THE ELEMENTARY SCHOOLS OF CALIFORNIA

A MONOGRAPH

BY JOHN SWETT

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BY JOHN SWETT

Mr. G. A. Dennison,
Sec'y. Calif. Commission,
California Bldg.,
Lewis & Clark Exposition,
Portland, Ore.

Sept. 6, 1905.

Dear Sir:-

Will you kindly favor this Library with two copies each of a series of four monographs on education in California that were prepared for St. Louis Exposition, and of which several hundred were sent to Portland for distribution there this year ?

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Yours very truly,

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Secretary.

The Elementary Schools of California

By JOHN SWETT

California was admitted as a State (1850) without the usual preliminary stage of a territorial government. The State Constitution, framed and adopted by the people in 1849, provided for the election of a State Superintendent of public instruction by direct popular vote, for a term of three years; made it the duty of the legislature to "provide for a system of common schools by which a school should be kept up in each school district at least three months in every year"; and that the proceeds of all land grants made by the general government in aid of schools should be "inviolably appropriated to the support of common schools throughout the State." Thus was laid the legal foundation of common schools in California. From the record of proceedings it appears that the opinion prevailed in the Constitutional Convention that these land grants would prove to be of immense value; that the lands would be located in mineral regions, and sold for fabulous sums; that the school fund derived from such sales would be the most munificent in the world; that it would be more than sufficient to educate all the children in the State and would eventually prove a source of corruption and speculation.

The land grant section of the Constitution, adopted in committee of the whole, was carried by a majority of only one vote. As a matter of plain fact the total amount of school money derived from the much debated land grant of five hundred thousand (500,000) acres was only about a quarter of a million dollars.

The Beginnings of Schools.

But before the adoption of the Constitution, before the assembling of a State legislature, the people of American descent took matters into their own hands and began to establish schools of various kinds after the manner of their forefathers in colonial times. Wherever a score of

children could be gathered together, a private school was started by some teacher who was paid by tuition fees. As soon as churches were organized, denominational schools were opened in connection with them or under their auspices, and oftentimes taught by clergymen. Parochial schools sprang up in San Francisco, Sacramento and other small centers of population. Then a few public schools, established under no authority of law except that of local town officers, began to make their appearance.

In the town of San Francisco (1847) a school committee of the "Town Council" built a small one-room school house on the town plaza, and a number of townsmen held a meeting and elected the first "school committee" in California, who proceeded to appoint Thomas Douglass, from Yale College, as teacher, and the school opened with six pupils in April, 1848. This was a school under public control, but supported by tuition fees. Before the school was fairly under headway, gold was discovered at Coloma, schoolmaster Douglass joined in the general stampede for "the diggings," and the school came to an end. In December, 1849, John C. Pelton opened a school supported by "voluntary subscription" but free to "the children of the poor." This school was made a public school by ordinance of the common council, April 8, 1850, and Mr. Pelton was appointed teacher in which position he remained until September, 1851, when common schools were established in accordance with State law.

The Evolution of State School Laws.

The first State legislature (1849-50) held after the adoption of the State Constitution, enacted no law whatever to carry into effect the constitutional provisions relating to education. At the second legislative session (1850-51) a very primitive school law was enacted providing for the subdivision of counties into school districts; for a district board of school trustees, three in number, elected annually for the term of one year, by direct popular vote of school district electors. These boards were given power to build school houses, but they had no power to levy a tax for building purposes. They could examine teachers and issue certificates "valid for one year"; appoint teachers for the "term of one year," and pay their salaries when the money should come in from the mythical State school fund. These boards were required to report directly to the State School Superintendent at the end of each school year. Though as a matter of fact there was no "State school fund" in existence, this nebulous school law provided for the distribution of the interest on said fund to the counties according to the number of school census children. Furthermore, this peculiar school law provided that the

interest on the "State School Fund" should be apportioned not to public schools only, but also to "sectarian and denominational schools, orphan ayslums and almshouse schools." Over this latter provision there was a running legislative warfare which was not ended until 1861.

This abortive school law made no provision whatever for district, county or State school taxes, but left the schools dependent on rate bills, tuition fees, and subscriptions, until the appearance of the dazzling "State School Fund" to be derived from the future sales of congressional land grants.

The succeeding legislature (1851-52) amended the school law by authorizing counties to levy a school tax "not to exceed three cents on a hundred dollars." It also made the county treasurers ex-officio county school superintendents for the purpose of apportioning the beggarly pittance thus obtained. These legislators evidently considered the common schools to be "charity schools" for the education of the children of the poor.

The legislature of 1852-53 amended the school law by providing that cities should have power to raise by tax whatever amount of money was necessary for school purposes; that counties could levy a school tax not to exceed five cents on a hundred dollars; and that religious and sectarian schools should receive a pro rata share of the "school fund." In 1852 the total number of public schools in the State was twenty (20), with an enrollment of 3,314 pupils. The number of school census children was reported as 17,821. In 1853 there were 111 schools with an average attendance of 2,020 pupils. In 1854 there were 168 schools with an attendance of 4,635.

In 1854 there was no school legislation, but in 1855 the school law was revised and materially improved. This law provided for the election of County Superintendents by popular vote and defined their duties; empowered incorporated cities to raise a school tax not exceeding twenty-five cents on a hundred dollars; provided by election or by appointment for City Boards of Education and City School Superintendents, and authorized counties to levy a county school tax not to exceed ten cents on a hundred dollars.

This revised school law was a material advance on all previous school bills. It provided that no school should be entitled to receive public school money unless it had been taught by teachers duly examined and approved by legal authority; and that no sectarian books should be used and no sectarian doctrines should be taught in any school under penalty of forfeiting the public funds.

The legislatures of 1856 and 1857 made no school amendments worth mentioning, but in 1858 an advance was made which enabled school

districts by a vote of the electors, to levy district taxes for the support of schools or for building schoolhouses, under the restriction that the district should maintain a school four months in the year. A law was passed providing for the sale of the remainder of the five hundred thousand (500,000) acre land grant of the Congress, and of the seventy-two (72) sections for a State University.

In 1860 the maximum rate for county school tax was raised from ten cents to twenty-five cents on a hundred dollars; the State Superintendent was authorized to hold annually a State Teachers' Institute, and an appropriation was made to pay the expenses of such institutes, and to appoint a State Board of Examination with power to grant State certificates valid for two years. County Superintendents were authorized to appoint county boards of examination, with power to grant certificates valid for one year. These advances in school law were secured by Andrew J. Moulder, who was elected State Superintendent in 1856, and re-elected for a second term in 1859.

Thus ended the evolution of school laws for the first decade of common school history in California. It is evident from the preceding brief statement of school organization that the general plan resembled that of the State of New York rather than that of New England. Indeed, the great area and the sparse and scattered population rendered town or township organization impracticable in California. From the beginning there were two distinct lines of development: one was that of incorporated cities with their local schools provided for by charter, and independent of the State; the other that of rural schools in which the county was the unit of control under direct State school law. In this protozoic period of development the people in the centers of population were in a stage of school evolution far in advance of State legislation, while the rural schools in remote districts were kept up in a rude way for three or four months in the year by means of tuition fees or rate bills.

In 1860, at the end of the first decade of school history, California reported a common school enrollment of 26,993 pupils, with an average daily attendance of 14,750 pupils, in 593 public schools, taught by 831 teachers, and conducted at an expense of $474,000. The total amount expended for common schools during this decade was in round numbers $2,586,000.

The Making of City Schools.

From the beginning in California, as in the older States east of the Rocky Mountains, the incorporated cities, by virtue of their special charters, began and developed city schools independent, in some degree,

of direct and particular State school law. San Francisco may be taken as a type of all the larger cities of California, such as Sacramento, Marysville, Stockton, Oakland, San Jose, Los Angeles and San Diego. The first city school ordinance passed under the State law of 1851 was the San Francisco ordinance of September, 1851, which provided for city board of education and city school superintendent and appropriated $35,000 for school purposes. The city board appointed as superintendent Rev. Thomas J. Nevins, who came to California from New York City as the agent of the New York Bible Society. The superintendent drew up a code of rules resembling the regulations of the New York City schools under the control of the "Public School Society." One of these rules required the schools to be opened on each Monday morning with the reading of the Bible and with prayer by the teacher. This rule led to much trouble in the embryo school department, and began a long continued political warfare. Teachers' certificates "were valid for one year only, unless sooner revoked by the board," a rule handed down from New England to New York and finally passed on to California.

One of the first teachers appointed under the school ordinance was James Denman, of the New York State Normal School, at Albany, who opened school on the 17th of December, 1851, and continued for six years in the same school, now named the "Denman School." He was subsequently three times elected City School Superintendent and in 1899 was appointed by the Mayor as one of the four members of a board of education who were each paid a salary of $3,000 a year.

The average daily attendance in the city schools, in 1852, was 445 pupils, who were taught by 15 teachers. In 1853 the attendance rose to 1,182 pupils taught by 16 teachers. In 1853 several additional principals were elected, among whom were Ellis H. Holmes, Joseph C. Morrill, and the writer of this monograph. Ellis H. Holmes subsequently became principal of the first high school in San Francisco, in 1856. Joseph C. Morrill, on the breaking out of the Civil War, became a captain in the California volunteers and continued in service through the war. The writer of this paragraph remained principal of the Rincon Grammar School until 1862 when he was elected State Superintendent of Public Instruction.

The period from 1853 to 1856 was a trying time for the public schools. The city government fell into the hands of unscrupulous politicians, who retained their power by stuffing the ballot boxes. The school appropriations were parsimonious. The common school spirit was as yet undeveloped. The new city was full of parochial and other denominational schools, and of small private schools. The public schools were looked down upon as "charity schools" for the children of indigent

parents. It required heroic efforts to organize and maintain public schools in the midst of a cosmopolitan population, drawn from the four quarters of the globe. In 1856 the city government had become so corrupt that the better class of citizens rose in rebellion, organized the "Vigilance Committee," hanged a few murderers, banished from the State several score of criminals of various kinds, and regained possession of the ballot boxes. Under a new municipal government by honest and capable officials, the public schools multiplied and grew strong.

In 1860 the average daily attendance was 2,837; the number of teachers, 68; the school revenue, $156,407. For the entire State in the same year, the entire school revenue was $474,263; the average daily attendance, 14,750; the number of teachers, 831.

The Second School Decade, 1860-1870.

This second decade includes a period of general political upheaval over our whole country, owing to the struggle against the extension of slavery into the territories, followed by the Civil War and the period of reconstruction. In California, it brought into the State legislatures and official positions, men born in New England, New York, Ohio and the States of the northwest, who came to this State deeply imbued with a strong belief in American public schools. Men of this class constituted a majority in three successive legislatures, and the result was a notable advance in school legislation. Among the body of common school men who gave staunch support to the school bills passed in this decade, may be mentioned the following: John Conness, afterwards U. S. Senator; Governor Leland Stanford, Governor F. F. Low, B. B. Redding, Secretary of State; John P. Jones, afterwards U. S. Senator from Nevada; William J. Shaw, State Senator from San Francisco; State Senator John S. Hagar of the same city; State Senator John E. Benton, of Sacramento; State Senator C. B. Porter, of Contra Costra, J. J. Owen, of Santa Clara and others too numerous to mention.

During the four years of his administration (1864-68) Governor F. F. Low earnestly worked for the passage of needful school legislation; he aided the funding of the State indebtedness to the common schools; he was influential in securing the establishment of the State University, and he encouraged the State school superintendent in organizing the common schools. The name of John Conness headed the great petition of ten thousand electors and tax payers from each and every school district in California, asking the legislature of 1864 to levy a State tax of half a mill on the dollar for the better support of common schools. John P. Jones, State Senator from one of the mining counties, was an

enthusiast in school legislation. In the State legislature of 1861, John Conness introduced a bill in the assembly of which he was a member, which became a law, providing for the sale of the 16th and 36th sections of school lands, the proceeds to be paid into the State School Fund. Thus, after many years of impracticable legislation in tinkering on township land bills, a practicable law was enacted by which, in less than one year, 200,000 acres were sold. Another attempt was made in this legislature designed to secure a pro rata of school moneys for certain classes of schools not under State control, but it was defeated by the determined stand taken against it by Mr. Conness.

A professional teacher, born in New England, was nominated by the newly-formed "Union Party," and was elected State Superintendent in 1862. He secured the passage by the legislature at the session of 1862-63 of several important amendments to the school law, among which were the following: making the term of office for district school trustees three years instead of one year; authorizing the State Board of Education to issue State educational diplomas valid for six years; certificates of the first grade valid for four years; second and third grades, valid for two years; all certificates subject to renewal without examination; that county boards of education should consist of professional teachers, exclusively, and should be authorized to hold examinations in writing, and to issue and renew county certificates. An appropriation not to exceed $150 annually for the expenses of each county institute, payable out of the county general fund; a State school record book, printed by the State Printer and furnished to each teacher in the State; a provision requiring the State Superintendent to travel throughout the State at least three months in each year for the purpose of visiting schools and attending teachers' institutes, his actual traveling expenses not to exceed $1,000 a year to be paid by the State.

In his annual report (1863) to the legislature the State Superintendent said: "The most important school measure that demands the attention of legislators is that of a State school tax for the better maintenance of public schools. Our American system of free common schools is based upon two fundamental principles or axioms; First—That it is the duty of a republican or representative government as an act of self preservation to provide for the education of every child; Second—That the property of the State should be taxed to pay for that education."

At the session of the legislature of 1863-64, a supplementary and amendatory school bill, prepared by the superintendent, was passed by the legislature after a long and bitter fight against it. This bill provided for the levy of an annual State tax of five cents on each hundred dollars; for the compulsory levy by county boards of a minimum county school

tax equal to two dollars for each school census child; for a maximum county tax of thirty cents on each hundred dollars; for making it the duty of district school trustees to levy a direct property tax, sufficient to maintain a public school five months in each year, whenever State and county school money should be insufficient for that purpose; and for the annual subscription by county superintendents for a sufficient number of copies of some State educational journal, to furnish each board of school trustees with one copy at an expense not to exceed one dollar a year.

Important school legislation was again secured in 1865-66 by the passage of the "Revised School Law"—a law drafted by the State Superintendent and passed almost without amendment. This law contained liberal provisions for State, county and district taxation, and marked the beginning of free common schools in every rural district in the State. It fixed the rate of State school tax at eight cents on the hundred dollars; the county tax at a minimum of three dollars for each school census child, and the maximum rate of thirty-five cents on each hundred dollars; authorized and required school trustees to levy a school tax if necessary, to keep a free school for five months in each year. It provided for a State board of education with power to grant life diplomas, under specified conditions, to experienced teachers; for district school libraries; for county teachers' institutes; for the election of district school trustees for three years, one to be elected each year; for the payment of county boards of education; for establishing district school libraries; for city boards of examination; for recognizing the normal school diplomas of other States, and for many other minor details of a modern public school system. During the remainder of this decade there were only slight amendments to the school law, relating to minor matters. In this decade the State University of California was established (1869) as a free institution of learning, open to young men and young women without tuition fees. The opening of the State University led to the rapid development of union high schools in all parts of the State. The State University and secondary education will be treated of in special monographs, and they need no further mention in this monograph which is limited to elementary education.

At the end of the second school decade (1870) the common school reports show an enrollment of 85,808 pupils; an average daily attendance of 54,271; 1,492 schools; 1,800 teachers; and an expenditure of $1,529,046. The total expenditures for the whole decade amounted to $8,910,000.

The Third School Decade, 1870-1880.

In 1870 the original provision for State uniformity of text books,

which extended only to rural district schools, was amended so as to compel San Francisco and all other incorporated cities to adopt the State series of text books.

In 1874 the only school legislation of importance was the increase of the State school tax from eight cents on a hundred dollars to an annual tax which should amount to seven dollars per school census child, and a law requiring the county superintendent to make a minimum apportionment of $450 to each school district, regardless of size—the balance to be distributed on the basis of school census children.

In 1879 a convention was called to revise the State Constitution. The new Constitution, adopted by popular vote, contained several articles that required important amendments to the State school law. One section established in each county a county board of five members, appointed by the county board of supervisors, with power to adopt text books for the schools of their respective counties; and to examine and certificate teachers under prescribed State law. The term of office of county suprintendents was made four years instead of two years. An iron-bound section provided that no public school moneys should be apportioned to sectarian or denominational schools of any kind whatever.

During the next decade, in 1884-85, an amendment to the State Constitution was adopted which provided that the State Board of Education should edit, compile and prepare a State series of text-books, to be printed by the State Printer, published by the State, and furnished to the pupils at cost price.

Later Legislation.

During the decade of 1890-1900, the chief amendments and additions to the school law related to the organization of union high schools outside of the larger cities, by the combination of rural school districts.

In 1901 elaborate amendments to the school law were passed which raised the standard for teachers' certificates in various ways, specified in detail near the close of this monograph. Provision was made for the concentration of rural schools, and for the transportation of pupils after the manner now coming into favor in States east of the Rocky Mountains. Cities were authorized to establish truant schools. This bill of amendments was drafted by a commission of one hundred (100) citizens, teachers and educators appointed by the Governor, the State Superintendent, and the President of the State University, who acted through special committees. The work was well done and it resulted in a great educational advance.

An amendment to the Constitution was adopted by popular vote,

authorizing the legislature to levy a State property tax to aid in the support of high schools, and the legislature provided for an annual tax levy of one and a half cents on each one hundred dollars.

The particulars of school legislation have been given in detail because the historical treatment seemed to the writer the most effective way of illustrating the making of a State school system. While this historical method may be of little interest to the general reader, it may prove of some value to educational experts.

A Statement of Existing Conditions.

At the opening of the twentieth century the educational outlook of California is most promising. We have a free State University, open to both young men and young women; five State normal schools; one hundred and forty high schools and underlying these institutions of learning, an efficient system of elementary schools.

The common schools of the State are under the executive supervision of a superintendent of public instruction, and of county superintendents, elected at general elections by direct popular vote, for the term of four years. City superintendents are, in general, appointed by city boards of education. The State Board of Education is composed of ex-officio members, including the Governor, the State Superintendent, the President of the State University and the Professor of Pedagogy therein, and the president of each of the five State normal schools—nine members in all. This board has power to adopt rules and regulations, not inconsistent with State school law, for the government of the public schools and the school district libraries; to prescribe by general rule the credentials upon which persons may be granted certificates to teach in the high schools of the State; to grant life diplomas of four grades valid throughout the State, as follows: (a) High school, authorizing the holder to teach in any primary, grammar or high school; (b) Grammar school, good for primary or grammar schools; (c) Kindergarten-primary; (d) Special, good for such grades as are specified.

The State board is further empowered to compile or cause to be compiled a uniform series of school text-books for use in the common schools of the State as required by the State Constitution, to contract for or lease copyrights for the purpose of being used in compiling, printing and publishing school books, the books to be printed in the State printing office, and to be sold at cost price.

County boards of education must consist of the county superintendent and four other members, a majority of whom shall be experienced teachers holding not lower than grammar grade certificates. These boards

are empowered to hold one annual examination to examine applicants for grammar school certificates; to issue high school certificates upon credentials as prescribed by the State board, good for their own county; grammar school certificates good for the county; kindergarten primary certificates and special certificates as prescribed by the State board.

City boards of education in general are elected by popular vote, except in the City and County of San Francisco, where the board at present consists of four members appointed by the Mayor and paid a salary of $3,000 a year. The powers of city boards vary with the different city charters, subject to a few general provisions in the State school law.

Each district board of school trustees consists of three members elected by popular vote at school district elections, for the term of three years, one member being elected each year. These boards are empowered to appoint and fix the salaries of teachers; to appoint census marshals; to provide school supplies authorized by law; to keep the school houses in repair and to enforce the general provisions of the State school law.

The elementary schools of the State are classified as grammar and primary. All schools must be taught in the English language; in other words, English must be the language spoken in school. The school studies as prescribed by State law are as follows: Reading, writing, orthography, arithmetic, geography, nature study, language and grammar, with special reference to composition; history of the United States and civil government, elements of physiology and hygiene with special reference to the effect of alcohol and narcotics on the human system; music, drawing, elementary bookkeeping and humane education; provided that instruction in bookkeeping, humane education, physiology and hygiene, music, drawing and nature study may be oral, no text-books on these subjects being required to be purchased by the pupils.

The school law provides that "No pupil under the age of fifteen years, in any primary or grammar school shall be required to do any home study." "In graded primary schools in which the average age of the pupils is eight years, the daily session shall not exceed four hours a day, exclusive of the intermission at noon, and inclusive of the recesses. In ungraded schools, all children under eight years of age shall be either dismissed after a four-hours' session, or allowed recesses, for play, of such length that the actual confinement in the school room shall not exceed three hours and a half."

One of the most beneficent of many good provisions in the California school law is that relating to school libraries, incorporated into the "revised school law" in 1866, and retained with slight amendment, on the statute books, up to the present time. The school library law provides

that in rural districts "the library fund shall consist of not less than five nor more than ten per cent. of the county school fund annually apportioned to the district; provided that should ten per cent. exceed fifty dollars, fifty dollars only shall be apportioned to the district." In cities not divided into school districts, the library fund consists of fifty dollars for every one thousand school census children or fraction thereof, the superintendent to apportion the fund annually to the several schools in proportion to the average number of children belonging to each school. The number of volumes in all the school libraries in California in 1902 was reported as 1,324,613 and most of these books were specially selected to suit the taste and the needs of young children. Thus, year by year, new books are added to the library, and worn out books replaced by new ones. Every school in California, however small or however remote, has at least a few volumes of choice books used to cultivate in the pupils a taste for reading.

School Revenue.—The school moneys annually apportioned from the State treasury for the partial support of common schools are derived from various sources. The securities held in trust by the State Treasurer for the support of common schools (July, 1902) consist of State bonds aggregating $1,726,500, together with bonds of various counties of the State amounting to $1,598,700, making a total of $3,558,200, invested in a permanent State School Fund, the annual interest of which is applied for the support of schools The amount derived from the State property tax of seven dollars per school census child, amounted in 1902 to $2,546,972.07. The amount derived from poll taxes, from tax on railroads, from collateral inheritances, interest on bonds and school bonds, combined with the State tax, makes a total of $3,588,626 of school revenue derived from the State.

The second source of revenue is the county school tax, the minimum rate of which is six dollars per school census child. In 1902 this tax gave a school revenue of $2,538,000. Another source of revenue is the city or district tax, which in 1902 amounted to $270,577. The grand total of all receipts for school purposes in 1902 was $8,125,490.

Comparative Rank With Other States.

It is said that Californians are given to boasting about their climate and their resources, but California teachers and educators make only the modest claim that their schools compare favorably with those of older, wealthier, and more populous States that have a common school history running back for more than two hundred years, into the colonial period of the thirteen original States in the Union. The city schools in Cali-

fornia closely resemble the good city schools of other States. The one and two-room rural schools of California have some points of marked superiority over the corresponding rural schools in the older States. This is owing to the fact that the California school law provides that, to districts having ten and less than twenty school census children, the County Superintendent shall apportion outright $400 and further, that $500 shall be apportioned to each district for every teacher assigned to it. All remaining moneys are apportioned to districts in proportion to the daily average school attendance. This direct appropriation of $400 a year to the small, weak, or newly-formed school districts to which may be added from one hundred to three hundred dollars by pro rata apportionment, enables the smallest rural schools to secure competent teachers, and continue school at least eight months in the year. The State, in turn, by means of a heavy State school tax, lends a helping hand to the weaker counties, by apportioning the State school fund on the basis of the number of school census children, thus compelling the cities where wealth and population are concentrated, to aid the rural counties which have a sparse population and a relatively smaller amount, per capita, of taxable property. This plan is regarded by Californians as dictated by enlightened common sense. It has enabled the rural schools of the State to challenge comparison with the best in the world.

The latest report of the U. S. Commissioner of Education, Vol. I (1902), states that the average number of days schooling given to each child between five and eighteen years of age in California is 99.7—a number exceeded only by Massachusetts (108.2) and Connecticut (101.8). The amount of school money raised for each person between five and seventeen years of age in California is $21.75—an amount exceeded only by Massachusetts ($22.37), Nevada $(25.17), Colorado ($21.83), the District of Columbia, not properly a State, ($27.57). The average number of days attended by each pupil enrolled on school records in California is 125.9—a number exceeded only by Rhode Island (141.6), Connecticut (138), New York (133.2), and Illinois (131.5). Amount expended per capita of total population, in California, $4.94—an amount exceeded only by New York ($5.00 approximately), and Massachusetts ($4.96 exactly). The average of teachers' wages in California runs higher than in most of the older States. According to the latest report of the State Superintendent, the average monthly wages paid teachers of grammar schools in the State as a whole, was in 1902: men $73.21; women $66.12; paid teachers in primary schools: men $61.05; women $62.92; in high schools: men $104.24; women $91.28. According to the report of U. S. Commissioner Harris, 1902, the average monthly salaries of teachers of all grades in California was for women $67.19—a rate

exceeded only by Arizona; for men the average was $87.01—a rate exceeded only by Massachusetts ($140.94); Rhode Island $116.01); Nevada ($100.84).

Other Educational Statistics.

According to the latest report of the State Superintendent of California, the number of school census children (5-17) was 373,999; attending public schools, 289,993; number of school districts, 3,288; number of teachers, 7,466; average number of school days in the year, 165.8; total of school receipts, $8,125,490; expenditures, $6,606.061.

The average daily school attendance at the end of each school decade runs as follows: 1860, 14,750; 1870, 54,271; 1880, 100,966; 1890, 146,589; 1900, 197,395.

The following table shows the total amount expended in each school decade from 1850 to 1900:—

First Decade, 1850-1860	$ 2,486,331 00
Second Decade, 1860-1870	8,919,568 00
Third Decade, 1870-1880	25,117,240 00
Fourth Decade, 1880-1890	38,245,904 00
Fifth Decade, 1890-1900	57,373,047 00
Part of Sixth Decade, 1900-1902	12,981,291 00
Total amount	$145,123,381 00

The following table shows the increase, by decades, in the daily average school attendance:—

At the end of the First Decade, 1860	14,750
At the end of the Second Decade, 1870	54,271
At the end of the Third Decade, 1880	100,966
At the end of the Fourth Decade, 1890	146,589
At the end of the Fifth Decade, 1900	197,395

SECONDARY EDUCATION IN CALIFORNIA

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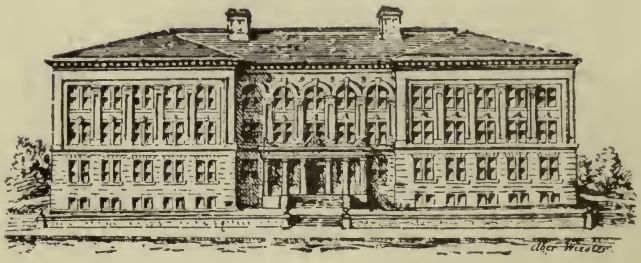

Mission High School Building, San Francisco

Secondary Education in California

By J. B. McCHESNEY

Secondary education received scant attention during the early history of California for two obvious reasons. First, the population was composed almost entirely of men who came to the State for the purpose of engaging in gold mining, intending as soon as their fortunes were made to return to their homes and families. They had no immediate use for schools of any kind, and they gave little thought to provisions for their organization and maintenance. Secondly, the State was sparsely populated except in the mining camps, where for several years it was difficult to carry on schools of a primary grade for more than three or four months in a year. Fortune hunting was the supreme intent of the early Californians; all other interests in which civilized society is supposed to be concerned were, for the time being, held in abeyance.

However, the makers of the first Constitution realized that an instrument of that kind would be incomplete without some provision being made for education, and consequently, we find Article IX, Section 3, reading as follows:

"The Legislature shall provide for a system of schools by which a school shall be kept up and supported in each district at least three months in each year, and any school district neglecting to keep up and support such a school may be deprived of its proportion of the interest of the public fund during such neglect."

The expression "system of schools" is somewhat indefinite. At any rate, it rested with the Legislature to determine the grades of schools which they might constitutionally provide for. In the proceedings of the Legislature of 1851, Article II, Section 5, we find the following:

"Not less than 60 per cent of the amount paid each district shall be expended in teachers' salaries; the balance may, at the discretion of the

district, be expended in building or repairing school houses, purchasing a library or apparatus or *for the support of a high school.*" Thus we see that as early as 1851 legislative provision was made for the support of a high school.

But as far as I have been able to learn, no high school was organized as a result of this permission. In fact, there were no pupils of sufficient scholastic attainments to form a class, or if there were, the "diggings" had such superior attractions that a school of any kind received litttle or no consideration.

The next Legislature, that of 1852, enacted a new school law, making no mention of high schools. Whether the members thought that the time was not yet ripe for such schools, or whether they considered that the entire school fund should be devoted to elementary instruction, I am unable to state.

In 1855 the school law was enacted for a third time under the following title: "Act to establish, support and regulate common schools and to repeal former Acts concerning the same." Section 17 defined the duties and powers of district trustees as follows:

"They may cause the common schools within their respective jurisdictions to be divided into Primary, Grammar and High School Departments, and to employ competent teachers for the instruction of the different departments, whenever they may deem such division advisable, *provided,* there be sufficient means for all such departments, and if not, then in the order in which they are herein named, the primary school having preference."

This Act remained undisturbed on the statute boooks for eight years, and during this period the first permanent high schools of California were established. The San Francisco High School was organized in January, 1858, being the first in California. It was attended by both sexes, and deservedly enjoyed a high reputation.

The school records of this period are exceedingly meager, thus making it difficult to collect accurate data concerning actual work done in secondary education. Then, too, the term "high school" was vaguely used, there being no recognized authority to place a line of demarcation between advanced grammar grades and high school grades proper. Previous to the formal organization of a high school in San Francisco in January, 1858, a class of advanced grammar school pupils was maintained. The school authorities of San Francisco did not call this a high school, although it is quite probable that distinctively high school branches were taught.

About this time a high school was commenced in Sacramento and another in Marysville, but in the annual report of the State Superintend-

ent for 1860 but two high schools are recognized, one in San Francisco and one in Sacramento.

During the decade commencing with 1860 an increased interest in secondary education was manifested in California. In November, 1862, a high school was organized in Nevada City, and at about the same time another in Grass Valley, but four miles distant. These towns were at that time the largest and most thriving mining towns in the State. They were the centers of trade for an extensive area occupied by valuable quartz mines and deep placer diggings. The inhabitants were prosperous and they were desirous that their growing families should enjoy the best educational privileges possible. At this time the influence of the mining counties predominated in State affairs, as they possessed both the wealth and a large majority of the voting population.

The great valley extending from the Tehachapi Mountains on the south to the town of Redding on the north afforded only a rich feeding ground for immense numbers of cattle and sheep. Californians had not yet learned the wonderful possibilities of this vast area for the production of grain and fruit. The State was a mining State; the new arrivals looked to the mines for investment and as a field for operation. The representatives of the so-called "cow counties" were unwilling that the more prosperous mining counties should dictate a system of common schools which would give them an undue share of the school funds. High schools could exist in thickly settled communities only, and these were not found outside the cities except in the mining counties. This accounts for the fact that until the close of this decade the high schools of California were confined to the larger cities and towns.

But the dawning of the next decade witnessed a change. The gold mines, which required little or no capital for their operation, were mostly worked out, and thus men of small means were compelled to turn their attention to other pursuits. Vast areas which early Californians considered worthless were found to be capable of sustaining unlimited grain fields and orchards, and as a result, the land was taken up, trees and vines were planted, and California soon became noted for its broad fields of grain and extensive vineyards.

Thriving villages sprang into existence all through the State; the despised "cow counties" so increased in population that they soon controlled State legislation. This meant among other matters that the common school system must be acceptable to them, and as their centers of population were only in the formative period they had no use for high schools. The primary and grammar grades satisfied all their needs. To keep these open the requisite number of months each year in order to

draw their share of the public funds imposed a burden which they were scarcely able to bear.

In a general way, it may be stated that the decade from 1870 to 1880 witnessed a gradual preponderance of population in the agricultural counties over the mining counties, and with this went a corresponding influence in State affairs. But this decade was not prolific in the organization of new high schools. One was opened in Oakland in 1869, one in Los Angeles in 1871; San Jose and Vallejo followed soon after.

On the whole, it may be stated that California did but little for the cause of secondary education during the first thirty years of her history. This can be said, however, although the high schools were limited in number, they were excellent in quality. The teachers employed in them were men and women of superior ability and devoted to their profession. Their schools took a deservedly high rank, and in their courses of study and in their methods of teaching they were befitting models for the high schools which were to follow. This is all the more remarkable because the manner in which high school certificates were issued was somewhat lax, or perhaps, to state it more accurately, the rigorous and searching methods which afterwards prevailed were not used.

It would be interesting at this point to give a careful analysis of the social and political conditions which prevailed in California during the decade above referred to because of the predominating influence these conditions had upon the cause of secondary education. A complete discussion of this most interesting problem would lead me far astray, and I must content myself by a few bald statements which I think a careful discussion would confirm.

Many of the early Californians were men of broad views. Their investments were in the mines, and from them they obtained their wealth. Gold was an expensive commodity and not suitable for making exact change; early Californians became indifferent to small coins and would not use them in their business transactions; their views of affairs generally were expanded, and it may be said that they despised the day of small things. All this had its influence upon the character of the individual, and thus upon the community as a whole.

This state of affairs might do if the mines held out and the poor as well as the rich could avail themselves of their use. But a change came; the cry was spread abroad that the mines were worked out; men must adapt themselves to new conditions, must seek new fields of labor. Many engaged in agricultural pursuits, where the labor was severe and the results doubtful. To give up the expensive habits of the miner and to adopt the frugal ways of the farmer was a difficult lesson for the Californians of this decade. But some learned it; others, however, did not.

They became restless, fault-finding and envious of those more fortunate. Labor and capital became antagonistic, and a general condition of unrest prevailed throughout the State. Agitators harangued crowds gathered on vacant lots in San Francisco; they were exhorted to down the aristocrats and demand a more equitable division of wealth. This agitation spread throughout the State, and as a result of it all a constitutional convention was called, a new constitution drafted and finally adopted by a popular vote of the people.

The new constitution was a child of the transitional period and consequently some of its sections were unwise, if not unjust. Its provisions were presented and discussed by men laboring under strong prejudices. During the decade there had been a growing depression among workingmen throughout the State. The trouble was considerably augmented by a large immigration of Chinese, who by their industrious, plodding ways and their readiness to work for small wages created a violent antagonism toward them among white laborers. A new political party was organized called the Workingmen's Party, with a platform which appealed to class prejudice and which was particularly opposed to Chinese laborers and those who employed them. It may readily be understood that a constitutional convention, called at a time of unusual industrial depression, would reflect in its discussions and conclusions the general trend of public thought. Then, as ever before, it was thought that constitutional provisions and legislative enactments would remedy conditions which could only be reached by changing the thought and purpose of the people.

Previous to the meeting of the Constitutional Convention, in October, 1878, secondary education had received little encouragement from the people of California. The legislative enactment of 1855 provided for primary, grammar and high school departments, but the primary and grammar schools must receive the first consideration; then, if funds remained in the treasury, they might be appropriated to the support of a high school. But, as we have already shown, this provision, although remaining substantially unchanged until 1872, did not actively encourage the cause of secondary education. On the contrary, the system of issuing teachers' certificates at this time rendered it next to impossible to obtain a high school certificate except from City Boards of Education; these might be recognized by County Boards of Examination or not, as they saw fit.

When all these conditions are fully realized, one can readily understand that the friends and active promoters of secondary education looked forward to the action of the Constitutional Convention with intense interest, and also with considerable anxiety. They had not met with

disappointments and rebuffs time and again without a pretty intimate knowledge of the general trend of public sentiment toward the cause they held so dear, and so, while they hoped, they also feared. They had experienced apathy, indifference and open hostility, but all this would be forgotten if the new constitution would recognize the high school and make it an integral part of the State system of schools.

Space forbids my entering upon a detailed account of the labors of this convention or of the discussions which took place concerning an educational system for California.

The subject received careful attention by men of large experience in statecraft—men who had an unbounded faith in the future greatness of California and were animated by a desire to formulate the best constitution possible.

The final result of these discussions providing for high schools was embodied in Article IX, Section 6, which reads as follows:

"The public school system shall include primary and grammar schools and such high schools, evening schools, normal schools and technical schools as may be established by the Legislature or by municipal or district authority; but the entire revenue derived from the State school fund and the State school tax shall be applied exclusively to the support of primary and grammar grades."

It will thus be seen that by the adoption of the new constitution by the people of the State, high schools could not become a part of the State system of schools. It is true, the Legislature might establish them, but no one believed that any Legislature would pass an act so opposed to our democratic principles as to require a community to support a high schoool contrary to the wishes of its people. It would be putting the case very mildly to say that the friends of secondary education were terribly disappointed. They believed that the public sentiment of the State was prepared to make high schools an integral part of the school system, and to bestow upon them a generous portion of the school funds of the State. But the die was cast; high schools must get on in the future, as in the past, by the sole support of municipal or local taxation.

As one reviews the history of education in California for the quarter of a century that has elapsed since the adoption of the new constitution he is inclined to take a more moderate view than high school men entertained at that time. That Section 6 of Article IX expressed the honest and mature convictions of a majority of the framers of the constitution no one has ever denied. Whether they were mistaken or not remained for coming years of experience to determine. When the new Constitution became operative nearly, if not quite, all the cities and larger towns had organized high schools and were supporting them by local taxation,

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and they continued to do so after they learned that the State funds could not be used to assist them. Sometimes a cause is benefited by simply securing the attention of the public. If it can only get itself squarely before the public eye, can get the people to thinking about it and talking about it, then, if the cause possess merit, the public will not only discern it, but espouse it by voice and action. The high schools of the State occupied a position somewhat similar to this during the first years of the new Constitution. The attention of the public was early directed to the situation and each community found that if it was to enjoy the advantages of a high school it must support it. This led to an investigation of the benefits which the community would gain, to making inquiries of those who already enjoyed the privileges of a high school, and in a general way to obtaining an intelligent view of the situation. As a result of it all the cause of secondary education did not suffer. No high school was discontinued; on the contrary, new ones were organized in many of the growing districts of the State. And more than all this, as public attention was directed toward them, the grade of the high schools was raised, an element of competition between different communities was introduced and improved methods of teaching were employed. The high school took a prominent place on the programs of the county institutes and at the meetings of the State Association of Teachers special sections were devoted to secondary schools, in which discussions were held on all matters pertaining to their condition and needs. University professors and prominent educators from other States took a prominent part in these meetings and imparted a new interest in the cause of high schools. Hence taking a broad and temperate view of the entire high school situation, of their growth, of their improved condition and of the increased interest manifested toward them by the public, the conclusion is evident that the blow struck at the interests of secondary education by the Constitutional Convention of 1878 and 1879 was not as serious as it was feared it would be, and that, on the contrary, it had its redeeming features.

After the new condition had been in operation a few years a new feature of advanced instruction in the schools of the State made its appearance. There were many districts and communities throughout the State which were unable to bear the financial burden which a fully equipped high school would impose. The residents of these districts saw the advantages which were derived from the establishment of high schools, and very naturally they desired to participate in them. They conceived and carried into execution a plan whereby they might secure partial if not the entire advantages which they would gain from the organization and support of a high school in their midst. This was

the adoption of a course of study supplementary to the well established grammar grades and was called the "grammar school course." The branches taught included a sufficient amount of mathematics, science, history and English language to enable the pupils taking it to enter one of the scientific colleges or the agricultural college of the University of California. This was claimed by its promoters to be not a high school, but simply an extension of the grammar grade, and consequently, could receive its quota of the State school fund. Thus districts in which the grammar school course was taught were enabled to enjoy partial advantages which a fully equipped high school would confer without the necessary local taxation. By an act of the State Legislature in March, 1887, the State Controller was authorized and directed to appropriate three dollars from the State school fund for each pupil enrolled in the grammar school course in the several districts of the State. This phase of the general question of State support of high schools did not remain in operation for any length of time. The question as to whether the State school fund or any portion thereof could be legally used to support the so-called grammar school course was frequently discussed by the public press and in teachers' conventions. The general consensus of opinion finally was that the payment of any portion of the State school fund for its support was a violation of the State Constitution, and the legislative act recognizing it was repealed in 1891.

This brief episode in the history of secondary education in California school training beyond what the ordinary grammar school offered, and emphasized the fact that the people were conscious of the value of a it paved the way for an amendment to the Constitution.

The difficulties under which sparsely populated communities labored in not being able to support a high school was quite satisfactorily overcome by an act of the Legislature passed in 1891, whereby contiguous school districts could unite their efforts and establish a union high school. As a preliminary to the organization of such a school a special election must be held in the districts which proposed to join in the support of a high school, and if it was shown by the result of said election that the qualified voters of the districts interested desired the school and were willing to be taxed for its support, then it became the duty of the Board of Supervisors of the county in which the districts were located to levy a tax upon the property thereof in sufficient amount to defray the expenses necessary for the support of the school. As a result of this law quite a number of union high schools have been organized and are in successful operation. Their effect upon the general educational sentiment of the State cannot be overestimated. Their influence in favor of an education beyond the simple rudiments is exerted in the rural districts, where

it is particularly needed; besides it adds an attraction to the country which heretofore was enjoyed exclusively by the cities and larger towns. The union high school is destined to exert a far-reaching and favorable influence upon the cause of secondary education in California.

Another fact must not be overlooked in this connection. The introduction of the union high school system in California brought, in a vital way, the question of State support of high schools to a large number of people who heretofore had given it but little attention. They were led to see the incongruity of a State system of schools which fostered the two extremes, but left them without a connecting link. It provided for the support of schools which prepared for admission to the high school and then stopped, refusing to render assistance in making preparation for admission to the State University, an institution which it liberally supported. The union high school has passed the experimental age; its adequacy to meet the wants of rural districts desiring to secure the benefits which a high school would confer has been practically demonstrated by a successful experience of twelve years.

In the early history of California the term high school was vague and indefinite. Having no precise signification, it was frequently used when the course of study failed to warrant it. Thus it very naturally came to pass that several schools in which, in addition to the ordinary grammar school studies, algebra and ancient history were added, were called by their patrons high schools. Neither custom nor decisions by competent school authorities had fixed a limit for a grammar school except in a very general way. It is true that in several legislative enactments it is stated that instruction must be given in the common English branches, but prolonged discussions in the Constitutional Convention of 1878-79 demonstrated conclusively that its members differed very radically in their understanding of the term "grammar school."

The school law was repeatedly re-enacted during the life of the first Constitution and the original definition of a grammar school was substantially modified. Subsequent legislative action providing for a State Board of Education, and in defining its duties and powers, authorized it to grade the schools of the State and to adopt a uniform series of text books for the use of the different grades. Section 17 of an Act passed by the Legislature in 1855 authorized district trustees to divide the schools in their respective jurisdictions into primary, grammar and high school departments. In 1863 County Boards of Education were established, with authority to issue certificates of the first, second and third grades, which would entitle the holders thereof to teach in schools of the grammar, intermediate or unclassified and primary grades, respectively. The Legislature of 1865 provided that "all schools, unless

provided for by special law, shall be divided into three grades, viz.: First, second and third." Cities having a Board of Education governed by special laws could grant certificates for teaching high schools. In an act passed by the Legislature of 1869-70 the provisions of the preceding act were substantially continued in force, and from this time on to the meeting of the Constitutional Convention of 1878-79 the classification of the schools was directed by the State Board of Education.

During the entire life of the old Constitution no adequate provision was made for the issuance of high school certificates. The entire number of high school teachers needed in the State was so limited that methods for their certification occupied but little attention by boards of education or State Legislatures. It was the custom in some of the larger cities at first to select high school teachers from those in the grammar schools who had been successful and efficient. Then followed a period during which the State Board of Education issued educational diplomas and life diplomas to teachers for service in high schools. City Boards of Education were also authorized to issue high school certificates upon a satisfactory examination. But the methods used for certificating high school teachers were more or less desultory and lacking in uniformity until 1895, when a committee from the State Teachers' Association recommended that no one should receive a high school certificate who had not had an equivalent of a college education, and this recommendation prevails at the present time.

A movement was inaugurated by the University of California in 1884, which was destined to fix definitely and authoritatively the curricula for high schools. This was the adoption by the faculties of the university of a plan by which those pupils who had maintained an excellent standard during their high school course might be admitted to the State University without examination. This is known in California as the "accrediting system," and as it has been an exceedingly important factor in the history of secondary education in this State, it may be well to give, in brief, its main provisions.

First, no high school could be placed on the accredited list against its consent; as a prerequisite it must request the favor. This condition having been complied with the university faculties deputized some members of its body to visit the school and determine by a careful and thorough examination whether its course of study and its methods of instruction entitled it to be placed on the accredited list. The examiners embraced representatives of the departments of ancient languages, mathematics, history and science, or as many of these departments as the school desired to be accredited in, for one feature of the system is, that it admits of partial accrediting. The time at which these examiners

made their visit might or might not be known by the teachers of the school; practically, it made no difference, as no amount of cramming would sufficiently prepare the pupils for the examination. The examiners then made a report of their findings to the faculties of the university, who decided whether the school should be placed on the accredited list. If the decision was favorable the principal of the school was notified of the fact and for the next scholastic year those pupils of his, who had completed its prescribed course of study and had received a diploma certifying to that fact, were entitled to admission to the State University on his recommendation; without this personal recommendation the pupil must undergo an examination, whatever his standing in the high school might have been. This feature of the accrediting system has been criticised because of the power it places in the hands of the high school principal, but an experience of nearly twenty years has failed to produce a single instance, as far as my knowledge extends, wherein this power has been abused. It is customary for the principal to act on the recommendation of the heads of the different departments of his school, as they are most familiar with the attainments of the pupils.

In 1885 but three schools in the State requested an examination for accrediting, but the number gradually increased year by year, but not as rapidly as might have been expected. One reason for this probably arose from the fact that the aims and work of the university were not generally understood by the people of California. But another movement by the university authorities in the early nineties served to remove largely this impediment and to bring their work directly before the people. This was the inauguration of a system of university extension lectures in the larger cities of the State. Lecture courses were given free, or, in some cases, for a small consideration. (See Appendix A.) These lecture courses were well attended by the more progressive people and they served to create a desire for a broader culture.

As one reflects upon the general attitude of the people of California toward secondary and higher education previous to the adoption of the accrediting system and a systematized course of university extension lectures and of the change which they wrought, he is not only highly gratified, but is amazed at the result. Apathy yielded to a lively interest; local pride was stimulated and a general inquiry was aroused as to the best means for securing an entrance to the university. As the secondary school was the only door through which one could pass to reach the university, it will readily be perceived that an awakened interest in the higher education had a stimulating effect upon the prosperity of the high school. This new interest dates from 1885, although for a few years a change was scarcely perceptible. The seed was sown

by the adoption of the accrediting system and the inauguration of courses of university extension lectures a few years later, rendered it fruitful. Beneficial results were seen not only in the increased number and efficiency of public high schools, but of a general awakening and improvement of private secondary schools and seminaries. They found it necessary to fall into line in order to hold their pupils, and as they did so they enjoyed a generous share of the prosperity which befell the public high schools.

At a meeting of the National Educational Association held in 1892 a resolution was adopted which directed particular attention to secondary education throughout the whole country, and California shared equally with her sister States in this new awakening. This resolution was particularly directed toward an investigation of the requirements for college entrance and toward the possibilities of making them more uniform. As a result of this resolution ten of the most prominent educators in the United States were appointed a committee to make a careful study of the question and report at a future meeting of the Association.

This committee entered upon the work with commendable zeal; subcommittees were appointed to investigate and report to the general committee on particular subjects; in fact, the entire scheme of education previous to entrance to college was reviewed and reported upon. The friends of elementary education became deeply interested in the labors of the committees because they saw that their conclusions might have an important bearing upon the scope of their work.

So deeply interested did the friends of education throughout the whole country become that at a subsequent meeting of the National Educational Association another committee, known as the committee of fifteen, was appointed to continue the investigation already commenced. This committee enlisted in its labors a large number of educational experts whose duty it was to make a careful and detailed study of those subjects which pertained to their special lines of work. The different reports were submitted and discussed and finally published in convenient form for general distribution. Both State associations of teachers and county institutes made these reports a basis for their deliberations, and thus the entire educational field was exploited, with the important result that the scope of the high school was fixed and a general understanding reached as to what the term secondary education really implied. This alone would have been a sufficient recompense for the labors of the committees, but practically it was a small portion only of the good which followed. A new interest was taken in schools, particularly in the subjects to be taught and the manner of their presentation. All this coming as it did, just when California was rejoicing in an

educational renaissance, gave a new impetus to the movement inaugurated by the accredited system and the university extension lectures.

Reference should be made to a clause in the new Constitution which guaranteed the admission of women to all the collegiate departments of the State University. Advantage was not taken of this provision immediately, but when the full meaning of what it implied and the means for preparation were multiplied, it was eagerly accepted as both a wise and just recognition of the claims of women to a share in the benefits which a State institution afforded. This, it will be readily seen, gave an additional impulse to the cause of secondary education and rendered the multiplication of high schools necessary. The reaction of this movement upon the high schools themselves was particularly beneficial, in that young women, by the assistance of a thorough pedagogical department in the university, became equipped to render valuable service in the high schools.

The following table shows the increase in public high schools from 1885 to 1903:

Year.	No. of Schools.	No. Accredited. Public.	Private.	Total.
1885	12	3	..	3
1890	24	11	2	13
1895	98	43	14	57
1900	105	87	23	110
1902	139	93	22	115
1903	143	99	19	118

In 1902 the number of high school teachers was six hundred and six and the total high school enrollment was fourteen thousand four hundred and fifty-nine pupils. To instruct this number $1,007,646.30 had to be raised by the several communities in which the high schools were located. In addition to this remarkable increase in the number of public high schools, private secondary schools and seminaries enjoyed a corresponding share of the general prosperity. The number of those accredited rose from one in 1888 to twenty-two in 1902. But these figures only partially represent the remarkable impetus given to the cause of secondary education during this golden period. There were large numbers of students proper, some young, some in middle life and others still who had passed the fifty-mile stone, who were enrolled as members of the University Extension Lecture Courses, and by a regular attendance, supplemented by home study, obtained a fair insight into their respective subjects.

During all this period of prosperity there still lingered a feeling among the friends of secondary education that the high school did not occupy that position in the State systems of schools which its importance

demanded. It was not forgotten that State funds were used to support elementary schools and the university, but the connecting link, the high school, was left to be provided for by local taxation, which was, to say the least, an uncertain quantity. If there was a loud cry for retrenchment the high school fund was usually the one to be reduced to the lowest possible limit. It could not be expected, under these circumstances, that a persistent effort would not be made to place the high school where it could be a recipient of State bounty. After much discussion by the school people of the State the Legislature of 1901 passed a resolution by which a proposed amendment to the Constitution might be submitted to the electors of the State for approval or rejection. This proposed amendment consisted of an addition to Article IX, Section 6, and read as follows:

"But the Legislature may authorize and cause to be levied a special State school tax for the support of high schools and technical schools, or either of such schools, included in the public school system, and all revenue derived from such special tax shall be applied exclusively to the support of the schools for which such special tax shall be levied."

This amendment was approved by a vote of the people and thus became a part of the Constitution. The long sought for condition thus became a possibility, and it only needed the proper legislative action to make it a reality. The Legislature of 1903 amended the school law by the passage of an act providing for State support of high schools, whose salient features are, that until 1906 an ad valorem tax of one and one-half per cent of the taxable property of the State shall be levied for the support of regularly established high schools, and after 1906 the State Controller shall estimate the amount necessary to support the high schools of the State and shall allow $15.00 per pupil in average daily attendance; one-third to go to high schools, irrespective of the number of pupils and two-thirds appropriated on average daily attendance.

Sufficient time has not elapsed since this legislative act became operative to determine whether the plan therein fixed upon is the best that could be devised. It has received considerable adverse criticism by devoted friends of secondary education. All rejoice in the fact, however, that the high school is a recognized part of the State system of schools, and can constitutionally receive State funds for its support.

The intimate relations which necessarily existed between the State University and the high schools in consequence of the influences already recounted, had the effect of definitely fixing the status of the high school in California. Primary education closes with a fair knowledge of arithmetic, English grammar and the use of the English language, history of the United States and the elementary principles of physiology and

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hygiene, vocal music and drawing. The high school takes up a new line of studies, each of which is limited by university entrance requirements. According to a recent university register, subjects are specified in which accrediting may be given. (See Appendix B.) The smaller high schools are not able to take up so varied and extensive a range of subjects as this, but in order to rank as high schools they must, at least, prepare their pupils in all the subjects necessary for entrance to one of the colleges. The larger high schools, by virtue of their number, both of pupils and teachers, are enabled to offer for accrediting the entire list of subjects submitted by the university, by a system of electives, which would be impracticable in a small school.

It will be readily gathered from the above that the State University exercises a predominating influence over the high schools, both in their courses of study and largely in the method in which the several subjects are presented. It is quite natural that this condition should cause a certain amount of adverse criticism. We are told that the high schools should stand by themselves; should be free to choose that course of study and the time to be devoted to each subject which the patrons of each school preferred; that the industrial conditions of the State are so varied that high school uniformity must work against the best interests of many localities; that the pupils of high schools located in fruit growing districts should be taught how to plant and care for trees, and how to destroy fruit pests; in short, the school should be made practical. Other critics affirm that preparation for college or university is not the best preparation for the duties of life; that there should be a differentiation of subjects into practical and culture studies. Discussions on these and kindred topics have occupied the public press and have been fruitful sources for papers read at teachers' conventions. Several of the most prominent writers for our educational journals have presented arguments both pro and con, so that high school men in California are quite familiar with what has been said upon this important subject.

But in spite of all that has been said and written, the work of centralization moves steadily on. The university decides what the work of the high school shall be and through the high school exerts an influence upon primary education. To enter upon a discussion as to whether this is the wisest arrangement or not is not pertinent to the purpose of this paper. I simply refer to this question as having had its influence upon the development of secondary education in this State, and also as being an unsettled question.

The development of secondary education in California was substantially along the same lines as those pursued in the older States. The courses of study and the methods of teaching did not differ materially

from those adopted by the high schools of Massachusetts or Michigan, still it may be interesting to note particularly the changes which occurred in the presentation of some of the subjects. In the earlier days the courses of study embraced mathematics (algebra and geometry), the ancient and modern languages, science and English literature.

Probably the fewest changes in methods of presentation by the teacher have been made in the languages, both ancient and modern. There has been a decided improvement in text books, but nothing can take the place of that accurate memorizing so absolutely necessary in gaining the rudiments of a foreign language. The teacher of mathematics, however, has materially improved upon the methods pursued by his predecessors. The principal advantage to be gained by the prosecution of this study is the unfolding of the reasoning faculties, and if it is made largely a memoriter exercise, as it was in the olden time, the greatest good is not realized. This remark applies particularly to the study of theorems in geometry. Teachers of mathematics in California high schools, at the present time, give particular attention to original demonstrations. A single step in reasoning at first gives strength and encouragement for others which follow, so that in time the pupil becomes able to give a complete original demonstration for a geometrical theorem. By this training, as he meets with the difficult problems which arise in his life work he is enabled to fortify his judgments by realizing that they were reached by rational processes.

In none of the high school studies have greater changes taken place in methods than in the entire range of the natural sciences. Up to the present time there have been three stages of development. At first the science was learned exclusively from a book. It is true there were some illustrations of experiments to aid the comprehension of the pupil, but the experiments themselves were few and far between. Whatever knowledge the pupil obtained was at the expense of the power of the imagination, hence this may be called the imagination-developing period. This, however, gave way in time to a decided improvement in science teaching, for the pupil, instead of studying illustrations, was required to observe carefully what the teacher did when he mixed the chemicals and manipulated the air-pump and the electrical machine. This was the observation period. From seeing the teacher perform the experiments to the next step, in which the pupils themselves made the experiments and took down in their note books whatever changes they observed, was a natural transition, and it brings us to the experiment-making period. This change involved a complete revolution in the equipment for science teaching in the high schools, for there must be a complete laboratory sufficiently extensive to accommodate all the pupils of the school. The

chemical laboratory must be provided with reagents, tables, sinks, running water, gas and numberless other conveniences which would be required for performing the experiments in a course in chemistry sufficiently comprehensive for entrance to the university. Another laboratory equally elaborate, but entirely different in the apparatus used, must be provided for students in physics and still another with its microscopes for classes in biology. The adoption of the laboratory methods in California for teaching the natural sciences was largely due to the influence of the university. The change involved a large expense, but the advantages it possesses over the old methods are so apparent that fairly well equipped laboratories are found in nearly all the high schools of the State.

The fourth subject embraced in the high school curriculum was formerly denominated English literature, but in university and high school schedules of the present day it is known by the comprehensive term of English. It is within the memory of many who may read this paper that during their preparatory course for college they studied English literature, at least that was the name given to the subject, but in reality they gave little or no attention to literature *per se,* but to the biographies of authors, together with the titles of their works. In 1876 the Oakland High School inaugurated a change whereby the productions of standard authors should be studied rather than their biographies. "The Lady of the Lake" and the "Merchant of Venice" were objects of discussion instead of the lives of Sir Walter Scott and Shakespeare. To the best of my knowledge this was the beginning of a movement which in a few years produced a complete revolution in the study of English literature, not only in California, but throughout the whole country. Henceforth the study was scheduled as English by high schools and universities.

About this time a new professor came to the University of California as head of the department of English Literature, who by his labors with his own classes and by calling together principals and teachers of high schools for discussion, the new movement was not only approved, but in a brief time it was adopted by most of the high schools of the State. At the present time English occupies a prominent position in the course of study of all secondary schools. This change is also largely responsible for the elimination of formal rhetoric from secondary schools. Attempting to understand the principles of the style of a given literary production without a comprehensive view of several authors' works is on a par with gaining a knowledge of the currents of the ocean by studying a bucket of water.

In view of the changes effected in the methods of teaching in the

secondary schools of the State during the last quarter of a century and in the additional fact that the schools are taught by a body of teachers unsurpassed for intelligence and for devotion to their profession. California is ready to have her secondary schools compared with those of any State in the Union. The discouragements and adversities of early years did not dishearten the friends of secondary education in the cause to which they were so thoroughly devoted, but, rather, they were fired with a renewed zeal, confident that in time their efforts would be rewarded. They fully realize also that constant change is both a condition and evidence of life; that without change there must come stagnation and death. They also recognize the fact that the solution of past problems only reveals new ones for the future. Perfection is still a dream unfulfilled.

In the general strife to make each of the divisions of the State system of schools complete there is danger in giving too much attention to the perfection of the grade and too little to the interests of those for whom the grades are organized. As at present constituted the elementary schools require eight years, four years for the primary and four years for the grammar department, the high schools four years, the university four years and the professional schoool four years, so that, if a pupil enters the primary school at the age of six, the legal school age in California, and continues in regular course through the succeeding departments, he will have reached the age of twenty-six years before he is ready to commence his professional work. This time may be reduced one year for those who expect to engage in medical practice by taking a prescribed course in the university. All will agree that there must be something radically wrong in a system which requires so many of the best years of one's life to get ready. This problem is too important to be thrust aside; it touches life on too many sides; besides the educational phase, there is the commmercial, and, more than all others combined, the social aspect; for any influence that has a tendency to loosen the bonds which hold society together in organized families should receive the strongest disapprobation. There must be an earlier differentiation of studies, the work of the student must be more intensive, he must sooner decide his life work and expend his efforts directly toward that goal. It may be said that such a course will make him narrow minded, but this objection will have little weight at the present day, when one's general reading covers broad grounds. President Harper says: "The high school is no longer a school preparatory for college. In its most fully developed form it covers at least one-half the ground of the college fifty years ago. It is a real college; at all events, it provides the earlier part of a college course." But will the college grant diplomas in two years

to those students who have taken a full four-year course in the high school? Or will the high school reduce its requirements so that one or two years may be saved? These are vital questions for both colleges and high schools. The character of the future high school as well as the scope of secondary education are problems requiring a wider experience for their solution than we now possess.

APPENDIX A.

Extension Courses.

1891-92.

With a view to the extension of the advantages of the University to teachers and other persons whose engagements will not permit them to go to Berkeley, courses of instruction will be offered during the year 1891-92 in San Francisco. It may be expected that other Courses will be added in subsequent years.

Persons who offer to do systematic work in the Extension Courses, and to take examinations in them will be enrolled as Attendants upon Extension Courses. Attendants who pass satisfactory examinations will be entitled to receive, from the University, Certificates of Record of the work done, which may be accredited to them, upon their scholarship records, if they subsequently become students of the University.

Visitors may be admitted to Extension Courses at the discretion of the professors in charge.

Persons desiring to enroll themselves for these Courses are requested to communicate either with the professors in charge, or with the Recorder.

During 1891–92, Extension Courses will be offered in San Francisco as follows:

PHILOSOPHY

The Essential Problems of Philosophy and the Course of its History from Descartes through Kant. A Course of about twenty lectures. Once or twice a week, at times to be determined. Professor HOWISON.

HISTORY AND POLITICAL SCIENCE

The Transition from the Renaissance to the Reformation. A Course of lectures once a week during the first term. First Unitarian Church, corner Franklin and Geary Streets, Monday evenings, at eight o'clock. Associate Professor BACON.

Another Course on some suitable topic in history or political science may be given during the second term by some other member of the Department.

ENGLISH

A. Shakespeare's Tragedies: Julius Cæsar, Richard III., Hamlet, Othello, Macbeth, King Lear, and Coriolanus. Fifteen lectures, accompanied by class essays and discussions, during the first term. Academy of Sciences, Friday afternoons, 3:45–5:45.

Open to all adults qualified to perform the work of the Course. Visitors are admitted. Professor GAYLEY.

B. History of the English Language. Two hours a week during the second term. Assistant Professor LANGE.

Or **Historical and Comparative English Grammar.** One hour a week of lecture, followed by one hour of conference and discussion, during the second term. Associate Professor BRADLEY.

MATHEMATICS

Propædeutic to the Higher Analysis. A knowledge of elementary geometry, trigonometry, and analytic geometry is prerequisite for the Course. Girls' High School building, Golden Gate Avenue, Saturday mornings, at 10:30. The Course will continue through most of the school year. Professor STRINGHAM.

APPENDIX B.

State High School Fund.

County.	Name of School.	Ave'ge Daily Attendance.	Apportionment on ⅓ Basis.	Apportionment on Attendance.	Total Apportionment.
ALAMEDA	Alameda	325	$382 50	$2,564 25	$2,946 75
	Berkeley	508	382 50	4,008 12	4,390 62
	Oakland	836	382 50	6,596 04	6,978 54
	Oakland Polytechnic	263	382 50	2,075 07	2,457 57
	Union No. 1	44	382 50	347 16	729 65
	Union No. 2	56	382 50	441 84	824 34
	Union No. 3	64	382 50	504 96	887 46
	Total				$19,214 94
BUTTE	Chico	46	382 50	362 94	745 44
	Gridley	14	382 50	110 46	402 96
	Oroville	48	382 50	378 72	771 22
	Total				$1,999 62
COLUSA	Colusa	47	382 50	370 83	753 33
	Pierce Joint Union	36	382 50	284 04	666 54
	Total				$1,419 87
CONTRA COSTA	Alhambra Union	29	382 50	228 81	611 31
	Mount Diablo Union	45	382 50	355 05	737 55
	John Swett Union	29	382 50	228 81	611 31
	Liberty Union	22	382 50	173 58	556 08
	Total				$2,516 25
DEL NORTE	Del Norte County	21	382 50	165 69	548 19
	Total				$548 19
FRESNO	Alta Joint	18	382 50	142 02	524 52
	Clovis Union	26	382 50	205 14	587 64
	Fowler Union	37	382 50	291 93	674 43
	Fresno	266	382 50	2,098 74	2,481 24
	Sanger Union	42	382 50	331 38	713 88
	Selma Union	89	382 50	702 21	1,084 71
	Washington Union	53	382 50	418 17	800 67
	Total				$6,867 09

County.	Name of School.	Ave'ge Daily Attendance.	Apportionment on 1/3 Basis.	Apportionment on Attendance.	Total Apportionment.
GLENN	Glenn County	29	$382 50	$228 81	$611 31
	Orland Joint Union	17	382 50	134 13	516 63
	Total				$1,127 94
HUMBOLDT	Arcata Union	30	382 50	236 70	619 20
	Eureka	90	382 50	710 10	1,092 60
	Total				$1,711 80
INYO	Bishop	23	382 50	181 47	563 97
	Total				$563 97
KERN	Kern County	148	382 50	1,167 72	1,550 22
	Total				$1,550 22
KINGS	Hanford Union	114	382 50	899 46	1,281 96
	Lemoore	20	382 50	157 80	540 30
	Total				$1,822 26
LAKE	Clear Lake Union	47	382 50	370 83	753 33
	Total				$753 33
LOS ANGELES	Alhambra	29	382 50	228 81	611 31
	Citrus Union	34	382 50	268 26	650 76
	Compton Union	56	382 50	441 84	824 34
	Covina	32	382 50	252 48	634 98
	El Monte Union	20	382 50	157 80	540 30
	Glendale Union	34	382 60	268 26	650 76
	Long Beach	59	382 50	465 51	848 01
	Los Angeles	560	382 50	4,418 40	4,800 90
	Los Angeles (Commercial)	105	382 50	828 45	1,210 95
	Los Nietos Valley Union	50	382 50	394 50	777 00
	Monrovia	29	382 50	228 81	611 31
	Pasadena City	288	382 50	2,272 32	2,654 82
	Pomona City	110	382 50	867 90	1,250 40
	San Fernando Union	25	382 50	197 25	579 75
	Santa Monica City	34	382 50	268 26	650 76
	Whittier	44	382 50	347 16	729 66
	Total				$18,026 01
MADERA	Madera	39	382 50	307 71	690 21
	Total				$690 21

County.	Name of School.	Ave'ge Daily Attendance.	Apportionment on ⅓ Basis.	Apportionment on Attendance.	Total Apportionment.
MARIN	San Rafael	70	$382 50	$552 30	$934 80
	Total				$934 80
MENDOCINO	Fort Bragg Union	27	382 50	213 03	559 53
	Mendocino	44	382 50	347 16	729 66
	Ukiah	80	382 50	631 20	1,013 70
	Total				$2,338 89
MERCED	Merced	86	382 50	678 54	1,061 04
	West Side Union	25	382 50	197 25	579 75
	Total				$1,640 79
MONTEREY	Pacific Grove	47	382 50	370 83	753 33
	Salinas	106	382 50	836 34	1,218 84
	Total				$1,972 17
NAPA	Napa	75	382 50	591 75	974 25
	St. Helena Union	35	382 50	276 15	658 65
	Total				$1,632 90
NEVADA	Grass Valley	63	382 50	497 07	879 57
	Meadow Lake Union	31	382 50	244 59	627 09
	Nevada City	71	382 50	560 19	942 69
	Total				$2,449 35
ORANGE	Anaheim	62	382 50	489 18	871 68
	Fullerton Union	61	382 50	481 29	863 79
	Santa Ana City	275	382 50	2,169 75	2,552 25
	Total				$4,287 72
PLACER	Placer County	68	382 50	536 52	919 02
	Total				$919 02
RIVERSIDE	Banning	27	382 50	213 03	595 53
	Corona	34	382 50	268 26	650 76
	Elsinore	13	382 50	102 57	485 07
	Hemet Union	26	382 50	205 14	587 64
	Perris Union	14	382 50	110 46	492 96
	Riverside	252	382 50	1,988 28	2,370 78
	San Jacinto	20	382 50	157 80	540 30
	Total				$5,723 04

County.	Name of School.	Ave'ge Daily Attendance.	Apportionment on ½ Basis.	Apportionment on Attendance.	Total Apportionment.
SACRAMENTO	Elk Grove	22	$382 50	$173 58	$556 08
	Sacramento	303	382 50	2,390 67	2,773 17
	Total				$3,329 25
SAN BENITO	Hollister	41	382 50	323 49	705 99
	Total				$705 99
SAN BERNARDI'O	Chino	10	282 50	78 90	462 40
	Colton	36	382 50	284 04	666 54
	Needles (first year)	9	382 50	71 01	453 51
	Ontario	88	352 50	694 32	1,076 82
	Redlands	220	382 50	1,735 80	2,118 38
	San Bernardino	172	382 50	1,357 08	1,739 58
	Total				$6,516 15
SAN DIEGO	Cuyamaca	14	382 50	110 46	402 96
	El Cajon Valley	20	382 50	157 80	540 30
	Escondido	74	382 50	583 86	966 36
	Fallbrook	27	382 50	213 03	595 53
	National City	26	382 50	205 14	587 64
	Ramona	13	382 50	94 68	477 18
	San Diego	300	382 50	2,367 00	2,749 50
	Total				$6,409 47
SAN FRANCISCO	Girls	527	382 50	4,158 03	4,540 53
	Humboldt	509	382 50	4,016 01	4,398 51
	Lowell	604	382 50	4,765 56	5,148 06
	Mission	279	382 50	2,201 31	2,583 81
	Polytechnic	239	382 50	1,885 71	2,268 21
	Total				$18,939 12
SAN JOAQUIN	Lodi	60	382 50	473 40	855 90
	Stockton	253	382 50	1,996 17	2,378 67
	Total				$3,234 57
SAN LUIS OBISPO	Arroyo Grande	20	382 50	157 80	540 30
	Paso Robles	54	382 50	426 06	808 56
	San Luis Obispo	54	382 50	426 06	808 56
	Total				$2,157 42
SAN MATEO	San Mateo Union	24	382 50	189 36	571 86
	Sequoia Union	87	382 50	686 43	1,068 93
	Total				$1,640 79

County.	Name of School	Ave'ge Daily Attendance.	Apportionment on ⅓ Basis.	Apportionment on Attendance.	Total Apportionment.
SANTA BARBARA	Lompoc	51	$382 50	$402 39	$784 89
	Santa Barbara	153	382 50	1,207 17	1,589 67
	Santa Maria	71	382 50	560 19	942 69
	Santa Ynez Valley	14	382 50	110 46	492 96
	Total				$3,810 21
SANTA CLARA	Campbell	45	382 50	355 05	737 55
	Gilroy	54	382 50	426 06	808 56
	Los Gatos	58	382 50	457 62	840 12
	Mountian View	22	382 50	173 58	556 08
	Palo Atlo	101	382 50	796 89	1,179 39
	San Jose	482	382 50	3,802 98	4,185 48
	Santa Clara	117	382 50	923 13	1,305 63
	Total				$9,612 81
SANTA CRUZ	Santa Cruz	138	382 50	1,088 82	1.471 32
	Watsonville	90	382 50	710 10	1,092 60
	Total				$2,563 92
SHASTA	Shasta County	85	782 50	670 65	1,053 15
	Total				$1,053 15
SISKIYOU	Etna Union	31	382 50	244 59	627 09
	Siskiyou County	51	382 50	402 39	784 89
	Total				$1,411 98
SOLANO	Armijo Union	46	382 50	362 94	745 44
	Benicia	37	382 50	291 93	674 43
	Dixon Union	29	382 50	228 81	611 31
	Vacaville	86	382 50	678 54	1,061 04
	Vallejo	59	382 50	465 51	848 01
	Total				$3,940 23
SONOMA	Cloverdale	11	382 50	86 79	469 29
	Healdsburg	63	382 50	497 07	879 57
	Petaluma	72	382 50	568 08	950 58
	Santa Rosa	136	382 50	1,073 04	1,455 54
	Sonoma Valley	34	382 50	268 26	650 76
	Total				$4,405 74
STANISLAUS	Modesto	62	382 50	489 18	871 68
	Oakdale	37	382 50	291 93	674 43
	Total				$1,546 11

County.	Name of School.	Ave'ge Daily Attendance.	Apportionment on 1/3 Basis.	Apportionment on Attendance.	Total Apportionment.
SUTTER	Sutter City	30	$382 50	$236 70	$619 20
	Total				$619 20
TEHAMA	Red Bluff	71	382 50	560 19	942 69
	Total				$942 69
TULARE	Dinuba	28	382 50	220 92	603 42
	Porterville	64	382 50	504 96	887 46
	Tulare	122	382 50	962 58	1,345 08
	Visàlia	130	382 50	1,025 70	1,408 20
	Total				$4,244 16
VENTURA	Oxnard	33	382 50	260 37	642 87
	Santa Paula	82	382 50	646 98	1,029 48
	Ventnra	133	382 50	1,049 37	1,431 87
	Total				$3,104 22
YOLO	Esparto	11	382 50	86 79	469 29
	Winters Joint	17	382 50	134 13	516 63
	Woodland	75	382 50	591 75	974 25
	Total				$1,960 17
YUBA	Marysville	103	382 50	812 67	1,195 17
	Total				$1,195 17

Total number of High Schools entitled to receive State aid June 30, 1903	143
Total average daily attendance in such schools	13,860
Rate per school on the one-third basis	$ 382 50
Rate per child on average daily attendance	7 89
Amount apportioned on one-third basis	54,697 50
Amount apportioned on average daily attendance	109,355 40
Amount remaining unapportioned	40 48

The California System of Training Elementary Teachers

A MONOGRAPH

BY C. C. VAN LIEW

PRESIDENT OF STATE NORMAL SCHOOL, CHICO, CAL.

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The California System of Training Elementary Teachers

By C. C. VAN LIEW

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California possesses five Normal Schools. Named in the order of their establishment, they are the State Normal Schools at San Jose, Los Angeles, Chico, San Diego, and San Francisco. These five schools represent a system which presents at once two unique and, in the light of the State's educational needs, effective features, unity and individuality. It will be necessary, therefore, to consider them both collectively and individually. The local autonomy which the law has permitted and the conservative standards which the law has required, combined with the widely different local conditions which have surrounded each school, made these schools first markedly individual. More recently they have begun to represent a better unity, by becoming more cooperative and more conscious of common issues and interests. We turn first, therefore, to their individual histories.

HISTORICAL RESUME.

San Jose In point of fact the first normal school work undertaken in the State was initiated by San Francisco and under the leadership of such men as George W. Minns, principal; John Swett, Ellis H. Holmes, and Thomas S. Myrick. They conducted a city normal school, which met weekly; at first on Saturday, then Monday evenings. All the city teachers were required to attend. The school was established in 1857 and ran until 1862. Another similar school was established in 1872 under the principalship of John Swett; it lasted two years.

It was undoubtedly these early efforts which contributed to the agitation in behalf of a State normal school, resulting in its establish-

ment in May, 1862, and in an appropriation of $3,000 for five months' support.

The school first opened on Powell Street, in San Francisco, with six pupils, this number being increased to thirty-one before the end of the first term. In order to keep the school in touch with the entire State, the attendance, though limited to sixty, was distributed so as to give every county the right to at least one representative. From the first the pledge to teach in the State was exacted of all free students, $5 per month being charged all others. From the first also the idea of practical training was enforced by the establishment of a training school in October, 1862, but three months after the opening of the school in July of the same year. In the highest division, students were required to conduct classes in the presence of an examining committee. The first examining committee was made up of such educational notables as S. I. C. Sweezey, John Swett and George Tait. Later, June 14, 1871, the school was removed to San Jose. "The second period of growth and expansion commenced with the principalship of Charles H. Allen," who gathered about him a strong corps of teachers, men and women of fine personality and thorough sympathy with normal school work. Among those worthy of special mention here were: Mary J. Titus, Cornelia Walker, Lucy M. Washburn, J. H. Braly, Helen S. Wright, Ira More, Mary Wilson, Mary E. B. Norton, Lizzie P. Sargent, C. W. Childs, George R. Kleeberger, A. H. Randall, and "the magnetic Henry B. Norton." The course, in opening at San Francisco, was of one year. In 1870 it was changed to two years.

A new building soon made possible larger numbers of students and the abolishment of competitive examinations for entrance by County Boards. In 1874-75 there were three hundred students. The training school was made a tuition school and soon became self-sustaining. In 1876-77 the course was extended to three years, though after the completion of two year students were still granted an elementary diploma, in force a second grade certificate. In 1880 this diploma was discontinued. In 1896 the course for all State normal schools was lengthened to four years.

On February 10, 1880, the San Jose building was destroyed by fire, a part of the library and furniture only being saved. A new building was at once erected at a cost of $149,000, and in 1891-92 the State supplied a special training school building at a cost of $47,500.

This school first introduced manual training into its course. It was at first elective; later it became a required subject and so remained down to 1902, when it became elective again. In 1888 the school year was divided into three terms and the three normal schools of the State

(the schools at Los Angeles and Chico having been established) were placed under a uniform curriculum; and some element of uniformity has remained in the system down to the present time. In 1894 this school, with the two others, returned to the two semester plan of dividing the year. At one time the attempt was made to institute a one year's postgraduate course, but it failed of development owing to the fact that no effective credential accompanied its completion. The idea, however, may be regarded as the precursor of the four-year course which came for all the schools in 1896.

This school, the pioneer in State normal school development on this Coast, has been under the direction of the following principals: Ahira Holmes, George W. Minns, George Tait, William T. Lucky, H. P. Carlton, Charles H. Allen, C. W. Childs, A. H. Randall, James McNaughton, and Morris Elmer Dailey, the present incumbent.

Under President Dailey the school has taken certain decisive steps (which we shall discuss later in a general way), viz.: (1) In the face of considerable local adverse criticism, the school not only advanced in 1901 to a high school basis, that is, admitted only those who have completed an accredited high school course or its equivalent, but it has also demonstrated its ability to maintain its work on such a basis. This year not less than four hundred students will have been enrolled who are graduates of high schools or have equivalent training. (2) It has instituted with marked success a summer vacation term for both teachers of experience and students; the attendance at its first summer term was 175. (3) Finally the entire faculty has been brought to a more or less direct supervision of the training school, so that this work expresses the training ideas of the entire body, and the amount of practice teaching has been increased from one-half to one year.

In 1899-90 the total attendance for the year had reached 768, and 31 teachers were employed. Since that time there has been a gradual falling off, owing to the exclusive high school basis, the present course covering but two years.

Los Angeles

Much that has been said, historically, of the State normal school at San Jose is also true of the four other normal schools of the State. This holds especially for that at Los Angeles which ranks second in order of institution.

For some years the question of an additional normal school had been agitated before final provision was made by the Legislature in 1881. Fifty thousand dollars were appropriated for construction and furnishings, and the school was at once located upon a hill commanding a beautiful view of the city. The building was completed in the summer of 1882, and the school was organized on August 29th of that year

under the principalship of Charles H. Allen, who was also head of the San Jose school, the Los Angeles school being at first regarded as a branch. There were three members in the first faculty: C. J. Flatt, Miss Emma L. Hawks, and J. W. Redway. As vice-principal, Mr. Flatt had immediate charge of administration the first year. The school opened with sixty-one normal pupils. A training school was organized from the first and numbered 126 pupils before the end of the first term.

The second year opened with Ira More as principal. Mr. More was a man of decisive character and high aims in life. His advent in the State Normal School at Los Angeles was especially fortunate as he had been connected with normal school work for many years in Massachusetts, Illinois, Minnesota and California. In the years immediately following there was a decided increase in the number and strength of the faculty and in the size of the student body.

In 1890 a new feature in normal school work in this State, if not in the country, was introduced by the erection and furnishing of a gymnasium. From this time physical culture became a peculiarly strong feature of this school.

In 1893 Edward T. Pierce was chosen to succeed Ira More as principal, the latter having voluntarily retired. Mr. Pierce came to his work with four years' service in the normal field, as organizer and principal of the State Normal School at Chico, and several years' experience as a practical school man. Among the closing official efforts of Mr. More as principal had been the appeal to the Legislature for additional building. Seventy-five thousand dollars had been appropriated for this purpose and the labor of directing the expenditure fell upon Mr. Pierce. A year later the school moved into its new additional quarters. Good science laboratories and manual training equipment were among the new features. Still more recently (1901-3) further appropriations have rendered possible larger and superior quarters for the training school, for manual training and domestic science and the beautifying and relatively elaborate furnishings of both buildings and grounds, until the school presents, interiorly, the most commodious, attractive and tasteful quarters of any normal school in the State.

In 1894-5 the development of this school was marked by the establishment of a department of pedagogy and psychology, so organized as to be one with the supervision and conduct of the training school. The first incumbent in this coordinative position was F. B. Dresslar, who had just received his doctor's degree at Clark University. The second was Charles C. Van Liew, who was called from the State Normal University, at Normal, Illinois. The former entered the Department of Education at the University of California after three years' service;

State Normal School Building, Los Angeles

the latter became president of the State Normal School at Chico after two years' service.

The State Normal School at Los Angeles was the first to institute liberally the State training of kindergarteners. The Department of Kindergarten Training was inaugurated in 1897 under the direction of Miss Florence Lawson of the Chicago Kindergarten College. Its graduates have gone chiefly into the public school kindergarten work of the State.

Men and women of strength and high training have been constantly sought for leadership in the different departments of the school. Among the many who might be mentioned are B. M. Davis, in biological science, Isabel Pierce, Emma Breck, Agnes Crary and Josephine Seamans in English; Harriet Dunn and Agnes Eliot in history; Ada Laughlin in art; James T. Chamberlain in geography; Sarah J. Jacobs, physical culture; and Charles Hutton and Mellville Dozier in mathematics. These are but a few of a faculty which has always possessed an unusual number of strong and inspiring teachers.

The training school of this institution is nominally one of the city schools of Los Angeles, its teachers being paid the regular city salaries. In addition to this they also receive a salary from the State. This arrangement has, especially under the principalship of Mrs. Frances Byram, proved a very successful one for many years. A sufficient amount of inner freedom has been attainable, despite the nominal connection with the larger city system. The institution, as a whole, aims at close connection with its training school work, either through occasional supervision or regular conferences.

From a school of three teachers and sixty-one students at the opening in 1882, it has become one of twenty-six teachers and four hundred and sixty-two (total enrollment) students in 1902. For some years past the enrollment of new students has been made up preponderantly of high school graduates.

In brief, the policy of the present administration has been to maintain thoroughly trained and effective leadership in each department, to incorporate into the life of the school as a whole all those phases of modern education which unquestionably reflect the spirit of the times, to maintain high standards of entrance, scholarship and graduation.

Chico

The State Normal School at Chico was established by act of Legislature in 1887. Before the location was decided upon, a committee was sent north to visit the various places competing for the school. Marysville, Red Bluff and Chico were regarded as the three most desirable spots for its location. Chico was most centrally located for the northern section of the State, and seemed to possess the most

attractive and healthful surroundings. These advantages, combined with the gifts of its citizens, secured the location of the school at Chico.

General John Bidwell, one of California's ablest and most sterling pioneers, gave the State eight acres of his best land immediately adjoining the city of Chico for the site, and the citizens gave $10,000 to be applied to the building fund.

The first Board of Trustees was composed of Governor R. W. Waterman, Superintendent of Public Instruction Ira G. Hoitt, John Bidwell, F. C. Lusk (president), T. P. Hendricks, A. H. Crew, and L. H. McIntosh. Two of these men have been identified with almost the entire history of the school. The one is John Bidwell, whose interested support of the school, combined with that of his wife, Annie K., endured long after he retired from the Board. F. C. Lusk has served on the Board nearly thirteen years, and is at present chairman, and has brought to its work stability anl legal sagacity.

Although the building had not been completed, it was sufficiently advanced by September, 1889, to permit the opening of the school. The Board had already selected as principal E. T. Pierce, at that time superintendent of schools at Pasadena, California. Other members of the first faculty were M. L. Seymour, natural science; Carlton M. Ritter, mathematics; Emily Rice, preceptress and instructor in English; and E. A. Garlichs, music. Eighty students enrolled at the opening of the school. The course required at that time but three years. Two classes were organized, which began the work, respectively, of the junior and middle years. Before the end of the first year 110 students had been enrolled.

The second year the faculty was increased to nine members and courses in drawing, physical geography and history were added. A training school was also established and was for a time under the supervision of Washington Wilson. In 1889 the Legislature appropriated $25,000 to finish the building (making a total, both by subscription and appropriation, of $130,000 for original construction), and a liberal sum was allowed for the equipment of a library, science department and musuem.

The institution has grown steadily in size and efficiency and has had a marked effect upon the educational tone of Northern California, where its graduates are chiefly found in service. In 1898 was established its department for the training of kindergarteners, under the management of Mrs. Clara M. McQuade.

At present the institution has in prospect an addition to its building which will provide a modern gymnasium, new and superior laboratories in physical science, and additional room in its assembly hall.

Owing to the fact that the State Normal School at Chico is situated in a section of the State not strongly nor liberally supplied with high schools, it has been forced to offer a curriculum particularly efficient on the academic side. At present its work is organized in eight departments, as follows:

1. Psychology, pedagogy and history and philosophy of education, including kindergarten. 2. English, including literature. 3. Mathematics. 4. Physical science. 5. Biological science. 6. History and political science. 7. Art and handicraft. 8. Music.

During the fourteen years of its activity the size of the faculty has increased from five to twenty-one, and the number of students (total enrollment) from 110 to 377, the enrollment for 1899-1900. The institution has had four presidents: Edward T. Pierce, four years; Robert F. Pennell, four years; Carlton M. Ritter, two years; Charles C. Van Liew, present incumbent, five years.

The training school of this institution has always been a private tuition school. Its present enrollment ranges from 250 to 275. It is, in fact, under the direction of the faculty, which prescribes the course of study and the methods of instruction, and to some extent, supervises the practice teaching. The immediate execution of the work is in the hands of a supervisor of training and four assistant training teachers.

San Diego The Act creating the State Normal School at San Diego and appropriating $50,000 for building and maintenance was approved March 13, 1897. The first Board of Trustees, W. R. Guy, chairman, accepted the offer of the College Hill Land Association, of San Diego, of sixteen and one-half acres on what were known as University Heights, overlooking the Bay of San Diego. The plans finally adopted by this Board for the building, a part of which was erected at once (the rest being at present in process of completion) were such as will render this institution externally the most artistic and attractive in the State. "The predominant principle in the architecture is Corinthian Greek, modified by the Oriental dome," and the building as a whole with its large central portion and east and west wings, is in imitation of the Art Building of the World's Fair, Chicago. The building, since it is most modern, is also the best in point of sanitation.

The first president of the school and the present incumbent is Samuel T. Black, who at the time of his selection, was State Superintendent of Public Instruction and a school man of wide practical experience. His faculty was from the start a strong one, composed almost entirely of University graduates who were also people of experience, nine in number. The school opened with an enrollment of ninety-one students, which became a total enrollment of 135 before the end of the year.

In many respects the school is one of the most fortunate in the State in point of location. Though San Diego is in the extreme southern border of the State, its climate is the most equable, its people average high in culture, and its proximity to the ocean and the beautiful Bay of San Diego adds to its charm and beauty. One of the athletic features of the school for both men and women is boating in an eight-oared barge on the bay.

The training school, consisting of the nine grades of the California elementary school system, has enrolled on the average a little over one hundred pupils. The practice teaching in the school and its development are significant, as they are indicative of the general trend in the State and of a general awakening to the prime significance of training school work. The renaissance of this phase of normal school work has been felt since the establishment of this school, and was, therefore, early reflected in its growth. During its first two years of development, the school had no other means of practice for its candidates for graduation other than could be furnished by the distant city schools. Its training school was created in 1900-01. The time originally required in this work was 250 hours; this has been increased to 300 hours for seniors, plus 100 hours preliminary teaching in the second or third years.

San Francisco

The State Normal School at San Francisco was established by Act of Legislature, March 22, 1899. At the time of the organization of this school there seemed to be a large supply of teachers in the State. This fact, together with the small appropriation of $10,000 per year for support, helped to determine the policy of the new school. The Board chose Dr. Frederic Burk for its president. Mr. Burk had received his broad training at the University of California and at Leland Stanford Jr. University, in newspaper service in San Francisco, in public school work in the State, especially as superintendent at Santa Rosa and Santa Barbara, and had, but one year previous to his election to his present position, achieved the degree of Doctor of Philosophy after two years' work at Clark University. Mr. Burk at once saw in the above conditions opportunity to emphasize the training of teachers on higher standards of admission and to superior efficiency A resolution of the Joint Board of California Normal Schools, July, 1899, immediately after the organization of the San Francisco Board, made it possible for this school to organize upon a purely high school basis, and to receive only graduates of accredited high schools. The requirements of admission, therefore, were from the start the same as the requirements for admission to the State University. "Thus the San Francisco Normal School stands for a sharp distinction between general or academic scholarship and the technical or professional train-

ing special to teachers. No courses whatever are given in purely academic studies, and the school centers its energies exclusively upon the professional training, in which term are included studies in the grouping and adaptation of the material of the various subjects to the special uses of the class room."

One phase of the brief history of this school can best be had by directly quoting its President and Board as follows:

"In the matter of administration of the affairs of the school, the appointment of its faculty, and its internal management, the Board in June, 1901, after two years' experience, upon motion of Trustee F. A. Hyde, reduced to written form its policy of management in resolutions which were unanimously adopted, as follows:

"RESOLUTIONS DEFINING POLICY.

"WHEREAS, State Normal Schools are supported and should be conducted for the sole purpose of supplying public schools with teachers of the highest efficiency;

"AND WHEREAS, The Trustees of the San Francisco State Normal School desire that the school shall be so conducted that a certificate of graduation therefrom shall be esteemed an honorable distinction by the holder thereof, as being a certain guarantee of thorough training and proficiency as a teacher, and so recognized by school officials;

"NOW THEREFORE, BE IT RESOLVED,

"*First*—That it is the determined policy of this Board that the faculty shall be selected, as heretofore, upon a basis of merit alone, wholly uninfluenced by personal or political interference or consideration, and the Trustees therefore require that all applications for positions in the faculty be first submitted to the President of the School, who will nominate to the Board those whom he may deem most competent and meritorous.

"*Second*—That the President shall continue to maintain the present high standard of admission to the school, and his judgment and decision in individual cases shall be final; and where, after a fair trial, it shall appear to him that a student shows an incapacity to become a thoroughly efficient teacher, it shall be his duty to discourage the student from further attendance at the school.

"*Third*—That the President shall certify to the Trustees for graduation only those students who can be confidently and honestly recommended to school trustees, superintendents, and Boards of Education, as teachers of undoubted capability.

"Under these conditions, the internal management of the school was

intrusted to the faculty by the Trustees. A new school, free from hampering traditions and conditions, whose Trustees are resolved to maintain it strictly upon an educational basis possesses by birthright certain advantages."

The work of the school is built about the idea that efficiency in teaching involves three essentials: (1) A teaching personality. (2) General culture and scholarship. (3) Ability in the teaching arts. As already indicated this school looks to other general culture schools, i. e., elementary and high schools, for the accomplishment of the work indicated under 2. Teaching personality, a somewhat which cannot be taught, is secured in this school, as a matter of prime duty, by *rigid selection.* "Twenty per cent. of the students who enter the normal school later drop out by reason of these judgments of unsuitable personality." Yet this consummation has been brought about without formal dismissal of any student, because such a measure has not yet proved necessary.

For the rest the San Francisco Normal School limits itself to thorough preparation in the details of class teaching. This work is undertaken with the ideas that skill in teaching is a matter of habit and the product of practice, that time is needful to this end, that the entire course of two years should be this time, that theory as to methods and aims is quite distinct from habit and practice and that the two are not interchangeable. Accordingly the force of the entire school is thrown on the work in the training school, which is organized under a principal and a corps of supervisors who constitute the body of the faculty. The work is rendered purposeful and increasingly effective by a conference system. Technical and theoretical knowledge along the lines of psychology, pedagogy, and history of education is reduced to from three to five hours per week for two years, and is made to bear as directly as possible upon practical school problems. The special method work is carried on in the system of supervisor conferences already alluded to.

The school is located at present in an old and condemned building, belonging to San Francisco's school buildings, on Powell Street, near Clay. No legislative appropriation has as yet provided for permanent quarters. This school is, therefore, in comparison with the others, very poorly housed and furnished. On the other hand the recognition of its work has been worthy and substantial. Not the least satisfactory of its results is the series of Bulletins (at present six) which have been prepared by different members of the faculty, and are published and sold at a nominal price to cover cost and mailing. These set forth the researches and, better still, experiences of the school in special method lines.

State Normal School Building, Chico

Such is, in brief, the history of the individual schools. There remains to the present task some discussion of the schools collectively as regards (a) the work accomplished, (b) phases of organization and administration under the present laws, including the present course of study, (c) pending issues and problems.

THE WORK DONE.

Taken together the work of the five State Normal Schools of California represents a sum total, at present writing (February 1, 1904), of ninety-two and one-half years devoted by the State to the work of training its teachers. In the forty-two and a half years since the opening of the work of the San Jose institution there have been graduated: San Jose, 3271; Los Angeles, 1506; Chico, 533; San Diego, 127; San Francisco, 95; total, 5532.

This total has of course been decreased at the usual rate by death, marriage or change of profession. Yet a very large percent of the number still remains in service. They represent unquestionably a sterling body of teachers, and constitute, together with the teachers trained at the Universities, a highly effective educational force produced by the State itself.

The following statistics will perhaps give some further idea of the work being accomplished from the viewpoint of attendance and expenditure. They are based on the report of the Superintendent of Public Instruction for 1902, the latest year for which full returns are available. In 1902 these five schools were employing 107 teachers. They enrolled a total for that year of 1783 students, about 200 less than the preceding year, owing, chiefly, to the establisment of higher entrance requirements in two of them. The average daily attendance in 1902 was 1474. Their training schools enrolled a total for the year of 1406 children and maintained an average daily attendance of 960. The total expenditures for the maintenance of these schools in 1902 was $209,140.46, distributed as follows: San Jose, $55,999.10; Los Angeles, $75,696.73; Chico, $32,657.88; San Diego, $29,201.02; San Francisco, $17,585.93. The total appropriations for these schools for 1903-4 and 1904-5 were $197,400, including $106,500 for buildings and special improvements. The total valuation of normal school property for 1902 was $756,102.07. The libraries of these schools contained about 33,616 volumes.

It should not be understood, however, that the establishment, development and maintenance of these five normal schools constitute California's only provision for her supply of trained teachers. As will be shown hereafter, her laws also provide for the accrediting by the State Board of Education of the normal schools of other States which are of

equal rank. This opens California to trained Eastern teachers without examination. By this means the State has again added to the number of trained teachers now in service.

This emphasis which it has been the policy of the State to place on a trained teaching service has wrought a rapid revolution in educational efficiency in the State. Counties which once supplied their teachers almost wholly by recruiting through examination from their own grammar school graduates are now seeking trained teachers from abroad and are sending their quotas of representatives to the normal schools. The old frontier system of educational breeding-in had many baneful effects, was hard to break, and in some localities is not yet wholly broken. But it would be difficult to overestimate the influence California's normal schools have had in liberalizing the educational ideas of the State, especially in frontier mountain districts, and in paving the way for the still greater University liberalization. In 1901 it was possible for the State Legislature to pass a law still further restricting certification by examination. Under this law all granting of certificates except of high, i. e., first or grammar grade, has been abolished and examinations have been reduced in number to one a year. But few applicants have applied for examinations in any county, and in some counties not one has appeared at the appointed time. The law may justly be regarded as a decisive concession to the average superiority of the trained over the untrained teachers, other things being equal.

In conclusion, the idea and practice of a *trained* teaching service were early injected into the educational system of California. Their influence has continued in force and development until it can be fairly claimed to be the dominant element in shaping public school practice in the State. Whenever a young State provides as liberally as California has done for the training of its own elementary teachers, supported its own work by giving such teachers the preference under its laws and made its field more readily accessible to trained teachers from other States than to others, it is going to do just what California has done, advance its educational interests to keep pace with the best in the country at large.

FEATURES OF ORGANIZATION AND ADMINISTRATION.

As has been already noted the organization of the California normal schools presents two distinct ideas, local autonomy for each school and a limited joint administration.

The governing board of each school is composed of the Governor of the State, the State Superintendent of Public Instruction, and five members, appointed by the Governor and confirmed by the State Senate.

These five appointees hold office for four years. Their terms overlap in that not more than two members retire or receive appointment each year. The secretary of the Board has usually been the president of the school, though any member of the Board or anyone not a member of the Board may hold this office.

It lies within the power of the local Board to prescribe rules for the government of the school, for the reports of its officers and teachers, and for the visiting of other institutions; to provide for the purchase of necessary supplies and to control all expenditures in behalf of the school; to grant diplomas to students completing the course upon recommendation of the faculty; to revoke diplomas for cause (drunkenness immorality, dishonesty) and to elect a president of the school. (Formerly the latter was elected by the Joint Board.) The faculty is elected by the Board upon nomination by the President, in whose hands solely lie the power and right of selection. After two years' honorable service members of the faculty may be elected for four years.

The Board is required to report its transactions to the Governor of the State annually, including the annual report of the president of the school; to keep open records of all transactions; to meet regularly at least twice a year. In attending meetings members are allowed mileage and hotel expenses.

Three features commend themselves particularly in the above citations. First, the presence of the Governor and State Superintendent of Public Instruction on every local Board insures some cognizance on the part of the central authorities of the State of the affairs and conduct of each institution. Second, it is possible for the local Boards, made up as they are of men of business and affairs, to enter into the life, interest and needs of their several widely separated institutions far more intimately and intelligently than could a single Board of Regents in a State of so vast territorial extent. Experience is showing that intelligent direction of such institutions can be secured wherever the governing board is given opportunity to study at first hand the school it seeks to administer. It has been the policy of Governor Pardee to secure on the part of these Boards some more intimate touch with the real issues which confront the schools which they operate. The local board feature is peculiarly adaptable to California which still often presents in its different sections widely varying cultural, as well as industrial conditions and ideals.

Uniformity in the system is secured through the Joint Board. This Board is made up of the Governor and Superintendent of Public Instruction of the State, the presidents of the normal schools, the chairmen of each local Board and two other members selected by the local

Boards to represent them. It meets annually at one of the normal schools, the Governor being ex officio chairman.

This Board must prescribe and enforce a uniform series of text-books, a uniform course of study, a time and standard for graduation, a uniform standard of admission and of transfer of pupils. It may sit as a board of arbitration in the adjusment of matters pertaining to any State normal school, pass regulations affecting the well-being of all such schools. They receive mileage while in attendance at meetings. The State Superintendent is secretary of the Joint Board.

It will appear at once that it is the function of this Board to offer the needful balance to the various local Boards. Whatever the needs and interests of the schools, locally, or of the sections, may be, there are still certain fundamental ideas which must characterize the system as a whole. Were it not so, no definite or uniform policy relative to the training of teachers or the standards of its teaching force could be pursued by the State at large. The problem of this Joint Board, therefore, is so to regulate the system as to secure uniformity of aim and result without unwisely infringing upon the needful local autonomy of each school. That this has been successfully accomplished will appear below in the statement of the way each school shapes its own work. In no regard has the freedom been left to the individual schools more fittingly than in preserving to each its educational touch with its sections of the State. The life and influence of such a school are vitally dependent upon the character of the schools from which it draws its students. The preservation of any vital contact already attained between the other schools of the State and its normals, has, therefore, been a wise policy.

One difficulty with the Joint Board has been its inability at times to find serious occupation, when once its general policy was established. It is not altogether advisable to maintain a large Board which has no more vital purpose in convening than the formal establishment of a few regulations, the adoption of a few texts, and the enjoyment of a gratuitous trip. The present Governor of the State, George C. Pardee, realized this difficulty. At the last meeting in April he brought about a decisive renewal of the official conscience of the Board, secured a general interest in the most vital modern problems of training teachers, and set a number of committees about the preparation of reports upon the new issues. This movement, kept up, must react beneficially upon both the administration and instruction of the schools.

Another difficulty for which nothing has been done because it has not yet received sufficient recognition lies in the fact that the personnel of the Board may change greatly from year to year. This status will

State Normal School Building, San Diego

greatly impede good committee work, at least in the line of investigation and reports.

No acts of the Joint Board prior to July 12, 1899, now seriously affect the normal school policy of the State. We shall, therefore, consider organization only as it has been shaped in the last five years. At that time the State normal school at San Francisco had just been created, and $10,000 per year appropriated for its support. This meager appropriation for support was the incident which set on foot the present movement for advance in normal school standards. The San Francisco contigent came to the special meeting of the Joint Board, July 12, 1899, determined to secure a ruling which should enable them to operate their school on a safe yet high standard. A compromise was necessary. It was effected in the following requirements (of sufficient interest to be quoted in full) which became at once a basis for the work of all schools and which are still in effect, having been reaffirmed on April 10, 1903:

1. The course of study shall cover a period of four years; provided, that the State normal schools shall accept as equivalent of the first and second years of this course, (a) graduation from any of the schools accredited by the University of California on the same basis as would govern admission to the University, or (b) a proficiency shown by examination to be the equivalent of the courses pursued in these accredited schools; and, provided further, that State normal schools which may have suitable and sufficient accommodations for no pupils, other than those who offer the equivalents above stated, may omit the instruction of the first and second years of this course of study until such accommodations are provided.

2. The requirements for admission shall be:

(a) Those who furnish satisfactory evidence of having received a thorough grammar school education.

(b) A proficiency shown by examination to be equivalent to that represented by the diploma of graduation from the ninth year, or

(c) A diploma of graduation from any school accredited by the University of California on the same basis as would govern admission to the University, or

(d) A proficiency shown by examination to be the equivalent of the courses pursued in accredited schools, or

(e) A valid teacher's certificate from any county or city and county in the State of California; provided, that in the admission of students to any of the State normal schools the classes of applicants described by the clauses lettered "c," "d," and "e" shall have precedence in en-

rollment, and only after these are fully provided with accommodations shall classes be organized in the first and second years of the course for the classes of applicants represented by the clauses "a" and "b."

3. The course of study, the minimum number of recitation periods in each topic of study being stated, shall be as follows:

1. For the first and second years—English, 350 periods, including grammar, composition, word analysis, literature, reading, and rhetoric; science, 400 periods, including biology, physics, geography, chemistry, physiology (geology and astronomy elective in place of chemistry), domestic science; mathematics, 400 periods, including arithmetic, algebra, geometry, and bookkeeping; miscellaneous, 400 periods, including drawing, manual training, penmanship, music, physical culture, history, and civics; provided that there shall be accepted as the equivalent of this course for the first and second years, (a) graduation from any school accredited by the University of California, when diploma is accompanied by a recommendation from the principal of the school, or (b) proficiency shown by examination to be the equivalent of the courses pursued in these accredited schools.

2. For the third and fourth years of the course, general psychology, 160 periods; general pedagogy, 150 periods; practice teaching, 250 periods; pedagogy of reading, English and literature, 250 periods; pedagogy of history, 80 periods; pedagogy of science, 400 periods; pedagogy of mathematics, 100 periods; pedagogy of manual training, 240 periods; pedagogy of music, 160 periods; pedagogy of physical training, 160 periods.

Although the prescribed course of study, it will be observed, creates two distinct divisions of work of two years each, the one so-called academic, and the other strictly professional, each individual school is allowed to work out and arrange its curriculum in its own way, and local initiative and originality in work are preserved. This is an advantage for two chief reasons: it brings a greater variety of experience and originality into the normal school work of the State, by which in the end all profit, and it permits each school to adapt itself freely to the prevailing needs of its own locality and students.

How variously these courses of study work out can be seen by a comparison of the course of study issued by each school for the year 1903-4. Such a comparison will show that Chico and San Diego still deem it necessary and expedient to offer graduates of the ninth grade four-year courses, covering a relatively large amount of academic work and at the same time maintaining a high grade of professional work.

Both of these schools also offer the two-year course of chiefly professional work for graduates of high schools. Their grounds, in brief, for their present position, are the relatively few strong high schools which can at present feed them, and the beneficent touch which they are maintaining under the present plan with rural and isolated communities. Yet they have felt and responded to the demand of the past five years for higher standards. San Francisco and San Jose, it will appear, rest solely on the two-year course for graduates of high schools. Their work may justly be regarded, therefore, as exclusively professional. Los Angeles still maintains the four-year course for a few. The great majority of her entering students for the past few years, however, have been graduates of good high schools. The high school basis for these three schools is easily possible, since they are located in those sections of the State where high school development has been best and strongest.

In justice it should be noted, also, that although all these schools have to occupy themselves in a measure with the academic fitness of the student for teaching, such work, even when devoted liberally to positive general culture as at Chico and San Diego, is still made to rest directly upon fitness for teaching. The study of any subject of general interest from the teacher's point of view can no longer be the same, in a live normal school, as the pursuit of the same subject for merely cultural purposes. Arithmetic, literature, English, science, e. g., may all be made specially significant to the one who is to become a teacher of them. "Thou that teachest another, teachest thou not thyself?" Nor is the teacher's point of view, so far as she goes, any narrower than the purely cultural. Indeed, it comprehends the latter, and adds to it the teacher's interests in the child as affected by culture, as growing under its influence, and in educational and cultural aims in the broadest sense. In a true sense, therefore, all of the work of the California normal schools is making directly for the professional efficiency and breadth of their graduates. In a true sense, no line of work is either conceived or executed from a cultural point of view alone.

PENDING ISSUES AND PROBLEMS.

The work of the past five years, covering also the period of the activity of the two new schools at San Diego and San Francisco, gives the key to the current problems in normal school work. Without a doubt the great issue to-day is the standard of admission. Should they all advance soon to the requirement that all candidates for admission be graduates of accredited high schools on a basis which would admit to the University, or have equivalent preparation as is the case at present with San Francisco, San Jose and practically also Los Angeles? In addition to their

two-year courses for such candidates, Chico and San Diego still maintain four-year courses for graduates of the ninth grade. But the question before the State at present is: How is our normal school work being affected by the new standard which has been coming in? The old culture courses of the normal schools kept in view the practical as well as liberal cultural demands of the teacher. The high schools cannot do this, for they are dominated still by the classic element as a necessary propadeutics to University work. Latin may be very essential to this end, but it is hard to justify its dominance of a work which should serve the general cultural interests of a people more than the high schools are doing at the present time. The equipment of many pupils in our high schools with meagre Latin which they will never have a chance to study in the University, is cutting them off from many things they have a clear right to, and unfitting them for entrance into anything but the University. The relative value of certain culture for elementary school teachers, is a problem in the training of teachers which cannot be overlooked.

The present writer undertook some investigation a year ago of this question among the normal schools of the United States, the results of which may be summed up as follows: The high school graduate does not in all respects represent that general culture and training which many years of normal school experience have shown to be prerequisite for the teacher. It appears that a normal school, by virtue of its professional aspect, is a good place in which to discover how much one knows and how effectively he knows it. These schools find the high school graduates deficient in most of those lines of general information which are to-day the common stock in trade, in the power readily and effectively to use the English language and the principles of arithmetic, in scientific knowledge, in power of independent thought and interpretation. They are stronger on the side of higher mathematics, the formal side of classical studies, and in the power to memorize and get assigned lessons from texts. The comprehensive defect is absence of culture so far as it relates to the realities of life. It is being felt more and more in the State that the high school should not aim primarily to prepare for entrance to the University; that is its incidental function. It should rather make for the many-sided development of the adolescent in the direction of more effective and worthy manhood or womanhood along lines of general culture, with some specialization along the line of special bent. When the high schools are permitted to give greater prominence to real literary and English training, to the social and natural sciences, to arithmetic, music and art, and by methods that shall more generally provoke real thought as well as exercise memory, their graduates will

be in much better condition to undertake normal school work proper. Normal schools must not be understood to be in the position of making any demands upon the constitution of the high schools; for the latter have already been too much hampered by such purely external considerations as that of preparation for the universities. But the truth remains that when the high school graduates stand closer to the demands of present day citizenship, character and mental equipment, it will be possible for the normal school to undertake their professional training far more effectively. Most of the remaining defects in culture will be those arising from the new or more perfect viewpoint which a teacher must always bring to the subject matter, and from lack of skill in execution; and these defects can best be met in connection with, and under the stimulus of the teacher's professional problems. Moreover, wherever secondary training in such lines as social and natural science, English composition, literature and mathematics, has dealt with the function of thought as well as that of memory, the student's grasp of method should enable him readily to do what every teacher in practice should be able to do—to supply his own lack of information and to do so accurately.

Another issue now before our normal schools may be said to grow out of the above. The emphasis of professional work, which in some cases has monopolized the time of the two-year course, has entailed also a very great emphasis, especially at San Francisco, of practice work. The relative merits of theoretical pedagogics and practice teaching are not viewed alike by these normal schools. The experience of the future may be expected to have something of practical value in store, for some of these schools place great emphasis on theoretical professional training, e. g., Los Angeles and Chico; others reduce it to a minimum and rely almost solely on the formation of teaching habits in practice work, e. g., San Francisco.

At the last Joint Board meeting, San Diego, April 12-13, 1903, Governor George C. Pardee, chairman, succeeded in bringing new life and interest into its work, by raising a number of issues and securing a new attack upon normal problems peculiar to this State.

It appears that male attendance in the California normal schools is rapidly falling off. Yet it is eminently desirable that men receive this training and infuse the spirit and life of men into elementary school work. The falling off is due to two chief causes: the revival of industry on this Coast which offers a superior financial field for young men of intelligence, and the preference of men for University training, which leads them to seek the University more readily and directly by way of the High Schools. It is, therefore, a matter of concern as to how to

stimulate male attendance at the Normal Schools, in order that those young men who ultimately enter the University with a view to more advanced educational work, shall have first received the practical training for elementary teachers, the best possible fore-school for supervisory work.

This introduces a new problem, that of the relation of the Normal Schools to the University in the State system. What recognition should the Latin-less Normals receive, if their best graduates ultimately desire to enter the University? This is a laudable ambition in elementary teachers. Yet at present there is no way by which they can enter upon such work and receive a just equivalent standing for past experience and training, or specialize freely and without reference to certain preliminary but unrelated work they may never have had.

Continuous sessions of the Normal Schools, especially for the purpose of placing them at the service of teachers in practice, is another problem which the San Jose School has already taken steps to meet.

Three of California's Normals have undertaken to train Kindergartners; but recent discussion has called this work in question, owing to the fact that Kindergartens, maintained at public expense, have not yet become popular, ex ept in a few localities.

Finally there is evidence that the further protection of the standard of the State for the training of its teachers will be agitated along the line of the German "Probejahr," or year of probation. At present the Normal diploma is in effect a life certificate to teach, and there is no effective means of protecting it after the graduation of the candidate. The probation year would be a step in this direction.

Such then are the issues now before the Normal Schools of our State: Whence and under what conditions shall we draw our candidates for the teaching profession? What is the real value of theoretical pedagogical training and what relation does it bear to practice training in teaching habits? In what should the theoretical training consist to be most effective? By what means can male attendance be increased? What should be the standing of the Normal-trained teacher on entering the University? Shall continuous, especially summer, sessions be instituted? Shall the Normal Schools train Kindergartners at State expense? Shall the Normal diploma be made a permanent basis for certification only after satisfactory evidence has been furnished, under special supervision, of practical success in the teaching service?

CHARLES C. VAN LIEW.

February, 1904.

*I am indebted to the presidents and faculties of the State normal

schools, of California for much valuable and helpful information. I have also made use of the reports and catalogues of the various institutions, of the reports of the State Superintendent of Public Instruction, of the Joint Board minutes, the bulletins of the San Francisco Normal School and the Los Angeles Normal Exponent, Vol. XI, No. 5.

C. C. V. L.

THE UNIVERSITY OF CALIFORNIA

A MONOGRAPH

BY HARRY ALLEN OVERSTREET

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The University of California

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It is significant of the place which the University of California holds in the political organization of which it is a part, that its date of birth, in organic idea, is one with the birth-date of the State. The very first Constitution of the incipient commonwealth prescribed measures for the protection and proper disposition of lands granted for the support of a university of the State and made it a duty of the Legislature to "provide effectual means for the improvement and permanent security of the funds of said university."

But although a university of the State was thus called for by the Constitution of 1849, it was not until 1868 that the University of California was founded. The intervening years were years of preparation, with their many uncertainties as to the character of the new institution, their tentative suggestions and rejected plans, and often their periods of gloomy doubt as to the whole affair. Throughout them all, however, are found the traces of steadfast effort on the part of a small body of earnest men toward the accomplishment of the wished-for end. These men in public and private utterances made the voters of California alive to the vital need of an adequate university, and by the educative influence of their arguments kept the public pressure on the Legislature sufficiently firm.

The Constitution of 1849 had not been able to make definite provision for the support of the proposed university, but the Constitutional Convention had prayed Congress to adopt such measures that "seventy-two sections of the unappropriated lands within the State should be set apart and reserved for the use and support of the university, which, together with such further quantities as might be agreed upon by Congress, should be conveyed to the State and appropriated solely to the use

and support of the university." Congress responded affirmatively in 1853 with a grant of forty-six thousand and eighty acres for a "seminary of learning."

With the income from these lands assured, the support of some kind of an institution appeared a certainty, and resolutions were passed in successive Legislatures looking to the organization of a State university. One of the plans proposed at this time is remarkable as an indication of what higher education in California did not suffer from its friends. As recounted by Professor William Carey Jones, in his *"History of the University of California,"* "Rev. Sam. B. Bell, representing Alameda and Santa Clara counties, had meanwhile introduced an extraordinary bill into the Senate 'for organizing the University of the State of California under the name of the Regents of the University of the State of California.' . . . The bill was introduced on March 23, 1858, went through the usual course, was at one time laid on the table, was then called up through the urgency of Mr. Bell, and on April 16 passed the Senate. It was then sent to the Assembly, where it was referred to the Committee on Education. The report of this committee was one of crushing destruction to the project. The proposition of the bill was to establish a body of regents, with various salaried officers appointed by them, including a chancellor, vice-chancellor, treasurer and secretary; to unite under this board all the colleges then established and thereafter to be established in the State, with whatsoever faculties they might have, and wheresoever situated; and to distribute among these scattered institutions the funds that were designed for the university. The committee declared that 'such a heterogeneous combination for a university' would be 'impolitic, impracticable, and not the institution contemplated by the Act of Congress.'"

In 1858 the Legislature ordered the sale of the public lands and directed that the proceeds be held by the Treasurer of the State as a special fund to be devoted to the uses of the "seminary." But notwithstanding the official urgings of Superintendents of Public Instruction, and of legislators, plans and resolutions in these years still came to nothing.

Clearly, the great difficulty in the way of establishing a university was the inadequacy of the funds at hand. With the income assured, a very small college might have been maintained, or perhaps a polytechnic school; but the men who were earnest for the university looked for something better than this. Hence the great stimulus to effort that came with the passage of the Morrill Act in 1862. In pursuance of this Act, the United States granted to California one hundred and fifty thousand acres for the endowment of a college which should have for its main

Courtesy of Needham Bros., Berkeley **North Hall and Mechanics Building**

object the teaching of agriculture and mechanics. Here at last seemed an adequate provision for the technical branch of a university. With this assured, the State might now devote its original funds to the maintenance of other faculties. And thus the question, so anxiously debated in former years, whether the State should divert its small funds to academic education or to technical training seemed answered even beyond the hopes of those years, by the possibility of combining both functions in one university.

Consequently, in 1863, a commission was appointed to report a plan for the founding of a "seminary of learning." The commission's report was decisive in favor of a single institution, but to the chagrin of the advocates of academic education, it recommended that the proposed institution should, for the time being, be simply a polytechnic school.

Largely pursuant of this report, the Legislature of 1866 passed an Act to establish an Agricultural, Mining and Mechanical Arts College. A Board of Directors was appointed, to serve for two years, which was to effect plans for the new institution. Fortunately for the State, however, before active operations were begun, Governor Low, in reconsidering the whole matter, detected the unwisdom of diverting all the State moneys for higher learning to a purely technical training, and in his address of December 2, 1867, urged a more far-sighted policy.

But it is difficult to say what would have been the fate of the higher institution had there not occurred at this time an act remarkable for its generosity and its fine public spirit. At a meeting of the Board of Trustees of the College of California, of Oakland, on October 9, 1867, it was resolved that all the lands and buildings of the college be offered as a gift to the State, on the sole condition that the State permanently maintain in its proposed university a college of letters. It was further resolved, in pursuance of this, that the College of California should disincorporate so soon as the State should accept its offer and make provision for the continuance of a college of classical learning. Here was the third great good fortune of the State, greater and more touching than the others, in that it represented the deliberate sacrifice of a body of public-spirited men. For the College of California was no weakling product, glad to make itself over into something stronger and richer. Founded in 1853 by a high-minded minister of New England, Henry Durant, it had grown from a struggling private school into a college of recognized worth and academic dignity. It was religious in its character, but non-sectarian; in fact, its inception had been in the ideal of Henry Durant to establish on the new western coast a college that should be Christian in a more fundamental sense than the ordinary sectarian seminaries. Under the efficient administration of its founder,

it had come to hold in California a place of leading influence among Protestant institutions. Hence it was a matter of no small sacrifice when it magnanimously withdrew from its field of earned success in order that the State might have no rival in its high effort.

This generous action of the College of California solved the problem that was being so anxiously debated. Through the co-operative effort, now, of the Board of Directors of the proposed College of Agriculture, Mines and Mechanical Arts, and the Board of Trustees of California College, a system of university organization that made provision both for the technical education required by the Morrill Act, and the classical training called for by the conditions of the gift of California College was devised. Governor Haight, in his inaugural address, recommended the passage of a law establishing the university. A bill to "create and organize the University of California" was introduced on March 5, 1868, by Hon. John W. Dwinelle. On March 21 it passed both houses of the Legislature, and on March 23 was signed by Governor Haight. Thus was the period of tentative planning at an end. The university was now virtually an accomplished fact.

"A State university is hereby created," reads the first section of the Charter, "pursuant to the requirements of Section 4, Article IX, of the Constitution of the State of California; and in order to devote to the largest purpose of education the benefaction made to the State of California" by the Morrill Act of 1862. "The said university shall be called the University of California, and shall be located on the grounds heretofore donated to the State" by the College of California. . . . "The university shall have for its design to provide instruction and complete education in all the departments of science, literature, art, industrial and professional pursuits, and general education, and also special courses of instruction for the professions of agriculture, the mechanic arts, mining, military science, civil engineering, law, medicine and commerce." Thus did the State assure its youth not only an adequate training in preparation for material activities, but also a real cultivation of character.

In accordance with its Charter, drawn up almost entirely by Hon. John W. Dwinelle, the government of the university was vested in a board of regents, an academic senate, and the separate faculties. The board of regents was to consist of *ex officio* members, viz., the Governor of the State, the Lieutenant-Governor, the Speaker of the Assembly, the State Superintendent of Public Instruction, the President of the State Agricultural Society, the President of the Mechanics' Institute of San Francisco, and the President of the university; eight members appointed by the Governor, and eight honorary members, elected by the

appointed and *ex officio* members. By a later provision, all the positions on the board, with the exception of those officially held, became appointive. The following provision was expressly made in the Charter: "No sectarian, political or partisan test shall ever be allowed or exercised in the appointment of regents, or in the election of professors, teachers, or other officers of the university, or in the admission of students thereto, or for any purpose whatsoever. Nor at any time shall the majority of the board of regents be of any one religious sect, or of no religious sect; and persons of every religious denomination, or of no religious denomination, shall be equally eligible to all offices, appointments and scholarships." Regents were to hold their office for a term of sixteen years. The members first appointed were to be classified by lot, so that one member should go out of office at the end of every successive two years. By this important plan, whereby the board changed its membership gradually, and whereby each term of office covered a number of gubernatorial administrations, as well as by the special provision already noted with regard to sectarian influence, the board of regents was secured against the pressure both of political and theological considerations. Unlike many provisions of this kind, this one has been eminently successful in its operation, for it is a recognized fact that the board of regents, as it has gradually changed its complexion with the years, has never in any sense been subjected to illegitimate pressure.

The original constitution of the University provided for four classes of colleges: (1) College of Arts, including agriculture, mechanics, mines and civil engineering; (2) a College of Letters, or classical course; (3) professional colleges, including medicine and law; (4) other colleges incorporated into or affiliated with the university.

On September 23, 1869, the new university opened its doors. They were the doors, to be sure, of the College of California, in Oakland, for there had not yet been time to plan and bring to completion the buildings of the new institution; but those doors were opened now, not under private endowment, but under the auspices of the State. The university began its work humbly, indeed, with a class of forty students and a teaching force of ten members. Yet there was power in this simple beginning, for the university had in three of its teachers, at least, men who were to prove of inestimable worth to its future life—Henry Durant, the first president of the university; John LeConte, professor of physics and later president of the university, and Martin Kellogg, professor in the College of California, professor in the University of California, many times chairman of its faculties, and later president of the university. The last of these has only just passed away, in ripe old age and the honor of approved scholarship.

The instruction begun in the College of California buildings in 1869 was continued there until the summer of 1873. On July 16, 1873, the commencement exercises of the first class to graduate—a class of twelve—were held in Berkeley, and the university then made formal entrance upon its new home.

The university was from 1870 to 1872 under the presidency of Henry Durant. Upon his resignation, Professor Daniel Coit Gilman accepted the call to the position. President Gilman remained with the university until 1875, when the fascinating offer extended to him by the incipient Johns Hopkins University successfully tempted him from the western coast. The executive office was then filled by Professor John LeConte.

In the first two years of the university's existence, two important steps were taken that have not since been retraced. In 1869 all admission and tuition fees were abolished, and in 1870 the university was opened to women on terms of complete equality with men. The latter provision was made part of the State Constitution of 1879, where it was expressly stated that no person should "be debarred admission to any of the collegiate departments of the university on account of sex."

President LeConte resigned his office in 1881 and was succeeded by William T. Reid. The latter held office until 1885, when he was succeeded by Professor Edward S. Holden. The new president was to fill the vacancy only until the completion of the Lick Observatory, when he was to assume the position of its director. Upon the completion of the observatory in 1888, Hon. Horace Davis was elected to the presidency, remaining in office until 1890. Upon his resignation, the office was for some years unfilled, Professor Martin Kellogg meanwhile performing its duties as chairman of the faculties. On January 24, 1893, Professor Kellogg was elected to the presidency, administering his office with efficiency until 1899. With the resignation of President Kellogg and the election of his honored successor, President Benjamin Ide Wheeler, we are brought to the present, and may now retrace our steps for a consideration of some of the determining events in the life of the university during the years recounted.

Between 1869 and 1903, the growth of the university has been nothing less than marvelous. Beginning with a total registration of 24, and graduating a first class of 12, the university has grown in numbers, until in 1903 the official registration showed a total of 2669 students enrolled in the academic colleges alone; while in the university, inclusive of the Affiliated Colleges of Law, Medicine, Pharmacy and Art, and the Lick Observatory, there was a total of 3275. The instructing force has increased from 10 in 1869 to a total in the academic colleges, of 246

Courtesy of Needham Bros., Berkeley

Chemistry Building

in 1903, and in the whole university of 434. From a first graduating class of 12, the university has grown until, in 1902, it graduated a senior class of 280 in the academic colleges, and in the whole university a class of 417.

But this remarkable growth would hardly have been possible had not the State in 1887 generously placed at the disposal of the university a permanent income from the State moneys. In 1887, the Vrooman Act, introduced into the State Senate by the Hon. Henry Vrooman, and into the Assembly by the Hon. C. A. Alexander, provided that the university should receive annually the proceeds of a tax of one cent upon every one hundred dollars of taxable property in the State. Hardly could a law more vital to the university have been enacted, for by placing the university's support upon a constitutional and not a legislative basis, it permanently freed the institution from the dangers of political variation.

Thus with an assured income, and with the pledge given by the State in its Constitution of 1879, that the maintenance of the university should be perpetual, the University of California was able, for a time at least, to free itself of the more distressing material anxieties and to address itself to its essential business of providing a culture and a training that should be adequate.

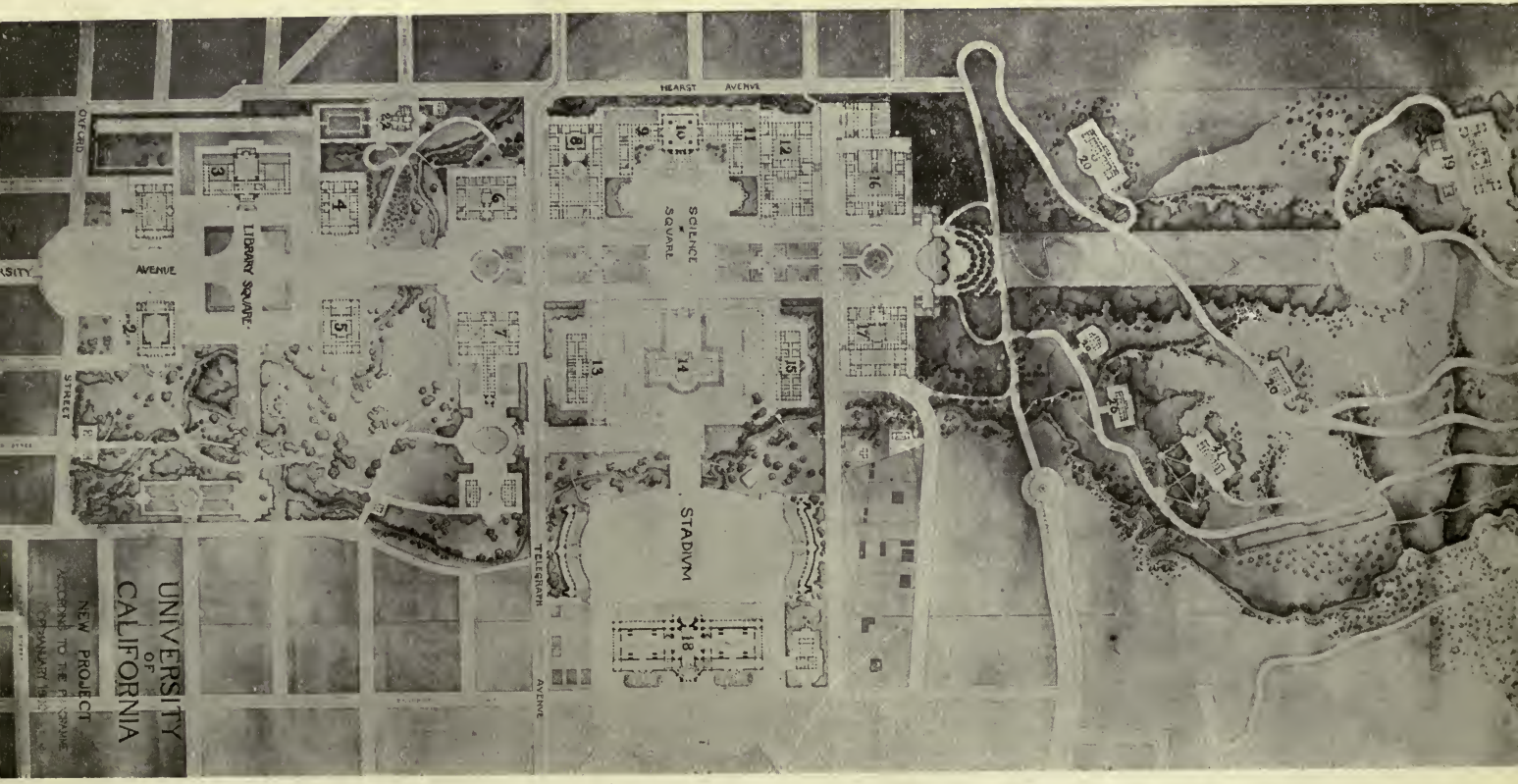
But a great difficulty lay in its pathway in the early years, a difficulty that for some time threatened to bring all its efforts to naught. To educate, it must have students, and to be a university, it must have students trained up to matriculation standards of a university. The success of the university, then, was one with the success of the high schools of the State. It may be imagined, therefore, how severe was the blow to the university when, by the Constitution of 1879, all State aid was withdrawn from the high schools and all the State's moneys for common schools were diverted to the schools of elementary grade. For a time it seemed as though the university must go under for lack of proper material. But after a period of dark uncertainty, the communities throughout the State bestirred themselves to a manful local support of high schools. Thus was this really grave danger averted.

But a second danger lay in the complete separation of high schools and university. The high schools pursued their work as best they knew how, with no indication as to the university's standards; the university pursued its work irrespective of the kind of training given in the high schools. The result was inevitable friction and loss of energy on both sides. It was soon realized by the university that if it was to be successful, there must be a unified high school system in the State that should join properly with the system of higher training. Hence the

university set to work to evolve a plan whereby secondary and higher education might be brought into more harmonious conjunction.

The result was the system, since then become permanent, of accrediting high schools. Before this plan was adopted students were admitted to the university only upon examination. It was now agreed that students who should graduate from high schools approved by the university, and who should have, in addition to their diploma, a recommendation of their principal, showing their work to have been of superior character, might enter the university without examination. The effect of the accrediting system upon the education of the State has been of the very best. In order to determine the character of the various high schools, the university found it necessary to send men of its faculties to examine the work done. This at once brought about intercourse between the two systems of education; the high schools learned the requirements of the university; the university became aware of the needs and the obstacles of the high schools. The result was an increasingly greater unifying of the whole system of secondary and higher education throughout the State. And the effect has at the present penetrated even to the grammar schools, so that the next years bid fair to see the triple system of education in California, with all its past waste and friction, rationally and uniformly organized. That the accrediting work has met with real success may be seen from the fact that from three accredited high schools in 1884, the list has grown until, according to the last report (1903), the accredited schools of the State now number 118.

The years that we have recorded witnessed many important acquisitions by the university. The Colleges of Law, Pharmacy, Dentistry and Medicine were established in San Francisco and affiliated with the State institution. The munificent bequest of $700,000 made by James Lick, in 1876, for the founding and equipment of an astronomical observatory gave the first great impetus to the adequate support of scientific work in California. In 1872, Mr. Edw. Tompkins, by a grant of land in Oakland, established the first endowed chair in the university, the Agassiz professorship of Oriental Languages and Literature. In 1878, Mr. J. K. P. Harmon responded to a much felt want by building and equipping a students' gymnasium on the campus. The nucleus of one of the most important of all the university's funds, the library fund, was established by Michael Reese; while the founding of an art gallery was due to the generous gift of Henry D. Bacon. In 1881, Mr. D. O. Mills, by a gift of $75,000, established the second endowed chair in the university, the Mills Professorship of Intellectual and Moral Philosophy and Civil Polity. This endowment has proved of inestimable worth



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First Prize—Ground Plan

to the higher life of the university. In 1893, Mr. Edw. Searles transferred to the university the land and buildings in San Francisco now known as the Mark Hopkins Institute of Art "for the exclusive uses and purposes of instruction and illustration of the fine arts, music and literature." In 1898, Miss Cora Jane Flood made over to the board of regents the Flood mansion, near Menlo Park, together with certain lands and shares.

In 1891, Mrs. Phoebe A. Hearst laid the foundations of a scholarship system in the university. In a letter to the board of regents, of the date September 28, 1891, she expressed her aims as follows: "It is my intention to contribute annually to the funds of the University of California a sum sufficient to support eight three hundred dollar scholarships for worthy young women. . . . I bind myself to pay this sum during my life time, and I have provided for a perpetual fund after my death. The qualifications entitling students to the scholarships shall be noble character and high aims, it being understood that without the assistance here given, the university course would in each case be impossible. . . . The award shall be made by a vote of the faculty, but I do not wish any scholarship to be given as a prize for honors in entrance examinations."

Six years later, when the doubling of the university's income was assured by the State Legislature, the university appropriated three thousand and five hundred dollars "to be distributed equally among the eight Congressional districts of the State, for the purpose of aiding poor and deserving students to attend the State University." These scholarships were to be known as the "State of California Scholarships;" they were not to exceed twenty-eight in number and were to yield to each holder one hundred and twenty-five dollars per annum. Immediately this appropriation was made, Mr. Levi Strauss of San Francisco generously offered to duplicate it, the scholarships to be of exactly the same character with regard to income and award as those provided by the State.

In addition to these sixty-two scholarships, single scholarships have been established by various persons and institutions. In 1899, Mrs. Cornelius B. Houghton, in memory of her husband, made provision for an annual scholarship. The San Francisco Girls' High School, the Haywards, the San Jose and the Los Angeles High Schools have maintained scholarship funds which they apportion to the meriting members of their schools. Besides these, scholarships are awarded out of the William and Alice Hinckley fund and the Joseph Bonnheim memorial fund. For the encouragement of graduate work, the university awards the LeConte Memorial Fellowship, established by the Alumni Association,

in memory of Professors John and Joseph LeConte, three University Fellowships at the Lick Observatory, two Whiting Traveling Fellowships, maintained out of a bequest of $20,000 made by the will of Harold Whiting, formerly associate professor of physics in the university, two Emanu-El Fellowships in Semitic languages, established by the Congregation Emanu-El of San Francisco; the Harvard Club scholarship, and the Yale Alumni Fellowship, founded and maintained by graduates of these universities. In addition, the university has two loan funds, the Frank J. Walton Memorial Loan Fund, established by the Class of 1883, and the loan fund of the Class of 1886.

We have already mentioned the State's grant to the university in 1887 of an income of one cent on every one hundred dollars of taxable property. For a few years the funds thus accruing were, economically administered, adequate to the needs of the university. But then came a period of unprecedented growth. Within five years—from 1891 to 1896—the enrollment of the university increased by a full three-fold, while the funds at its disposal remained practically unaltered. The institution was in direst straits, not only because it had no means to augment its teaching force sufficiently to meet the larger needs, but also because it was unable even to provide room for the ever-increasing numbers.

Determined action was necessary. In a report to the board of regents in May, 1896, the Ways and Means Committee, consisting of Regents Reinstein, Black, and Rodgers, made a statement of the university's distress that became a basis for an appeal to the State Legislature.

"The provision made by the State of California for the constantly increasing wants of the State University is embodied in the Act of the Legislature of 1887, and consists of a tax of one-tenth of a mill on the dollar.

"At that time the number of students in the University was 288, while now it is 1336 (at Berkeley). The provision then made by the Legislature was considered just sufficient for the then needs of the University, and it was anticipated that the taxable wealth of the State would increase in just about the proportion that the University would grow, and thus meet and provide for the constantly increasing demands of the University through the enlargement of the number of its students. This expectation seemed then to be well founded, and was justified by the growth of the University for the succeeding four years, but since the year 1891, the number of students at the University, which was then 456, has increased to a degree as remarkable as it is gratifying.

"Within the last four years the number of students at the State University has trebled, and is at the present writing 1336, while in the entire University, including its affiliated colleges, the number is 2047, while the indications are that the next Freshman class will outnumber all before it. The income of the University from this Act, however, so far from doubling, has increased only

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First Prize—Prospective View

an insignificant amount within the last five years, and is actually less in 1895 than in 1894 or 1893.

"Under these circumstances alone, it is but reasonable to believe that the next Legislature will take such steps as will be commensurate with the power, the pride, and the dignity of a sovereign State, when it realizes that the provision for the support of the University made by the Legislature in 1887 is entirely inadequate to the present quadrupled demands of the University, and still less adequate to maintain that constantly increasing prosperity of the State's highest institution of learning, which is a just source of State pride and an essential condition of State dignity and prosperity."

In response to this statement of needs a bill was, in 1897, introduced by Hon. F. S. Stratton into the Senate, and into the Assembly by Hon. Howard E. Wright, which provided that the university's income should be increased to two cents on every hundred dollars of taxable property. To the great relief of all friends of the university, the bill passed both Houses without opposition and was signed by Governor Budd on February 27, 1897. Thus did the State a second time prove her deep and abiding interest in the welfare of her university.

To one who has visited the university, nothing can be more strikingly obvious than the painful contrast between the character of its site and its buildings. Situated on the foothills of the Contra Costa range, and looking westward out through the Golden Gate, its natural placing is almost unmatched. Yet with this remarkable beauty of location is coupled an equally remarkable ugliness of makeshift buildings. The pressing difficulty that the university faced in the years of its rapid growth was that of finding, not the best room, but any kind of room for its students; and in attempting to solve this difficulty with an inadequate income, the only resort was in hastily constructed temporary buildings. The sole virtue of these was their cheapness and their capacity. As a result, the succeeding years saw the beautiful campus crowded more and more with homely buildings, scattered about with hardly a thought of present or future plan. That this haphazard construction was unwise and ruinous to the beauties of the university's site was felt by many, but two men especially put their convictions into serious and concerted effort. Mr. B. R. Maybeck, instructor in architectural drawing in the university, had long felt the need of a permanent plan for the placing and style of the university buildings, and he was active in making known his views. They were heartily seconded by Mr. J. B. Reinstein, a regent of the university, so heartily that as a result of a communication addressed to the board of regents on April 29, 1896, the board voted that there should be prepared a programme "for a permanent and comprehensive plan, to be open to general competition, for a system of buildings to be erected upon the grounds of the University

of California in Berkeley." Before the resolve of the board had been put into effective operation, however, it came to the notice of Mrs. Phoebe A. Hearst, who had herself long been deeply concerned in the architectural beautifying of the university. Mrs. Hearst, with a generosity, spontaneous and admirable, wrote at once to the board of regents, expressing her great interest in the project and her desire to contribute wholly the expenses of the proposed competition. Needless to say that the offer so totally unsolicited and so magnificent beyond expectations was gratefully accepted by the board.

It is impossible in this cursory history of the university to give more than the barest outline of the course of the "Phoebe A. Hearst Architectural Competition." That contest of the world's known artists has become so internationally famous that it hardly needs more than mention to have its whole story recalled. In preparing for the competition, the two men who had been most zealous in the cause were commissioned to canvass the leading architects of the world to the end of enlisting adequate interest and of preparing a just plan of contest. After careful consideration a programme was drawn up, providing for two competitions, a preliminary one, to be held in Antwerp, and a final one, to be held in San Francisco. The committee of award was to consist of Messrs. R. Norman Shaw, J. L. Pascal, Paul Wollot, Walter Cook and J. B. Reinstein. Owing to the illness of Mr. Shaw, Mr. John Belcher was substituted in his place. The preliminary competition opened on January 15, 1898, and closed July 1, 1898. Of the 105 plans received, eleven were selected by the jury to stand for the final contest. As a help toward the further preparation of their plans, the winners in the first award were invited, at the expense of Mrs. Hearst, to visit the university town. The second contest, in San Francisco, on September 7, 1899, resulted in the following award: first prize, Mons. E. Benard, Paris; second prize, Messrs. Howells, Stokes and Hornbostel, New York; third prize, Messrs. D. Despradelle and Stephen Codman, Boston; fourth prize, Messrs. Howard and Cauldwell, New York; fifth prize, Messrs. Lord, Hewlett and Hull, New York.

This is but a bare statement of the essential facts of the contest. But if one would know the reality of the Phoebe A. Hearst architectural competition one must read into the skeletal bones of these facts, all the loyal enthusiasm, the ardor of hope, the fire of great purpose awakened by the project. If the plan had meant merely an embellishing of the outer life of the university, it would have signified little indeed; but ostensibly a remedy for the outward, it called forth in the State and in the university the firm determination that the inner life should not be unworthy.

Courtesy of Needham Bros., Berkeley

The Greek Theatre

Yet it must not be thought that it was ever in the intent of the donor that the plan should serve merely as a means to outer embellishment. Mrs. Hearst has long felt that beauty serves an essential need of the soul, that in placing beautiful objects before the maturing student one helps to develop pure, strong character as surely as with the spoken truth. Mrs. Hearst has for some years been proving the strength of her conviction by providing the students of the university with best examples of the fine arts. With art collections and concerts of a superior kind, she has opened the eyes and the ears of the student to beauty. The work has been none the less great that the refining and purifying influence has been all unconscious.

In this recital of the university's growth, we have made no reference to its attempts to fulfill one of the main purposes of its establishment. The grant of the Morrill Act of 1862 was made, as we have seen, on condition that an institution be founded that should have primarily in view a training in agriculture. The university has attempted to meet this requirement to the full; and there can be no doubt that as the years have passed its efforts have been successful. Up to 1891, work in agriculture was entirely within the university confines. In that year, however, was inaugurated the custom of holding Farmers' Institutes throughout the State. By this means the university came into touch with the farmers of California, with a success that is indicated by the yearly increase in the number of institutes held. In 1897, so important had this work beyond the university's doors become, that a new department was created, a Department of University Extension in Agriculture. By means of the information disseminated at these institutes, as well as through its frequent bulletins, the agricultural department of the university has enabled the State not only to increase in very large degree its present agricultural earnings, but also to make sure the permanent fertility of its soils.

On July 18, 1899, the university entered upon a new stage of its development in the election to its presidency of Professor Benjamin Ide Wheeler, of Cornell University. The four years and a half of President Wheeler's administration have witnessed a remarkable growth in the university's prosperity, both in the inner life that is more properly its concern and in the material resources that must ever be indispensable. Those years have proved most especially the deep love of Californians, rich and poor alike, for their university. In 1900-1902, the gifts to the university, from private sources alone, amounted to about $900,000. As we are writing this, word has just been received of a bequest of some $500,000 to $600,000 by one of San Francisco's leading business men, Mr. Charles F. Doe, for the building of a new university library. But

it is not in the public-spirited wealthy alone that the university is beginning to find her strength. In countless ways donations are being made by those of more modest income, from the five dollars that comes as an annual gift from an anonymous alumnus, or the scholarship money returned by another graduate, to the more substantial gifts for library or departments. It is of deepest significance that California's Alumni feel the impulse to give of their own, for in this abiding love for their university lies the real promise of her permanent and increasing greatness.

It will be fitting at this point to mention some of the leading benefactions to the university in the years of President Wheeler's administration. Only a bare handful may be recounted in this brief history. Significant of his concern for the higher life of the university was the gift, in 1902, by Mr. D. O. Mills, of $50,000 for the furtherance of the work of the Department of Philosophy. This was in addition to Mr. Mills' original gift of $75,000 for the establishment of a chair of philosophy. The endowment of another important chair—in classics—is due to the generosity of Mrs. J. K. Sather, who has given $75,000 for that purpose. Mrs. Sather has also made over to the university real property of great value for the establishment and support of a law library, and has, in addition, made important gifts of books. The construction of a Physiology building, at an expense of $25.000, has been made possible by the generosity of Mr. Rudolph Spreckels, and its thorough equipment by Dr. Max Herzstein's gift of $8000. A most important addition to the library of political science, finance, and history has been made by Mr. Claus Spreckels' gift of $11,675.82. Mr. H. Weinstock has presented the university with $5000 as a foundation fund for the "Barbara Weinstock Lecture on the Morals of Trade." One of the sorest needs of the university has been met in the construction of a great open-air theater, built on the model of the Greek Theater, and seating some 7000 people. Mr. W. R. Hearst contributed the $40,000 necessary for the building of this unique structure. An assemblage place, not only capacious but singularly beautiful, it will prove a source of stimulation in ways that have heretofore been beyond the university's power to realize.

When we attempt to recount Mrs. Hearst's gifts to the university the pen fails. They are numerous beyond any possible listing, because many of them are known only to Mrs. Hearst herself. We have already recounted Mrs. Hearst's assumption of the expenses of the architectural competition. Mrs. Hearst is now erecting, in accordance with the accepted plans, a mining building as a memorial to her husband, Senator Hearst. The minimum cost of this building will be half a million of

Courtesy of Needham Bros., Berkeley

The University, Looking West

dollars. She is maintaining the department of anthropology, expending $10,000 a year for five years for excavations and research in Egypt, $3500 a year for five years for the like work in South America, $10,000 a year for two years for research in Greece, and $6000 a year for anthropological work in California, Mexico and New Mexico. The maintenance of this department alone for 1900-1902 was at a cost of $103,046. She has contributed over $6000 for a museum building, has presented the university with Hearst Hall, valued at $50,000, has supported the Hearst Domestic Industries at an annual cost of over $15,000, has provided over $27,000 for the equipment of the medical department, $13,000 for a mining laboratory, $8400 for the equipment of gymnasiums. The president's biennial report of 1898-1900 gives the following figures for the two years recorded: "The total of gifts for which figures have been given in the foregoing list (exclusive of the support of archaeological expeditions of about $30,000 a year) is $271,566.65. This amount is, however, far less than what Mrs. Hearst has actually expended for the benefit, direct or indirect, of the university."

But to write a list of Mrs. Hearst's gifts to the university is all unsatisfactory, for the real significance of them lies not so much in their magnificence, if one may use the word, but rather in the fine insight of the giver, the sympathetic touch with younger lives, the personal delight in discovering the deepest and the most real needs. And though great beyond reckoning has been the tale of her free-will offerings, greater, after all, and more lasting in worth for the university has been the fine idealism of her character, her unswerving faith in the beautiful and the true and the good, and her high efforts toward their realization in her chosen children.

And yet, even with this generosity of her friends, the university has not been wholly free of embarrassment. Almost, it might be said, it has suffered from too much good-will. In 1898-99, the total registration of students, including those in the professional colleges, was 2439; in 1902-03 it had leaped to 3275. In 1898-99 the total registration in the academic colleges alone was 1717; in 1902-03 it had increased by more than one-half, being in that year 2669. Meanwhile the two-cent tax, which, in 1899 had been just sufficient to meet the university's needs, yielded an income that increased only very slightly from year to year. Between 1899-1900 and 1901-1902 it grew by but 4.4 per cent. Had it not been for the generous aid of its private friends, writes President Wheeler in his report of 1900-02, "the university would have been crippled and well-nigh helpless." But though there may be temporary embarrassments, the history of the past and the interest of the present have taught the university to fear no permanent distress. The last State

Legislature proved itself alive to the university's needs by granting, in addition to other lesser appropriations, $250,000 for the erection of an administrative building.

Although numbers are hardly a criterion of a university's worth, it will be interesting, nevertheless, to refer to the table of comparative sizes of American universities, prepared by Professor Albert Bushnell Hart for the Harvard Graduates' Magazine in 1900. "The list shows that in the number of undergraduates the University of California is exceeded only by Harvard; in the grand total of students, including undergraduates, professional students and summer school students, it is exceeded only by Harvard, Columbia, Michigan and Minnesota, in the order named."

During President Wheeler's administration, important changes have been made in the internal structure of the University. In 1899, a summer school was systematically organized, with an attendance of 161 students. In 1900, the records showed 433 students registered; in 1901, 799; in 1902, 830, and in 1903, 859. The success of the work has been so marked, especially in the intercourse which it establishes with the leading men of Eastern and European Universities, that the summer school promises to be permanent.

As in its examination of schools and its Farmers' Institutes, the University aimed to come into closer touch with the people of the State, so, in 1902, it prepared to meet the more popular needs for instruction and stimulus by the organization of a Department of University Extension. This Department, planned largely on the lines of the English system, has established centers of extension work throughout the State, which are visited by a corps of lecturers whose duties lie entirely or mainly in the extension field. The success in this work, too, promises permanence.

Important for the professional teaching of the University has been the wise reorganization of the Medical Department. In the past years, the Medical College was perforce compelled to resort almost entirely to practicing physicians of San Francisco for its instructing body. While the efforts of the men who, in the midst of their medical labors, gave of their time and strength to the College, may not be too highly praised, it is nevertheless obvious that, excellent as these efforts were, they could not be made adequate for a medical school of highest scholarly rank. President Wheeler, in his first report to the Board of Regents, called attention to the need for better organization of the Medical Department, and it is due to his efforts that the succeeding years have witnessed an increasingly better equipment and disposition of the medical work.

Graduate work in the University has in the last few years been organized with growing success. Not only has the number of graduate

students increased with great rapidity, as indicated by an enrollment of 244 students in 1903 as against 64 in 1893, but the work has come to be of a more distinctly advanced kind than in the years of its inception. The departments now recognize a radical difference in aim and methods between undergraduate and advanced work, so that the higher degrees now signify not a mere prolonging of the period of residence, but the successful completion of work of a thoroughly graduate nature.

A factor of great importance in the University's life is its function as a training school for prospective teachers of the State. By a law of the State, Boards of Education and Examination have authority to issue certificates of high school grade, without examination, to graduates of the University who are recommended by the Faculty. The operation of this law has been of utmost benefit to California, in that it has encouraged the University to send forth trained students into the high school field. The result has been not only a bettering of the tone and scholarly character of secondary teaching, but also a securer and more sympathetic drawing together of the University and high school forces. The coming years bid fair to witness the long-desired establishment of a Teachers' College.

The University has established a regular series of publications in each of the following departments: Botany, Geology, Education, Zoölogy, Græco-Roman Archæology, Egyptian Archæology, American Archæology and Ethnology, Anthropology, Physiology, Pathology, Astronomy, and Agriculture. It also issues, every quarter, the *University Chronicle,* which is an official record of University life.

The University now comprises the following Colleges and Departments:

College of Letters, College of Social Sciences, College of Natural Sciences, College of Commerce, College of Agriculture, College of Mechanics, College of Mining, College of Civil Engineering, College of Chemistry, Lick Astronomical Department, Mark Hopkins Institute of Art, Hastings College of the Law, Medical Department, Post-Graduate Medical Department, Dental Department, California College of Pharmacy.

In this very brief account of the University's life, it has clearly been impossible to trace out, with the explicit detail that their importance warrants, the factors and forces that have made the institution what it is. But bare as the outlines are, they may, if nothing more, serve to suggest the peculiar conditions amid which a State University is placed, the difficulties of its development, the boundless scope of its opportunities. The University of California has not made its way without struggles peculiar to an institution that finds its support in the suffrage

of the people. It is of the deepest import to the cause of public higher education that it has won its support without truckling, that it has never lowered its ideals to temporary public wishes, but has held high the standard of pure scholarship. The University of California is to-day without doubt a permanent factor in the life of the State, and as such, the outgoing of its influence may not be measured. With its sister University, it stands for the development of the very highest in the character of California. It may be extravagant to predict, as some are pleased to do, that in California a new note in world thought and feeling is to be sounded—a new literature, art, philosophy. Yet it is hardly extravagant to feel convinced that California is immense in possibilities of culture, that her birth to a richer life is even now but just accomplished, while the greatness of her days may scarcely be foretold. In the midst of this youthful promise, the two vigorous Universities stand as nurturers of the best. If the life of the past is promise of the future, California is assuredly secure in the high character of her University guides.

The Le Conte Oak

Courtesy of Needham Bros., Berkeley