991	54

The tabulation below shows that the percentage of total enrollment found in the white high schools is greater than that for the State. It can be assumed, however, that this percentage will increase further if certain recommendations concerning an expanded and enriched offering and consolidation are put into operation. It may be noted that for the school year 1944-45 there were 54 Negro pupils enrolled in the Negro elementary schools. The twelve Negro high school pupils who are enrolled in Negro schools are attending Negro high school in Winchester, Manassas, Harrisonburg, and Lexington.

Table IV
PERCENTAGE OF TOTAL ENROLLMENT ENROLLED
IN ELEMENTARY AND HIGH SCHOOLS FOR SHENANDOAH COUNTY
AND THE COUNTIES OF THE STATE
Session 1944-45

	<u>White</u>	<u>Enrollment for Shenandoah County</u>	<u>Enrollment for Counties of the State</u>
Elementary		2991)	243,977)
		)4049	)312,390
High School		1058)	68,413)
Percentage of Total (Elementary		73.9%	78.1%
Enrollment in (High School		26.1%	21.9%
	<u>Negro</u>		
Elementary		54)	87,649)
		)66	)102,441
High School - In Shenandoah County		0)	14,792)
In other divisions		12)	
Percentage of Total (Elementary		81.8%	85.6%
Enrollment in (High School			
Shenandoah County		0%	14.4%
Other Divisions		18.2%	

*This figures includes pupils enrolled in the Colored elementary schools of Shenandoah County and those enrolled in Negro high schools in other Divisions.

From a study of the school census and enrollment as reported by Shenandoah County, it may be observed that the County enrolled during 1944-45 approximately 19 per cent less of its white children of school age than the percentage for the counties of the State. The percentage of colored children of school age enrolled is likewise significantly less than the percentage of colored children of school age enrolled throughout the State even including the high school pupils who are enrolled in the colored high schools in other divisions.

Table V
 PERCENTAGE OF SCHOOL CENSUS ENROLLED
 IN SHENANDOAH COUNTY AS COMPARED
 WITH THE COUNTIES OF THE STATE
 SESSION 1944-45

	<u>White</u>	
	<u>Shenandoah County</u>	<u>Counties of the State</u>
School Census 1945	7,926	443,213
Enrollment 1944-45	4,049	312,390
Percentage of Census Enrolled	51.1%	70.5%
 <u>Negro</u> 		
School Census 1945	110	139,956
Enrollment 1944-45	58 66	102,441
Percentage of Census Enrolled	49.2% 60%	73.2%

The total enrollment in the six high schools for the current year is 1,178.

This represents a noteworthy increase in number over the enrollment for 1943-44. It is reasonable to expect that the number of pupils enrolled in high school should be increased significantly as provision is made for an adequate offering and guidance program, adequate facilities, and as major emphasis is given in the new eighth grade to diagnostic, remedial instruction, guidance through exploratory courses, study of personal and social problems, and further development of basic skills, aptitudes, understandings, and appreciations.

During the session 1943-44, Shenandoah County operated 18 elementary school centers. Of this number, 4 were one-teacher schools (3 of these have subsequently been closed), 3 were two-teacher schools; 3 were three-teacher schools; two were four-teacher schools,

and the others ranged from 7 to 14 teachers and were located in combination with the high schools.

It may be noted from Table VI-A that 53 Negro pupils were enrolled in the two Negro elementary schools. It has already been pointed out that the Negro high school pupils were enrolled in the Negro high schools of nearby divisions.

Table VI
WHITE ENROLLMENT BY SCHOOLS
AND PUPILS TRANSPORTED BY SCHOOLS
SHENANDOAH COUNTY, VIRGINIA
Session 1943-44

Index Number	Name of School	Enrollment		Number Teachers		Pupils Transported	
		Elem.	H. S.	Elem.	H. S.	Elem.	H. S.
1	New Market	282	134	8	7	190	75
2	Forestville	92		3		65	
14	Mt. Jackson	462	195	13	10	289	151
15	Conieville	73		3		47	
19	* Jerome	27		1		6	
21	Mt. Hermon	71		3		60	
26	* Lindamoods	31		1			
31	Edinburg	287	212	8	9½	205	163
32	Columbia Furnace	147		4		120	
33	* Lentz Mills	30		1		19	
43	Central	38		1		15	
46	St. Luke	67		2		21	
53	Toms Brook	285	75	7	5½	183	47
55	Fort Valley	119		4		96	
63	Strasburg No. 1 & 2	489	222	14	9½	145	85
64	Oranda	75		2		27	
65	Lebanon Church	65		2		39	
76	Woodstock No. 1 & 2	394	175	11	9	181	82
Total White		3,034	1,013	88	50½	1,708	603

* These schools have been closed since the 1943-44 session.

Table VI-A
NEGRO ENROLLMENT BY SCHOOLS
AND PUPILS TRANSPORTED BY SCHOOLS
SHENANDOAH COUNTY - SESSION 1943-44

Index Number	Name of School	Enrollment		No. Teachers		Pupils Transported	
		Elem.	H. S.	Elem.	H.S.	Elem.	H. S.
74	Strasburg	31		1			
77	Woodstock	22		1		5	
Total Negro		53	12	2		5	
Total White and Negro		3,087	1,025	92	50½	1,718	603

Examination of the following table shows that Shenandoah County transported during 1943-44 a higher percentage of its elementary children and 6.5% less of its white high school pupils than is shown for the counties of Virginia. The county is transporting 9.5% of its colored elementary pupils while approximately 17 per cent are transported on the average in the counties throughout the State.

Table VII
PERCENTAGE OF ENROLLMENT TRANSPORTED
IN SHENANDOAH COUNTY AS COMPARED
WITH THE COUNTIES OF THE STATE
Session 1943-44

	<u>Shenandoah County</u>	<u>Counties of the State</u>
No. Elementary Pupils Transported	1,708	118,012
No. High School Pupils Transported	603	44,358
Percentage of Enrollment Transported		
Elementary	56.3%	48.8%
High School	59.9%	66.0%
<u>Negro</u>		
No. Elementary Pupils Transported	5	15,126
No. High School Pupils Transported	0	9,622
Percentage of Enrollment Transported		
Elementary	9.5%	17.2%
High School	0%	68.7%

By referring to the Table below, it may be noted that the value of school buildings for white pupils per pupil enrolled for the session 1943-44 in Shenandoah County was \$1.34 more than the value of buildings per pupil enrolled in the counties of the state. It may be noted also that the value of school buildings per pupil for Negroes in comparison with other counties of the state is \$4.35 less than the value of buildings per Negro pupil for the state.

Table VIII
VALUE OF SCHOOL BUILDINGS PER PUPIL ENROLLED
Session 1943-44

	<u>Shenandoah County</u>	<u>Counties of the State</u>
Value per white pupil enrolled	134.51	133.17
Value per Negro pupil enrolled	43.39	47.74

The following Table shows the average cost of maintenance and the average cost of operation of all school plants during 1942-43, 1943-44, and 1944-45. The items included in "maintenance" are building repairs, care of grounds, repairs and replacement of furniture and equipment, and other expenses. Items under "operation" include compensation of the custodial staff, light and power, telephone service, water service, janitor's supplies, fuel, and other expenses. It may be noted from Table IX that the amount spent by Shenandoah County per pupil for maintenance and operation is considerably below the average spent by the counties of the state.

Table IX
 MAINTENANCE AND OPERATION COST PER PUPIL IN SHENANDOAH COUNTY
 BASED ON AN AVERAGE FOR THE PAST THREE YEARS
 AS COMPARED WITH THE AVERAGE FOR THE COUNTIES OF THE STATE
 (1942-43, 1943-44, 1944-45)

	<u>Shenandoah County</u>	<u>Counties of the State</u>
Maintenance	1.04	1.46
Operation	3.06	3.43

SUMMARY OF CERTAIN FACTORS INVOLVED IN CONSOLIDATION
 IN SHENANDOAH COUNTY

1. Organization of elementary and high schools.

The survey committee wishes to commend the Shenandoah County school authorities for the steps which they have taken to inaugurate the twelve-year school system in their efforts to work further toward a comprehensive school program for Shenandoah County. The pattern of organization of elementary and secondary education that is emerging in Virginia in those counties and cities that have already adopted a twelve year school system is seven years in the elementary school and five years in the high school. Approximately 90 per cent of the school systems in Virginia, county and city, that either have already adopted, or are in process of adopting the twelve year system, are organized on this basis. This pattern of organization is peculiarly adapted to Virginia as in the majority of cases it makes it possible to have high schools of a size that can provide adequate and comprehensive offering and at the same time these high schools may accomplish

in some measure in one unit the junior high school idea of exploration, orientation, remedial instruction, and guidance.

It should be made clear that consolidation of high schools should be accompanied by further development of the elementary schools at the various centers recommended in this report. This development should include adequate facilities which are presented on pages 24 - 26. Home economics, agriculture, industrial arts, and like activities should be provided for the elementary grades and sufficient teachers should be employed in order that they may work effectively in the high school program and in the elementary school centers with both adults and children. In other words, consolidation should mean the further development of the outlying community centers rather than operating to strip them of those activities which they now have.

2. Transportation.

In developing and executing plans for a comprehensive program of education, the committee is mindful of the important part that an adequate transportation system must play. Distances, the conditions of the road system, and the time spent on the busses by pupils cannot be ignored. With respect to hard surfaced and graveled roads, the committee feels that Shenandoah County is in a favorable position for the development of larger and fewer school centers. In developing larger and more comprehensive school centers (high schools and elementary), transportation distances in certain cases may become greater. The committee feels, however, as improvements go forward in the transportation system that distances measured in terms of time which pupils may spend on buses will not present an obstacle so great as to interfere seriously with the development of a comprehensive program as recommended in this report. The services of the Supervisor of Transportation, State Department of Education, may be requested as plans are projected to improve the efficiency of the transportation system and to reroute buses where needed to serve the school centers recommended in this report.

3. Size of Elementary School

The facilities necessary for a comprehensive elementary school program serving both the youth and adults of the community, which is described in detail on pages 24-26, cannot be provided in very small schools except at prohibitive cost. For example, play space, cafeteria, and shops may not become a part of the program of a two or three-room school on account of the expenses involved. It seems wise, therefore, as the report of the Virginia Education Commission has pointed out, to consolidate elementary schools into centers that have at least four or more classrooms. This should be regarded as a minimum program of consolidation. As schools become larger these facilities can be offered more economically. In rural areas, schools with enrollments of 300 or more elementary children should be developed, provided the area served is a definite community. In some cases, however, because of the topography of the county and the distribution of the population, as well as present locations of substantial buildings, there may be exceptions to the suggested enrollment goals and it will be necessary to operate small elementary schools.

4. Size of High School

As has already been pointed out in the foregoing Statement of Principles on Page 2 of this report, the breadth and variety of offering required for a sound educational program and the staff needed to administer and teach it can be provided with maximum economy in a high school of 600 to 1200 pupils. When the offering is held constant, the evidence shows that in the proportion the enrollment of a high school falls below approximately 1200, operational costs increase and educational efficiency and services tend to decrease correspondingly.

Experience shows that in high schools of three hundred to approximately six hundred pupils, adequate offering and sufficient provisions for guidance are frequently not found. It is well known that in the small high school it is often impossible to provide a satisfactory academic offering. Courses must be staggered on account of the small enrollment, thus requiring students to take subjects a year in advance of their grade and vice versa. Frequently, adequate courses in the foreign languages and in the sciences cannot be offered. Courses in vocational fields and fine arts are limited and often are not found in high

schools with small enrollment.

Shenandoah County now maintains six high schools for white children with enrollments for the school year 1946-47 as follows: Strasburg 272; Toms Brook 96; Woodstock 212; Edinburg 210; Triplett 242; New Market 146. The total number of pupils enrolled in these high schools in which a five-year program is being developed is 1178. The size of these schools obviously is one factor which prohibits each from providing an adequate offering for all of the pupils.

Shenandoah County provides for the high school education of the colored children through arrangements with several neighboring divisions. A study of the school census of 1945 (Table II) reveals that there were only 30 Negro youth of ages 14 through 19 and that the number of pupils of almost every age group from 6 to 19 has gradually decreased during the past fifteen-year period. Because of such a small potential enrollment, it is obvious that Shenandoah County must join with other divisions in providing a secondary school program for its Negro youth.

There are two factors that are operating to increase enrollment in high schools. One is the state-wide effort to cause more children to remain in school, and the extension of the compulsory education requirement to sixteen years of age. Another factor that operates to increase high school enrollment is that in cases of high schools where comprehensive and adequate offerings have been provided to meet the needs of all children, it has been found that more boys and girls remain throughout the high school period. Recently, there has been an increase in the birth rate which, of course, will not be felt by the high schools for some years. Careful consideration of the evidence leads to the conclusion that with all of the foregoing factors operating, Shenandoah County can plan for approximately 1400 to 1500 white pupils in the last five years of its twelve-year system.

PLANT NEEDS AS RELATED TO A COMPREHENSIVE FIVE-YEAR
HIGH SCHOOL OFFERING RECOMMENDED IN THIS REPORT

While economy in the operation of a high school is important and must be given serious consideration by school administrators, it is also important and necessary that the comprehensive high school plant provide adequate building facilities and spaces to accommodate the work which should be done in the high school plant.

Criteria for evaluating the adequacy of such a high school plant cover a much wider field and are more far-reaching than those for the elementary school plant.

If the high school is to be regarded merely as an institution for preparing students for entrance to the liberal arts college courses, the school plant may be limited in its facilities and space provisions. If the high school is to meet in a reasonably efficient manner the modern and complex social challenge, its buildings, grounds, and facilities must be adequate for a varied and comprehensive program. The modern high school plant should provide facilities and auxiliary spaces that permit successful and efficient offerings and activities covering a wide variety of pupil and community interests and needs.

The offering in a comprehensive high school should include the following:

First: A BROAD AND VARIED PROGRAM OF GENERAL EDUCATION. Present-day living demands a program of general education that will provide full opportunity for all youth of secondary school age to study and work toward the solution of their personal and social problems.

Second: PREPARATION TO ENTER THE LIBERAL ARTS COLLEGE COURSES. It is obvious that there will continue to be a need and demand on the part of the high school to prepare boys and girls adequately for successful entrance to the liberal arts institutions of higher learning.

Third: PREPARATION TO ENTER THE TECHNICAL COLLEGE COURSES. The technological changes that have taken place in the last decade have so completely changed methods of living that

youth entering technical colleges with only liberal arts backgrounds labor under serious handicaps and waste much time in adjusting themselves to fields of instruction with which they are unfamiliar. A comprehensive high school should be in a position to acquaint youth with the fundamental technological processes as a preparation for entrance to the technical colleges.

Fourth: PREPARATION IN COMMERCIAL SUBJECTS AND BUSINESS METHODS THAT WILL ADEQUATELY PREPARE STUDENTS FOR THIS FIELD OF WORK. A comprehensive high school should offer strong courses in commercial subjects that will prepare students to enter satisfactorily this field of work.

Fifth: GENERAL SHOP WORK THAT IS LARGELY EXPLORATORY IN CHARACTER AND SERVES TO ACQUAINT THE PUPIL WITH THE ELEMENTARY PROCESSES AND MANIPULATIONS OF THOSE TRADES AND INDUSTRIES WHICH ARE OUTSTANDING AND IMPORTANT IN DAILY EXPERIENCES. Such courses should not aim to develop specialized vocational or trade training, but should endeavor to give the students a wide variety of experience and acquaintance with scientific and technological developments in the fields of trade and industry, with particular emphasis on the electrical, plumbing, carpentry, automobile, and closely allied trades and industries.

Sixth: VOCATIONAL TRAINING IN THE TRADES PARALLEL TO REAL TRADE PRACTICES. Such trade training should not be limited on account of inadequate school plant facilities and should be subject to trade demands, both as to quality of training offered and need for additional workers. Such training should be offered primarily to advanced high school pupils and to adults in evening and part-time classes. The organization of the evening and part-time classes should be so arranged that adults could take advantage of them during seasons of unemployment. This should be true particularly with reference to employment on the farm.

Seventh: VOCATIONAL WORK IN AGRICULTURE FOR ADVANCED HIGH SCHOOL STUDENTS AND ADULTS IN EVENING AND PART-TIME CLASSES. There is a need for agricultural work in the earlier high school years, but the character of work in these years should be largely

exploratory and not primarily for the purpose of training young men to be farmers.

Eighth: VOCATIONAL WORK IN HOMEMAKING AND HOME MANAGEMENT, INCLUDING PART-TIME AND EVENING CLASSES WITH ADULTS. A comprehensive high school should provide for all pupils effective training in homemaking, and for girls, training with a vocational emphasis. In addition, evening and part-time classes for adults can do much by way of reaching into the farms and homes, and bringing groups together in the school plant for study of their problems in this area, thus developing both producer and consumer efficiency.

Ninth: ADEQUATE LIBRARY AND LIBRARY SPACE FOR BOTH PUPILS AND COMMUNITY. A comprehensive high school should provide library facilities adequate for the requirements of the instructional program and proportionate to size of enrollment. The facilities should be available, also, for use by the community, open nine to ten hours per day or for such period as service to the community may require. With large investments in school plants and with adequate library facilities these libraries should be open and available at convenient hours for all concerned. There appears to be no good reason for having a well-organized high school community library and a county library operating in separate units. These should be consolidated through coordinated planning.

Tenth: ADEQUATE HEALTH AND MEDICAL CLINICS TO SERVE BOTH PUPILS AND COMMUNITY. This does not imply that the schools must enter into competition with the medical profession, but that they should attempt to arrange for free clinics and should provide space for them where health needs and physical defects in both pupils and adults of the community may be discovered and helped.

Eleventh: STUDY AND TRAINING IN THE FINE ARTS, INCLUDING VOCAL, INSTRUMENTAL, CHORAL MUSIC, ORCHESTRA AND BAND. There is, perhaps, no phase of public education which can so completely and effectively develop community pride and establish cooperation as a well-developed music program. The music program should be organized to reach out into the entire community.

The comprehensive high school should provide for all pupils general instruction in

the arts and opportunity for specialized training for those who possess interest and aptitude. A comprehensive high school can do much in developing appreciation by way of familiarizing the community with the great art productions throughout the world, cultivating taste and appreciation for landscaping around the home and in decoration, color combination, color harmony, and the like, within the homes.

Twelfth: EVENING AND PART-TIME CLASSES FOR ADULTS ON A FLEXIBLE PLAN. There are many courses in which the adults of the community are interested and which they could support if organized in units suitable to their convenience. These could well be conducted after school hours or during the evening and would go far in serving real community needs.

Thirteenth: ONE OR TWO YEARS OF ADDITIONAL WORK BEYOND THE TWELFTH YEAR. OPEN TO ANY YOUTH OR ADULT QUALIFIED OR INTERESTED. There appears to be no good reason why a comprehensive high school could not organize its educational program so that it would be in a position to offer one or two years work beyond the present high school level, and provision for such work should be made as soon as funds are available. Such advanced work should involve not only academic subjects, but also vocational and trade subjects as well.

Fourteenth: ADEQUATE PHYSICAL EDUCATION AND ATHLETICS. Space provision should be made and the instructional program should include physical education not only for the student body, but also for the community as a whole. This includes both indoor and outdoor games during the regular school days as well as holidays and periods when the school proper is not in session. One full period per day must be scheduled for physical and health education.

Fifteenth: A VARIETY OF SOCIAL AND MISCELLANEOUS ACTIVITIES, SUCH AS PUBLIC SPEAKING, PUBLIC FORUMS, LECTURES, LITERARY SOCIETIES, PUPIL AND ADULT CLUB WORK, STUDENT ACTIVITIES, SOCIALS, AND THE LIKE. The comprehensive high school should include in its program and facilities provision for stimulating and developing desirable interests of pupils and adults through appropriate activities and organizations.

Sixteenth: AN ADEQUATE AND FULL PROGRAM OF GUIDANCE. The success of the comprehensive high school depends upon a broad and complete guidance program throughout all years of the

high school with considerable emphasis in the eighth grade of the comprehensive high school. Guidance is an essential and integral part of a comprehensive program of education. It is not an appendage or attachment to the work of the school but should permeate the entire program of education. Guidance services are designed to give systematic aid to pupils in making adjustments to various types of problems such as; personal, social, civic, moral, and educational. It is essential that the modern school provide an effective guidance program in order to help boys and girls of high school age to meet successfully their many personal and social problems and to help them make satisfactory adjustments to a complex society.

The foregoing list of offerings of a comprehensive high school which are essential to meet the needs of the youth of any county may be classified under the following headings:

- I. General education for citizenship and other common needs.
- II. Specialized offerings to meet individual needs in:
 - (a) Academic subjects
 - (b) General and fine arts
 - (c) Vocational fields

The committee does not feel that the high schools in Shenandoah County as they are at present organized can meet the needs in the way of physical plant requirements for such comprehensive offerings as those described in the foregoing sections of this report. Furthermore, it does not believe that the county can feel justified financially in providing such facilities in six high school centers for white pupils. On the other hand, the county cannot be expected to provide facilities of the suggested type for only one or two centers at the neglect of the other centers. The necessity for observing some reasonable relation between the income of the county and the outlay for buildings and operation purposes, and at the same time for meeting the demand for more and better services from the educational system, calls for a most careful weighing of the advantages, both financial and educational, arising from suitable consolidations against those factors which have led to a dispersion of high school programs. It appears that this fundamental problem can best be solved through reasonable consolidations of the high school work at some point or points

where the desirable enrollment may be secured for which the comprehensive offering already described may be provided without unnecessary duplication and prohibitive cost of outlay and operating expense.

RECOMMENDED COMPREHENSIVE HIGH SCHOOL OFFERING

<u>Required Subjects</u>	<u>Grades</u>				
	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>
English (five years)	x	x	x	x	x
Personal-Social Problems and Guidance (one year)	x				
Mathematics (one semester)	x				
Mathematics (one year)		x			
(One of the following will satisfy the Mathematics requirement: Algebra, Business Mathematics, General Mathematics, Shop Mathematics)					
Civics (one semester)		x			
Science (one semester)	x				
Any Science (one year)		x			
Exploratory courses (9, 12, or 18 weeks each in Industrial Arts, Agriculture, Fine Arts, Home-making, Business Education, Music)	x				
United States History (one year)			x or x		
Government (one semester)				x or x	
Physical and Health Education (five years)	x	x	x	x	x
<u>Electives</u>					
<u>Mathematics</u>					
Algebra II			x		
Plane Geometry				x	
Solid Geometry and Trigonometry					x
<u>English (one of the following courses or a year of work in dramatics and speech arts will satisfy the requirement for 12th Grade English)</u>					
Advanced Literature					x
Systematic Grammar					x
Journalism					x
<u>Social Studies</u>					
World History	x				
Social Problems				x	
Geography	x				
Bible (State course)				x	
<u>Science</u>					
General Science	x				
Biology		x			
Chemistry				x	
Physics					x

<u>Subjects</u>	<u>Years</u>			
	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>
Foreign Language				
Latin	x	x	x	x
French	x	x	x	x
Spanish	x	x	x	x
German			x	x
Fine Arts				
General Music	x	x		
Advanced Theory of Music				x
Music Appreciation			x	
General Art	x	x		
Art Appreciation			x	
Ceramics, Modeling, and Sculpture				x
Dramatic and Speech Arts			x	x
Commercial Education				
Business Arithmetic	x or x			
Business Fundamentals	x or x			
Bookkeeping - elementary			x	
Bookkeeping - advanced (one semester)				x
Office Practice (one semester-double period)				x
or				
Supervised Office Experience (minimum 10 hrs. per week)				x
Typewriting (three semesters)			x	x
Shorthand (three semesters)			x	x
Dictation and Transcription (one semester-double period)				x
or				
Dictation and Transcription (two semesters-double period)				x
Commercial Law (one semester) Optional			x or x	
Home Economics				
Vocational Homemaking	x	x	x	
Occupational Training in fields related to Homemaking				x
General Home Economics			x or x	
Diversified occupations			x	x
Distributive Education				
Cooperative Retail Training				x
Consumer Buying			x	
Vocational Agriculture	x	x	x	x
Industrial Arts	x	x		
Trade and Industrial				
Electricity, Building Trades, Drafting, Machine Shop, Woodworking, Automobile Mechanics, Sheet Metal, Practical Nursing, Cosmetology, and others			x	x

COMPARISON OF PRESENT OFFERING IN THE EXISTING
SIX WHITE HIGH SCHOOLS WITH THE RECOMMENDED FIVE-YEAR HIGH SCHOOL OFFERING

The figure opposite each course listed under the present offering indicates the number of schools providing instruction in this course. The dotted lines indicate recommended courses not at present offered in Shenandoah County.

<u>Recommended Offering</u>	<u>Present Offering in Six High Schools</u>
English	
Grammar and Literature	Grammar and Literature (6)
Public Speaking and Dramatics	.....
Advanced Literature	.....
Journalism	Journalism (1)
Systematic Grammar	.....
Mathematics	
General Mathematics	General Mathematics (6)
Shop Mathematics	.....
Business Mathematics	Business Mathematics (1)
Algebra 9	Algebra 9 (6)
Algebra 10	Algebra 10 (4)
Plane Geometry	Plane Geometry (4)
Solid Geometry	.....
Trigonometry	.....
Social Studies	
Personal and Social Problems	Personal and Social Problems (6)
Civics	.....
World History	World History (3)
U. S. History	U. S. History (6)
American Government	American Government (6)
Geography	Geography (4)
Social Problems	.....
Bible (State Course)	Bible (1)
	Psychology (2)
Science	
General Science	General Science (6)
Biology	Biology (6)
Chemistry	Chemistry (5)
Physics	Physics (1)
	Senior Science (2)
Exploratory Courses (Art, music, agriculture, home economics, personal use typing, shop)	
	Art (3)
	Home Economics (3)
	Agriculture (3)
	Music (1)
One period for Guidance Guidance service on the regular schedule of the eighth grade and time on the schedule for these services throughout the high school program	
	Guidance, 8th Grade (4)

Physical and Health Education	Physical and Health Education (6)	
Foreign Language		
Latin	Latin	(6)
French	French	(1)
Spanish	Spanish	(3)
German	.....
Fine Arts		
General Music	General Music	(1)
Music Appreciation	.....
Advanced Theory of Music	.....
General Art	.....
Art Appreciation	.....
Ceramics, Modeling & Sculpture	.....
Painting and Drawing	.....
Commercial		
Stenographic		
Business Fundamentals	.....
Typing	Typing	(1)
Shorthand	Shorthand	(1)
Bookkeeping	Bookkeeping	(1)
Office Practice (Transcription, Office Practice Procedures, Machines, Filing)	.....
Accounting and General Clerical		
Business Fundamentals	.....
Bookkeeping	.....
Typing	.....
Commercial Law	.....
Office Practice (Office procedures, Office Machines, Filing)	.....
Industrial Arts	Industrial Arts	(1)
Home Economics		
Vocational Homemaking	Vocational Homemaking	(6)
Occupational Training in fields related to Homemaking	.....
General Home Economics		
Vocational Agriculture	Vocational Agriculture	(6)
*Diversified Occupations	.....
Distributive Education		
Cooperative Retail Training	.....
Consumer Buying	.....
*Trade and Industrial		
General Building Trades	.....
Auto Mechanics	.....
Electricity	.....
*Suggested lists of Diversified Occupations and Trades which may be taught in a comprehensive high school are shown on pages 50 and 53 of the <u>Manual of Administration for the High Schools of Virginia.</u>		

PERSONNEL NEEDED TO OPERATE AND ADMINISTER A COMPREHENSIVE HIGH SCHOOL PROGRAM
IN SCHOOLS OF VARIOUS SIZES AND COMPARATIVE COSTS OF
CONSTRUCTING AND OPERATING THESE SCHOOLS

Any school system planning for consolidation will need to give serious consideration to the comparative data presented under Tables X and XI. It may be noted that one school of 1500 pupils may be operated with a saving in personnel of 35 over three 500-pupil schools, and two 750-pupil schools may be operated with a saving in personnel of 18 over three 500-pupil schools. The estimates of capital outlay which fluctuate rapidly are based upon approximate present building costs and may not present a true picture when a construction program is begun. These estimates are given, however, in order to present a clear-cut picture of present comparative costs of constructing school plants of various sizes.

Table X
PERSONNEL NEEDED TO ADMINISTER, TEACH,
AND OPERATE A COMPREHENSIVE HIGH SCHOOL PROGRAM
IN SCHOOLS OF VARIOUS SIZES

	Three 500-pupil Schools	Two 750-pupil Schools	One 1500-pupil School
Personnel			
Principal and Teachers	96	82	71
Secretaries	3	4	3
Cafeteria Manager	3	2	1
Cafeteria Helper	12	10	9
Janitors	6	4	2
Maids	6	6	5
Total	126	108	91

Table XI
COMPARATIVE COSTS OF CONSTRUCTING AND OPERATING SCHOOLS OF VARIOUS ENROLLMENTS
ASSUMING THE SAME ADEQUATE OFFERING IN EACH

	Three 500-pupil Schools	Two 750-pupil Schools	One 1500-pupil School
*Administration	12,000	9,000	5,500
Instruction	192,000	164,000	142,000
Secretaries	4,860	6,300	4,680
Cafeteria Manager	3,240	2,160	1,080
Cafeteria Helpers	7,020	6,435	5,265
Janitors	10,800	7,200	3,600
Maids	3,510	3,510	2,925
**Total Operating Cost	221,430	189,605	159,550
Capital Outlay	1,500,000	1,350,000	1,275,000
Grand Total	\$1,721,430	\$1,539,605	\$1,434,550

The foregoing calculations are for comparative purposes and are based on the following assumptions which in the case of construction costs are subject to rapid change.

- (1) An average salary of \$4000 for the principal of each of the 500 pupil schools, an average salary of \$4500 for the principal of each of the 750 pupil schools, and an average salary of \$5500 for the principal of the 1500 pupil school.
- (2) An average salary of \$2000 per teacher (including principal.)
- (3) An average salary of \$1620 for each head secretary.
- (4) An average salary of \$1530 for each assistant secretary.
- (5) A salary of \$1080 for the cafeteria manager.
- (6) An average salary of \$585 for each cafeteria helper.
- (7) An average salary of \$1800 for each janitor.
- (8) An average salary of \$585 for each maid.
- (9) Capital Outlay - a cost of approximately \$1000 per pupil in a 500 pupil school, \$900 per pupil in a 750 pupil school, and \$850 per pupil in a 1500 pupil school.

* The salary of the principal is included in the cost of instruction and is not duplicated in the total.

**These figures obviously do not include all expenses involved in the over-all cost of operating a school.

THE COMPREHENSIVE ELEMENTARY SCHOOL PROGRAM

As was pointed out on Page 12, the modern elementary school has a two-fold function of serving both the pupils and adults of the community. In the first place, it is obligated to offer every child opportunities through training in the fundamentals ("the three R's") and must provide, also, additional experiences for his physical, mental, emotional, and social development from the beginning to the end of the elementary school period. In the second place, it is the obligation of the elementary school to serve the adults of the community by extending its facilities and services to them as they attempt to solve the problems of social living which are encountered in any democratic state.

The comprehensive elementary school program as it relates to the children of school age may be described under the following headings:

The development and maintenance of skills. The development and maintenance of the skills that are involved in reading, writing, and arithmetic have always been the responsibility of the elementary school. In addition to the skills involved in communication, the elementary school program recognizes the responsibility to help pupils develop

health skills, skills involved in social living, various manipulative skills, and work and study skills.

Work around personal and social problems: If people are to act with social intelligence as adults, it will be necessary for them to have many opportunities to solve social problems early in life. The modern elementary school program should be planned in such a way that pupils can become skilled in dealing with social problems that are real to them and significant to adults.

Creative and cultural activities: The genius of democratic life lies in the fact that it can free the creative capacity of individuals. The elementary school has an obligation to plan a program that will cause each individual to develop his own ability to create new things and new ideas.

Summary. The offering of the elementary school should be organized to include work in the following subject matter areas: Language arts (English, Reading, Writing), Social Studies (Geography, History, Civics, Community Life), Science, Physical and Health Education, Mathematics, Homemaking and Industrial Arts, and Fine Arts.

The Elementary School as a Community Center

One of the principal functions of the elementary school is to enrich the life of the community of which it is a part. It can serve as a center of community life in the following ways:

1. By serving as a coordinating agency in meeting the recreational and health needs of the people of the community, both children and adults.
2. By serving as a center in which various cooperative undertakings of the community can be carried out.
3. By providing shop and homemaking facilities for the adults of the community.
4. By serving as a center of cultural activities.
5. By serving as a center in which thinking on community problems can be clarified and advanced.

The modern elementary school plant should provide space and facilities adequate to provide for the comprehensive program described in the foregoing sections. To this end, the following facilities should be provided in the elementary school plant:

1. Adequate site (5 to 10 acres)
2. Well arranged and adequately equipped classrooms
3. Assembly rooms
4. Library
5. Clinic Space
6. Music Room
7. Administration Space
8. All purpose room for industrial arts, fine arts, and homemaking activities
9. Lunchroom
10. Indoor play space

RECOMMENDATIONS AS TO PLANT NEEDS

The committee wishes to re-emphasize that in recommending consolidations of the white high schools in Shenandoah County it is also interested in the further strengthening and consolidating of the elementary centers. The committee recognizes that education is a continuous process and that a high school education is another step in the pupil's progress through his formal training. The programs of the elementary and high school should be so coordinated, therefore, that passage from the elementary to the high school is made without abrupt or sudden changes in the experience of the pupil.

The recommendations of the committee have been formulated after giving careful consideration to the principles underlying this report and after weighing carefully various factors involved in a building program for the development of a comprehensive program of education in Shenandoah County.

High Schools - White

In view of the foregoing discussion, the committee recommends that not more than two high school centers with adequate buildings, facilities, and space for the development of a comprehensive high school program in each center be provided by Shenandoah County. It is the considered opinion of the committee that one of these schools should be located on a desirable site in the vicinity of Toms Brook, north on route 11, and the other school should be located on a desirable site in the vicinity of Mount Jackson, north on route 11.

Elementary Schools - White

The committee recommends that the present 18 elementary school centers be reduced to 10 and located at the points indicated in the tabulations shown in Table XII. It should be noted that the ten centers set up in the following tabulations are for over-all planning. When the plans are carried into action, some children may go to other schools than those indicated. For example, some of the children of the St. Luke area may go to Woodstock rather than to the Columbia Furnace center.

The elementary school centers should provide facilities for an adequate elementary school program. These plants should conform to approved architectural designs.

It is recommended:

1. That an adequate elementary school plant be constructed on some convenient and suitable site in the Forestville-Mt. Hermon area to serve the pupils and adults of the territory now served by the two separate schools.
2. That the Columbia Furnace school and site be enlarged to provide a comprehensive elementary school program for the pupils of Conieville, St. Luke, and Columbia Furnace .
3. That schools be retained, improved, and further developed as centers of community life in the isolated communities of Central and Fort Valley. (The Fort Valley school could serve best the two-fold purpose of a comprehensive elementary school if adequate provisions are made for the entire elementary school program, Grades 1-7.)
4. That elementary school centers be retained and further developed in each of the present high school centers and the high school plants be converted to elementary school use when the high school consolidation is completed.
5. That the elementary school plant at Strasburg be thoroughly renovated, a fire escape provided, and the site landscaped and enlarged.

Table III

White Elementary Centers
Enrollment 1943-44

<u>Index</u>	<u>Name of School</u>	<u>Enrollment</u>	<u>Center</u>
(A) 2 21	Forestville Mt. Hermon Total	92 <u>71</u> 163	Forestville- Mt. Hermon area
(B) 15 46 32	Conicville St. Luke Columbia Furnace Total	73 67 <u>147</u> 287	Columbia Furnace
(C) 43	Central	38	Central
(D) 64 65 63	Oranda Lebanon Church Strasburg Total	75 65 <u>489</u> 629	Strasburg
(E) 53	Toms Brook	285	Toms Brook
(F) 76	Woodstock	394	Woodstock
(G) 55	Fort Valley	119	Fort Valley
(H) 31	Edinburg	287	Edinburg
(I) 14	Mt. Jackson	462	Mt. Jackson
(J) 1	New Market	282	New Market

High School Education - Negro

Since the potential colored high school enrollment is very small and since there has been a gradual decrease in number in almost each age group (6-19), it is the recommendation of the committee that adequate arrangements be made for the Negro youth of secondary school age to attend Negro schools established in other divisions or a regional Negro School.

Elementary Schools - Negro

The committee recommends that the colored elementary schools at Strasburg and Woodstock be improved, enlarged, and further developed as colored community centers.

Table XII
FINANCE
1944-45

The table below shows the comparative ability, self-help, and effort of Shenandoah County in relation to five other counties having similar wealth per pupil in A.D.A. These figures are computed independently of debt service and capital outlay, and therefore are true rates based on operating costs only.

County	Ability per pupil True Value of Locally Taxable Wealth Divided by A.D.A.	Rank	Self-Help Per Pupil Local Funds for Education Divided by A.D.A.	Rank	Effort (True School Rate) Local Funds for Education Divided by True Wealth	Rank
Isle of Wight	\$7.812	35	\$45.22	17	.58	32
Mathews	7.675	36	30.71	64	.40	80
Surry	7.566	38	41.39	22	.55	40
Botetourt	7.511	39	35.11	45	.47	60
Nottoway	7.499	40	49.59	11	.66	12
Shenandoah	7.650	37	27.97	72	.37	89

Table XIII

The following table shows the assessment ratio and total rate of levy of these same counties. The assessment ratio as such, or the rate of levy as such, are meaningless as indices of the effort being exerted for the support of public education. It is only when they are taken together that a true index is obtained.

County	Assessed Value	True Wealth	Assessed Ratio	Total School Levy Rate	Rank
Isle of Wight	\$5,526,705	\$18,772,422	26.0	1.94	16
Mathews	2,076,144	8,779,877	33.0	2.15	12
Surry	3,067,309	7,225,970	57.0	1.28	68
Botetourt	8,007,516	21,535,020	37.1	1.60	32
Nottoway	8,776,615	19,985,809	40.5	.4184	100
Shenandoah	11,721,961	27,931,060	39.7	.974	95
Median for all counties of the State			41.0	1.41	

The Virginia Education Commission in its report published in 1944, reported Shenandoah County as ranking 41st in ability to support education as shown by dividing the true locally taxable wealth by the pupils in A.D.A. At the same time the Virginia Education Commission showed that Shenandoah County ranked 95th among the counties in Virginia in effort which is derived by dividing the amount expended for education from local sources by the true value of locally taxable wealth. An examination of Table XII in this report shows that Shenandoah County ranked 89th in effort among the 100 counties in the State in 1944-45.