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A history of public education in the City of Sacramento : with special emphasis upon the administration of Charles C. Hughes beginning in 1913

Bertram G. Chappell
University of the Pacific

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A HISTORY OF PUBLIC EDUCATION IN THE
CITY OF SACRAMENTO

(With special emphasis upon
the administration of Charles
C. Hughes beginning in 1913.)



By

Bert G. Chappell

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EARLY HISTORY OF EDUCATION IN SACRAMENTO

The influx of people into Sacramento during the days of the Gold Rush brought many problems to the citizens of this new community. One problem that manifested itself early was that of educating the children of the pioneer population.

THE FIRST SCHOOL.

It was not long before a public spirited citizen stepped forward to attack the situation. In August of 1849 Mr. C. T. H. Palmer, ¹ formerly of Folsom and a Yale graduate, opened a school on I street in a building owned by Professor F. Shepherd. A one story affair of frame construction fourteen by twenty-eight feet, the school house was covered at the ends with clapboard and partially covered elsewhere with old sails removed from an abandoned boat found on the bank of the Sacramento River. Close to the ground shakes and pickets were nailed. A piece of canvas served as a door. ² The floor was of earth and most uneven. The building stood on the bank of a slough known at first as Lake Sutter and later as Chinese Slough near the present site of the Southern Pacific depot.

The enrollment of Mr. Palmer's school did not exceed ten pupils. Although he originally had great enthusiasm for his work, two months of discouraging results lead him to sell the school with its benches and furniture to the Reverend J. H. Benton.

In the first newspaper published in Sacramento the Reverend Benton advertised the opening of his school.

1 William Warren Ferrier, Ninety Years of Education in California, 32

2 Ibid., 32

Reverend J. H. Benton will open his day school at the schoolhouse on I Street next Monday. The patronage of the public is respectfully solicited. Sacramento, October 13, 1849.¹

According to schedule Benton reopened the school on October 15, 1849. The original enrollment of four students shortly increased to twelve. Soon, however, disaster again overtook the project, for the school closed a second time in December of 1849 because of unfavorable weather and the illness of Mr. Benton which made it necessary for him to go to Monterey.²

Authorities disagree as to the opening date of the third school but it was started either in the spring or in the autumn of 1850 by a Mr. Crowell.³ In the spring of the same year a Mr. Ferguson started a school in the Methodist Church at Seventh and I Streets but lack of encouragement soon caused him to abandon it. Not long after the Reverend James Rogers of M. E. Church South used the same place for a boarding and day school which prospered for two years. From April to August 1851 Mrs. Spears kept a school for girls and from August to November Miss Harte operated a school.

In that year Rogers reported that although there were approximately four hundred children in the county, the only schools were two primaries, one academy, and one high school, all in the city and all private. However, by June of 1853 the number of schools had jumped to nine with a total of thirteen teachers.

Other schools started about this time were the Pacific Academy, 1852, the Sacramento Academy, and Miss Doty's School, 1853, the Young Ladies Seminary, 1854, and J. B. Sanderson's School for the Colored, 1855.

1 The Placer Times, vol. 1 no. 23, October 13, 1849.

2 William Warren Ferrier, op. cit., 33.

3 Sacramento, Superintendent of Schools, Annual Report, 1849, 24.

A state law at this time provided that all public schools in cities, towns, and incorporated villages be merged with those of the county under the supervision of the county assessor; it also provided for a supervisory school committee in each city, town, and incorporated village. Under this law Sacramento in 1852 tried to establish a common school and failed. The discouragement resulting from fires and floods and the expense involved in constructing levees had up to this time prevented any steps being taken toward the establishment of public schools.

In 1852 this law was repealed and a new law passed which gave to the cities, towns, and incorporated villages the control of the common schools within their limits, with the provision that if the municipal authorities did not exercise that power the county assessor should have charge and be ex-officio county superintendent. This act was amended April 26, 1853 and in that year the Sacramento County Assessor H. J. Biddleman appointed under the law as amended a board of school commissioners for the city of Sacramento consisting of Dr. H. W. Harkness, G. J. Phelan, and George Wiggins.

THE FIRST PUBLIC SCHOOL

An article appearing at this time in a Sacramento newspaper, indicates how the public felt toward education:

Many other counties with a less population received double and treble the amount we received. Had the children been all enumerated and the proper returns made, Sacramento would have received fully as many thousands in dollars as she gets in hundreds. (Sacramento received but \$741.43.) This neglect is to be greatly regretted, and we trust that we may not have to complain of it another year.¹

The committee appointed by Biddleman was notified of their charge January 13, 1854 and in February another comment appeared in the same paper:

¹ Sacramento State Journal, January 6, 1854. 2

What has become of the school commissioners appointed January 13th, and what are they doing? Have they made any progress in establishing public schools in Sacramento city? Is it not a disgrace that with a population of over 12,000 including at least 1,500 children we have not one public school in this city? Why don't the commissioners make some kind of a report and let the public know what they are doing? If there are no funds from the state to establish a school, the common council should make an appropriation for that noble object, until the money that belongs to us can be obtained from the state. Look at the sad condition of the numerous children in the city. You can hardly walk a square but you meet dozens of bright and naturally intelligent boys idling the day away, with nothing to employ their minds but play. These boys are fast approaching manhood. In a few years they will occupy the places filled by us, and how competent will they be to fulfill the responsible duties that may fall upon them? Ignorance is the most unpardonable fault that an American can have, for there exists no apology for it. This subject has been dormant too long; it is time the public mind should be awakened. Let us have light on the subject. What are the school commissioners doing?¹

The commissioners answered this scathing criticism with an advertisement in the paper the following day:

The citizens of Sacramento are hereby notified that the school commissioners for this city will open a public school on the southeast corner of Fifth and K Streets on Monday morning February 20, 1854 at nine. G. H. Peck will be in charge of the male department, and Miss Griswold, of the female department. By order of the Commissioners of the Common Schools.²

On the School's opening day the Journal critic visited the new school and was favorably impressed:

We yesterday visited the first public school opened in Sacramento City. It is indeed a most gratifying sight to see a school filled with young and interesting children. The schoolhouse is situated on the corner of Fifth and K Streets. Two rooms are occupied, one for boys under George H. Peck, and one for girls, under Miss A. L. Griswold. Although yesterday was the first day on which pupils were received, and but little notice had been given, yet the attendance was very large. There were fifty boys and forty girls, most between the ages of seven and nine. Most of the children have not attended school before. All were neat, tidy, and quiet; presenting a most gratifying sight. The school commissioners are entitled to much credit for their activity in getting these two schools in operation.³

1 Ibid. February 10, 1854, 2

2 Ibid. February 11, 1854, 2

3 Sacramento. Superintendent of Schools, Annual Report, 1894, 38

The school showed such rapid growth that the enrollment soon reached two hundred. New schools were added so that by June 19th the city boasted of the original school at Fifth and K Streets, another at Tenth and I Streets with A. R. Jackson as teacher, one for girls at Tenth and G Streets with M. E. Corley in charge, and another at Seventh and K Streets for both boys and girls with A. Murray the instructor.

A report made in July showed an attendance of two hundred and sixty-one students in the public schools with an additional two hundred and fifty pupils in private institutions.

FIRST CITY CONTROL

On October 2, 1854 the city council passed an ordinance drafted by N. A. H. Ball, which provided for the election of a city superintendent of schools and a board of education. The board was charged to take over the control of the schools from the county assessor. N. A. H. Ball, George Wiggins, and T. A. Thomas, who were elected board members, appointed Dr. H. W. Harkness as the first city superintendent of schools. These men met no little difficulty because of the reluctance of the county assessor to turn over the control of the schools. The county assessor felt keenly the loss of salary that accompanied the loss of control. However on December 7th the county commission and superintendent Biddleman formally surrendered all of the public schools in the city, the city board in return agreeing to liquidate all indebtedness liable at the time of exchange of control.

The first common schoolhouse erected after the change of control was at Tenth and H Streets upon land donated by Mr. John H. Gass. A. B. Asper contracted to build the structure in fifteen days for \$1,487. The building was formally dedicated on January 20, 1855.¹

¹ Sacramento. Superintendent of Schools, Annual Report, 1894, 38

The school report at this time gave the public school attendance as five hundred seventy-four students with an average daily attendance of four hundred sixty-three.

The authority to elect the school board was taken from the city council and given to the people in March, 1855, by a legislative act. Accordingly a new board was organized on April 11 with Francis Tukey as superintendent and the membership composed of R. P. Johnson, H. Houghton, F. A. Hatch, J. E. Morse, George W. Wooley, and George Wiggins. Hatch and Wooley resigned and their places were taken by William E. Chamberlain and William H. Watson.¹

HIGH SCHOOL STARTED

The beginning of the high school was on May 22, 1855² when history, astronomy, bookkeeping, Latin, French, and Spanish were proposed as additions to the course of study to be taught in the school on M Street between Eighth and Ninth.

For a year nothing was done, but on May 22, 1856 the Daily Union was able to report:

The question of propriety and necessity of such a high school stands admitted; the obstacle heretofore has been the want of funds. The board of supervisors of this county, be it said to their everlasting credit, in view of the wants and needs and wishes of the people, have doubled the county school tax, which will do much toward enabling the city board of education to organize a high school in Sacramento.³

On the 24th of May a committee of the board of education reported favorably and the high school became an established fact.⁴ A further

1 Ibid. 15.

2 William L. Willis, History of Sacramento County, California. 57.

3 Sacramento Daily Union. May 22, 1856, 2.

4 William Warren Ferrier, Ninety Years of Education in California. 87.

step was taken on the 5th of August when the newspapers announced an examination for persons desiring to teach in the new school. Professor J. M. Howe, then a teacher in a grammar school for boys, was chosen for the position.

At the time of the opening of the high school Superintendent Hatch called attention to some of the difficulties and discouragements which the teachers in the primary schools met. There was lack of earnest, active, consistent cooperation on the part of the parents. They acknowledged the necessity for system and good government but too often sympathized with the caprices and disobediences of the children. Superintendent Hatch stated that each day fully one-third of the seven hundred children enrolled were absent from their seats and that a large proportion of those in attendance were tardy in arriving at school. Addressing the eighteen girls and twenty-one boys who had been admitted to the high school he remarked:

The positions which you now occupy impose certain duties upon you----- Upon the manner in which you conduct yourselves will depend the success of this undertaking and the reputation it is destined to sustain. Your connection with this school in the commencement of its organization you may justly regard as a distinction which in proportion to as you improve its advantages will become a source of pleasure and commendable pride or annoyance and mortification--Whatever of idleness, of indifference to your duties, of disregard of the means of improvement you may have indulged during your past connections with the schools of this city, it is expected that you will, with the commencement of your associations here, renounce. You meet together in this room as young ladies and gentlemen with minds sufficiently matured to understand the relations you sustain to each other, and with the intelligence to comprehend your duties. If you have not reflected upon the nature of your position and the obligation it imposes you are but poorly prepared to be received among its members.¹

A list of high school subjects for the year together with the number of students of each showed strong emphasis on the three R's:

¹ William Warren Ferrier, op.cit., 87.

Grammar	312
Arithmetic	612
Reading	821
Spelling	843
Writing	538
Geography	372
History	103
Algebra	63
Latin	28
Chemistry	39
Geometry	4
Composition	224
Declamation	151

Since the board elected in 1857 decided to make the course a classical one it was necessary to hold a new examination for the position of high school teacher. Mr. Howe flatly refused to be examined in Greek. As, in accordance with the change in policy, the board insisted that this subject be taught, C. A. Hill was elected to the school in Mr. Howe's place, and Mr. Howe was offered a grammar school which he declined. In their minutes the board regretted exceedingly Mr. Howe's resignation in view of the fact his administration had been most successful and that he had been well liked by the parents.

EARLY SCHOOL REPORTS

On December 22, 1857 during the superintendency of J. G. Lawton the Franklin Grammar School at Sixth and L Streets was dedicated. The site for this structure cost \$4,500 and the building itself \$7,500. Two years later in 1859 another school, Washington, was erected at Thirteenth

and G Streets at a cost of \$3,800. The latter at any rate must have been of sturdy construction for it is still in use, housing today the Continuation High School.

The report of 1859 showed that the school population had increased to 1,031 with an average daily attendance of 790. The department consisted then of fifteen teachers, one assistant, and ten monitors making a monthly payroll of \$1,850.

In the 1861 state legislature Zach Montgomery caused consternation among the board members by introducing a bill to divide the school fund so that schools conducted under the auspices of the Catholic Church should receive a pro rata. In protest on April 13th the board passed the following resolution:

Whereas, we have noticed with regret that efforts are now being made in our state legislature to pass a law dividing the public school fund; and deeming any act of this kind detrimental to the best interests of the public schools, therefore,
Resolved, That our legislative delegation be requested to oppose any and all measures, the object of which is the division of the public school fund.¹

A year after its founding Mr. Sanderson's School for the Colored had encountered financial difficulties. Upon his request for aid the board had come to his rescue with \$25 a month apportionment. Difficulties continued, however, and in 1862 the board further agreed to furnish the teacher for the colored school if the parents would furnish the building and the furniture.

It was not only the colored school that encountered difficulty in 1862, for a disastrous flood in May swept the city and badly damaged all the schools, public and private.

¹ Sacramento. Superintendent of schools. Annual Report 1894, 47.

It is interesting that in that same year the Reverend Benton, who took over Palmer's first school in Sacramento in 1849, nominated John Swett as the state superintendent of public instruction.¹ Swett won the nomination and later the election, assuming his duties in December.² He was aided in drafting provisions for county school district taxes by Daniel J. Thomas, a Sacramento attorney who had formerly been a member of the board of education. Thus it is noted that the pioneers in education in the city of Sacramento also played a like role in the history of education in the state.

The second state institute was held in the city from the 23rd to the 25th of September. A hundred teachers and administrators from various parts of the state attended. The most important recommendation was one for the adoption of a uniform series of textbooks.³

Up to 1866 money received from the school fund had always lagged behind expenses. In this year for the first time the receipts forged ahead with a new total of \$34,443.31.

In 1869 an addition was made to the high school course of study when four hundred German residents petitioned that a course in the German language be offered. The petition was granted and the course was included for the following term.⁴

When in 1872 the city generously donated the block bounded by I and J, Fifteenth and Sixteenth Streets the Sacramento Grammar School was erected. Costing \$60,000 it was built from plans of the Oakland High School.⁵ This school served first as grammar school and later

1 John Swett, Public Education in California, 153.

2 Ibid., 141.

3 Richard Gauze Boone, A History of Educational Organization in California, 8.

4 Sacramento, Superintendent of Schools, Annual Report 1894, 75.

5 Ibid., 81.

as a girls' junior high until 1924 when it was razed to be replaced by the Sacramento Memorial Auditorium.

Some of the textbooks in use during the school year 1872-1873 were listed by Superintendent Hinkson:

McGuffey's Readers, Numbers 1,2,3,4,5.
 Swinton's Primary History
 Willson's Primary Speller
 Swinton's Word Book
 Swinton's Word Analysis
 Robinson's Rudiments of Arithmetic
 Robertson's Common School
 French's First Lessons in Mental Arithmetic
 Monteith's Primary Geography
 Colburn's Mental Arithmetic
 Brown's Grammar
 Culter's Primary Physiology

In 1873 a new high school building was erected at Ninth and M Streets at a cost of \$10,687. Sixty by seventy feet it consisted of two stories with a basement. Increased enrollment made it necessary in 1904 to enlarge the building to twice its original size. Five years later it burned down.

THE HINKSON - McDONALD CONTROVERSY

On January 7, 1874 Superintendent Hinkson served notice on Principal McDonald of one of the grammar schools that he was to refuse admittance to any colored or Indian children. McDonald refused to obey the command and permitted colored children to enrol. Because he did not follow orders

1 Sacramento. Board of Education, Annual Report 1873, 12.

McDonald was suspended. The board of education reinstated him by a 5¹ to 3 vote. Later a Supreme Court ruling sustained their judgment.

THE VOCATIONAL SCHOOL.

Josiah Johnson appeared before the board on February 20, 1890 with the suggestion that steps be taken to utilize the wasted efforts of unemployed young men about the city; to that end he and other interested citizens wanted the use of part of the Franklin School to establish a self sustaining mechanical or technical school in which the boys could receive a theoretical and practical knowledge of mechanics. The idea was to manufacture articles, useful as well as ornamental, which could be sold to pay part of the expenses of conducting the school. Among other things they proposed to establish a foundry and machine shop. The forenoon was to be devoted to the study of the theory of mechanics and the afternoon to putting that theory into practice. It was also proposed that the school should be controlled by appointed trustees.² On March 4th the building and lot were leased to Johnson and his associates for a term of five years.

In February of the following year a committee reported to the board that Josiah Johnson and his sons had thus far furnished all the means for the project and had not received the aid they expected. Help was therefore given to the school, the first of a technical nature connected with the public schools of Sacramento.

LATER SCHOOL REPORTS

The superintendent's report in 1890 gave interesting statistics showing the growth of the system:

1 Sacramento. Superintendent of Schools, Annual Report 1894, 87.

2 Ibid. 107.

School houses	16
Grammar school teachers	24
Primary school teachers	56
Children of school age	6,193
Primary school enrollment	2,193
Grammar school enrollment	1,103
High school enrollment	175
Male teachers	4
Female teachers	76
Total teachers' salaries	\$65,406
Total rents, repairs, and contingent expenses	\$16,406
Total valuation of school property	\$252,000 ¹

In 1891 a committee of citizens came before the board asking that the Swedish system of physical education be introduced into the schools and proposing to furnish a teacher free of charge for six months. On November 30th the Turn Verein Association asked to have the German system introduced offering to supply an instructor for three months.² The two systems were tried out in separate schools and features from both were used for many years. It was finally decided to use the Swedish system in all the grammar grades and the German in the primary.

Superintendent Hart's annual report in 1892 showed further growth in the department:

Census of school children	5,135
Children not attending school	950
Children in private schools	494
Enrollment	3,711

¹ Ibid. 1889, 98.

² Ibid. 1894, 124.

Average daily attendance	3,200
High school attendance	1,046
Primary school attendance	3,306 ¹

The average pupil load per teacher at this time was 37 in the high school, 34 in the grammar schools, 56 in the primaries, and 74 in the night school. School property was valued at \$150,000 with the buildings estimated at \$135,000 and the furniture at \$82,500. The teaching force consisted of 5 instructors in the high school, 34 in the grammar schools, 62 in the primaries, 2 in the night-school, 2 special teachers, and 4 substitutes. Hart complained of the inadequacy of the school buildings and recommended fairness in deducting from teachers' salaries for illness.

In 1893 the following buildings were in use:

Sacramento Grammar	15th and J
Sacramento High School	9th and M
Capital Grammar	9th and P
Sutter Grammar	21st and L
Capital Primary	9th and Q
Jefferson Primary	16th and N
Washington Primary	13th and G
Union Primary	7th and G
Freemont Primary	34th and N
Marshall Primary	27th and G
Ungraded Primary No. 1	9th and O
Ungraded Primary No. 2	19th and L

¹ Ibid. 1893, 3.

Night School	10th and I
Lincoln Primary	4th and Q ¹

Three of these buildings are being used today. The Sutter Grammar School is now the administration building for the entire Sacramento city school system. The Washington Primary is occupied by the Continuation High School; and the Marshall Primary is being used in its original capacity. The high school, the Sacramento Grammar, the Capital Grammar and Primary, the Union Primary, and the Night School properties have all been sold. Of the other buildings all have been torn down to make way for more modern structures.

In that year (1893) the minimum salary of primary and grammar school teachers was \$600, the maximum \$750. Primary principals received an average salary of \$1666. Sacramento's cost per pupil was \$31.14 compared to \$42.30 in Oakland and \$26.37 in Pasadena.

INCREASE OF ENROLLMENT

Davis' report in 1894 showed a steady increase in enrollment over a thirty year period:

<u>YEAR</u>	<u>ENROLLMENT</u>	<u>AVERAGE DAILY ATTENDANCE</u>
1863	1093	-----
1864	1202	919
1865	1458	-----
1866	1524	1110
1867	1736	1276
1868	1727	1142
1869	2200	1584
1870	2356	1781
1871	2458	1803

¹ Ibid., 1894, 11.

<u>YEAR</u>	<u>ENROLLMENT</u>	<u>AVERAGE DAILY ATTENDANCE</u>
1872	2401	1838
1873	3053	1810
1874	2215	-----
1875	2633	2143
1876	2850	1182
1877	2458	1966
1878	3148	-----
1879	3539	-----
1880	3489	2404
1881	3506	2454
1882	3513	-----
1884	3819	2591
1885	3073	1919
1886	3162	-----
1887	3195	2813
1888	3446	2815
1889	3628	-----
1890	3701	-----
1891	4286	3141
1892	3536	3200
1893	4282	2900 ¹

September 8th of that year saw Clara F. Parsons opening the first school for the exclusive education of Chinese children in the Perry Building between Tenth and Eleventh on I Street.²

¹ Ibid., 1894, 14.

² Ibid., 1895, 7.

The beginning of 1895 found the system larger by four kindergartens than it had been before. A progressive board of education recognized the kindergartens, previously conducted by a "Board of Lady Managers", as a necessary part of the public school system and promptly absorbed them.

Information on the progress of the system from 1895 to 1907 is lacking. In 1907 and 1908, however, a new high school building was erected between Eighteenth and Nineteenth, K and L Streets at a cost of \$254,500. In 1925 when the present Sacramento Senior High School was built the building at 18th and K Streets began use as a junior high and evening high school.

SUMMARY UP TO 1912

The progress of the Sacramento School System from 1849 to 1912 was indicative of the civic-mindedness of its citizens. A building program was carried on to provide facilities for the constant increase of enrollment. Vocational training was given a place in the curriculum. Physical education occupied the attention of the educators. Kindergartens were introduced to the school system. However, no real work had been done on an adequate course of study based on definite objectives.

CHAPTER II

1913 - 1928

HUGHES APPOINTED

When in 1912 the board of education appointed Charles Colfax Hughes to succeed O. W. Earlewine as superintendent they chose for the position a man well qualified both in preparation and experience.

Born in Indiana in 1868 Mr. Hughes moved to California at the age of eight. After graduation from Stanford University in 1895 with the degree of Bachelor of Arts he obtained a position as teacher in an Oakland school. Resigning to become principal of the Mill Valley School, he in turn left it for the principalship of a school in Alameda. But his genius for administration could not long be stifled and in 1899 he found himself superintendent of schools in Alameda, a position which he held until 1904.

In that year Mr. Hughes left school work to associate himself with the American Book Company. Six years later, in 1910, he returned to the field of education as superintendent at Eureka. There he remained until 1912, the year of his appointment to the Sacramento superintendency which he took over February 1, 1913.

Mr. Hughes is a member of the National Education Association, the California Teachers' Association, the Northern California Teachers' Association, and the Sacramento Teachers' Association. He has made himself known both as lecturer and writer, having lectured at summer sessions at the University of California at Los Angeles and the University of Oregon and being the author of "Courses of Study and School Reports 1913-1925."

When in 1913 Mr. Hughes inspected the Sacramento System he found need for many changes. However, he realized that since these could

1 Who's who in American Education, 2, 1929-30

be made only with the approval and backing of the board of education he must proceed slowly. Too sudden innovations, he knew, would arouse antagonism. Consequently, he worked out a plan for the future so that the many necessary changes would be made over a period of years. This policy of careful planning over a long period Mr. Hughes followed during his entire superintendency.

NEW COURSES OF STUDY

It was, of course, necessary to make some changes immediately. As one of his first duties, the board commissioned Mr. Hughes to prepare a new course of study to replace the one outgrown by the department.¹ He first made a careful study of the subjects taught, giving to each a relative value. In so doing he opposed some beliefs that had become traditional. He believed, for instance, that a thorough mastery of the fundamental operations rather than a superficial acquaintance with an ever-widening field of practical usage should be the aim and ultimate result of arithmetic. He stressed deeper knowledge of history and the sciences and a better understanding of economic principles. He especially emphasized the necessity of training the pupil to study. Supervised study naturally meant abolition of home study, a radical departure from traditional practice.

His next step was to prepare a time schedule weighing each subject according to the value previously given it.

For actual preparation of the new course of study Mr. Hughes appointed committees of teachers, believing that the teachers would be more vitally interested in a course which they themselves had prepared than one which had been merely handed to them. Although this

¹ Sacramento. Superintendent of Schools. Annual Report. 1913-14.

method proved slow, it is true, and some of the results were not all the administration might have wished, the result was, on the whole, satisfactory to both teachers and administrators.

Another belief that Mr. Hughes held firmly was that in the past there had been too much teaching of subjects and not enough training of boys and girls to meet life situations. "Teaching," he said, "should be broader than any textbook and depart from traditional measurements. It is the educational aim, therefore, of your Superintendent to guide the work of the Department that the pupil will be trained morally, physically, and mentally in a way so well balanced that he will be prepared to take the place in life he is best fitted to fill, with self-respect and contentment. The central aim of the school should be to aid the pupil to discover himself--to find the walk of life he is best fitted to follow." ¹ To this end Mr. Hughes organized a committee composed of business men, artisans, and teachers to prepare a vocational survey of the city in order that better correlation might be made between school work and real situations.

For sixteen years previous to Hughes' employment in Sacramento he had used departmental teaching with satisfactory results. Accordingly in 1913, he introduced it into the three upper grades of the grammar school. Subjects were divided into Foundation and Applied Groups. The former was composed of reading, arithmetic, spelling, language, composition, penmanship, history, and geography. The latter included drawing, music, nature study, manual and physical training. Teachers, assigned to subjects according to their major

¹ Ibid. 15.

interests and qualifications, moved from class to class giving instruction in their field. This plan had the advantage, not only of effecting economies in the school plant by making better use of classrooms, but of increasing the number of students entering high school and of introducing the junior high.

THE COMPANION CLASS PLAN

At the same time to help meet the problem of crowded buildings the Companion Class Plan, a platoon type of organization, was put into use. The first and second grades were given fifteen minute periods, the third, fourth, and fifth grades twenty, and the sixth, seventh, and eight, thirty.

In 1913, too, feeling that the seventh and eighth grades were the weakest in the whole system Mr. Hughes introduced the junior high school into the Sacramento system, following Berkeley, the city establishing the first junior high in 1911.

Most of the buildings in use Mr. Hughes found in bad shape. Those needing immediate repairs were attended to at once. For the rest he evolved a plan of continuous building over a period of years. The William Land Grammar School was built in 1913-14; Washington, 1915-16.

One problem bothered Mr. Hughes for several years---blackboards. Believing that chalk dust was unhealthful and that blackboards were in the same group as the slate, common soap, common drinking cups, he recommended the abolition of the majority of them. He firmly believed that blackboard drill could be handled with pencil and paper in a cheaper and more sanitary way. Many educators today feel that with the exception of a demonstration board all blackboards could be abolished without handicapping teaching methods.

HUGHES' FIRST RECOMMENDATION

In his first annual report Mr. Hughes recommended:

1. Junior high school.
2. A junior college for high school graduates requiring further vocational and theoretical training.
3. Special classes to care for exceptional students.
4. A school nurse and a dental infirmary systematized and enlarged.
5. Employment of a vocational advisor.
6. Appointment of a supervisor of nature study and science.
7. Selection of a physical training supervisor.
8. Appointment of an attendance officer.
9. Introduction of vocational training, and courses in economics, agriculture, and printing in the high school.
10. Formation of a Continuation School.

At the beginning of the school year 1914-1915 continuous record cards were introduced.¹ A card for each student followed him through his eight years of elementary education; on each card were recorded his subject grades and statistics concerning his mental and physical development. By means of these records teachers might become acquainted with a pupil's previous educational history and so help him to find classes for which he was fitted. Later the records were valuable in developing the vocational program.

There were at this time twelve enthusiastic parent-teacher groups in the city. They were encouraged to establish additional groups and

1 Sacramento, Superintendent of Schools, Annual Report, 1914-15, 17.

an extension course in millinery was offered for them.

In his annual report Mr. Hughes suggested a longer school day and greater correlation between school work and the work of the community.

He spoke of the development of the junior high schools and again emphasized the need for a junior college.

THE JUNIOR COLLEGE

The junior college, started in 1917 with forty-five students, made such rapid increases that in 1924 it required a plant of its own. The new building was constructed to house approximately one thousand students.

MUSIC AND VISUAL AIDS

Orchestral music had been taught in Sacramento for some time but there had been no instruction in band. As both Mr. Hughes and the music supervisor recommended the employment of a band instructor, the board agreed to furnish one for 1915. This year also saw the beginning of visual instruction. Lantern slides and motion pictures, grouped and catalogued, covered the entire course of study from the kindergarten to the high school.

THE 1916 CITY INSTITUTE

On April 10, 11, 12, 1916 a Sacramento City Teachers' Institute was held. Professor C. E. Rugh of the Education Department of the University of California lectured. It is interesting to note that his subjects were:

1. The learning process
2. The nature of education
3. Life tension
4. Teacher of the mother tongue

5. Psychological foundation of common school ends
6. Behavior and management
7. High school efficiency
8. Qualifications of teachers as leaders¹

During the school year 1915-1916 the board established the junior college as a high school extension;² in 1917 the junior college became a separate organization.

POST WAR REPORT

The next report, not made until 1919, after the termination of the World War, naturally reflected the upheaval of the social order. Peace, Mr. Hughes pointed out, presented more difficult problems than war; it presented the intricate problem of breaking down traditional jealousies, the need to inculcate international unity. He felt that the lesson the schools should gain from the war was the training of boys and girls to think logically, to produce, to be thrifty, courageous, loyal, patriotic, obedient, respectful of authority, and to recognize the brotherhood of man and social unity.³ Mr. Hughes believed these lessons actually had been learned during the war by various means: war stamps, liberty bonds, and materials produced in shops, kitchens, and sewing rooms.

The war did not interfere with school work. On the other hand it socialized and motivated it; it brought the schools closer to life and necessitated in many cases a break with traditional ideas and

¹ Ibid. 78.

² Sacramento, Superintendent of Schools, Annual Report, 1915-16, 22.

³ Ibid. 1917-19.

practices.

School gardens, physical training, manual training, and domestic training had been incorporated into the curriculum previous to the war. With the United States' entrance into the conflict these activities began at once to show results. The following war report shows how the school department played its part:

Pupils and teachers owning war bonds and stamps-----5,975
 Total amount owned by pupils, teachers, and schools--\$501,458.81
 Patriotic meetings in schoolhouses 151

Articles made by pupils:

Afghans	161
Canes	23
Rugs	176
Scarfs	558
Comfort pillows	317
Crutches (pairs)	13
Handkerchiefs	176
Helmets	254
Infant kits	132
Hops	359
Property bags	891
Refugee garments	3457
Screens	1
Sweaters	1962
Tables (folding)	238
Toys	247
Wristlets	619

Quilts	519
Scrapbooks	634
Socks (pairs)	848
Tables (bedside)	305
Tabarets	41
Wash Cloths	1585
Paper	\$144.25
Tin and lead foil	86.90
Bottles	55.80
Rubber	50.04
Rags	75.31
Other metals	61.32
Sacks	56.50
Pupils having home gardens	3481
Value of garden produce	\$29,456.00
French, and Belgian orphans adopted by school, pupils, and teachers	85
Sales from Christmas toy shop	\$94.00
Liberty Loan essays	3044
Other patriotic essays	914
Juvenile speakers for war talks	926
Graduates in service	611
Hospital garments made	196
Hospital supplies	2303
Surgical dressings	4386
Costumes	5
Knitting needles (pairs) made	700

Swab sticks made	25,000
Magazines collected	2,500
Ambulance pads made	3,125
Belgian relief fund	\$1,323.00
Armenian relief fund	\$ 239.50
Red Cross fund	\$2,323.00
War Chest fund	\$2,593.00
Garments made	9,049 ¹
Knitted articles made	4,119

After the war several new buildings were erected, making the total valuation of the system's structures \$3,000,000. However, aside from the new buildings, there was little worth keeping. Mr. Hughes continued to urge a heavy building program; he also asked that teachers' salaries be increased. During the war living expenses had climbed, and whereas salaries in other lines of work had been raised, teachers' salaries had remained stationary.

A law passed by the legislature at this time had a decided effect on school systems of the state. The compulsory school age was raised from fifteen to sixteen years and all boys and girls under eighteen who were not high school graduates were required to spend four hours a week in school.² Both of these provisions increased greatly the total enrollment.

From 1919 to 1928 plans to carry the heavy load were put into effect. As part of the building plan Hughes had urged since 1913

1 Ibid. 69.

2 Ibid. 45.

sixteen new elementary schools were built. Only two old elementaries continued to be used.

SCHOOL SURVEY RECOMMENDED

With the population of Sacramento almost double what it had been twenty years before and with the school population increasing in even greater ratio during the same time it became evident that an inspection of the system was imperative. Accordingly in 1927 Mr. Hughes recommended to the board that a survey of the entire system be made by a qualified educational expert. The survey, he pointed out, should carefully analyze Sacramento's educational problems and offer suggestions for the improvement of the department. He wanted a report on building needs, teaching results, teaching personnel, and the administrative organization.

On December 12, 1927 the board approved of Mr. Hughes' recommendation to have Dr. Jesse Sears of Stanford University make the survey.

CHAPTER III

THE SURVEY (1928-1930)

SURVEY STAFF

The survey begun by Dr. Sears in 1927 took more than ten months to complete, being finished and presented in October of 1928. Dr. John C. Almack, Dr. Walter C. Kells, and Dr. William M. Proctor, all of Stanford University, assisted Dr. Sears. In addition, John E. Fraser, Harrison F. Heath, Adin D. Henderson, Alva P. Patten, Robert R. Sears, and Zor W. Starrs, all graduate students, helped in field and statistical work. Students, teachers, supervisors, principals, and other members of the Sacramento school department rendered assistance whenever possible. Before the completion of the survey a pamphlet presenting the urgent building needs of the system was issued that the public might be informed of the situation before the June Board election necessary for the adoption of the program. The entire report in its final form was presented to the public October 22, 1928.

OBJECTIVES OF THE SURVEY

The survey answered the following questions:

1. What are the educational needs of the city as determined by the character of the people racially, socially, intellectually, and occupationally?
2. What are Sacramento's educational needs now and what are they likely to be a decade from now as indicated by the growth of population and estimates of probable future enrollment?
3. Is the city financially able to meet its proper needs and to provide all the facilities called for by sound educational standards?

4. What is the efficiency of the school system as it now operates?
5. What changes or extensions are needed to bring the schools up to standard?

To determine educational needs Dr. Sears made a study of the city's population. Racially he found that the population had changed with the passing of time. Native white stock showed an increase over foreign with negro and Oriental groups on the decline. These facts were significant in that they indicated improvement in the equality of population with a rise in the standard of living and in the demand for good schools; and that they meant less emphasis on special---and more costly---schools, classes, and equipment.

Illiteracy was much lower in Sacramento than in California, or in the Pacific States as a whole, the city's percentage being 2.3. However, after falling sharply from 1890, between 1910 and 1920 it increased. This condition was largely due to the foreign population, especially the Chinese.¹

The percentage distribution of population occupationally for the year 1920 was found to be:

Agriculture	5.5
Extraction of minerals	.5
Manufacturing	30.9
Transportation	11.4
Trade	17.7
Public Service	2.2

¹ Sears, Sacramento school survey. I, 32.

Professional Service	7.5
Personal Service	11.7 ¹
Clerical Service	12.6

In so far as schools train for life careers, this table furnished a picture of goals that the schools could not ignore. Through courses of study, guidance, and the placement bureau the schools were obligated to train students for industrial, trade, transportation, and agricultural pursuits as well as for the professions since these activities led all others in the city.

A further study of population showed that Sacramento's growth was reasonably constant, and indication that the factors determining growth were also constant.

A survey was likewise made of school enrollment:

TOTAL NUMBER OF PUPILS ENROLLED

Year	<u>Kinder-</u> <u>garten</u>	<u>(1-6)</u>	<u>Grades</u> <u>(7-9)</u>	<u>(10-12)</u>	<u>(J.C.)</u>	<u>(Part</u> <u>Time)</u>	<u>(Day &</u> <u>Evening)</u>	<u>Total</u>
1928	1415	8755	3880	2770	799	1019	3351	21,989
1927	1334	8665	3780	2589	727	760	3351	20,535
1926	1281	8501	4071	2417	516	748	2875	20,409
1925	1277	8311	3940	2200	402	905	2877	19,912
1924	1238	8686	3391	1948	227	874	3260	19,624
1923	1179	8397	3238	2048	198	551	2825	18,436
1922	1142	7984	3052	1576	132	577	2477	16,940
1921	1192	7600	2847	1267	37	504	1169	14,616

¹ Ibid. I, 30.

TOTAL NUMBER OF PUPILS ENROLLED

Year	<u>Kindergarten</u>	<u>(1-6)</u>	<u>Grades (7-9)</u>	<u>(10-12)</u>	<u>(J.C.)</u>	<u>(Part Time)</u>	<u>(Day & Evening)</u>	<u>Total</u>
1920	1050	7200	2783	1160	---	---	1833	14,026
1919	1107	6932	2407	900	27	---	1660	13,033
1918	1056	6554	2227	1002	68	---	2687	13,594
1917	985	6108	2276	1028	45	---	1854	12,296
1916	1085	6578	1974	885	---	---	1901	12,423
1915	952	6111	1888	801	---	---	989	10,741
1914	913	6246	1743	799	---	---	238	9,939
1913	739	5570	1571	763	---	---	441	9,084
1912	860	5247	1632	645	---	---	189	8,573
1911	573	4228	1298	475	---	---	90	6,664 ¹
1910	467	4007	1636	254	---	---	---	6,364

While the sharp upward trend of the total curve was explained in large part by the introduction of the junior college and the part time school and by a rapid growth of day and evening classes, there was a gradual and real growth throughout the entire system; consequently it was logical to assume growth to be continuous.

In ability to support schools Sacramento was somewhat above the average of forty-one other California cities; and school tax rates were favorable. However, in the matter of school debt the city's position was less enviable. Dr. Sears found this fact due not to numerous or excessively large bond issues, but to the fact that all issues were² for forty year terms, an expensive policy.

¹ Ibid. I 40.

² Ibid. I 37.

STUDY OF THE ADMINISTRATION

Dr. Sears began his study of the efficiency of the system with the administration organization. The plan of instruction he found to be a good one. Likewise he approved of the relationship between the schools and city government financially. However, he felt that the method of obtaining a board of education was poor.

In explaining his attitude Dr. Sears said:

"As to appointment of the board by the city council, a board 'consisting of five members, not more than three of whom shall be of the same sex', there are some objections. In these appointments politics is almost sure to operate. There seems no sound reason for the sex division of the board. There is no objection to such division, but that is a political feature, and in the writer's judgment a poor one so far as good school legislation is concerned. Politics does not always do a bad job, however. There is plenty of evidence that the city council has not seriously abused its rights in this matter. On the contrary a reading of the minutes of the board running back a decade shows much decidedly good legislation. While the plan is no worse than popular elections dominated by bosses and largely ignored by the public, yet it is possible of abuse, and of these possibilities the public should be conscious. The very excellence of the present situation seems to guarantee safety, yet, everywhere experience impresses the same lesson; the schools must be independent of local politics. . . . While there seems to be no weakness in this plan as it is operating, yet it is pointed out here that the schools may not reasonably hope for better results by this method than could be obtained by leaving the selection of the board to the people."¹

The methods by which the board accomplished its work were excellent; and the work of the secretary of the board was well handled. The conference bureau instituted by Mr. Hughes was considered a good feature and the business office and some schools were organized so that there was a well defined limit to the work of each officer.

In spite of such commendable features Dr. Sears found weaknesses in the organization.

1 Ibid. I 46,47.

"There is a serious lack of clear cut placement of authority and responsibility throughout the system," he pointed out. "Almost nowhere has the survey found a definite assignment of duties. . . . To be more specific, the survey sought in vain for a proper delimitation of the duties of assistant superintendents, and in some cases this applies to supervisors and principals. . . . To get results in a school system there must be cooperation. To get cooperation there must be a machinery that provides for right cleavages or contacts between officers. In other words there must be a clear definition of functions and an equally clear assignment of those functions. . . . There is, of course, not complete chaos, but there is, throughout the system, a vagueness in the administrative structure that needs to be removed."¹

In order to correct these weaknesses the survey recommended:

first, that the board should create no new offices without carefully studying its functions and its relation to the rest of the organization; second, that a set of rules and regulations clearly defining the duties of all officers be made; third, that an extensive index of legislation be developed; fourth, that the organization be completed on the 6-3-3-2 plan; and fifth, that the services of the principal divisions of the organization be as follows:

Board of education-----Legislation
 Superintendent---General policies and external relationships
 Deputy Superintendent---Internal policies and programs
 Assistant Superintendent---Library, records, instruction
 Business Manager-----All business service
 Supervisors-----Improvement of instruction
 Director of Research and Personnel---Staff and personal service
 Director of Health----Health program
 Principals---Executive heads of schools
 Teachers-----Instruction
 Janitors---Cleaning and care of physical properties

¹ Ibid. Vol I, 47, 49.

The staff, the survey found to be reasonably sufficient in numbers, undisturbed by turnover, cosmopolitan in background, rich in experience, and only fairly well trained.

TEACHER STATISTICS

In his study of training Dr. Sears found some interesting contrasts: An exceptionally well trained junior college staff, the average training beyond high school being 6.1 years; a very poorly trained elementary staff, especially the principals, 48 elementary teachers having had no more than high school education. He found it inexcusable that 58 members in the entire department had gone no further than high school.¹ Moreover, he found the elementary staff and many of the high school staff lacking in professional interest as indicated by the fact that their attendance at summer school was extremely rare.²

The health of Sacramento teachers seemed poor, the average absence for illness being 3.8 days, a much higher figure than that of many eastern cities.³ In 1926-1927 among seven California cities Sacramento had the lowest percentage of male teachers, 16%, almost 35% of these being in the junior college and 44% in the high school.⁴ In the matter of age, the Sacramento system had many people old in service, 30% of this group being past 40 years old Dr. Sears reported:

"Sacramento has at least eight or ten teachers and principals who, in fairness to the children and to their profession, ought to withdraw from service in the schools, and by so doing spare the school authorities the

1 Ibid. I, 96.

2 Ibid. I, 99.

3 Ibid. I, 95.

4 Ibid. I, 89.

embarrassment that comes from having to request their retirement."¹

Dr. Sears' recommendations concerning the staff were: a revision in the policy of selecting and assigning teachers with more men teachers in the junior high school and more men principals in the elementary; the adoption of personnel records; retirement at 65 from executive and supervisory offices to teaching positions; revision of the salary schedule, a single schedule for all groups with all increases based upon experience, training, and efficiency; other types of compensation such as sick leave with full pay for ten full days and with some fraction of pay for two or three months, sabbatical leave, group insurance covering life, accident, and illness, retirement annuity insurance; and a more carefully developed system of training in service.

THE BUILDING SITUATION

Dr. Almack, who with Dr. Sears studied the school plant, commended Mr. Hughes' building program of the previous fifteen years and found the permanent buildings well constructed and designed. The principal unsatisfactory feature was the ninety-nine bungalows in use. The bungalows were for the most part one or two room buildings of plain framed wood construction, heated by wood stoves, poorly lighted and dangerous because of the fire hazard. The few mistakes in construction were not fundamental but merely matters of detail. He felt, however, that building space could be used with greater economy.

¹ Ibid. I, 91.

To care for future growth the survey recommended a continuance of the 6-3-3-2 plan; large schools rather than small; a decrease in the number of elementary schools by abandoning the Theodore Judah and converting John Muir into the Opportunity School; four new junior highs and their sites; no additional senior high school immediately; expansion of the high school and junior college plants; the disposal of several pieces of property; and a new building to house the night and part time schools. To finance this program a bond issue of \$2,716,000 was suggested, the bonds to bear interest at 4½% and to be liquidated in 20 years.

Dr. Sears found that Sacramento schools were not extravagant in their instructional program, had no expensive frills, in fact the junior high program was below par. Compared with 41 other California cities Sacramento's A.D.A. costs for kindergartens and high schools was below average, for elementaries, above. The elementary situation could not be explained by high salaries; small classes and perhaps supervision were probably responsible. Compared with seven California cities of like population Sacramento was third from the lowest in kindergarten and fifth in elementary and high school costs, a position only slightly higher than average. In spite of the fact that the business office had \$7,000,000 in properties to keep track of, maintain, and operate the survey found the office well organized and well conducted with recommendations for improvement largely matters of detail.

ELEMENTARY ADMINISTRATION

The administration of elementary instruction Dr. Sears found very weak. For one thing the companion class plan, though excellent in theory,

had several faults in practice; it did not save space; special rooms were not given proper thought; in some cases the recreational and social training result of the plan was negative; and there was often lack of adjustment between classes in time. To make the plan more efficient, the survey suggested overcoming a lack of sympathy for the plan, extending the plan to include the sixth grade, avoiding difficulties in scheduling rooms, and equipping rooms to better advantage. Dr. Sears expressed amazement that so little attention had been given to ability grouping; he placed the blame on the shoulders of the principals. He noticed, too, lack of cooperation between principals and teachers. Time schedules needed a revision---spelling and writing especially had received too much time---and the system of grading failed to provide for different rates of progress. All in all the poor showing made by the elementary schools, the survey laid to lack of leadership.

The administration of secondary instruction also received suggestions: More cooperation among junior high, senior high, and junior college; better supervision; temporary rather than permanent heads of departments; more ability grouping of pupils; promotion by subject; a better marking system; and an adjustment of teachers' work loads.

In the matter of the elementary curriculum Dr. Almack reported:

"It may be stated that good progress has been made by the Sacramento school system, in the development of a modern curriculum. With two or three courses excepted, the general need is to continue and enlarge the courses already begun. . . . Immediate attention is necessary to the courses in language, arithmetic, and manual training."¹

SECONDARY ADMINISTRATION

Dr. Proctor found the junior high school courses in the process

¹ Ibid. II, 331-332.

of revision. Of the junior high grades, the ninth grade course was the most unsatisfactory largely because it was at this point that the seventh and eighth grades of elementary joined the junior high. In social studies, language, practical arts, English, and science the seventh and eighth grades had different types of training. Consequently additional ninth grade sections were necessary for many subjects. An even greater disadvantage to these pupils was the social maladjustment.

At the Sacramento High School a modification of Principal George Jensen's Kureka plan was in operation. Each pupil worked with others of similar subject ability; individual effort was promoted; and, the system tended to make pupils find their educational goals at the beginning of the senior high school. The pupils were grouped in a college recommendation and a high school graduation, or non-graduation group. The objections to the plan were only of degree; and Mr. Jensen had allowed for enough variation in his plan to care for most of them.

Like most junior colleges, Sacramento Junior College emphasized its preparatory function. It was suggested that the terminal function and guidance be strengthened and that more cultural and informational courses be offered for adults.

The most serious fault of the whole secondary curriculum lay in the fact that there was lack of correlation among schools and among the courses they offered.

EXTRA-CURRICULAR ACTIVITIES

An investigation into extra-curricular activities showed 30% of junior high school students to be taking lessons outside of school. Dr. Proctor suggested that the bureau of research investigate the value

of such lessons as music and dancing; he believed it questionable.

In the junior highs many special interest clubs had been organized. They were of two kinds:

1. Those with school subject connections: art, story telling, debating, dramatics, French, handicraft, home making, journalism, library, vocations, reading, and wood-work.
2. Civic and recreational clubs: camera, chess and checkers, commerce, student council, dancing, first aid, girls' reserve, glee, corrective gymnastics, hostess, know your city, literary, popular mechanics, pathfinder, Priscilla, sketching, social usage, stamps, swimming, tennis, travel, and tumbling.

In addition each home room group was organized into a civic club, each club or home room being represented in the student council of the school. The only criticism made was that some of the junior high schools had not developed club work sufficiently.

Senior high students took fewer outside lessons than junior high pupils, but a large percentage coached in school studies. It was thought that the adoption of hour periods with supervised study would reduce this number.

In spite of the fact that senior high clubs were excellent only ² 25% of the pupils were enrolled as compared to almost 100% in junior highs. Dr. Proctor felt that the fault lay either in the small number of clubs or in the fact that membership was too exclusive---perhaps both.

The state law against fraternities in secondary schools required

1 Ibid. II, 400.

2 Ibid. II, 391.

such clubs to file copies of their constitutions and by-laws with the school authorities and to have three adult sponsors.

Especially commendable in the high school was the care of student finances; a school comptroller was in charge with bookkeeping and accounting classes caring for the books.

Extra-curricular activities in the junior college were usually successful. The plan there was to have a Dean of Extra-curricular Activities in charge under whom the Associated Students, student publications, student clubs, the cooperative store, assemblies, and athletics operated.

SPECIAL SCHOOLS

Special schools in the Sacramento system were those for deaf, crippled, and tubercular children (the latter in the Sierras, near Colfax, Placer County) the Opportunity School, the part time school, and the adult school.¹

The Opportunity School was found to be in need of attention; especially necessary were rules for eligibility. The survey suggested that those students having an I. Q. below 80, those two years retarded, and those unable to do school work, be admitted. In addition a definite procedure for transferring these students was necessary.

Both the part time and the adult schools, the former compulsory and with an occupational aim, the latter voluntary and more generally cultural, had made good starts, but should serve larger numbers.

Supervision of instruction in the Sacramento system was found to be very weak, principally because there seemed a lack of respons-

¹ Ibid., II, 568.

ability for this service. The principals did very little real supervising; teachers received too many mimeographed instructions and too little genuine help with their individual problems. It was pointed out that the purposes of supervision should be:

1. To assist teachers directly in their teaching.
2. To aid in the development and continuous revision of curricula.
3. To aid in selection of books, equipment, and materials of instruction.
4. To assist with the training-in-service program.¹

HEALTH AND DEVELOPMENT PROGRAM

Three major recommendations were made for bolstering up the health and development program. First there should be reorganization and coordination of all divisions under a director. Dr. Alcock said:

"The first thing observed is the lack of a central organization of the various activities. There are four main divisions of work represented, and each is independent of every other. These four divisions are, (1) health service, (2) physical education, (3) instruction in hygiene and physiology, and (4) nutrition and school feeding. There is no coordinating agency or officer. Each division develops its own program and carries it out without particular reference to what any other is doing. . . . The great need in this department is for a better organization. The work is technical and requires experts for its performance. It should be directed by a person of broad experience and training, responsible only to the superintendent of schools and the board of education. Under the director should be placed the physicians, dentists, nurses, and special teachers. He should have at least partial supervision of the health teaching done in the schools, and should take complete charge of the physical examinations of pupils, teachers and janitors."²

Along with this centralized administration should go these essentials:

1. An administrative chart showing every person in the organization, his relation to every other person, the extent and nature of his authority and responsibility.
2. A set of rules stating the duties of each individual.

¹ *Ibid.* II, 433.

² *Ibid.* II, 453.

3. A systematic method of giving directions and orders and of obtaining returns and reports.

4. Interchange of ideas by means of conferences.¹

The second major recommendation was an expansion of the program to include more corrective work, more instruction, more activities, more leadership opportunities, and more nutrition service.

The third important recommendation was that facilities, swimming pools, showers, playground equipment, playgrounds, and courts, be increased.

In summary Dr. Almack stated:

"The athletic program is comprehensive enough as it stands, and there is more need of promoting the health and welfare of the mass of students than of producing winning teams."²

The last phase of the survey dealt with the product of the schools, for the success of any school system can be judged by the rate at which children progress through the course of study and the success or failure they show. The survey found that there was entirely too much failure in Sacramento. Judged by age-grade location 33% of the elementary children were retarded, not however because of late entrance. Without taking ages into account 29.6% of these children had to repeat work, 56.7% of all retardation cases were boys. In other words at some time 3284 students repeated work. To correct this condition the survey recommended better administration, better supervision, and more research, guidance, and counselling.

THE TESTING PROGRAM

In order to measure ability and achievement in Sacramento the survey

1 Ibid. II, 454.

2 Ibid. II, 477.

conducted a testing program. Three achievement tests were given, in arithmetic, spelling and reading. No attempt was made to test kindergarten, first and second grade children. Of the remaining 8500 elementary and junior high students 69% were tested in spelling and 35% in arithmetic and reading.

Computations made from the Illinois Examination showed that in ability the elementary population was approximately normal. The Morrison-McCall Spelling Scale found Sacramento children to be above the norms in spelling through all the grades including the junior high.¹ However, in arithmetic Monroe's General Survey Scale found the upper quartile of the Sacramento group practically coincided with the norm for the median. In other words only about 25% of the pupils were up to the average performance of 55,000 Illinois children. The Monroe Standardization Silent Reading Test showed that reading was also far below the national norm. Bates arithmetic and reading results were almost a year inferior to the national median.

The results from Lincoln School, over 95% foreign and 50% Japanese and at the bottom of the list in general, were particularly interesting. Tests were made of 632 Japanese. Reginald Bell using² the results from the Illinois and Morrison-McCall tests showed that,

1. The Japanese were superior to the non-Japanese in Lincoln in arithmetic in all grades except the low third and high fifth.
2. They were equal or better in intelligence scores in the same group.

Comparing them with the Sacramento city-wide medians he found that:

1 Ibid. II, 520.

2 Ibid. II, 535-536.

1. The Japanese exceeded the medians in all except the low third and the high fifth grades.

2. They scored the norm in spelling.

3. They showed significant inferiority in reading comprehension in all grades except the high third. Reading rate was less inferior.

4. They were significantly inferior in intelligence in four of the eight half grades. However, when the intelligence scores were translated into mental ages and corrected on Misaki's findings for the Stanford-Binet's errors due to language handicap this inferiority disappeared in all grades except the low seventh.¹

In other words the poor showing made by the city as a whole could not be attributed to the fact of the large Japanese population.

The results of the test were so disappointing that to confirm the findings a check test, the Stanford Achievement, was given to a small group, 331 students. The result showed but a slight difference to Sacramento's advantage.²

Senior high school students were tested by the Iowa High School Content Examination Form B. They were found to be slightly inferior to Iowa groups and to a similar Tamalpais High School group in California. When their tests were corrected for age difference Sacramento children approached the Iowa scores but were still below the results of the Tamalpais group. The junior college groups, too, barely came up to the norm when they should have exceeded it.³

1 Reginald Ball. A study of certain phases of the education of Japanese in Central California. Unpublished master's thesis, Stanford U. 1928, 100-101. Quoted in Sears.

2 Sears. Sacramento School Survey, II, 533.

3 Ibid. II, 553.

In concluding its findings the survey reported that the reasons for such a poor showing undoubtedly included poor teaching, poor administration, and poor supervision and that whatever the reasons they should be removed.

REVIEW OF SURVEY

Even before the survey appeared in its final form in June 1928 the public was asked to vote bonds for a \$2,716,000 building program. The elementary program calling for a \$660,000 expenditure was passed, but the \$2,050,000 for the secondary schools failed to carry. Later, in 1931, it too was passed.

SURVEY REVIEW 1930

After a period of almost two years the board asked Dr. Sears to return to Sacramento and determine what progress the schools had made in carrying out the suggestions of the survey. He found the schools¹ vastly improved with a number of important accomplishments:

1. The organization of the staff with the Board of Education Rules and Regulations.
2. The work on curriculum revision.
3. The revised school work programs, notably in elementary and junior high schools, which have effected a saving of more than twenty teachers' salaries.
4. The many pieces of constructive research that have been completed and applied.
5. The completion of the elementary school building program.
6. The new plan of budgeting school moneys and controlling student accounts.

¹ Jessa B. Sears. Sacramento School Survey Review, Foreword.

7. The improvement of the health service.

"The greatest weakness in Sacramento's school system at the present time, and the thing that is hurting the work most, is lack of housing facilities for all the secondary schools. For this the parents of Sacramento are responsible and they should act at once to remove this handicap."¹

The review found the legislation of the Board of Education following the survey to be adequate and closely following the survey's recommendations.

The 6-3-3-2 plan had been frustrated by the failure of the secondary school bonds to carry the election.² However the nine year school at Lincoln had been realized.

The important administrative problems still facing the schools³ were:

1. Reorganization of supervision.
2. Unification of the special schools.
3. Completion of the reorganization of the courses of study from kindergarten through the junior college.
4. Building up of the staff.
5. Carrying out the remainder of the building program.

Dr. Sears found that much former waste in housing had been eliminated in the old schools. He criticized, however, many facilities in the elementary buildings that had been constructed since the original report. Dark halls, size of drinking fountains, and toilets,

¹ Ibid. Foreword.

² Ibid. 18.

³ Ibid. 26-29.

lighting facilities, blackboard, locker arrangements, and ventilation were some weaknesses.

It will be recalled that the survey had recommended abandoning the Theodore Judah School and sending these children elsewhere. In view of the growth of population in that neighborhood the board asked Dr. Sears to re-examine this problem. After careful consideration he refused to advocate the continuance of the school for the same reasons he had given before. In internal administration the review noted:

1. In the elementary schools the companion class plan was better administered and better programs had been developed;
2. The work of the seventh and eighth grades was organized to fit in with that of the junior high;
3. A new spirit of experimentation had manifested itself;
4. Grading and promotion had been improved by overhauling the marking system and by carefully studying pupil progress;
5. School principals had been given clerical help from high school commercial classes thereby eliminating much of their routine work;
6. Large numbers of books had been purchased and the beginnings of many school libraries had been formed;
7. And larger classes had been instituted.

Problems yet to be solved in this field were weeding out unfit teachers and teaching children rather than the classes.

Supervision was found to be considerably improved. Principals not only grouped classes homogeneously and were familiar with the work done in their classes, but they actually spent much time in the classrooms. The revision of the curriculum begun before the survey showed great progress as did the improvement of instruction, but in the latter case there was

still much to be done. Dr. Sears could not compliment the department, however, on the progress made in guidance. He found that it needed greatly to be extended and its purpose was not very clear even to some administrators.

In the survey Dr. Sears had suggested that the special schools be unified. In the review he noted that this had not yet been done and suggested that a director of special education be placed in charge¹ of this phase of education to have under his control:

1. Adult evening schools
2. Extension and afternoon courses for adults
3. Continuation or part time instruction
4. Some phases of cooperative training
5. Opportunity school service
6. Schools for physically handicapped
7. Special rooms for remedial work

The special rooms referred to individual study rooms in various schools to which pupils could be sent for special help. Dr. Sears continued in his belief that the special schools were not well staffed and that more research was necessary to solve the problems of special education. The opportunity school was the best developed of all the special schools.

The success of the research service drew much praise from Dr. Sears. This success he attributed to the following reasons:

"1. The Superintendent and his immediate staff have protected the office against an unnecessary amount of administrative work. . . .

¹ Jesse B. Sears., Sacramento School Survey Review, 67.

2. The research work done has been of high order in two respects. The right kind of studies have been undertaken and the work has been kept on a thoroughly scientific plane.

3. The director, aided by the administrative group about him, has shown a fine sense of discrimination in the fact that, instead of dictating directions to those in charge of guidance and counseling, he has served rather as an instructor to those in charge, leaving the strictly executive duties to others.

4. The director has planned the work of his assistants and held them responsible for most of the administration of attendance and student placement.

5. The best evidence of this work lies in the effect it is having upon the work of the schools. It is making facts available where without such service decisions would be made with too little basis for correct estimate of their significance.¹

Among the worth while accomplishments of the service were:

1. A rating scale to be used as a basis for supervising instruction.
2. A personnel card for teachers.
3. An experiment with Hugg social studies materials.
4. A revision of the system of selecting teachers.
5. A study of the 1929 summer occupations of the staff.
6. Testing program.
7. A study of school marks
8. A study of private teaching coaching done by the staff.
9. A study of retardation

¹ Ibid. 80-81.

The review suggested that other research projects be made:

1. Diagnostic studies of teaching and learning.
2. Experimental work in instruction.
3. A scale for rating teachers.
4. A study of teachers' needs for supervision.
5. More study of counseling.
6. Standardization.
7. Cost analyses

The health service too was greatly improved: more nurses had been employed; school feeding was well handled; and hygienic conditions prevailed in the buildings. Not yet up to standards suggested were the physical education equipment and the high school gymnasium.

Of all the accomplishments since the survey Dr. Sears found the making of the budget the most outstanding. An excellent procedure had been set up. Only two suggestions were offered, one, that assistant superintendents be a little less responsible for directing the budget, and two, that principals include assistants and teachers in budget making.

Since the survey and the review of the survey the board of education has followed almost completely Dr. Sears' suggestions. The major exception to this policy has been the retention of the Theodore Judah School. In spite of the fact that Dr. Sears showed in both reports that the school was not needed, the board of education thought otherwise and retained it. At the present time the district in which Theodore Judah is located is the second fastest growing area in Sacramento and is in the midst of a tremendous building activity. Theodore Judah has a population triple

that at the time of the survey and the saturation point still has not been reached. In this case time has justified the board's decision.

CHAPTER IV

Developments Since 1930 After the Survey Review
Annual Report for 1931-1932

The annual report of the superintendent for 1931-1932 was one of the most complete bulletins in the history of the department. No little credit for this was due to Dr. James F. Bursch, Director of Research and Student Personnel. The report covered in its scope:

- "1. Major Items of Progress and Policy
2. Finance and Business Management
3. The School Staff
4. Elementary and Special Schools
5. Secondary Schools
6. The Organization and Work of the Research and Student
Personnel Department
7. Efficiency of Pupil Learning in the Schools
8. Health Department"¹

Its purpose was to show the results of putting into effect the principle of continuous self-survey, the policy recommended in the Sears' Survey. That the Sacramento organization was now justified in using the name "school system" is proved by Chart I which shows the relationship between schools.

EFFECTS OF THE GROWTH OF SACRAMENTO
UPON THE SCHOOL SYSTEM

Although with a gradual increase of student enrollment there is also a gradual increase of the teaching staff, the Managerial staff is

¹ Sacramento, Superintendent of Schools, Annual Report, 3.

increased intermittently.¹ The administrative-supervisory staff remained almost constant for practically ten years prior to 1920, whereas the enrollment doubled. The same happened again at the beginning of the period 1927-1928. The total enrollment in the Sacramento City Schools at the time of the survey was 20,535; by the beginning of 1930 it had increased almost 6,000 to 26,060. An increase of another 6,000 could be absorbed before it would be necessary for the administrative staff to expand. Necessarily, as Chart II shows, the curve of school population increase will be gradual and relatively smooth, whereas the curve for administrative staff increase will be irregular.

COMPLETION OF THE JUNIOR HIGH SCHOOL BUILDING PROGRAM

It was shown in this report that one of the most important milestones of progress was the near completion of a building program started nearly twenty years before. Handicapped in the beginning by poorly equipped buildings and lack of facilities the program was made even more difficult because of the growth of population. In 1910 Sacramento had a population of 44,696 and a school enrollment of 6,364; in 1920 a population of 65,908 and a school enrollment of 14,026; in 1930 a population of 93,685 and a school enrollment of 26,060. With the completion of three junior high schools Sacramento had solved its junior high building problem. There remained, however, the problem of housing for two elementaries, the senior high school, and the junior college.

At the time of the Sears' Survey the junior high school program in Sacramento was being instituted in piece-meal fashion, a necessity then because of the voters' rejection of the building program. Upon

¹ Ibid., 8.

the completion of the new junior high buildings the 7th, 8th, and 9th grade courses were put into operation at once.

The department of research had had its inception previous to the Sears' Survey but gained impetus with that report. The testing program carried on by this department since 1930 had resulted in greatly strengthening weak subjects.

After the survey, too, the supervisory work of principals was found not only to have increased but also to be improved. The policy of using student clerks for office routine work allowed principals more time for supervision than they had ever had before.

The counseling service, organized on a sound basis, improved continually. The problem of guiding adolescent youth intelligently and sympathetically to elect courses of study, to decide on careers, and to solve problems of life generally was treated carefully in this service comparatively new to the schools.

STANDARDIZATION OF SUPPLIES

Following Dr. Sears' advice the department turned next to improving and standardizing supplies, equipment, and services. Such standardization applied not only to materials, requisition forms, systems of accounting, record forms and the like, but to such matters as teachers' class loads. This plan of handling supplies lightened the burden of the business office, enabled greater volume purchasing of supplies, simplified administrative work of checking principals' requisitions, and made possible the receiving of supplies without necessary delay.

1 Ibid. 11.

2 Ibid. 15.

3 Ibid. 14.

The school shop at Fifth and Y Streets manufactured as much school furniture as it was practical to make in Sacramento and took care of general repairs.

A second outstanding development in the Business Department was the setting up of a plan among all school principals and school auditors for a receipt accounting of all student activity funds by a central student activity fund auditor in the Business Manager's Office. Such centralization brought under adequate protection all student funds from cafeterias, cooperative stores, the sale of milk and orange juice, locker key deposits, and laboratory and miscellaneous fees, all of which legally came under the supervision of the Board of Education.

Because of the economic stress of this period retrenchments were necessary. Supervisory overhead was reduced by eliminating twelve full-time people in the supervisory field. The consequent saving in the salary budget amounted to \$35,546 a year.¹ Unit costs for the fiscal year 1931-1932 compared to those for 1926-1927 show a considerable reduction:

ANNUAL AVERAGE COST PER UNIT OF DAILY ATTENDANCE

	<u>1926-1927</u>	<u>1931-1932</u>
Kindergarten	\$ 94.14	\$ 74.47
Elementary	120.90	90.19
High School	208.20	159.78
Junior College	240.09	181.86 ²

To effect this reduction in cost each instructor carried four more pupils than he did in 1926-1927; in the small elementary schools class groups were combined; in the secondary schools classes too small to be economical

¹ Ibid. 12.

² Ibid. 16.

were eliminated; and a general reduction in staff was effected through more efficient organization and a combination of similar duties. During this period school enrollment increased 30% while the increase in staff was only 23%.

Other features in the economy program were postponements of necessary replacement, repairing, and reconditioning of school buildings, curtailment of the adult education program, the improved efficiency of the purchasing department, already mentioned, and a 5% reduction in salaries throughout the department.

Salary reductions were imperative. Mr. Hughes believed that along with all other loyal citizens teachers and school officials should bear the burden of the depression, that to make the children suffer because of the public's lack of foresight would be a tragic piece of selfishness. ¹

CUSTODIAN SCHOOL STARTED

Also suggested in the survey was a plan whereby the staff of 73 custodians were placed under the immediate direction of a Chief Custodian and a continuous training program set up. This gave promise of improved efficiency in the cleaning, care, and sanitation of school properties as well as more economical heating of the buildings.

Teaching personnel records were also started at this time and made continuous by the constant addition of new data. Following a teacher's appointment an efficiency rating was made of his work with the purpose of stimulating him to professional improvement, of determining those probationary teachers who did not measure up to the standards of permanent employment, and of acquainting the administration with a teacher's

¹ Ibid., 17.

work that he might be properly placed within the school organization. The development of teachers in service was accomplished by three direct methods:

1. Conference of specialized groups under the leadership of the assistant superintendent.
2. Direct classroom supervision by the principal, a supervisor, or an assistant superintendent.
3. Use of the professional library and curriculum work room.

In spite of the increase in teaching load during the retrenchment period the elementary schools of Sacramento showed 32 pupils per teacher for 1932 whereas 1930 the teacher-pupil ratio for the same grades in the United States as a whole was 37.1. The problem of teaching load presented in a small school is naturally different from that of a large one. The policy in Sacramento has been to combine class groups, great care being taken that the groups were those that would work together satisfactorily.

RETENTIONS

At the time of the 1928 Survey it was found that one out of every three pupils then in the elementary schools had at some time failed in his school work. Although this figure compared favorably with that of other school systems, failure nevertheless means financial loss through re-education to say nothing of the devastating effect it has on the child. Since the survey, however, the percentage of failure has been reduced from thirty percent to approximately twenty by means of:

1 Ibid. 28.

1. More satisfactory courses of study and more effective books and teaching equipment for teachers.
2. Effective use of the testing program for both the individual and the school.
3. More individualization of instruction.

SPECIAL SCHOOLS

All school systems face the problems of educating certain children, who, because of physical, psychological, or intellectual handicaps are not able to pursue the ordinary educational program. The difficulties most encountered are:

1. deafness
2. physical handicaps
3. undernourishment
4. speech defects
5. low mental ability

These difficulties when met must be treated in special groups.

Accordingly Sacramento maintains the Jefferson School, the School for the Physically Handicapped, the School for the Deaf, Summit¹ Preventorium, and classes in speech correction.

The John Muir School, (now Jefferson) having in 1931-1932 an enrollment of 140 between the ages of six and eighteen, is a clinical laboratory for the education of children with severe psychological or intellectual handicaps. Students who become readjusted take their places again in the regular schools. Training is definitely pre-vocational. In 1932 the racial make-up of the school was:

1 Ibid. 40.

Nordic-White	50%
Italian	17%
Mexican	15%
Portuguese	5%
Slavonic	4%
Negro	3%
Japanese-Chinese	3%
Miscellaneous	2%
Racial Mixtures	1% ¹

The School for the Physically Handicapped, for the children so badly crippled that they cannot take part in regular classroom work, is located in the Washington School Building at 1716 E Street. The two classes in 1931-1932 had a total enrollment of sixteen children between the ages of six and eighteen.

The School for the Deaf had an enrollment of sixteen children. Loss of hearing varied from 25% to total loss. Effective habits of lip reading were taught to these children that they might be restored to normal social activities.

Although the Summit Preventorium near Colfax is maintained by the Sacramento Tuberculosis Association the Sacramento Board of Education furnishes the teacher and classroom supplies. About eighty children are cared for during the year. The agreement of the Board to meet the cost of education of the Sacramento children at nearby Weimar² Sanitorium has made it possible also to hold classes there.

¹ Ibid. 41.

² Ibid. 43.

Speech correction classes were carried on with marked success. At the time of the report only one teacher was assigned to the work; consequently it was impossible for all the cases in the schools to be cared for; in fact only six schools were. The report pointed out the need for at least two full time teachers.¹

HIGH SCHOOL ENROLLMENT

The 1931-1932 Annual Report showed the Senior High School to be among the six largest schools of the state. The following table shows its growth from 1924 to 1932:

	<u>Enrollment</u>		<u>Fall</u>	<u>Graduates</u>		<u>Total</u>
	<u>Fall</u>	<u>Spring</u>		<u>Spring</u>		
1924-25	1820	1920	102	226	328	
1925-26	2000	2200	88	272	360	
1926-27	2200	2240	141	266	407	
1927-28	2380	2480	203	342	545	
1928-29	2600	2620	229	410	639	
1929-30	2940	3040	224	528	752	
1930-31	3200	3340	270	495	765	
1931-32	3560	3700	267	678	945 ²	

Chart III shows the organization of the senior high school in 1932, a plan characteristic of the junior high school organization but necessarily more extensive. It consists of a straight line administrative control with definitely delegated responsibilities to specified persons.

VOCATIONAL SCHOOL CURRICULUM

The Continuation High School offered instruction in the following

¹ Ibid. 43,44.

² Ibid. 51.

occupational fields:

typing	office messenger	lunchroom clerk
stenography	baker's helper	general farmer
comptometer operator	bookkeeper	dressmaker
cashier	cabinet maker	dental technician
file clerk	carpenter	painter
wrapper	mill hand	nursery apprentice
drug store messenger	auto mechanic	watch maker
drug store clerk	battery repairman	barber
grocery messenger	auto electrician	bookkeeping machine operator
butcher's helper	lathe hand	sewing machine operator
butcher's clerk	show card writer	housemaid
hardware clerk	electrician	nurse maid
dry goods clerk	sign painter	jeweler's apprentice ¹
telegraph messenger	printer's helper	shoe repairmen

Classroom work was divided into two-hour periods. Four such periods made up the school day of eight hours. Every teacher taught three class periods a day, or six hours. Under provisions of a work permit issued by the school each employed minor student was required to attend classes four hours a week. Each unemployed minor student was required to attend two class periods a day. Many of both of these groups exceeded the attendance requirement. Even many beyond the age requirements enrolled; they paid the same registration fee and met all the conditions required of regular students.

¹ Ibid. 54.

A coordinator kept the school in constant touch with employment conditions, acted as placement officer, and filled the requests of employers for minor full-time employees.

THE EVENING HIGH SCHOOL

The Evening High School, which made up the larger portion of the adult education program, offered two kinds of classes. Three teachers taught the foreign-born students enrolled for English and citizenship. Their salary, as provided by law, came from public funds. Thirteen other teachers were employed to offer other courses. Costs of instruction for the school were derived from the \$3.00 a term registration fee charged to all students in such classes. At the Continuation High School four additional teachers gave day instruction to adults in aircraft propulsion, sewing, and commercial law for the same fee.

THE JUNIOR COLLEGE

Chart IV shows the organization of the Junior College, whose registration from 1926-1927 to 1931-1932 was:

Year	Freshmen	Sophomores	Specials	Total	Increase	Total Extra Hrs.	Inc.
1926-27	422	207	98	727	-----	405	---
1927-28	638	245	167	1050	44	557	37
1928-29	820	393	165	1378	39	918	64
1929-30	775	497	179	1451	5	863	6 Dec.
1930-31	908	550	282	1740	16	753	12 "
1931-32	1063	559	390	2012	21	592	22 "

The 2012 students of 1931-32 came from 213 high schools in 45 counties of California, 13 other states, and 4 foreign countries.

In keeping with the department's retrenchment program the cost per unit of average daily attendance was reduced from \$240.09 in 1927-28 to

1

\$181.86 in 1932, a difference of \$58.23.

In the Survey Dr. Sears told the Board of Education of the great need for terminal courses in the junior college. The 1931-32 annual report showed this need even more clearly. The junior college graduated approximately 43% of its entering freshmen. About 20% of each graduating class had to spend two and a half or three years to meet the requirements of graduation. Practically 7% of the students who enrolled each year transferred to other institutions before graduation. Around 30% dropped out. Moreover, an unknown number have never enrolled because the curriculum does not offer what they want. The 1931-32 report therefore recognized the need for terminal courses to meet the requirements of these students and some of the 76% obliged to enroll in upper division courses.

The Research and Student Personnel Department was given considerable attention in the 1932 report. Authorized by the Board of Education in 1928 this department was made responsible by the superintendent for the supervision of student personnel, attendance, counseling, employment of minors, and research. In addition, at the beginning of the year 1931-32 the department had been delegated with the responsibility of making official reports.

ENROLLMENT STATISTICS

The following report submitted by the department gives pupil statistics of the Sacramento Schools for 1931-32:

<u>Public Schools</u>	<u>Enrollment</u>	<u>A.D.A.</u>
Kindergarten	1238	654

1 Ibid. 60.

(continued)

<u>Public Schools</u>	<u>Enrollment</u>	<u>A. D. A.</u>
Elementary	9976	8629
Junior High	3220	2992
Senior High	4024	3254
Evening High School	3001	129
Continuation High	575	133
Junior College	2490	1576
Special Day Classes	<u>2457</u>	<u>224</u>
Total	26981	17591 ¹

TESTING PROGRAM RESULTS

The testing program under supervision of the Research and Student Personnel Department carried on the diagnosis of the efficiency of pupil learning recommended in the Survey. The Los Angeles Primary Word Recognition Test Form 1, the Pressey Diagnostic Vocabulary Test Form A, and Sigma I of the Haggerty Reading Examination were the tests used for reading in Grades Low 1 through High 3. In all three tests Sacramento children held an average above the national one. In the Low Fourth through the Low 6th the Green-Hoar Test was selected for a detailed diagnosis of reading comprehension. Again Sacramento children gave results above the national average.

The Los Angeles Diagnostic Test in Fundamentals of Arithmetic and the Stevenson Arithmetic Reading Test also showed excellent results.

The Pressey Social Studies Test (1932) given to 713 Sacramento High 8th pupils to compare them with 2406 others tested elsewhere in

¹ Ibid. 69.

the nation showed:

	<u>National Scores</u>	<u>Sacramento Scores</u>
Upper 25% exceeded	119.1	121.1
Average	103.9	108.6
Lower 25% fell below	85.7	92.3 ¹

The splendid results were accounted for in part by the continuous work on and improvement of the social studies curriculum during the preceding six years.

To test the mastery of nature study the Public School Achievement Test in Nature Study, Form 1, by Doctors Orleans and Sealy was selected. Fifteen out of the eighteen Low 6th classes of Sacramento equaled or exceeded the national average for the High 6th grades.

A survey of the Low 5th grade was made using the Iowa Elementary Language Test, Form A. Sacramento had a median score of 112 as against the national score of 104.

The Buckingham-Stevenson Geography Test composed of two parts, the first dealing with the mastery of geographical information and the second with the application of such information to the solution of thought problems showed that the average score for the Sacramento Low 6th grade on Part 1 was 16.5 while the national average was 17; on Part 2 the national average and the Sacramento average were identical. These results were thought to constitute a satisfactory showing for Sacramento because geography was not taught as a special subject.

In grades Low 3rd to High 6th inclusive a handwriting survey was
1. Ibid., 98.

using the Zaner-Blosser Scale. In general the results indicated that the great majority of Sacramento children were capable of writing better than their particular grade.

By a cooperative agreement with the music Department of the San Francisco State Teachers' College a music survey was also conducted with the results shown in the following table:

	Grades							High School
	3	4	5	6	7	8		
National Averages	12.1	16.6	13.4	18.1	8.7	12.7	20.00	
Sacramento Averages	15.9	18.1	16.2	18.5	8.6	11.9	28.3	

THE SCHOOL HEALTH DEPARTMENT

The organization of the Health Department is shown in Chart V. It consisted of eight full time employees: a physician, six public health nurses, and an office nurse (a registered nurse) who acted as secretary for the physician. In addition to her nursing duties the public health nurse at the Senior High School taught classes in home nursing while the one at Junior College helped with first aid, assisted in physical examinations, and supervised the control of communicable diseases.

Because of the fact that preventive measures, communicable disease control, and health education were the department's main objectives, with the exception of certain treatments for ringworm and impetigo, the only emergency treatments were given. Close cooperation between the department, private physicians, and the city Health Department were maintained.

Complete physical examinations were given to:

- (1) all Junior College Freshmen

- (2) all Junior College men in competitive athletics
- (3) Senior High first year students
- (4) Senior High boys in competitive athletics
- (5) All Low 5th grade pupils
- (6) New students in Senior High and Junior College
- (7) All first grade children
- (8) Any student in the whole system upon the request of an instructor, teacher, nurse, or parent

At Senior High and Junior College examination of girls was made by a woman physician thus relieving the school physician for the Low 5th examinations.

Among the duties of the school physician were attendance at all home Junior College and Senior High football games, nightly visits to the practice fields, and an annual sanitary survey of the school plant.

The dental department having been discontinued at the end of 1930 there was no dental work done except for the inspection of teeth by nurses and the physician.

The nutrition programs carried on by the Health Department is shown in the following report:

	<u>1930-31</u>	<u>1931-32</u>
Number of children 10% or more underweight	943	1300
Number and % of children underweight taking milk	457 (48%)	519 (31%)
Number and % of children underweight gaining after taking milk	376 (82%)	450 (86%)
Number of normal children taking milk	824	789
Number and % of normal children gaining after taking milk	806 (97%)	674 (84%)
Number of children taking orange juice	741	226

The table below gives a summary of communicable diseases in the schools:

	<u>Measles</u>	<u>C. Pox</u>	<u>H. Cough</u>	<u>Diphth.</u>	<u>S. Fever</u>	<u>Mumps</u>	<u>Typhoid Fever</u>	<u>Monthly Total</u>	
								1931-32	1930-31
6/31	58	5	4	0	3	1	0	71	71
9/31	14	0	2	16	0	2	4	38	44
10/31	41	2	0	3	0	0	1	47	57
11/31	90	3	4	3	1	0	0	101	77
12/31	97	11	1	1	3	2	0	115	57
1/32	287	47	1	5	3	0	0	343	94
2/32	362	80	8	2	3	0	0	455	171
3/32	329	68	10	3	2	1	0	413	131
4/32	95	103	17	1	2	7	0	225	171
5/32	30	126	5	1	3	3	0	168	139

Yearly
total
1931-32

1403 445 52 35 20 16 5 1976

Yearly
total
1930-31

178 286 268 29 34 207 0 1012

The following table shows the number of treatments given:

	<u>1930-31</u>	<u>1931-32</u>
No. of first aid treatments at office	333	270
No. of emergencies at schools	138	252
No. of treatments and advice given at various schools and athletic events exclusive of emergencies	365	391

All in all the 1931-32 Annual Report shows that a great deal of progress had been made toward eliminating the weaknesses pointed out in

the 1928 survey.

In 1934 the Board of Education adopted and placed in the hands of each teacher a new set of rules and regulations necessary to the proper administration of the system. In accordance with suggestions made in the 1928 Survey clarification of duties was the idea paramount in the preparation of the new rules. The result gave evidence of careful thought.

In March, 1935 a bulletin was issued discussing four important
1
problems facing the system.

1. The unusually rapid growth in enrollment.
2. The problem of costs that had become particularly acute since 1928.
3. The problem of building needs.
4. The change in the sources of school support.

From 7159 children in 1914 the elementary school enrollment (kindergarten through the sixth grade) had increased until in 1934 it had reached 9185. The secondary grades (seven to twelve inclusive) had 2543 students in 1914 and 8348 in 1934. The junior college starting in 1917 with 45 students had increased its enrollment to 2198 in 1934. These increases are shown in Chart VI.

Following the 1931-32 report further reductions in unit costs were made:

	<u>1928-29</u>	<u>1931-32</u>	<u>1933-34</u>	<u>Decrease Since 1929</u>
Kindergarten	\$ 81.03	\$ 74.47	\$ 61.37	\$ 19.66
Elementary	102.85	90.19	91.89	10.96
High School	170.05	159.78	144.55	25.50

1 Sacramento. Superintendent of Schools. Progress and Problems of the Public Schools.

	<u>1928-29</u>	<u>1931-32</u>	<u>1933-34</u>	<u>Decrease Since 1929</u>
Junior College	\$173.54	\$181.86	\$152.06	\$21.48 ¹

In each year following 1929 the annual saving in all departments combined was one-quarter of a million dollars. Eighty-five per cent of this saving was due to the reduction of teachers' and other employees' salaries, a contribution amounting to more than \$300,000 in the years 1931 to 1934.

Concerning change in the courses of school support Mr. Hughes made the following statement in the bulletin:

"The average property tax payer in Sacramento when he reads in the county tax statistics folder that the school budget requirements are 'so much' is going to be impressed by the notion that his property is bearing the tax burden to raise this sum. As a matter of fact since 1933 less than a third of school expenditures are levied against local property whereas prior to 1933 more than two-thirds of the support of the schools came from the taxes on local real property. The Riley-Stewart Tax Amendment, which has equalized the support of schools throughout the state and as between property owners and non-property owners, is responsible for this shifting in educational support."²

TEACHER STATISTICS

During 1933-34 the Board of Education had directed the Conference Bureau to study the existing salary schedules of certified employees, to formulate a set working principles for evaluating the adequacy of existing schedules, and to determine those schedules in need of revision.³

¹ Ibid. 4.

² Ibid. 6.

³ Sacramento City Teachers Salary Schedule, Sept. 1936.

The committee first reviewed the existing schedules.

A summary of their findings to June 30, 1935 follows:

	Minimum	Maximum	Yrs. to reach Maximum	Education required between minimum & maximum
<u>Elementary and Kindergarten</u>	\$1500	\$1980	8	none
<u>Junior High</u>	1680	2280	10	none
<u>Senior High</u>	1680	2700	10	none
<u>Junior College</u>	2400	3600	10	4 semester of graduate work or equivalent ¹

The table below made in 1933-34 shows the situation at that time in regard to training:

<u>Amount of Training</u>	<u>J.C.</u>	<u>H.S.</u>	<u>S.H.</u>	<u>Elem.</u>	<u>Total</u>
<u>Class I</u> - Two years of training or less beyond high school		16	2	88	106
<u>Class II</u> - More than two years but not a college graduate	1	13	1	140	195
<u>Class III</u> - College graduates or equivalent, but not M.A.	4	56	77	28	165
<u>Class IV</u> - M.A. or equivalent	24	52	30	8	114
<u>Class V</u> - M.A. and one year or more, but not Ph. D.	30	5	4	--	39
<u>Class VI</u> - Ph. D.	<u>7</u>	<u>1</u>	<u>--</u>	<u>--</u>	<u>8</u>
<u>Totals</u>	66	143	154	264	627

The average training of teachers in the various segments of the system was found to be:

	<u>Average amount of Training</u> M.A. or equivalent
Junior College	
Senior High School	College graduation plus one semester
Junior High School	College graduation or equivalent 2
Elementary	Two years in college

¹ Ibid.6.

² Ibid.7.

After reviewing the report of the Conference Bureau the board approved the following principles:

1. The new schedule should be built definitely to encourage increased training in all segments below junior college.
2. Minimum salaries in all schedules could be somewhat lowered.
3. The elementary maximum should be increased as should the junior and senior high.
4. Increases should be uniform in all segments of the system. The bases for the increases should be:
 - a. Initial training
 - b. Experience
 - c. Additional training in service through regular attendance at approved colleges.
5. Length of service between minimum and maximum should be increased.
6. Continued training should be necessary for increase in salary; there should be a cut for neglect in training.
7. Training prerequisites should be raised:

a. Elementary	B. A. or equivalent
b. Junior High	B. A. plus one semester
c. Senior High	B. A. plus two semesters
d. Junior College	M. A. or equivalent

Provisions were to be made for experienced teachers entering the system from the outside. Two years of outside experience was to be equivalent to one year in Sacramento; and no more than five steps were to be allowed.

Equal pay for equal training regardless of sex was stipulated by the

Board in accordance with state law.

NEW SALARY SCHEDULES

Working on these principles the Bureau set up the following salary schedule which was approved by the Board:

<u>Year of Service</u>	<u>Elementary</u>	<u>Jr. High</u>	<u>Sr. High</u>	<u>J. C.</u>
<u>Initial Training Required</u>	<u>A. B.</u>	<u>A. B. plus 1 semester</u>	<u>A. B. plus 2 semesters</u>	<u>M. A. or equivalent</u>
<u>Annual Increments</u>	<u>\$ 60</u>	<u>\$ 72</u>	<u>\$ 96</u>	<u>\$ 108</u>
1	\$1440	\$1488	\$1548	\$1884
2	1440	1488	1548	1884
3	1440	1488	1548	1884
4	1560	1632	1740	2100
5	1620	1704	1836	2208
	Conditioned increase	Conditioned increase	Conditioned increase	Conditioned increase
6	1680	1776	1932	2316
7	1740	1848	2028	2424
8	1800	1920	2124	2532
	Conditioned increase			Conditioned increase
9	1860	1992	2220	2640
		Conditioned increase		
10	1920	2064	2316	2748
			Conditioned increase	

1 Ibid. 8.

<u>Year of Service</u>	<u>Elementary</u>	<u>Jr. High</u>	<u>Sr. High</u>	<u>J. C.</u>
<u>Initial Training Required</u>	<u>A. B.</u>	<u>A. B. plus 1 semester</u>	<u>A. B. plus 2 semesters equiv.</u>	<u>M.A. or</u>
<u>Annual Increments</u>	<u>\$ 60</u>	<u>\$ 72</u>	<u>\$ 96</u>	<u>\$ 108</u>
11	\$1980	\$2136	\$2412	\$2856
	Conditioned increase			
12	2040	2208	2508	2964
				Conditioned increase
13	2100	2280	2604	3072
		Conditioned increase		
14		2352	2700	3180
			Conditioned increase	
15			2748	3288
16				3396
				Conditioned increase
17				3504

Specialized teachers were assigned to one of these four schedules. Teachers of handicapped children were placed on the junior high schedule, nurses on the elementary. Senior high counselors and chairmen of departments received one additional increment to their annual salaries. The high school registrar and the attendance supervisors were on the senior high schedule with the head supervisor receiving an additional increment.

Special music teachers were placed on senior high scale with a maximum of \$2508.

Special subject supervisors were on the principals' schedule as was the professional librarian. The junior college librarian was on the junior college scale. The junior college registrar also was basically on this scale with a supplementary salary fixed by the board.

In addition to the teachers' schedule a new schedule for principals was also adopted:

<u>Years of Service</u>	<u>Class I</u>	<u>Class II</u>
<u>Initial Training Required</u>	<u>A. B. or Equivalent</u>	<u>M. A. or Equivalent</u>
1	\$ 2100	\$ 2340
2	2160	2400
3	2220	2460
4	2280	2520
	Conditioned increase	Conditioned increase
5	2340	2580
6	2460	2700
7	2580	2820
8	2700	2940
	Conditioned increase	Conditioned increase
9	2820	3060
10	2940	3180
11	3060	3300
12	3180	3420

<u>Years of Service</u>	<u>Class I</u>	<u>Class II</u>
<u>Initial Training Required</u>	<u>A. B. or Equivalent</u>	<u>M. A. or Equivalent</u>
12 (continued)	Conditioned increase	Conditioned increase
13	3300	3540
14	3420	3660
		(Class II Elem. Prins. stop here)
15	3540	3780
	Conditioned increase	
16 (Class I Elem. Prins. stop here)	3660	Conditioned increase 3900

Further qualifications and salary limits were made to classify the non-teaching office and clerical workers. The executive secretary to the superintendent was required to be a college graduate or equivalent in addition to mastery of the technical knowledge necessary. The salary range for this position was set from \$1500 to \$2496.¹

Senior clerks should have at least two years of college with a salary from \$1200 to \$1980. Other salaries were:

Purchasing clerk, Account clerk, and Research clerk \$1200 to \$1980

Junior Clerk \$ 900 to \$1500

Clerical Assistant \$ 600 to \$1020

Student Clerks Hourly basis

The whole salary situation was made clear by the new schedules.

¹ Ibid. 14.

Requisite training was clearly stated, minimum and maximum salaries set, continued training was encouraged, lack of training was penalized, and recognition in salary scale was made for advance in educational progress.

JUNIOR HIGH SCHOOL ORGANIZATION REVISED

The revised plan of junior high school organization was presented in a bulletin issued in May, 1936.¹ This pamphlet gave the historical development and presented the seven cardinal principles of the 1918 Commission on the Reorganization of Secondary Education report as the objectives of the department.

The purposes of the junior high school were:²

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

The junior high school program presented required ninth grade mathematics for those intending to continue in this field at senior high. General language was required of those expecting to carry languages in

¹ Junior High Schools Sacramento City, May 1936.

² Ibid., 11.

in senior high school. The program presented was:¹

Subject	7th Grade	8th Grade	Periods per week	
			9th Grade	
Health and Physical Ed.	5	5	5	
English	5	5	5	
Social Studies	5	5	5 (elective)	
Science	3	5 (elective)	5	"
Mathematics	4-5	4-5	5	"
Art	2 (elective)	5 (elective)	5 (elective)	
Music	2 "	5 "	5	"
Home Economics Industrial Arts	5	5 "	5	"
Guidance Home Room Activities Remedial	5	5	5	
Junior Business Practice			5 (elective)	
General Language			5 (elective)	

The relationship between the junior high and senior high schools was maintained as follows:²

1. Pupils' folders were kept and forwarded to the senior high school with:

- a. record of accomplishment
- b. record of health
- c. standardized test data
- d. notes on attendance
- e. notes on personality adjustments

¹ Ibid. 12.

² Ibid. 24.

f. notes on behavior problems

2. Contact between junior and senior high counselors to prepare for adjustments was found necessary.

The duties of the assistant superintendents were clarified further in a new bulletin issued on September 30, 1936¹. This too, was a further study of the administration as suggested in the 1928 survey to eliminate any overlapping of authority and responsibility of the two assistants.

VISUAL AID DEPARTMENT

The visual aid department, started early in Mr. Hughes' administration, has grown to be a full-fledged department of the system. Practically all of the schools are equipped with motion picture projectors, and machines are loaned to those schools not so supplied. Instruction is furnished to those using the machines.

The department has many motion picture reels catalogued for use. The social science department has available many worthwhile pictures of various countries and industries.

The general science, home economics, and the health and physical education departments have many pictures available.

In addition to the motion picture collection a large group of still films and slides are also catalogued for use by teachers. Lantern slides are plentiful in the field of general science and social studies. Information is given to teachers wishing to prepare slides as a classroom project. Additional films are obtainable on a rental basis.²

BUILDING PROGRAM

During the year 1936-37 the city added to the building program.

1 Sacramento. Superintendent of Schools, Bulletin, September 30, 1936.

2 Visual Aids Bulletin, No. 4A, 1936. Sacramento. Superintendent of Schools

Gymnasium, library, and theatre-arts buildings were added to the junior college group and the new C. K. McClatchy High School was erected. The new high school filled a long felt need for an additional high school in the system.

CITY PENSION FOR TEACHERS DEFEATED

The board of education worked for some time on a plan whereby the teachers and school employees would have a city pension plan. Although the teachers already possessed the state pension plan it was believed that the amount involved was insufficient and finally a plan similar to other city pension plans in the state was proposed.

The plan was submitted to the voters and was defeated after a spirited campaign in the special election on May 17, 1938.

BUILDING GROWTH IN SACRAMENTO

Due to the P.W.A. grants to public building the board of education decided to ask the public for a bond issue of \$425,000 to be supplemented by \$300,000 from the Federal government. This fund was to be used to make several necessary additions to the system. Among these additions were an aeronautics, pre-engineering shop, home economics, and cafeteria-student management buildings for the junior college. C. K. McClatchy High School was to receive additional classrooms and the Sacramento Senior High School an assembly hall. Crocker and Theodore Judah Elementary Schools each were to obtain classrooms and an assembly hall. An assembly hall was planned for the El Dorado Elementary School. A shop and home economics unit were planned for the John Muir Opportunity School.

A two-thirds majority was required for the bonds to carry. The public

1 Sacramento District Retirement Salary Plan Bulletin, May, 1937.

failed to give the bonds a necessary number of votes whereupon Dr. Bursch issued a statement following the election that the department might ask for a re-election on the school bonds. He felt the school bonds failed because they were voted upon together with a group of eight other municipal bonds. Many parents were away on vacations making the total favorable votes smaller than usual. "The grant of \$300,000 is too good to turn down," said Dr. Bursch.¹

The board of education accepted his recommendation and the re-election was held. In the second election the bonds passed the required majority easily. The building program covered by the bonds was carried to completion in 1939.

The improvements mentioned in the reports since the Sears' Survey to date show definitely that the system is not static but a live growing entity. Constant inspection and revision have improved the educational program. Buildings have been constructed to meet increases in enrollment and new courses of study. Personnel of the system has been improved and strengthened throughout the system.

¹ Sacramento Bee, August 5, 1938.

CHAPTER V
THE PRESENT

The Sacramento system is in excellent shape as far as the building situation is concerned. Most of the glaring needs in the department were met in the 1938 bond election. Classrooms and auditoriums that were needed have been cared for by the recent building construction work. The C. K. McClatchy Senior High School plant was carried on to completion with the new funds. The junior college also gained a much needed expansion under the same building program.

There are only a few places in the whole system that still need attention. The Continuation High School is housed in a frame structure that is much more than fifty years old. The administration building was built in 1889 and it is also a frame building. The Marshall Elementary School is in excellent shape but likewise it does not meet the standards set by other schools throughout the city. Indeed, these three buildings are the only buildings in the whole system that are not of modern construction. Sutter Junior High School, built in 1908, is not strictly modern, but it is of brick construction, and cannot be compared to the above mentioned framed buildings. This is a comparatively good condition and the situation can be made completely modern with the elimination of only these three structures.

Maintenance and repair work over all of the physical properties of the school system is carefully supervised. Adequate playground facilities are available in all but a few of the schools.

One bad condition existing is the combination elementary and junior

high school at 4th and P Streets. This is the Lincoln Elementary and Junior High School. Not only is the building very much overcrowded but the crowded condition of the playground makes the situation even more deplorable. No doubt these few objectionable features in the system will be taken care of in the near future.

RETIREMENT POLICY

The retirement policy of the board went into effect in 1938 relieving teachers of their duties when the age of 65 was reached. This policy removed some forty-eight teachers from the system. Dr. Sears stated that many old teachers should get out for the betterment of the system. He added that the educational preparation of the teaching personnel would be raised.

SOME LEADERS LOST

Some of the foremost leaders in Sacramento education were lost by this policy. One of these was Miss Nettie Hopley, who was principal at the Lincoln School for over thirty years having been in the system since 1887, a period of fifty-one years. Although a few teachers were longer in service than Miss Hopley, she was missed because of her unique position. Her school was 95% foreign. Miss Hopley watched the district change from approximately 5% foreign to 95% foreign, with the changing problems this condition naturally presented.

Miss Hopley inculcated a true spirit of Americanism in this district and was loved by all. In addition to school problems she was asked to help solve domestic and business problems of her students, parents, and grandparents all ^{of} whom had passed through her exemplary influence.

The Japanese people gave her a trip to Japan a few years back and on retirement gave her a trip to Boulder Dam. She was appreciated by all

and will be remembered for many years and it was with deep regret the department saw her step out. She passed away in 1942.

The rule also brought about the retirement of Miss Ella McCleery, principal of Crocker Elementary, a teacher in the system since 1886. Other teachers who left at the end of the school year were: Lucy Hinkson, Louise Bartlett, Annie Brogan, Ethel S. Johnson, Maud B. Jones, Ellen Hughes, James S. Kennedy, Henrietta Merrill, Nellie A. Miles, and Mary M. Wassen. Miss Lucy Hinkson, who had charge of Attendance and Welfare, was in the department since 1883, a tenure of fifty-five years.

The department replaced these teachers with candidates having the qualifications required by the board of education. A survey of the educational background of the teaching personnel taken a few years from now would no doubt show a very great advance when compared with that taken for the salary schedule investigation.

The salary schedule requires each teacher to attend an accredited college or university once every three years to qualify for the next salary increment. Failure to do so penalizes the teacher. Four units of graduate work or six units of undergraduate study are necessary to meet the conditioned increase. Professional growth is stimulated by this requirement toward additional salary increments. Many teachers do not need this negative approach and apply their vacations in the pursuance of further knowledge or higher degrees. Many are studying for their master's degree and a few are working on their doctorates.

THE TEACHER'S PROFESSIONAL LIBRARY

In addition to this method of progression the professional library is used constantly by members of the system. The library organized in 1929 has a well stocked teachers library. As the library is kept up to

date in publications and pamphlets pertaining to all phases of education this means is utilized by a great many to improve their worth. Then, too, the committee and conference work on various educational problems constantly going on in the system furnish further incentive advancement to those called in for such work.

The Research and Personnel Department keeps a record of all progress made by teachers in the system and credit is given to such teachers and to the administration so that it can truly be said that the Sacramento system has a working plan to improve the professional growth of its staff throughout the department.

THE HUGHES RETIREMENT

Mr. Hughes was succeeded by Mr. Jesse R. Overturf on January 3, 1942 after serving Sacramento for twenty-nine years.

MR. JESSE R. OVERTURF

Mr. Overturf holds the B. S. degree from Fremont in 1908, the A. B. degree from Nebrasks in 1920, and the A. M. degree from Stanford University in 1923. After graduation he became Principal of the Loomis, Nebrasks High School during the period of 1909-12, from 1912-14 he held the position as Science teacher in the Schayler High School, he held the superintendency of Beaver City during 1914-18, Central City during 1918-19, of College View during 1919-22, Superintendent of Schools Lodi, California 1922-25, Deputy Superintendent of Sacramento Schools, 1925-36, Superintendent of Palo Alto Schools 1936-1942, and Superintendent of Sacramento City Schools in 1942.

DR. J. F. BURSCH

Deputy Superintendent Dr. James Frederick Bursch holds three degrees---B. S. from Kansas State Teachers' College, 1920, M. A. ,

Stanford University, 1923, Ph. D., Stanford University, 1927. He finished his college work after being a member of the American Expeditionary Forces during 1918 and 1919.

After graduation in 1920 he became Superintendent of the Montezuma Consolidated Schools, Montezuma, Kansas, and remained in this capacity until 1922. From 1923 until 1926 and from 1927 to 1928 he was Professor of Education at Oregon State University. From 1926 to 1927, Bursch was a Cobberley Fellow in School Administration at Stanford. In the summer of 1927 he taught at San Jose State Teachers' College and at the Stanford University.

From 1928 to 1938 Dr. Bursch was Director of Research and Student Personnel of the Sacramento system. He also held the title of Assistant Superintendent. In 1938 Bursch was appointed Deputy Superintendent.

Dr. Bursch has held many offices in educational circles. From 1920 to 1922 he was president of the Gray County Kansas Teachers' Association. During the year 1927-28 he held the office of Vice President of the Oregon Educational Research Association. In 1929 he became chairman of the Counseling Section of the California Research Counseling Section of the California Research and Guidance Association.

Dr. Bursch belongs to two educational fraternities: Kappa Delta Pi and Phi Delta Kappa. He has been a constant contributor to educational literature. Some of his contributions are:

1. Articles in School and Society
2. Oregon Teachers' Journal

3. Co-Author with Dr. John C. Almadac: Administration of Village Consolidated Schools
4. Co-Author with Dr. Hyman Meltzer: The New Examination: Its Construction and Use
5. Author: Choosing Your Life Work

WILLIAM BURKHARD

Mr. William John Burkhard holds the B. S. degree from the University of California in 1921, the A. M. degree from the University of California in 1930, his first job was as Vice-Principal of Haight School, Alameda, 1927 - 31, his next position was as Principal of Coloma School, Sacramento, 1931-38, he was Director of Research and Personnel during the period from 1938-40, he became Assistant Superintendent in charge of Elementary and Junior High Schools in 1940.

GEORGE CHARLES JENSEN

Mr. Jensen holds the B. S. degree from the University of California in 1911, the M. S. degree from the University of California in 1912, his first position was as Principal of the Elko Nevada High School, 1914-20, Principal of Eureka High School and Junior College, 1920-26, Director of Research, California Teachers' Association, 1926-27, Principal of Sacramento Senior High School, 1927-29, Summer Director, Humboldt State Teachers College, 1929-30, Assistant Superintendent, 1929-32, Principal Sacramento Senior High School, 1932-40, Assistant Superintendent, 1940-44, Assistant Professor, College of Pacific Summer Schools, 1936, 1937, 1938, 1939, 1940, and 1942, National Education Association Implementation Committee Department of Secondary School Principals.

Upon retirement Charles C. Hughes was appointed as Director of Use of School Buildings and Grounds.

DR. A. H. POLSTER

Dr. Polster was given his A. B. degree at the Central Wesleyan College, Warrentown, Missouri in 1920. After a year in the industrial field he became a teaching principal of an elementary high school in Swink, Colorado for the year 1921-1922. From 1922-23 he held the title of head of the science department in the high school at Las Animas, Colorado; 1923-27 he became high school principal at Sedgwick, Colorado; 1927-29 Superintendent of schools of Sedgwick, Colorado. During the year 1929-30 he studied at Leland Stanford University and obtained his A. M. in 1930.

From 1930-1938 Dr. Polster was vice-principal of Lincoln Junior

High and Elementary School in Sacramento. He was principal from 1938-1940 following the retirement of Miss Nettie Hopley. In 1940 Dr. Polster was appointed Director of Research and Student Personnel.

THE SECONDARY PRINCIPALS

The Secondary Principals are:

Dr. Nicholas Ricciardi
George C. Jensen
Melvin Lawson (on leave)

Sacramento Junior College
Director of Health and Development
Sacramento Senior High
Business Manager
C. K. McClatchy Senior High
Head Department of Attendance
Stanford Junior High
Secretary to Superintendent
California Junior High
Kit Carson Junior High
Sutter Junior High

H. Clarke

B. Painter

1. E. P. O'Reilly — Beth Hughson and O'Lincoln Junior High

2. J. Carpenter — George Jensen Continuation High School

3. The Junior College, Valley of Santa Barbara — J. E. Lillard and
Archeology of Deer Creek — Constance Arce others

THE ELEMENTARY PRINCIPALS

The Elementary principals are:

Adin Henderson	Arthur Mohr	H. Spence Amick (on leave)
Dana Frame	F. B. Smith	Richard Fainsworth (on Leave)
William Howe	Miss Mildred Lothhammer	Bert Chappell (acting principal)
Devere Bacon	Mrs. Aimee Lindsay	Roy Learned
Ray Dean	Miss Emma Von Hatten	A. Sessarego (on leave)
James Kaler	Harold Spencer	H. Hanlon (acting principal)
E. P. O'Reilly	Miss Laura D. Wilson (head teacher)	

SPECIAL SUPERVISORS AND OFFICERS

Harriett Spurr, Art	George von Nagel, Music
H. A. Applequist, Physical Education	Esther L. Guthrie, Science
Miss May E. Luther, Home Economics	Percy McChesney, Visual Aid
Warren P. Dayton, Vocational Director	Jewel Gardiner, Professional Librarian
Miss Floy Young, Vocal Music	
Dr. Richard G. Soutar	Director of Health and Develop- ment Department
I. T. Swope	Business Manager
Floyd L. Tarr	Head Department of Attendance
Gladys Weisel	Secretary to Superintendent

PUBLICATIONS BY PRINCIPALS AND TEACHERS

Magazine articles by G. Jensen, J. Carpenter, F. B. Smith, R. Soutar, M. Ireland.

1. In Foreign Lands-----Beth Hughson and Oda Gestick
2. The Eureka Plan-----George Jensen
3. The Junior College, Tales of Santa Barbara
Archeology of Deer Creek-----Consummes Area
J. B. Lillard and
others

4. The Work of the Dean of Women in the Junior College---Belle Coolidge
5. Librerie---Emma von Hatten
6. English History---M. Brickley
7. 1936-37 Year Book C. E. S. P. A.---Adin Henderson
8. Poems, essays, and songs
Moon Man Operetta-----Louise Bartlett
9. Pupils' Individual Spelling Book---W. Burkhard and others
10. Breaking the Lock-Step of Custom In the Teaching of Reading
Through Individual Instruction---Ray Dean
11. Counseling in the Elementary Schools---A. H. Polster
12. Touring the United States
A Study of Rural High School-----Roy Learned
Publications in California
13. The Library in the Elementary School
Pleasure Reading for Boys and Girls ----Jewel Gardiner, Leo
Reisden
14. Songs and Overture---George von Hagel
15. Physical Education Complete for Schools and Playgrounds---
Lavinia Knall
16. Travelogue---Amy Greenlaw
17. Pupils' Individual Spelling Book---Edmund O'Reilly and others
18. I See the Sea---Veda Kuzmanic, contributed by Sara Ashby
19. Techniques for Problem-Solving Discussion---Sara Ashby, and
Melvyn F. Lawson
20. The Values Inherent in the Ideal of Democracy and the Obligations
They Lay Upon Education---H. F. Clarke
21. Index to Children's Poetry---Jewel Gardiner and others, collaborators.
Industries, Products, and Transportation in Our Neighbor Republics;
An Index and Bibliography---Jewel Gardiner, and Smith, Jean Gardiner
22. Curriculum Building in Upper Secondary Schools of Sacramento-----
George G. Jensen
23. A Cultural Basis for Learning Spanish: The Spanish Course in
Sacramento Junior and Senior High Schools---Saima Regina Koski

24. Roads to Reading----Reba G. Mack
25. Learning to Know the Other Americans-----Mary Lavelle O'Brien
26. Angel of the Battlefield-----Rose Ruscito
27. Nombre de Dios, Durango; Two Documents in Nahuatl Concerning its Foundation; Memorial of the Indians Concerning Their Services, c. 1563; Agreement of the Mexicans and the Michoacanos, 1585----
George T. Smisor
28. Testament of Faith----Jessie Williams
29. Our America--Today and Yesterday -----Melvyn F. Lawson and Lawson

ARTICLES

30. Five Years of Safety
Gasoline Economy
I Gave--Did You?
National Safety Program
Vernon Cordry
31. Suggested Outline for a Unit of Study in Motion Picture Evaluation---
Lillian Elias Davis
32. War Time Nutrition in the High School Curriculum----Florence Dunbar
33. Librarians in the War Effort----Katherine Chastain and others
34. Our Neighbor Republics from Washington, D. C.-----Jewel Gardiner
35. Our Neighbor Republics: Books for Children-----Jewel Gardiner
36. Science Experiences and Democratic Living-----Esther Guthrie
37. Bowling Fever
Madder Than A Mad Hatter
Sing a Song of Ten Pins
Talk of the Collegians
These Student^s Golf on the College Front Lawn
Beth Hightower
38. An Orientation Program for Teachers-----Melvyn F. Lawson
39. The Cooperative Solution of Administration Problems----Roy E. Learned
40. Evacuation
It's Sound Economy to Teach Better Reading
More Acceptable Faculty Meetings
Rejuvenation of a P.T.A.
A School Solves its Transient Problem
Shall We Use The Rod
Streamlined Staff Meetings
Roy E. Learned

41. Revamping the English Curriculum to Meet the Needs of a World at War----Mack, Reba G.
42. Family Life Training in the General Program---Ethel L. Shattuck
43. Collecting A Library of Rarities on Microfilm
Printing in Mexico
Signs Are For The Other Fellow
George T. Smisor
44. Discovering and Developing Teachers' Interests
Is Her Problem Solvable
Sharing
She Understands How
Nature Stories
Victory Gardens
F. B. Smith
45. Family Life Education in Junior Colleges-----Saidee E. Stark
46. Our Diary Chart: ---Lillian Clark Treaster
A Plan For Meaningful Reading For Primary Grades
47. Communication: An Intensified Program at Sacramento High----
Sara C. Ashby
48. The Children's Book On How To Use Books and Libraries-----
Carolyn Mett and Leo B. Baisden

EDUCATIONAL ORGANIZATIONS REPRESENTED IN THE SACRAMENTO SYSTEM

1. Elementary Principal's Association
2. California Teachers' Association
3. National Education Association Department of Principals
4. National Education Association
5. Northern California Teachers' Association
6. Central California Modern Language Association
7. Principals' Club
8. Sacramento Teachers' Association
9. California Principals' Association
10. National Principals' Association
11. Northern California Public Health Association
12. American Public Health Association

13. American Association for School Physicians
14. California School Music Teachers Association
15. Public School Music Association
16. Home Economics Association
17. Sacramento Elementary Principals' Association
18. Northern California Elementary Principals' Association
19. National Elementary Principals' Association

SELF SURVEY

Among the many features of the Sacramento system one that is ever predominant in the administrative department is that concerning the policies of the group. A self-survey program was set up several years ago. On April 21, 1939 Dr. Sears again agreed to make a survey¹ in Sacramento. This last survey was to study the administrative organization and the general staff morale of the school system. His report was published in January, 1940. His study was focused on three major units of the school system; the central office, the business department, and the junior college. His recommendations for revision of the central office staff are now in effect and shown in Chart VII.

A new set of board rules and regulations were made at his re-commendation.² The business office was made the central control of all school business. This plan is continuous and helps to increase the efficiency of the system by eliminating weak features throughout the departments. Closely in harmony with this policy are the policies of constant curriculum revision, opportunities for professional growth,

1 The Administrative Organization of Sacramento's School System.
Jesse B. Sears, January, 1940.

2 Board of Education. Rules and Regulations of the Board of Education
March, 1941.

improvement of counseling, and the continuous building program of the Sacramento Schools.

A dominant policy always carefully watched and supervised is the attention given to the health and development program. In addition to this, intelligent planning for handicapped children has long been an established policy.

Provision for individual attention is given careful consideration in all grades and encouraged wherever possible.

The junior college has presented a field for policies of a different nature. The department has shown definitely a trend toward more terminal courses. Among these courses are home economics, engineering, business education, and aeronautics. Although the courses mentioned are relatively new at the junior college they are fast becoming the most popular in the institution. This view of creating terminal courses coincides directly with the original purpose of the junior college movement.

It is the hope of the department that the terminal field of the junior college will be the most important in the college. Future introduction of trade courses may be a further step along this direction.

Indeed some progress has been already made. In the Sacramento Union of September 12, 1938, mention was made of plans in the vocational field. Courses were planned for students together with cooperation of the business men of the city. The Sacramento Valley Retail Grocers Association sponsored such a program. Other field being contemplated are: Dry goods, clothing, home furnishings, meats, drugs, hardware, service businesses---such as laundries, dry cleaners, service stations, and other consumer serving agencies.

Also through the George-Dean Act of 1937 Federal funds were made available to meet demands of business people for training classes in distributive occupations.

The future of the Sacramento School System is in exceptionally capable hands with the present administrative personnel. It has carried on the wishes and policies of a well-balanced board of education. The present board is very progressive and business like. It has a broad educational outlook---carefully considering the wishes of the people, children, administrators, and teachers with proper emphasis on each group. The present board is composed of Mr. J. E. Lynn, Mrs. J. F. Didion, Mrs. P. D. Bevil, Harry B. Seymour, President, and Dr. John E. Kennedy. Their public spirited interest in the welfare of our public school system is worthy of the backing the public gives their program.

THE IMPACT OF WAR

With the entry of United States into the war many changes have taken place in the school situation. The school enrollment has changed as may be seen from the following table:

	1941-1942	1942-1943
Total school population	22,824	21,140
Regular Junior College Classes	1,699	921
Senior High School grades 10-12	4,413	3995
Grades 7-9	3,940	4067
Grades 1-6	6,717	6818
Kindergarten	740	879

Many junior college and high school boys have already entered the services so that the above figures are changing daily. The school program has necessarily been changed to meet the needs of a nation at

war. Practice air raid drills are held in all schools constantly. The school salvage program collected the following piles during the period from April 10 - June 12, 1943:

Paper	127,180 pounds
Iron Scrap	40,000 pounds
Other Metals (copper, brass, zinc etc.,)	12,000 pounds
Rags	1,130 pounds
Rubber	73 tires and miscellaneous other items

These scrap piles are continuous and the schools are collecting materials each week.

The schools of Sacramento also made a great many solid wood silhouette model planes for the United States Navy. Sacramento's quota was 500 and gave more than their share of acceptable models to the program, showing they are conscious of their responsibilities toward the war effort.

The school children also participated in the sale of stamps and bonds. The grand total for the period from July 1942 to May 1943 is \$1,105,585.35.

Many schools have Victory Gardens. First aid classes are given in many schools. Thousands of Sacramento children belong to the Junior American Red Cross. Some 25,000 articles were made during the 1941-42 school year.

Re-emphasis of the fundamental tools of learning was given attention and additional time allotments were given to the elementary grades.

World Geography is a more vital subject than ever before. Global and polar projections of geography have been introduced into all schools.

Physical education classes have received new emphasis because of military needs. The physical fitness program stresses strength, endurance, agility and muscular coordination.

Many war training courses are being given in the various schools. Courses in civilian pilot training, welding, machine tools, sheet metal, aircraft engine repair, aeronautics, engineering and others are given in the schools. Schools taking part in this program are Sacramento Senior High and C. K. McClatchy Senior High Schools, Sacramento Junior College, and the Adult Education Division.

The schools also have handled the civilian defense educational program. First aid, incendiary bombs, blackout technique, gas masks, war gasses, warden information, and various other courses are taught.

The staff personnel problem has been effected by the entry into the war.

Many principals and teachers are in the armed forces or special defense jobs; one hundred and three employees were on military leave by May 12, 1943. Teachers have helped in selective service registration, sugar rationing program, gasoline rationing program and food point rationing, first aid instruction, civilian defense instruction, summer defense and crop work.

Leaves of absence have been granted employees leaving for service in the armed forces or defense work. The board of education has also given a raise in salary of all employees to meet the increase in the cost of living.

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APPENDICES

CITY SUPERINTENDENTS OF SACRAMENTO

Entered Office

Dr. H. W. Harkness	November 1, 1854
Francis Tukey	April 11, 1855
Dr. F. W. Hatch	April 11, 1856
Job G. Lawton Jr.	April 6, 1857
Dr. F. W. Hatch	October 4, 1859
Dr. Gustavus Taylor	January 6, 1862
Dr. William H. Hill	January 4, 1864
Samuel C. Denson	January 1, 1872
A. C. Hinkson	January 5, 1874
F. L. Landis	January 5, 1880
Dr. J. R. Laine	January 2, 1882
M. R. Beard	January 4, 1886
Albert Hart	January 4, 1892
O. W. Earlewine	February 5, 1894
C. C. Hughes	February 1, 1913
Jesse R. Overturf	January 5, 1942

PRESENT CITY SCHOOL BOARD

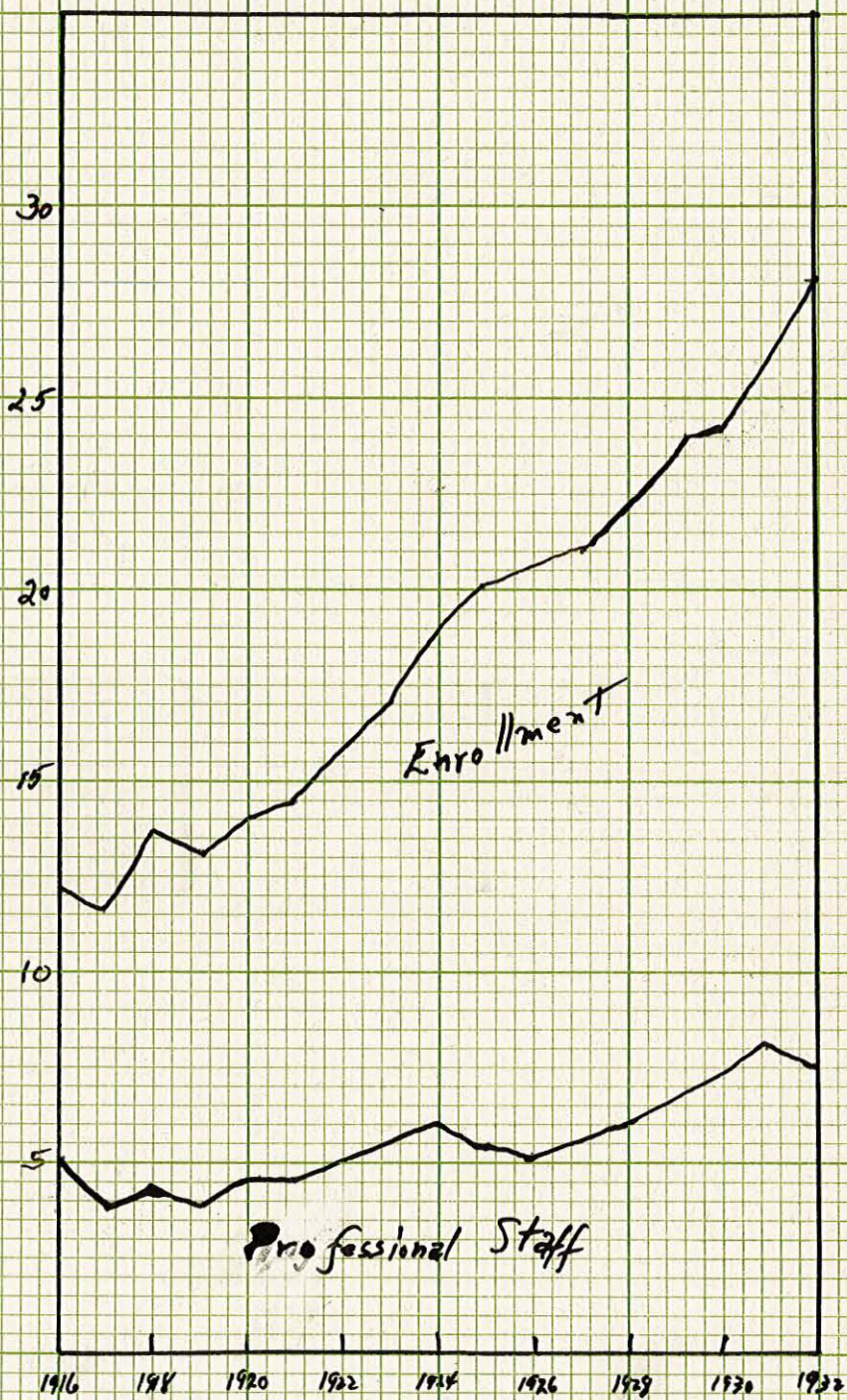
	<u>Appointed</u>
Mr. Harry Seymour, President	1940
Mrs. P. D. Bevil, Vice-President	1933
Dr. John E. Kennedy	1939
Mrs. J. F. Didion	1942
Mr. J. E. Lynn	1921

Secondary Schools

The Basic Seven

Ages		Gainful Occupations or Specialized Private training	Colleges, Universities or Gainful Occupations
20		↑	↑
19		↑	14th grade
18	Evening adult	High School classes	13th grade
17	↑		12th grade Junior College
16		Continuation High School	11th grade
15		↑	10th grade
14		9th grade	Senior High Schools
13		8th grade	
12	→	7th grade	
11	6th grade	Junior High Schools	
10	5th grade		
9	4th grade		
8	3rd grade		
7	2nd grade		
6	1st grade		
4-5	Kindergarten		

Chart I. Sacramento's Public School Ladder.



Hundreds of teachers - Thousands of pupils.

Chart II: Growth of staff compared with growth in enrollment for the Sacramento City Schools 1916-1932

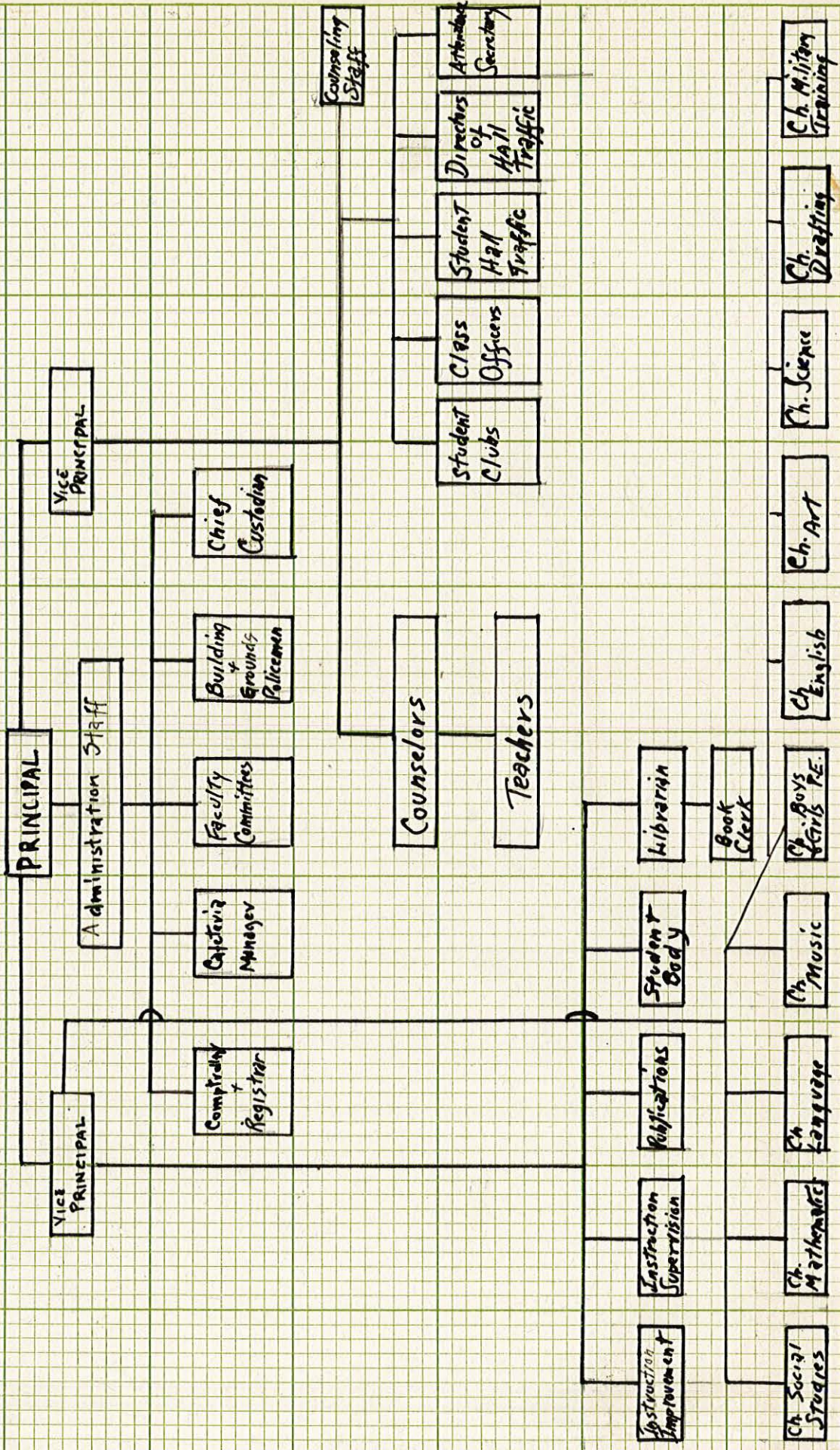


Chart III. Organization of the Senior High School.

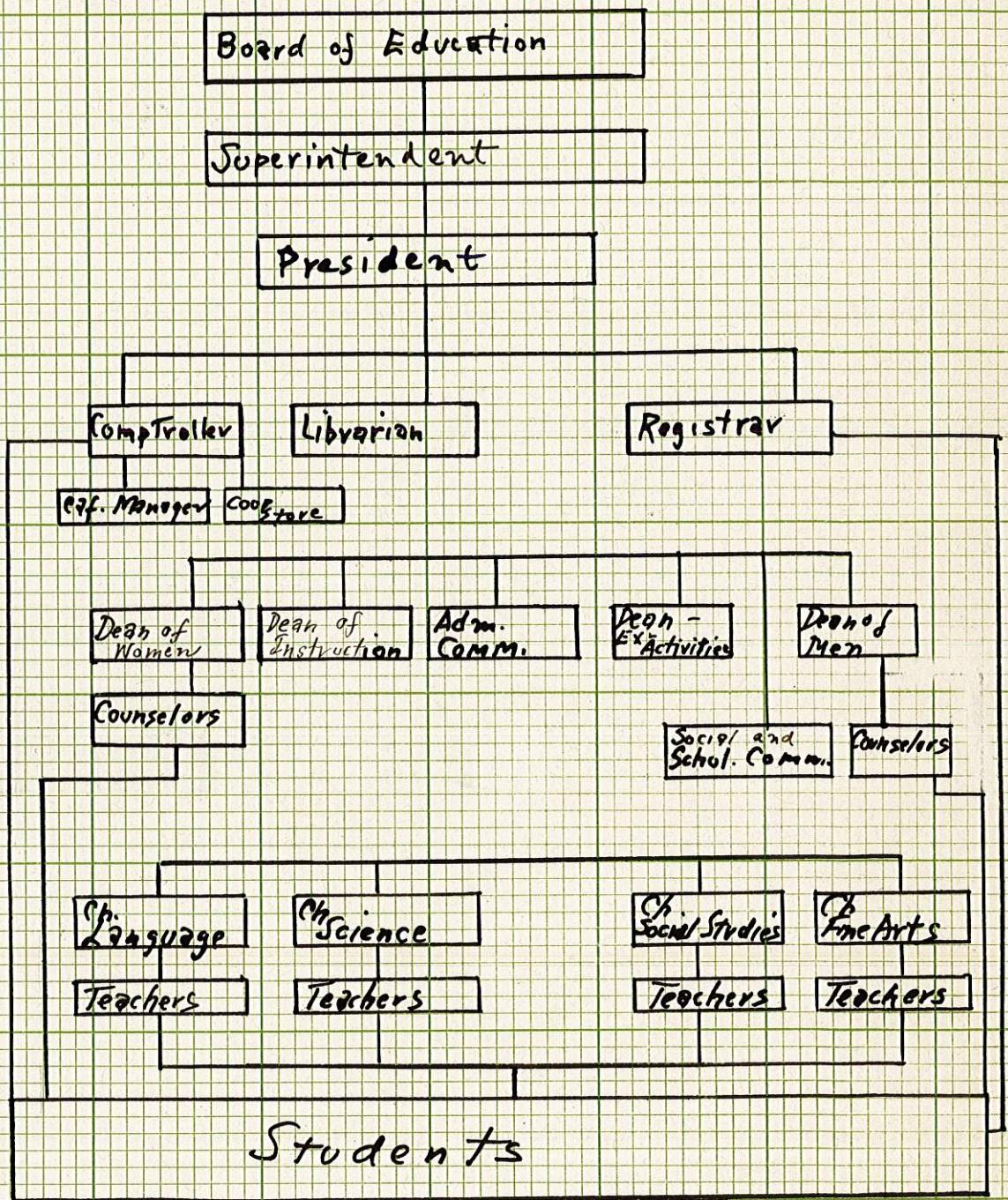


Chart IV Organization of the Junior College.

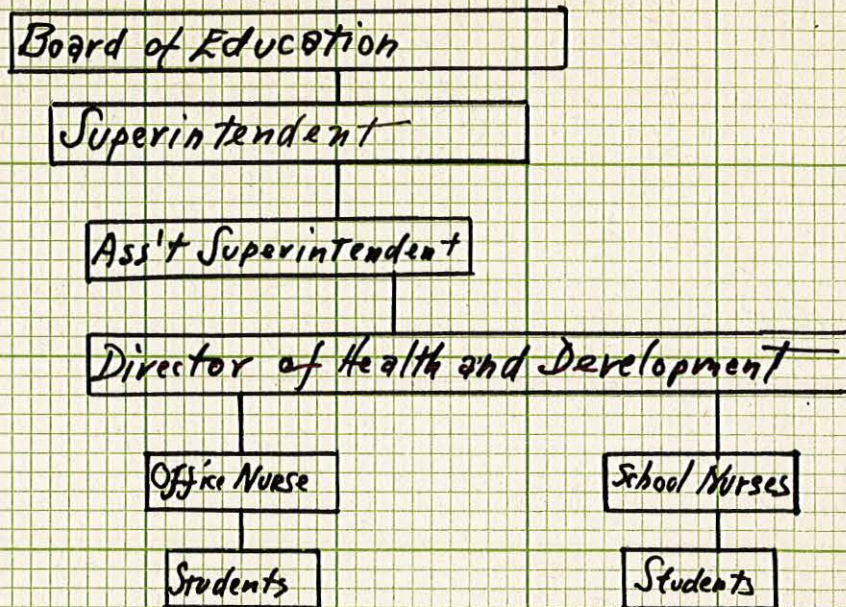


Chart I Organization of Health and Development.

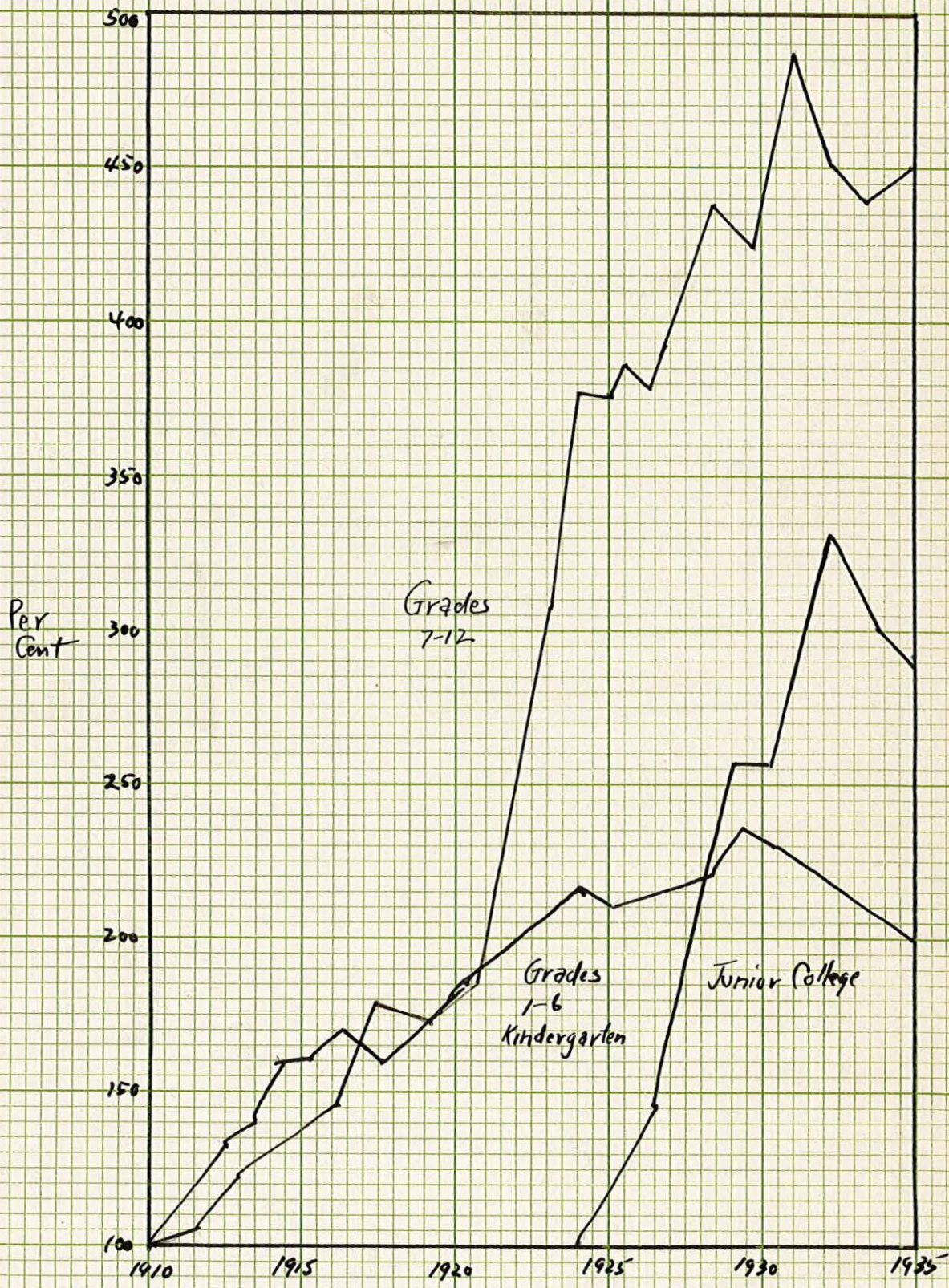


Chart VI Comparative percentage increase in enrollment
1910-1934

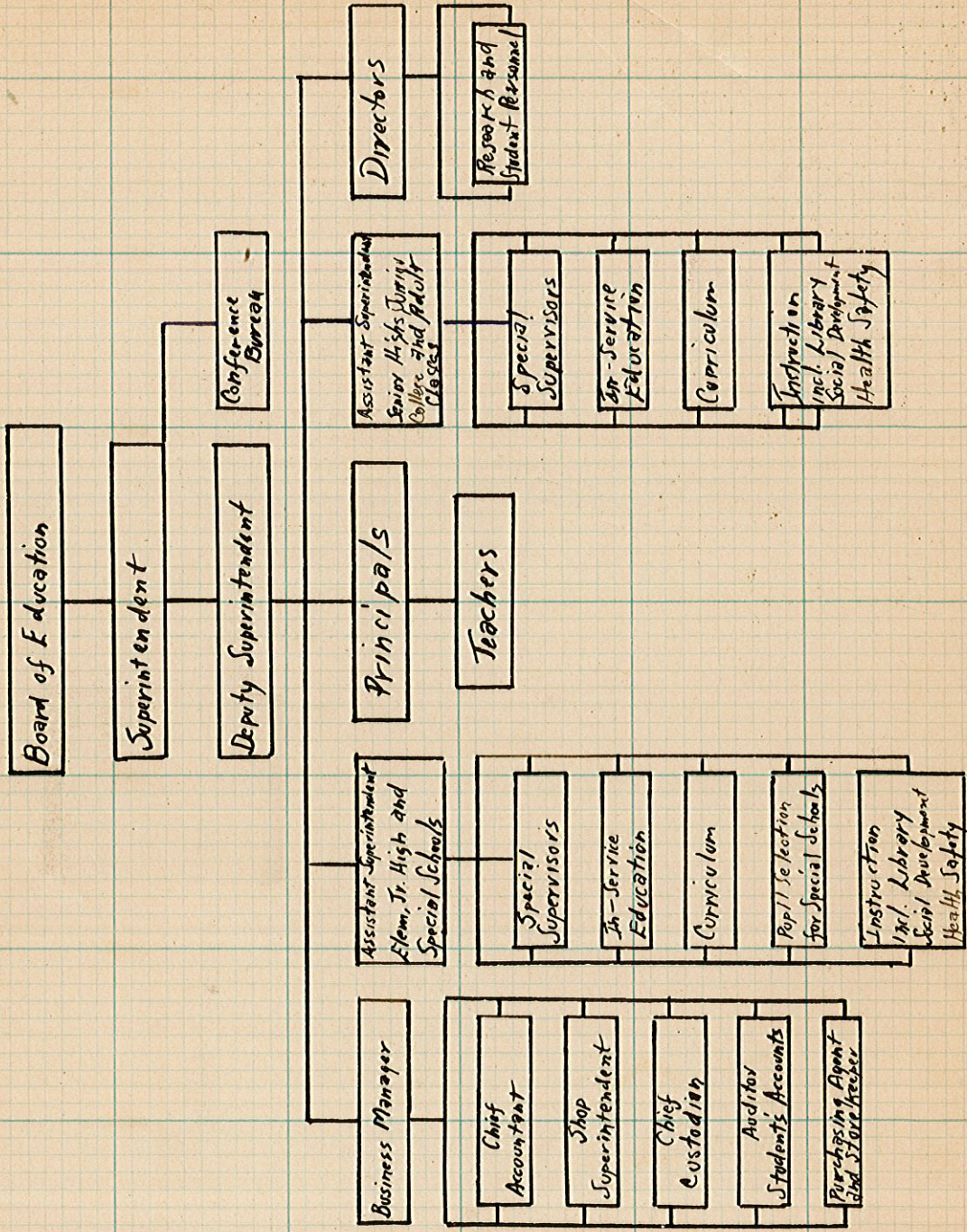


Chart IV Functional Organization of Sacramento Schools