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The Froblem of Adequate Salaries for Elementary School Teachers with Special Reference to Alameda County, Claifornia.

by Albert S. Colton 15

# THESIS

Submitted in partial satisfaction of the requirements for the degree of

MASTER OF ARTS

in

Education

in the

GRADUATE DIVISION

of the

UNIVERSITY OF CALIFORNIA

May 1920 LB2840 - alarneda comte 

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#### FOREWORD.

Because of the present crisis in education which has so greatly decreased the teaching staff of the schools of California and other states, the Bureau of Research in Education of the Department of Education, University of California, issues this bulletin. It should aid the teaching profession in the effort to establish just schedules of salaries. The technical information it contains not only throws light on the conditions which had to be met and adjusted in a typical section of California, but the method of procedure adopted and particularly the follow-up work with district boards of trustees, it is felt, will be of great value to those who are facing similar problems elsewhere. The suggestions drawn in regard to needed changes in school legislation may be called to the consideration of county and city superintendents.

The data given herewith were gathered by Mr. A. S. Colton, principal of Clawson School, Oakland, California, in connection with his work as field secretary of the Alameda County Educational Association. This Association, it may be said, has rendered an inestimable service to the teaching profession by initiating the movement for a more adequate reward in salary for the teachers of Alameda County. Without resort to political propaganda, the association undertook, collectively, to put before the citizens a body of undeniable. facts, together with a program for improvement of conditions. This report indicates how careful the organization has been to keep its activities on a high plane. The material has been gathered, organized and the report written by Mr. Colton in partial fulfillment of his graduate work in the Department of Education.

> W. W. Kemp Chairman, Department of Education

R. S. French Secretary, Bureau of Research in Education.

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## Chapter I Introduction

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alanula In the spring of 1919, teachers in various parts of the Celifornia, county were planning to ask for an increase in salaries. The time had come when it was necessary and advisable for the teachers to cooperate with the Boards of Education in obtaining more school revenue. sand on the bear of the solution that the

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An investigation was made to find from what sources the extra funds could be obtained. While the three cities--Oakland Berkeley and Alameda could obtain increased school funds from special city taxes, the other forty-one districts did not have this source of revenue. They were restricted to county and district taxes only. Eight of these districts had the thirty cent limit allowed by the state for the special tax and could not obtain any more money that way. Twenty one districts had rates varying from two cents to twenty five cents. It was evident that if the teachers throughout the county were to receive increases worth while, the only way to get results would be by increasing the county rate. This rate for the year 1918-'19 was twenty seven cents. Since the maximum allowed by the state was fifty cents, there was a leeway of twenty three cents.

Upon further investigation, it was found that an increase of eighteen cents in the county rate would increase each teacher's

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salary approximately \$250.00. In some districts the possible increase would be as much as \$500.00. This was based upon the assumption that all districts would maintain their special rates for the year 1919-'20. Concerning this subject, I will will be loid err more in another chapter.

It was decided that the proper #ducational body to carry on this county wide campaign was the Alameda County Educational Association. This association had been organized the year before in the spring of 1918 and was approximately 100% strong in membership.

Therefore a committee consisting of sixteen members was appointed and given full power to carry on this campaign. This committee consisted of the nine members of the executive committee of the Alameda County Association together with seven teachers from the kindergartens, the Llementary and high schools.

Besides the campaign for an increase of eighteen cents in the county rate, (which affected elementary schools only), in order that all teachers might be benefited, there had to be special campaigns in the three cities--Oakland, Berkeley and Alameda--so as to have the kindergarten and high school rates increased.

It is my purpose in this paper to deal only with the elementary problems. Before continuing with the methods used in this campaign, I will take up the following subjects:

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lst.---Salary schedules in 1918-'19; 2nd.--A comparison of teachers' salaries with kinion scale of wages in various occupations; 3rd.--Sources of revenue for elementary school funds; and 4th.--Methods of distributing school funds.

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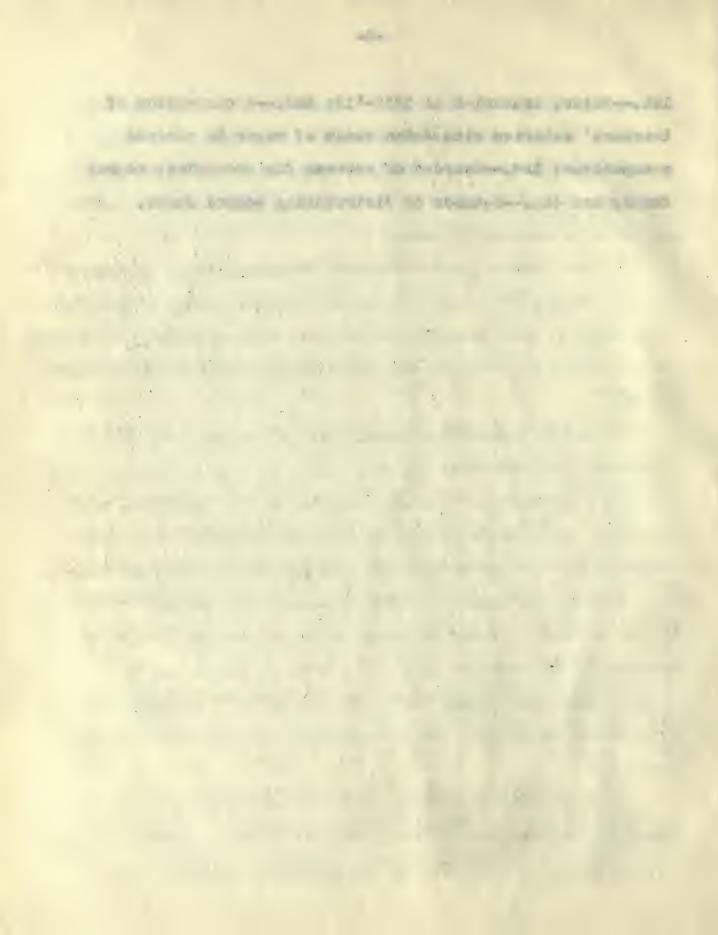
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#### CHAPTER II

#### Salary Schedules in 1918-'19

In the following schedule of salaries for 1918-'19, column <u>a</u> shows the number of teachers in the forty districts, not including the four cities; and column <u>b</u> shows the salaries of the principals with minimums and maximums paid to the teachers.

While, in the main I will deal only with the forty districts, at times I will include additional data which will be of interest in making certain comparisons. Since the salaries of the principals in the four cities were so variable, I included in the table only the maximums and minimums paid to the classroom teachers in these cities.

Following this schedule, I have made a table which shows, at a glance, the range of maximums in all the schools of the county. The summary of this table shows the critical condition of the schools and clearly reveals the reason for many of the efficient teachers leaving the teaching profession and going into the business world.

The following shows the range of maximums paid in the forty four districts:

Two schools paid \$560 to \$590 Four " " 600 to 690 Seven " " 700 to 790

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When it is seen that there were thirty four districts paying maximum salaries less than \$1000, it can easily be understood why there should have been a county wide campaign for increases in salaries.

-5-

In all forty four districts, the minimums were less than \$1000, while in thirty, the range was from \$560 to \$890.

Many conclusions could be drawn from the above conditions. One outstanding fact confronts us. If graduates of Universities and Normal schools, having no experience, were fortunate enough to get positions in the larger places, they would have to start on salaries much less than those paid to graduates of high schools and business colleges who enter the business world. It is no wonder that the State Normal schools can not induce a large enough number of high school graduates to go on to prepare themselves for the teaching profession.

The time had surely come when the teachers themselves had to have concerted action, not only to protect their own interests, but, in a still larger way, to protect the people by making it

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# TABLE II.

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Comparison of Teachers' Salaries with Union Scale of Wages for Certain Occupations in Alameda County.

When a comparison is made of teachers' salaries with salaries in various occupations, there is no thought of decrying the high salaries paid according to the Union scale. When we consider that, using a conservative estimate, the value of the dollar in 1919 as compared to 1914 was only sixty cents, it was imperative that wages should be almost doubled.

However, if it is necessary to increase salaries of one class of workers, it is also necessary to increase all others. In the forty districts, the average yearly salary in 1918-'19 was \$830. Contrast this with the salaries paid to skilled and unskilled workers, as shown in the chart on the page following. Carpenters and brick layers received almost three times as much as the average paid to teachers. It should also be romembered that it was shown in the preceding chapter that there were thirteen schools paying less than \$800 per year.

Unskilled labor, both in the cities and on the farm, received as much as the Oakland teachers, and 50% more than the average paid in the forty districts.

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Chapter III

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There is a distinct awavening to the fact that the elementary teachers, and especially those of the rural schools, are most in need of immediate help. Not until the schools pay very much better salaries will they ever hope to hold efficient teachers.

Lack of adequate financial reward is one of the principal reasons for teachers leaving the teaching profession. Salaries are not nearly high enough, even in the cities, to offer anything of a career to ambitious men and women. For this reason, those who might otherwise enter the teaching profession, go into the business world on account of the greater possibilities.

The results of public education depend in a large way upon the efficiency of the teachers. Low salaries will not secure and retain capable men and women, nor induce bright and ambitious young people to enter the profession.

At present, the only way to obtain better selaries is through the cooperation of teachers' organizations, -- city, county, state, and national.

Teachers themselves must be propogendists and arouse the people to the crying need of the schools for more financial support. There are far too many citizens who are unfamiliar with the work of the schools and the present cost of meintenance. Large numbers are willing to give expression to opinions based upon lack of information. Since such opinions are too readily accepted, there show d be further public enlightenment.

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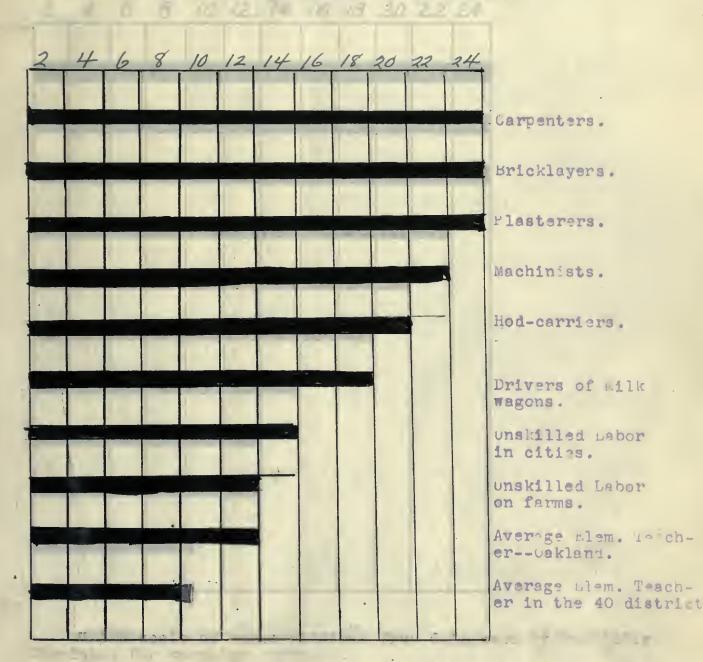


Chart showing comparison of teachers' salaries that the union scale of w gis for certain occupations in Alemeda County, June 1919.

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Yearly Salary in Hundreds of Dollars.

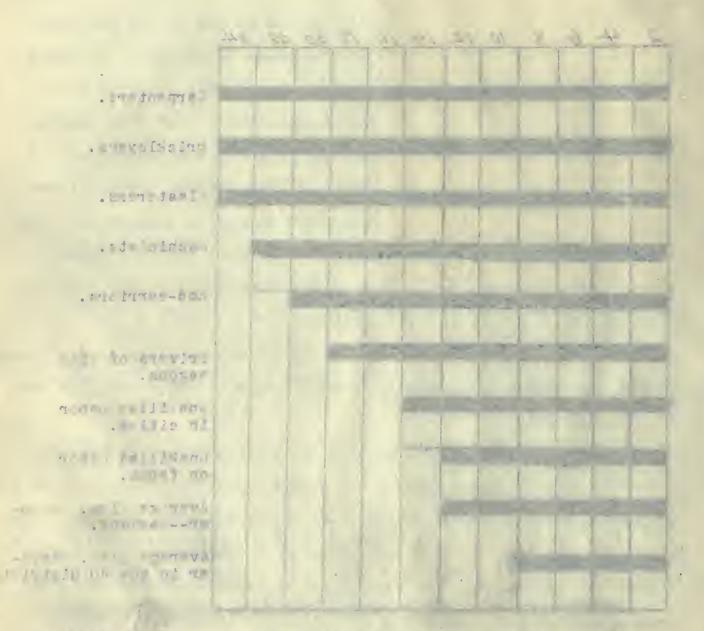


Union scale of wages obtained from date used by Publicity Committee for campaign purposes.

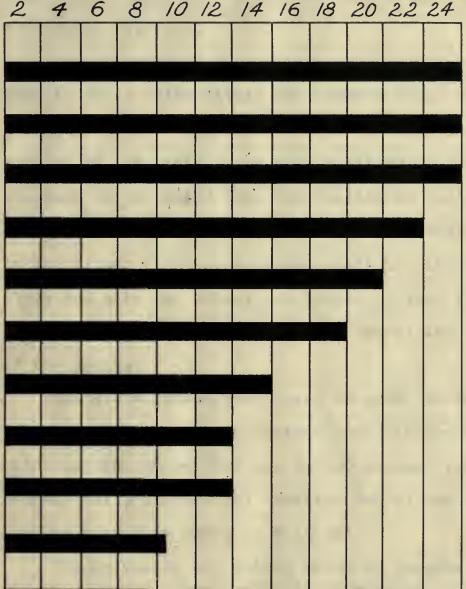
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#### Chapter IV

Sources of Revenue for mlementary School Fund

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There are three sources of revenue for the elementary schools and these are as follows: the state, the county and the school district.

THE YAR STATE

The principle has long been established that the state owes to every child within its borders equal educational advantages up to a minimum standard. A child in the poorest section of the state is as much entitled to this minimum of training as the child from the wealthiest section.

It is due to this principle that the state has made laws to the effect that every school shall be aided both by the state and also the county, at large. I will first take up the laws dealing with the state school funds; and secondly, those of the county.

The state school fund which is used for teachers' salaries in elementary schools is derived from different sources. The major portion comes from the \$17.50 allowed for each pupil in average daily attendance. Section 443 of the state school law dealing with this reads as follows:

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"On or before the thirty first of December in the year one thousand nine hundred nineteen and on or before the thirtieth day of June in the year one thousand nine hundred twenty and on

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or before the thirtieth day of June and the thirty first day of December in each succeeding year, the state controller shall transfer from the general fund of the state. to the state school fund, such sums as will be equivalent to seventeen and one half dollars per annum for each pupil in average daily attendance in the elementary schools of the state as reported by the superintendent of public instruction, for the school year ending June thirtieth preceding. The money so transferred shall be in addition to the funds provided by the constitution for the support of the common schools and any other funds paid into the state school fund from other sources or made available by any provision of law for the support of the elementary schools of the state. and the provisions of this section shall not apply to nor affect the acts under which said additional sums are appropriated or made available for such use."

In addition to this provision, there is also the interest from the investment of school funds. Section 676 reads as follows:

"Whenever and as often as there is in the state treasury the sum of \$10,000 as the proceeds of sale of state school lands, the board must invest the same in the bonds of this state, All such bonds purchased by the board under the provisions of this section must be delivered to the state treasurer, who shall keep them as a special school fund deposit and the interest upon such bonds when collected, shall be placed by him to the credit

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of the state school fund."

Another source of revenue is from the inheritance tax. The law dealing with this is as follows: "All taxes levied and collected under this act, up to the amount of two hundred and fifty thousand dollars annually, shall be paid into the treasury of the state, for the uses of the state school fund, and all taxes levied and collected in excess of two hundred and fifty thousand dollars annually shall be paid into the state treasury to the credit of the general fund there of. -----(Extract from political code dealing with collateral Inheritance Tax, Section 22.)

In order to see the total revenue received for the state school fund from various sources for the year 1918-'19 the following date is given:

The amount of bonds in school Land Fund held in trust for schools on June 30, 1919 is \$7,681,649.92.

The following amounts were available for the above school year:

Balance on hand July 1, 1918\$264,195.50Receipts from polls1,049.00Receipts from polls. (Conscience)2.00Receipts from interest on bonds371,816.80Receipts from interest on lands34,254.76(delinquent)2,162.57

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Receipts State University\$ 2.50Receipts transfer account \$15.005,258,520.00Receipts transfer account inheritance250,000.00Total\$6,182,003.13

The above figures were obtained from a letter from State of Public Instruction, Controller to Supt., Will C. Wood, July 8, 1919.

For the school year 1919-'20, the State School fund will approximate \$7,185,000.00. This is due in increasing the \$15 per pupil to \$17.50.

Before passing to the sources of revenue for the County, it should be noted that, according to sect. 1861, "the state school fund must be used for no other purpose than the payment of the salaries of teachers of primary and grammar schools."

I will next take up the sources of revenue for county and district. Sect. 1817 reads as follows: "The county Superintendent of every county and of every city and county must calculate the amount required to be raised at five hundred and fifty dollars per teacher and the total amount so determined shall be the minimum amount of county, or city and county school fund needed for the ensuing school year, provided, that if this amount is less than sufficient to raise a sum equal to twenty one dollars for each pupil in average daily attendance in the county, or city and county, for the school year closing June thirtieth preceding, then the minimum amount shall be such a

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In section 1622, it is stated that not less than 50% of the county school money shall be applied exclusively to payment of teachers' salaries of elementary schools.

The number of teachers that each school district is entitled to is based upon one teacher for every thirty five pupils. In chapter V there is further explanation.

Aside from this general county tax for the maintenance of elementary schools, there are two other means by which school districts can raise toney for school purposes.

Special maintenance tax. Section 1840: "The board of school trustees or board of education of any school district or of any city may, at least fifteen days before the first day of the month in which the board of supervisors is required by law to levy the taxes required for county purposes, submit to the county superintendent of schools an estimate of any amount in excess of the amounts derived from state and county funds which will be required for the maintenance of any school or schools in their several districts for the ensuntition and all interest the needs one half are then print into and i in evention while area into an interest on example, an other share area into the second ryph which is and in the spacebook provide in the inbia and a and i for point of the invelved for county or disto and the analytic second restance are and any second for the birth and the second restance of the invelved for county or disto make any and a state of the invelved for the the inverter the county of the second restance of the inverter and a second restance of the invelved for the county or other and a second restance of the invelved for the county or other and a second restance.

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ing school year. The county superintendent of schools shall there upon examine said estimates and submit copies of the same with his approval or disapproval endorsed there on to the board of supervisors and to the county auditor at the time he submits to them his estimate for the county school tax for the ensuing school year. If the county superintencent of schools approves such estimate, the said board of supervisors may at the time and in the manner of levying other taxes levy and cause to be collected in the several school districts for which estimates have been submitted and approved as here in provided, the excess amounts so estimated and approved. The funds so levied and collected shall be known as the special school fund of school district and shall be available for any and all of the purposes for which the school funds derived from the state and county may be used, and the moneys drawn from it shall be paid out in the same manner as state and county school funds are paid; provided, this section shall not be so construed as to repeal sections one thousand eight hundred thirty to one thousand eight nundred thirty nine, inclusive of this code."

"Note.--This section provides for tax for maintenance, paying teachers, repairs, and supplies, but not for buildings. This money should be kept in special maintenance fund and uses for that purpose only."

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According to section 1839, this maximum rate must not exceed thirty cents on each hundred dollars.

Special tax for building.

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Section 1838. "The board of school trustees or board of education of any school district or of any city, or city and county, may -----, submit to the county superintendent of schools an extimate of any amount of money which shall be reand willy an orwardy omer around quired for purchasing school lots for buildings or purchasing some the Line als one or more school buildings or making alterations or additions to any school building or buildings, for repairing, restoring or rebuilding any school building damaged, injured or destroyed STRALLE IN MIN. by fire, or other public calamity, for ensuring school buildings, for supplying school buildings with furniture or necessary OWLDE BLUERLERS apparatus or for improving school grounds in their several dis-- - CTROTATION OF TREALME OF tricts for the ensuing school year.

In the next cnapter, there will be an explanation of method of distribution of state and county money and tables showing assessed valuation of each school district with amount of tax rates special and building.

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## Chapter V

### Methods of Distribution of State and County Funds

In apportioning school funds, there must be a definite unit as a basis of distribution. This is explained in section 1858, as follows:

<u>Section 1955.</u> "The school superintendent of every county and city and county must apportion all state and county school moneys for the elementary grades of his county or city and county as follows:

First.--He must ascertain the number of teachers each school district is entitled to by calculating one teacher for every district having thirty five or a less number of units of average daily attendance and one additional teacher for each additional thirty five units of average daily attendance, or fraction of thirty five not less than ten units of average daily attendance as shown by the annual school report of the school district for the next preceding year; and two additional teachers shall be allowed to each district for every seven nundred units of average daily attendance; and in districts wherein separate classes are established for the instruction of the deaf-----an additional teacher for each nine deaf children, or fraction of such number, not less than five, actually attending such classes."

Apportionment of state money. Sect. 1532: (Under duties of Supt. of Public Instruction.) a participation of

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"Fourth. To apportion the state school fund:-----In apportioning said fund he shall apportion to every county and to every city and county three hundred fifty dollars for every teacher determined and assigned to it on average daily attendance by county or city and county school superintendent for the next preceding school year, as required------and after thus apportioning three hundred fifty dollars on teacher basis, he shall apportion the balance of the state school fund to the several counties or cities and counties according to their average daily attendance."

After the distribution of the state funds to the various counties, the county superintendents distribute the state and county funds as follows:

Sect. 1858: "Third.--Eight hundred dollars shall be apportioned to every school district for every teacher so allowed to it, provided, that to districts having over thirty five or multiple of thirty five units of average daily attendance, and a fraction of less than ten units of average daily attendance, forty dollars shall be apportioned for each unit of average daily attendance in said fraction."

Remaining money apportioned on attendance.

"Fourth.--All school moneys remaining on hand, after apportioning to the school districts the moneys provided for in subdivision three of this section, must be apportioned to the

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several districts in proportion to the average daily attendance is each district during the next preceding school year."

In this county, for the present school year, the state money was distributed on the basis of \$350 per teacher and \$7.27 per pupil in average daily attendance. The county money was distributed on the basis of \$450.00 per teacher and \$16.00 per pupil.

(Note. It may be that the amounts per pupil for both state and county may be a few cents more. The figures in the following tables are given on the above bases.)

It is interesting to note that while the state requires a minimum of \$21.00 per pupil to be raised in every county, the 45% county rate raised approximately \$30.18 per pupil.

From table III which follows containing average daily attendance and number of statutory teachers for each district, and from the preceding figures, the amounts that each district received from state and county for the year 1919-'20 can be calculated. Table IV gives this information.

For example, in table III it is seen that Alviso had an average daily attendance of 75 pupils, and was thus entitled to two teachers and an excess of five. Therefore from the state, this district would receive  $$350 \times 2 = $700 \text{ plus }7.27 \times 75 =$ \$545.25; total \$1245.25. (See IV.) From the county,--\$450 x 2 = \$900 plus \$40 x 5 (excess) = \$200 plus \$16.00 x 75 = \$1200; total \$2300.

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## TABLE III

Table showing average daily attendance for every district for year 1918-'19 and number of teachers allowed according to section 1858.

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District	Average daily : Attendance :		<u>c</u> : Excess of 35 or: : Multiple of 35 :
Alameda	: 3332	103	7
Albany	350	10	
Alvarado	94	- 3	1
Alviso	75	. 2	5
Antone	20	8 -	~1
Berkeley	6199	193	4
Castro Valley	106	3	1 ;
Centerville	: 196 :	6.	
Decoto	143	4	3
Eden Vale	: 10 :	1	
Emeryville	353	10	3 ~
Eureka	94	3	
Green	26	1	
Hayward	: 915 :	28	5
Independent	47	2	-:
Inman	25	1	

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# TABLE III (con.)

District	: <u>a</u> :Average daily : Attendance		Excess of 35 or : Multiple of 35
Irvington	: 148	4	8
Lincoln	: 21	1	
Livermore	259	8	- :
May	: 21	1	
Midway	: 13	1	
Mission San Jose	: 93 :	3	
Mocho	: 23	1	
Mount House	: 12	1	
Mowry's Landing	: 16	1	
Murray	: 46	2	
Newark	: 125 .	4	-
Niles	: 235	7	
Oakland .	: 22521	709	
Palomares	: 18	: 1	- :
Piedmont	: 482	: 14	
Pleasanton .	: 298	9	:
Redwood	: 11	: 1	- :
Russell	: 30	: 1	
San Leandro	708	22	8 ~ :

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### TABLE III (con.)

	the & dd meet	and the second states of the second s	FLOWERS TRUE	
District	Average daily Attendance	: <u>b</u> : Number of : Teachers	: <u>c</u> : Excess of 3 : Multiple of	5 or :
San Lorenzo	271	: 8	strat r	- :
* Sheridan	23	1		
Stony Brook	19	1 10.	1.00	:
Summit	18	1	14.8	
Sunol Glen	41	1	: 6, ·	
Townsend	18	1	payers in a	
*Vallecitos	-16	1 100	14,00	in the second se
Valle Vista	30	1 3		:
Warm Springs	83	: 3	Porudi e	- :
Total	37584	1179.8	50.	-

\*Antone district in two counties -- Alameda and Contra Costa. \*Sunol, Sheridan and Vallecitos consolidated during this year.

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Data obtained from county superintendent's office.

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### TABLE IV.

Tables showing amounts received by each district from state and County funds for year 1919-'20 distributed on following basis: State: \$350. per teacher and \$7.27 per pupil; County \$450. per teacher and \$16.00 per pupil.

Alameda       \$ 60,273.64       \$ 99,942.00         Albany       6,044.50       10,102.00         Alvarado       1,733.38       2,854.00         Alviso       1,245.25       2,300.00         Antone       425.40       680.00         Berkeley       112,616.73       182,194.00         Castro Valley       1,820.62       3,085.00         Centerville       3,524.92       5,836.00         Decote       2,439.61       4,208.00         Eden Vale       422.70       610.00         Eneryville       6,066.31       10,268.00         Eureka       1,733.38       1,854.00         Independent       1,041.69       1,652.00         Independent       1,041.69       1,652.00	District	a : Amount Received : from State.	b : Amount Received : from County.	:
Alvarado       1,753.38       2,854.00         Alviso       1,245.25       2,300.00         Antone       425.40       680.00         Berkeley       112,616.73       182,194.00         Castro Valley       1,820.62       3,085.00         Centerville       3,524.92       5,836.00         Decote       2,439.61       4,208.00         Eden Vale       422.70       610.00         Emeryville       6,066.31       10,268.00         Eureka       1,733.38       1,854.00         Green       539.02       866.00         Hayward       16,452.05       27,440.00         Independent       1,041.69       1,652.00	Alameda			:
Alviso       1,245.25       2,300.00         Antone       425.40       680.00       Basis .8         Berkeley       112,616.73       182,194.00       Basis .8         Castro Valley       1,820.62       3,085.00       Genterville         Castro Valley       1,820.62       5,836.00       Genterville         Decoto       2,439.61       4,208.00       Genterville         Eden Vale       422.70       610.00       Genterville         Emeryville       6,066.31       10,268.00       Genterville         Eureka       1,733.38       1,854.00       Green         Hayward       16,452.05       27,440.00       Genterville         Independent       1,041.69       1,652.00       Genterville	Albany	6,044.50	10,102.00	
Antone       425.40       680.00       Basis .8         Berkeley       112,616.73       182,194.00       3         Castro Valley       1,820.62       3,085.00       3         Centerville       3,524.92       5,836.00       3         Decoto       2,439.61       4,208.00       3         Eden Vale       422.70       610.00       3         Eden Vale       6,066.31       10,268.00       3         Eureka       1,733.38       1,854.00       3         Green       539.02       866.00       3         Hayward       16,452.05       27,440.00       3         Independent       1,041.69       1,652.00       3	Alvarado	: 1,733.38	2,854.00	:
Berkeley       112,616.73       182,194.00         Castro Valley       1,820.62       3,085.00         Centerville       3,524.92       5,836.00         Decoto       2,439.61       4,208.00         Eden Vale       422.70       610.00         Emeryville       6,066.31       10,268.00         Eureka       1,733.38       1,854.00         Green       539.02       866.00         Hayward       16,452.05       27,440.00         Independent       1,041.69       1,652.00	Alviso	: 1,245.25	2,300.00	:
Castro Valley1,820.623,085.00Centerville3,524.925,836.00Decoto2,439.614,208.00Eden Vale422.70610.00Emeryville6,066.3110,268.00Eureka1,733.381,854.00Green539.02866.00Hayward16,452.0527,440.00Independent1,041.691,652.00	Antone	425.40	680.00	: Basis .8
Centerville3,524.925,836.00Decoto2,439.614,208.00Eden Vale422.70610.00Emeryville6,066.3110,268.00Eureka1,733.381,854.00Green539.02866.00Hayward16,452.0527,440.00Independent1,041.691,652.00	Berkeley	112,616.73	182,194.00	•
Decote2,439.614,208.00Eden Vale422.70610.00Emeryville6,066.3110,268.00Eureka1,733.381,854.00Green539.02866.00Hayward16,452.0527,440.00Independent1,041.691,652.00	Castro Valley	: 1,820.62	3,085.00	:
Eden Vale422.70610.00Emeryville6,066.3110,268.00Eureka1,733.381,854.00Green539.02866.00Hayward16,452.0527,440.00Independent1,041.691,652.00	Centerville	3,524.92	5,836.00	<u>.</u> :
Emeryville       6,066.31       10,268.00         Eureka       1,733.38       1,854.00         Green       539.02       866.00         Hayward       16,452.05       27,440.00         Independent       1,041.69       1,652.00	Decoto	2,439.61	4,208.00	<u>.</u> :
Eureka       1,733.38       1,854.00         Green       539.02       866.00         Hayward       16,452.05       27,440.00         Independent       1,041.69       1,652.00	Eden Vale	422.70	610.00	:
Green       539.02       866.00         Hayward       16,452.05       27,440.00         Independent       1,041.69       1,652.00	Emeryville	6,066.31	10,268.00	:
Hayward 16,452.05 27,440.00 Independent 1,041.69 1,652.00	Eureka	: 1,733.38	1,854.00	<u></u> :
Independent 1,041.69 1,652.00	Green	539.02	866.00	<u>.</u> :
	Hayward	16,452.05	27,440.00	:
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	TABLE IV. (con.)			
District	: Amount Received : from State.	Amount Received : from County.		
Irvington	: \$ 2,475.96 :	\$ 4,488.00		
Lincoln	502.67	786.00		
Livermore	4,680.93	7,744.00		
May	502.67	786.00		
Midway	: 444.51	658.00		
Mission San Jose	: 1,726.11	2,838.00		
Mocho	: 527.21	818.00		
Mount House	: 437.24	642.00		
Mowry's Landing	<b>466.3</b> 2	706.00		
Murray	: 1,034.42	1,636.00		
Newark	2,308.75	3,800.00		
Niles ·	4,158.45	6,910.00		
Oakland	: 411,877.67	679,386.00		
Palomares	480.86	738.00		
Piedmont	8,404.14	14,012.00		
Pleasanton	: 5,316.46	8,818.00		
Redwood	: 429.97	626.00		
Russell	: 568.10	930.00		

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TABLE I	1.	(con	.)
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District : San Leandro :	Amount Received from State. \$ 12,847.16	b Amount Received from County \$ 21,548.00
San Lorenzo :	4,770.17	7,936.00
Sheridan :		
Stony Brook :	488.13	754.00
Summit :	480.86	738.00
Sunol Glen	1,631.60	2,630.00
Townsend :	480.86	738.00
Vallecitos :		
Valle Vista :	568.10	930.00
Warm Springs :	1,633.41	2,678.00

Data obtained from county superintendent's office.

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Table V gives the assessed valuation of each district and special rates. From this data, the extra revenue for the special district taxes could be obtained.

During this school year, the three districts, Sheridan, Sunol and Vallecitos consolidated. Therefore, there are now forty two school districts. Of these, twelve have the maximum thirty cent special tax; twelve have no special tax, depending entirely on state and county; the rest have special rates ranging from two cents to twenty eight cents.

state which is a first the second state of a state And ALL ALL ADDRESS AND ALL ADDRESS AND ADDRES a provide and the second secon and real property and in the second s paul followed for articl record and formed one physics storement TABLE V.

Table showing assessed valuations of the different districts and rates for maintenances, special and buildings, for 1919-'20.

Alterry i etc.	Approximation of the second	: Rate	
Districts	: Assessed	:Special	:Special :
	: Valuation	:Maintenance	:Building :
Alameda	\$ 18,591,301.	.30	
Albany	2,433,975.	: 430 je	.15 :
Alvarado	1,308,450.	.09	• • \$ 5
Alviso	603,825.		
Antone	: 65,900.	1	
Berkeley	: 41,231,507.	.30	• 10
Castro Valley	822,075.	.14	1
Centerville	1,093,975.	.18	
Decoto	914,575.		
Eden Vale	: 170,855,		
Emeryville	: 4,536,580.	80, 8	.12
Eureka	: 1,086,075.		1
Green	179,625.	.30	
Hayward	: 3,310,287.	.30	.15
Independent	147,275.	1	
Inman	536,100.	: .08	
Irvington	821,000.	.08	
Lincoln	478,800	.10	•• ••

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## TABLE V. (con.)

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		: Rat	
Districts	Assessed Valuation	:Special :Maintenance	:Special :
Livermore	\$ 2,250,275.	: .20	: .12 :
May	182,950.	: .30	.15
Midway	89,825.	:	
Mission San Jose	437,900.	:	
Mocho	323,825.	09	
Mount House	128,850.	1	:
Mowry's Landing	429,825.	.08	
Murray	621,575.	10	
Newark	776,675.	.30	.28
Wiles	1225,125.	15	.15
Oakland,	147,966,611.	.30	.08
Palomares	218,075.	.28	
Piedmont	7,432,603.	.30	.15
Pleasanton	1,871,000.	.30	.08?
Redwood	301,475.	.22	
Russell	212,900.	:	
San Leandro	4,061,300.	: .30	.04?
San Lorenzo	2,053,050.	.22	

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#### TABLE V. (con.)

Districts Sheridan	Assessed Valuation 576,400.	Rates Special :Special Maintenance:Building .02 :	:
Stony Brook	159,975.		
Summit	149,750.	.18	
Sunol Glen	993,350.	.12	
Townsend	294,850.	.14	
Vallecitos	353,475.	.30	
Valle Vista	168,825.	.11	:
Warm S <b>pri</b> ngs	604,100.		

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Data obtained from assessor's and tax collector's offices.

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#### Chapter VI

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Methods Used in Carrying on the Campaign. the buffer calaries

In this campaign there were two distinct lines of action. First, there was the county wide movement to get an increase in the county rate from twenty cents to forty five cents. Second, there had to be definite action there by the teachers within the three cities, Oakland, Berkeley and Alameda, in order to obtain increases in the city rates, so that their salary requests could be met. For example, in Oakland, the extra amount received from the county would give the teacher an increase of approximately \$300.00. They were asking for \$420.00. Therefore, in order to obtain this, it was necessary to have a city campaign independent of the county so as to obtain a 10% increase in the city rate which would give the teachers approximately \$120. extra.

In order to carry on all this work, money was needed. For this reason a special assessment of \$2.50 was levied on all the teachers. This gave a campaign fund of over \$4000.00.

Since, in this paper, I am dealing only with the county wide campaign, I will not attempt to go into the problems of the cities.

The Publicity committee, made up of sixteen members as mentioned in chapter I, decided to proceed along the following lines: 1. Teachers throughout the county were requested to sign petitions

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View Hoteling escalation, have to of sittems worked to annot Mented in engrate I, downlate to prevent sidence the milluritie (treat) L. Transmon community for Sounce work melession for sime modifiers asking the Board of Supervisors to raise the county rate from  $27 \not <$  to  $45 \not <$ .

2. Petitions, requesting the Board of Supervisors to increase the county rate, were circulated by the teachers asking voters, taxpayers and citizens to sign in order to prove to the tax levying body that the people were willing to have taxes increased so as to increase salaries.

3. Endorsements were obtained from all labor unions, fraternal organizations, women's clubs and other civic bodies, as well as from prominent business and professional men and women.

4. A publicity firm was employed to direct publicity throughout the county by means of newspapers, movies, etc.

5. A representative was appointed from the Alameda County Educational Association to have charge of all districts outside of the cities, Oakland, Berkeley, Alameda and Piedmont. It was his duty to make a personal study of the needs of the districts, to interview school trustees and to attend to the circulation of the petitions to the Board of Supervisors. The writer of this paper was appointed to have charge of these districts.

As a result of the personal canvas by the teachers, over 70,000 signatures to the citizens' petitions to the Board of Supervisors were obtained. Also, there were hundreds of personal endorsements by prominent people of the county.

Of the forty four school boards, thirty five signed petitions

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asking the Board of Supervisors for the increase in the county rate. This was very important since the supervisors wished the official action of the majority of the Boards of trustees.

In order to get the Boards to ask officially for the 45¢ rate, the approximate increase in funds for the year 1919-'20 was computed for each district. To obtain this information the following data was collected:

1. Assessed valuation.

2. Average daily attendance for proceeding year.

3. Number of teachers and yearly salaries.

4. Special rates, as grammar, building, etc.

With the above data and knowing the method of distribution, it was possible to state the total increase in funds and from that how much the teachers' salaries could be increased.

I will not attempt to give all the tables compiled to show this. The various tables throughout these chapters will show the methods used.

It is interesting to note that the actual amounts received by the districts from the state and county for 1919-'20 even exceeded the figures given to the Boards by the Committee.

After the Board of Supervisors increased the county rate to Hat 45¢, there was a follow up campaign to see  $\frac{1}{25}$  the teachers received salary increases which were due.

In September a questionaire was sent out to the forty districts

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in order to obtain the new salary schedules. It was found that only a few of the Boards had made satisfactory salary increases. The following is the form of the questionaire sent:

## School District

Names of			: Year 1919-'20 :
1.00			: Salary : No. of:
teachers	per month	: months	:per month : months:

The next step in the follow up work was to send a letter to each member of the Board<sup>S</sup> of trustees and to every teacher in these respective districts. Thus, in every district, all the members of the Board and every teacher received a statement showing the total amount of funds from various sources available for the year 1919-'20 and also balances on hand July 1, 1919. Lastly and all important, the salary that each teacher had a right to expect for the school year pres indicated.

The salaries for each school were decided upon after the total expenses for salaries and general expenses had been calculated for the preceding year.

a copy of The following is, the letter sent to the members of the Board and to the teachers of the Irvington school district:

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#### JSLIME LODIDE

Oaklan, Calif. Oct. 21, 1919.

To the Trustees, Principals, and Teachers:

The enclosed statement shows the following:

- 1. Approximate amounts of money that will be received from State, County, and Special funds for the year 1919-1920.
- 2. Balances in various funds on July 1, 1919.

-39-

3. The amount of money that can reasonably be spent for teachers' salaries for the year 1919-1920.

All increases should be made retro-active; that is, increases should apply also to past two months or more.

Copies of this statement will be sent to all members of the Boards of Trustees and to each teacher in the schools of the County.

Before arranging to spend any extra amounts for building or grounds clerks should notify Mr. Mock, Chier Deputy Supt. of Schools of Country.

Kindergarten funds are not included in this report. Kindergarten teachers should receive the same salaries as other teachers.

DISTRICT Irvington Total amount - 1919-1920. Increase over 1918-1919. \$2.046.32 State & County \$6.969.88 Special (S. 1840) 656.80 TOTAL \$7,626.68 Building Special Balances, July 1, 1919. 305.44 Salary Special or general\$ 947.37 ALMONT THE ARTICLE AND A Library Building \$

GEO. W. FRICK, County Supt. of Schools. the product of the second ground and the

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Reasonable amount to be	spent for teachers' salaries 1919-'20.
Principal	\$2,000
3 teachers (\$1200 each)	\$3,600
Janitor	\$
Total	\$6,200

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This is a typical letter sent to all districts.

As stated before, the recommended salaries were decided upon after expenses for the year 1918-'19 had been calculated. The following is the data for Irvington:

hereas	Expenses 1918-'19	Estimated Expenses 1919-'20
Teachers' Salaries	\$4,250	\$5,600
Janitor	360	600
General	903.71	900
Total	\$5,513.71	\$7,100

It will be seen that the \$7,100 comes well within the total revenue for the year, which is \$7,626.68. It also leaves over \$1,200 balance.

a had I some over a low of a complete Subject party of the

The salaries for 1918-'19 were as follows: Principal, \$1550 and teachers \$900 each. After the Board received the letter showing the financial condition of the school, the salaries were increased to the amounts recommended. incompression and the state for the second as a second as 2532+ 201.

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About three weeks after these letters were sent out, a second questionaire was sent to find how many Boards were giving the recommended salaries, or, at least, salaries satisfactory to the teachers.

Each district has its own problems and it would be reasonable to suffice that the Boards might not be able to pay all that was suggested. In the main, the salary increases have been very satisfactory. In nearly all districts, the Boards wished to pay such salaries as could be maintained for the year 1920-'21, and, if possible, to increase the present salaries.

The following is the form of the 2nd questionaire sent to all the schools.

	School District
Names of Teachers	Increase in Salary since New Yearly Salary last questionaire was 1919-1920 sent out
	Am't per mo. No. of months.Salary per No. of months months

a. Was the increase made to apply to preceding months?

b. Kindly state in detail attitude of Board in response to suggested salaries as recommended by Mr. Frick.

After receiving answers to the second questionaire, I went to the various Boards where there had not been satisfactory salary morder. increases as to help make adjustments. In many cases, there

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were very excellent responses. However, there were some districts when the Boards would not increase the salaries to the extent justified by amount of money available for the year. It must be understood that each Board is a law unto itself and if the members would not vote a salary increase, nothing more could be done.

In the next chapter will be stated the results of the campaign.

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#### CHAPTER VII

Results of the Campaign.

While the direct result of this campaign has been the obtaining of decided increases in school funds so as to pay more edequate saleries, still there were also many indirect results. Of these, one of the most important has been the education of the public to the needs of the schools, and to a realization of the inadequary of teachers' salaries. Also, among the teachers themselves, there has been a quickening of interest in school finances with an added understanding of the apportionment of funds, so that, in the future, they are not going to be satisfied merely with the receiving of their salaries.

Throughout this whole campaign, in talking with members of the various Boards, the one thing that wes stressed was the idea of cooperation on the part of the teachers and not coercion. When teachers become more conversant with financial conditions of the schools, there can be more intelligent cooperation. Much more can be gained by this method than for teachers, ignorant of school budgets, to say to a Board, "If you don't pay better salaries, we will strike."

No Board of trustees could say, as has been said in the past, that there were not sufficient funds to give the teachers very decided increase in salaries. In the table which follows, the recommended salaries for the forty districts and also the lowest recommended salaries are given.

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## TABLE VI.

Table showing, first, recommended salaries for 1919-'20; second, lowest recommended salaries; third, column c showing salaries as promised by the various boards of trustees up to January 1, 1920; and fourth, average increase per teacher in the different districts.

	8 :	Ъ :	c :	đ
Districts	Recommended :			Average In-
	Salaries :	commended :		crease per
	1919-'20 :	salaries :		teacher
Alameda		1	1200	
Albany	Pr. 2400 : 960-1560 :	2 yrs. exp: 1260	Pr. 2400 : 960-1560 :	\$380.00
Alvarado	Pr. 1800 :	The second s	Pr. 1650	004.00
Alvarado	2-1200	- @1200.	(1050	224.00
			(1150	
Alviso	Pr. 1400 :	1200.	Pr. 1200 :	250.00
	1-1200 :		: 1-1100 :	
Antone	1200.00	1200.00	850.00	0
Berkeley			1200-1620	(300.)
	Pr. 1800 :	1200.00 :	Pr. 1800 :	2 <b>T-180</b>
	3-1200 :		: 3-1200 :	Pr. 600
Centerville	Pr. 2000 :	1200.00 :	Pr. 1800 :	Pr. 315
	5-1200 :		: 840 to 1140 :	Av. 180
	Pr. 1800 3-1200		Pr. 1800 3-1200	Pr. 360. 2 T.240
Eden Vale	1-950	950.	1000	250.
DODE TOTO	1.000			
Emeryville	Pr. 2400	1260.	Pr. 2280	316.
	1260 to 1620:		: 1200 to 1620:	
Eureka	Pr. 1600 :		Pr. 1450.	Pr. 85
	2-1100-1200 :		: 900 to 1050 :	T-105
Green	1200	1200.	1000	100 ~
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## TABLE VI.

Districts :	A Recommended Salaries 1919-'20	b Lowest Re-: commended salaries	Maximum	d Average In- crease per teacher
Independent :	1300 and 1100	1100 :	Pr. 1300 1100	400.
Inman :	1200	1200	1200	: 350.
Irvington :	Pr. 2000 3-1200	1200 :	Pr. 1800 3-1200	: 287늘 :
Lincoln :	1200	1200	1000	200
Livermore :	Pr. 2160 9-1260	1260	Fr. 2160 1140-1200	Pr. 360 97 240
Nay :	1200	1250	1100	150.
Midway :	1000	1000	630	270
Mission :	Pr. 1500 2-1200	1200	Pr. 1450 2-950	: Pr. 300 : 2-200
Nocho :	1300	1300	1300	: 550.
Mount House :	1000	1000	990	: 350.
Nowry's Landing :	1200	1200	1000	: 300
Murray :	Pr. 1400 1-1200	1200	Pr. 1000 1-900	: 200
Newark :	Pr. 1800 1200-1300	1200	Pr. 1650 1000-1100	: 1-250 : 3-150
Niles :	Pr. 2000 -1300	1300	Pr. 2000 1050-1200	: 300 Appr.
Oakland :	an an anns anns a anns anns anns anns a	: :	1250-1800	: (420)
Palomares :	1200	: 1200 :	850	: 150
Piedmont :		: :	1260-1680	: (360)

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## TABLE VI. (con.)

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Districts :	Recommended :	Lowest Re-:		: Average In-
	Salaries :	commended :		: crease per
	1919-'20 :	salaries :		: teacher
Pleasanton :	Pr. 2160 :	1320 :	Pr. 2040	:
	8-1320 :		1080-1170	: 260 Av.
Redwood :	1200 :	1200 :	810	: 250
Russell :	1200 :	1200 :	1000	: 100
	7 0500		2	
San Leandro :	Pr. 2500 : 1200-1560 :	1200 :	Pr. 2280	: 360
		1000	1200-1560	1
San Lorenzo	Pr. 2160 : 1380 :	1380	Pr. 2100 1140-1290	: 300 -
			and the second s	
Stoney Brook :	1100 :	1100 :	810	: 225
Summit :	- 1100 :	1100 :	900	: 300 ~
0	7. 7500			
Sunol Glen :	Pr. 1500 : 2-1300 :			\$
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Sheridan :	Consolidated:			: 514 -Av.
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Vallicitos :		:	Pr. 1500 2-1296	e estre
Marris a sur à	3500	1500		PEO.
Townsend :	1500 :	1500 :	1400	: 350 -
		•		-
Valle Vista :	1200 :	1200 :	1200	: 300
Warm Care to a				
Warm Springs :	Pr. 1500 : 2-1100 :	1100 :	Pr. 1400 2-950	: 200
•	8-1100 :		2-900	: 2-300

Data for estimates in acb obtained from county superintendent's office.

Data in column c obtained by questionaire and personal investigation.

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From a study of the lowest recommended salaries, as given in column <u>b</u>, it is seen that all districts with one exception could pay \$1,000 or more to the teachers. However, this one exception which could not pay the \$1,000, without danger of deficit, is actually paying this amount. Thirty one districts could pay at least \$1,200. Contrast these possible salaries with the salaries paid in 1918-'19 as shown in Chapter II.

In table VI is shown the salaries as promised by the various Boards up to Jan. 1, 1920. In most cases, the Boards are paying the salaries stated.

In column d is given the average increase per teacher in each district. A summary of this column briefly shows the conditions.

No. of districts.	Average yearly increase
1	0
4	\$ 100
3	150
2	180
3	200
1780 La 1111-1 2 11 1.	225
6	250 approx.
TR. 1010-100 911 1-0-100	300 "
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2	400 "
The divide "No. 1 - by F me	500 (three districts)
Statistic on Division and strains	. (consolidated. )
1,00, 1	550

In these districts there were 163 teachers having an average increase of \$313.00

In 15 districts having in all 30 teachers, the salary increase ranged from 0 to \$225. In 23 districts, having 133 teachers, the salary increase ranged from \$250 to \$550. The basis of a first second but wellseles all trendend by black evaluate maxim by the free it, fifther in over, where, first maxim averaging the milarter station,

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In Oakland, the increase was \$420, in Berkeley \$300, in Piedmont \$360 and in Alameda \$240.00.

Two interesting studies follow from the salary schedules of 1918-'19 and 1919-'20. First, let us consider a comparison of maximum salaries for these two years.

--1918-'19--

2	schools-	-Range	-\$560	to	\$590
4	15	11	600		690
7	18	11	700	to	790
5	11	11	800	to	890
16	BELT	11	900	to	990
2	IT	11	\$1000	to	1090
2	11	1.85	1100		
2	H	Ŧ	1200	to	1290
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#### -- 1919- 20--

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4 9	chools	-Range	-\$800	to	\$890
5	11	H	900	to	990.
7	TT	Ħ	1000	to	1090
5	¥1	IT	1100	to	1190
13	11	11	1200	to	1290
2	11	Ħ	1300	to	1390
LANS LANCE 1	11	Ħ	1400	to	1490
2	11	17	1500	to	1590
1 1	Scho	01-162	0		

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In 1918-'19 thirteen schools had maximums, from \$560 to \$790. In 1919-'20 all these schools paid over \$800.

In 1918-19, 34 schools had maximums less than \$1,000. In 1919-'20 only 9 schools had maximums less than \$1,000.

In 1918-'19, only 2 schools had maximums of \$1,200 to \$1,290. In 1919-'20, 19 schools had maximums from \$1,200 to \$1.620.

Second let us consider a comparison of minimums for these two years.

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## 1918-'19

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## 1919-'20

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5	Schools	-Range-	-\$800	to	890
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10	11	11	1000	to	1090
5	71	11	1100	to	1190
10	17	11	1200	to	1290
1	School	\$1300			
1	11	1400			P.PROFT

In 1918-'19, 17 schools had minimums of less than \$800. In 1919-'20, no school paid less than \$800.

In 1918-'19, all 40 schools had minimums less than \$1000. In 1919-'20, 26 schools had minimums of \$1000up to \$1400.

All the very excellent results obtained throughout the whole campaign are due to strong professional organization. Teachers throughout the state and the nation should see what can be done by the teachers working together in a spirit of harmony and cooperation.

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## CHAPTER . VIII.

# Conclusions.

I have shown in the preceding chapter the results obtained from this campaign for increased salaries. In order that the teachers in this county may receive better salaries next year, there should be definite action on the part of the Alameda County Educational Association.

However, considering the very low salaries of the large majority of elementary teachers throughout the state, there is urgent need of new legislation so as to provide increased funds for the payment of adequate salaries to all teachers of the state.

Therefore, this chapter will consist of two parts: first, reasons for the continuation of the salary campaign; and second, the necessity of new state legislation to obtain more money for school funds.

I. Even if there were to be effective legislation this year, the revenue for the schools would not be agumented until the year following. Therefore, we must look to county and district rates to sustain the present salaries.

In chapter V. Table V. shows the assessed valuations and special rates for maintenance of all the districts. One

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carries a rate of 28¢ and twelve have a 30¢ rate, which is the maximum; six carry special rates between 15¢ and 25¢; thirteen vary from 2¢ to 14¢; and twelve have no special tax rates at all.

Considering all these facts, it is absolutely essential to hold the 45¢ county rate and, if possible, to increase this to the 50¢ maximum. In order to accomplish this, members of the salary committee, conversant with the financial situations, should go to the Boards of trustees and ask them to officially request the levying of the maximum. This method while not required by law, is advisable in order to convince the supervisors that the majority of the Boards desire the higher rate.

In some of the districts having rates below 25¢, there are Boards decidedly averse to the special taxes and they will do their utmost to decrease them whenever possible. Since this is true, the committee will have the added responsibility of showing such Boards the advisability of retaining the present special tax and, in some cases, of increasing the same. This will be a very difficult task.

In my work throughout the County, I found that, in the main, the Board members were very glad to learn what was being done in other districts, and were interested in the discussion of educational affairs.

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In fact, this work is so important that I feel some one should be delegated by educational organizations to go out among the people of the rural schools and acquaint them with conditions. It might be possible for several counties to combine and to secure a paid delegate to spend full time on such work of enlightenment. In most cases, I found the school trustees to be alert men and women, wishing to do their best for the schools, but often lacking the knowledge of what should be done.

II. New State Legislation needed.

In Chapter V, Table III gives the average daily attendance in each district with the number of statutory teachers allowed; Table IV gives the amounts of state and county aid for this year. If we divide the amounts given by the number of statutory teachers, we will have the average per teacher. Table VII which follows herewith gives the average amounts received from state and from county per teacher and also the total from state and county per teacher.

Alameda County received from the state for year 1919-'20 approximately \$686,165. Since there are 1179.8 statutory teachers, 'f the money were apportioned only on this basis, the average per teacher would be \$581.50.

The total amount of county funds for the year will be \$1,134,014 approximately. The average per teacher would be \$961.00. This with the \$581.50 above gives a total per teacher of \$1,542.50.

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# TABLE VII.

Table showing average amounts per statutory teacher received by districts from state and county.

Distant.	· a.	b.	с.
District	:Average per : teacher :from state	:Average per : teacher :from county	:Total state : :and county : :per teacher :
Alameda	\$ 585.18	:\$ 970.31	:\$ 1555.49 :
Albany	: 604.50	1010.20	1614.70
Alvarado	: 577.79	: 951.33	: 1529.12 :
Alviso	622.62	: 1150.	1772.62
Antone	: 425.40	: 680.	: 1105.40 :
Berkeley	583.45	944.01	: Basis .8 : : 1527.46 :
Castro Valley	: 606.87	: 1028.33	: 1635.20 :
Centerville	587.48	972.70	1560.18
Decoto	609.90	1052.	: 1661.90
Eden Vale	422.70	610.	1032.70
Emeryville	: 606.03	: 1026.80	: 1633.43 :
Eureka	517.79	927.	1504.79
Green	: 539.02	866.	: 1405.02
Hayward	: 587.57	: 980.	: 1567.57 :
Independent	520.84	826.	1346.84
Inman	531.75	850.	1381.75
Irvington	: 618.99	1122.	: 1740.99
Lincoln	: 502.67	: 786.	: 1288.67

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District	:Average per : teacher :from state	:Average per : teacher :from county	:Total state : and county : per teacher :
Livermore	:\$ 585.16	:\$ 968.	:\$ 1553.16 :
May	502.67	786.	1288.67
Midway	444.51	658.	1102.51
Mission San Jose	575.33	946.	1521.33
Mocho	527.21	818.	1345.21
Mount House	437.24	642.	1079.24
Mowry's Landing	466.32	706.	1172.32
Murray	517.21	818.	1335.21
Newark	577.18	950.	1527,18
Niles .	594.06	987.14	1581.20
Oakland	580.93	958.23	1539.26
Palmores	480.86	: 738.	1218.86
Piedmont	600.29	1000.85	: 1601.14
Pleasanton	590.72	: 979.77	: 1570.49
Redwood	429.97	626.	: 1055.97
Russell	: 568.10	930.	: 1498.10
San Leandro	583.96	979.45	: 1563.11
San Lorenzo	: 596.27	992.	1588.27

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# TABLE VII. (con.)

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District	:Average per : teacher :from state	:Average per : teacher :from county	:Total state : :and county : :per teacher :
Sheridan	:\$	:\$	:\$
Stony Brook	488.13	: 754.	: 1242.13
Summit	: 480.86	: 738.	1218.86
Sunol Glen	: 543.87	: 876.67	: 1420.54
Townsend	: 480.86	: 738.	: 1218.86
Vallecitos		:	
Valle Vista	: 568.10	: 930.	: 1498.10 :
Warm Springs	: 551.13	892.67	1443.80

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With the data in the table and the averages for state and county as just given, let us consider certain facts. All districts having less than thirty pupils average daily attendance, receive less state and county aid, as now apportioned, than they would there is the funds were apportioned only on the statutory teacher basis. The following table shows several cases:

District	:Average :Attendance		:County : Aid	Total .
EdenVale	: 10	\$422.70	. \$610. :	£1032.70 :
Midway	: 13	444.51	: 658. :	1102.51
Palomares	: 18	480.86	. 738.	: 1218.86 :
Mocho	: 23	527.21	818.	.1345.21
Inman	: 25	531.75	: 850. :	1381.75 :

The total amount per teacher from state and county if apportioned only on teacher basis would be **SSL.50** and **Shower office**. (1542.50) This means that the smaller schools which should receive as much aid per teacher from state and county as the larger, now receive less. EdenVale received over \$500 less per teacher than Centerville which received \$1560.18. IdenVale has an assessed valuation of \$170,855 while Centerville has a valuation of \$1,093,975. Is such a method of distribution right? The above facts show to the contrary.

In table VII, column c gives the total amount from state and county per statutory teacher based on averages. There are twenty one districts out of the forty two which received less than \$1500. These amounts vary from \$1032.70 up to \$1498.10.

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Furthermore, it is not only the small school which loses by the present method of distribution of school funds. Take, for example, Murray district. In this district, the average attendance was 46. This number allows two teachers. However, on account of receiving part of the funds based upon attendance, this district received only \$1335.21 per teacher from state and county. A difference of over \$200 per teacher, or \$400 for the district.

The first needed legislation, therefore, would seem to be to change the method of apportioning state and county money. Let the same law be retained for determining the number of statutory teachers based upon average daily attendance, but with the following exception. Since the majority of schools, having eight teachers, have a supervising principal, that part of section 1858 which reads, "And two additional teachers shall be allowed for every seven hundred units of average daily attendance," should be changed to read, "And one additional teacher shall be allowed for every two hundred and fifty units of average daily attendance."

After this number has been determined, apportion all state and county money upon the teacher basis only and not, as is done at present, partly on number of teachers and partly on average daily attendance.

By the proposed plan, the larger districts would not lose much per teacher. In Alameda district, for example, the total state and county aid

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is \$1555.49, so that under the single teacher basis there would be a difference of only \$13 per teacher. Even though there should be a larger difference, justice should be done to the smaller schools.

It should be clearly understood that the fundamental basis is average daily attendance. From this, the number of teachers is determined. Then the distribution of state and county money should be on teacher basis only.

The second needed change in state legislation deals with the minimum salary. The time has come when the people of the state must give more state support for elementary schools. Having sufficient state aid a minimum salary should then be determined. At the present time even though there should be sufficient funds to grant good salaries, many Boards will hire teachers on as low a salary schedule as possible and carry a good balance from year to year. It is mecessary for the state to pass a law stating the minimum salary and provide sufficient funds from state and county to meet this.

In table VIII, column <u>b</u> gives the assessed valuations of all the counties in the state for the year 1919-'20. Column <u>c</u> gives the number of statutory teachers and column <u>d</u> gives the rate necessary to raise \$800 per teacher in each county. One county would need to have a rate of 85.54, four would have rates from 70¢ to 77¢;

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six from  $61 \notin$  to  $67.5 \notin$ ; seven from  $50 \notin$  to  $59 \notin$ ; nine from  $40 \notin$  to  $49 \notin$ ; and only thirty one with rates below  $40 \notin$ . Los Angeles, the richest county in the state would have a rate of 24.3 % while Nevada, one of the poorest, would have a rate of 85.5 %.

This means only one thing, namely, that there must be more state support for all counties, if we expect to have sufficient funds to pay adequate minimum salaries.

In order to deal with this subject in a concrete way, I will first state what may be considered a reasonable minimum salary under present conditions and how the funds can be raised to pay the same.

When we note the facts as developed in chapter III; a reasonable minimum salary for the state of California is \$1400. How can this be paid?

Let the state raise \$1000 for every statutory teacher and the county, at least, \$800. The total amount of money from the state and 50% of that from the county must be used for teachers' salaries. This would guarantee a salary of \$1400 for every teacher in a one-teacher school. The balance of the \$400 could be used for general maintenance.

In order to safeguard the teachers in larger schools, the legislature should pass a minimum salary law requiring each district to pay at least, \$1400. Sufficient funds can be raised either by an increase in county tax or by the special district tax. where the man and part of an entropy sound by and the second state of the second state

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# TABLE VIII.

Table showing assessed valuations of all the counties in the state for the year 1919-'20; number of statutory teachers; rate required to raise \$800 per teacher; and total rate for state and county (assuming a 14¢ state wide rate.)

a. COUNTIES		c. d. ber of : Rate to tutory :raise \$800	e. :Total state: :and county :
Alameda	: 1919-'20 :tea		r:(14d state 51.5¢
Alpine	651,352.	3. : 37.	: 51. :
Amador	6,033,322.	58.03 : 77.	: 91.
Butte	: 36,292,618.: 1	41. : 31.1	45.1
Calaveras	7,142,085.:	54.58 : 61.2	75.2
Colusa	17,873,591.	50.03 22.4	36.4
Contra Costa	62,692,070. 2	40.2 : 30.7	: 44.7 :
Del Norte	6,125,051.	19. 25.	39.
El Dorado	7,290,225.:	59.27 : 65.	79.
Fresno	: 116,461,465.: 5	82.08 : 40.	: 54.
Glenn	: 19,560,173.	62.73 : 25.6	: 39.6
Humboldt	33,138,340. 2	09. 50.5	64.5
Imperial	69,676,927. 1	50. 17.2	31.2
Inyo .	9,838,696.	38. 31.	45.
Kern	: 93,175,067.: 2	76. 23.	: 37. :
Kings	: 19,992,440.: 1	10.93 : 45.	59.
Lake	5,279,590.	41.3 : 62.6	76.6
Lassen	8,471,159.	55. 52.	: 66.
Los Angeles	892,295,923.: 27	03.51 : 24.31	38.3
Madera	: 15,875,628.:	75.2 : 39.	53.

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Marin	\$ 22,400,465.	: 104.41	: 37.4¢	: 51.4¢ :
Mariposa	3,585,827.	31.25	67.5	81.5
Mendocino	17,246,559.	164.	: 76.	90.
Nerced	25,622,292.	130.08	40.6	54.6
Modoc	8,200,890.	52.	: 51.	65.
Mono	1,929,4401	. 11.	46.	60.
Monterey	34,056,519.	151.21	36.	50.
Napa	19,664,040.	90.7	37.	51.
Nevada	6,930,420.	: 74.	85.5	99.5
Orange	87,129,900.	227,57	: 21.	35.
Placor	11,323,425.	97.86	. 70.	84.
Plumas	9,444,003.	: 38.	32.2	46.2
Riverside	31,199,060.	205.33	52.7	66.7
Sacramento	91,729,670.	316.27	27.6	41.6
San Benito	11,198,305.	51.6	: 37.	51.
San Bernardino	48,548,030.	300.1	49.4	63.4
San Diego	76,263,548.	396.57	41.6	55.6
San Francisco	566,808,447.	: 1347.	19.	: 33.
San Joaquin	71,102,673.	310.54	: 35.	49.
San Luis Obispo	32,829,178.	132.	32.2	46.2

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TABLE VIII. (con.)

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a	ъ '	с	d	е
COUNTIES	: Assessed : valuations	:Number of :statutory	: Hate to :raise \$800	:Total state: :and county :
COONTIES	: 1919-'20	:teachers	:per teacher	
San Mateo	:\$ 35,523,995.	: 164.	: 37.¢	: 51.¢ :
Santa Barbara	40,427,545.	156.87	: 31.	45.
Santa Clara	: 88,206,615.	: 371.22	: 33.7	: 44.7 :
Santa Cruz	: 19,303,735.	117.97	49.	63.
Shasta	: 15,422,405.	: 124.	64.4	: 78.4.
Sierra	2,324,080.	: 19.	74.	88.
Siskiyou	: 21,302,115.	: 136.	: 51.1	: 65.1
Solono	27,634,423.	: 131.98	: 38.2	52.2
Sonoma	38,491,875.	: 264.	55.	69.
Stanislaus	42,138,070.	204.96	: 39.	53.
Sutter	: 17,097,755.	: 51.	: 24.	: 38.
Temama	16,289,950.	82.57	: 40.6	54.6
Trinity	3,457,425.	. 28.	65.	: 79.
Tulare	: 49,433,534.	284.95	46.	60,
Tuolumne	: 8,246,201.	: 52.	: 50.6	64.6
Ventura	38,264,221.	129.05	: 27.	: 41.
Yolo	25,228,262.	. 79.69	25.4	39.4
Yuba	: 11,808,335.	: 59.	40.	54.
TOTALS	\$3,357,797,091.	:12788.	:	: :

Data in columns b & c obtained from office of state superintendent of schools.

Now let us consider how the \$1000 per teacher can be raised by the state. For the year 1919-'20, there are 12,788 statutory teachers. The total amount of money raised for elementary schools is approximately \$7,185,000. This means that if the state funds were apportioned only on the teacher basis, the average per teacher would be \$560.

On the basis of 12,788 teachers, in order to give \$1000 per teacher, it would require \$12,788,000. At the present time the state allows \$17.50, per pupil average daily attendance. By increasing this \$2.50, there would be \$928,000 more since there are 371,182 pupils. The balance of the money could be obtained by two methods. First, it could be taken from the general state fund, or, second, the legislature could levy a direct tax.

The following will show the facts in brief:State funds for 1919-'20\$7,185,000.\$17.50 per pupil increased to \$20.928,000.Balance4,675,000.

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Total \$12, 788,000. If the legislature found it necessary to raise the balance

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by a direct tax, this could be done by having a rate of approximately 14¢. If this were done, column <u>e</u> of table VIII shows the total taxes state and county required to raise \$1800 per teacher. For 27 counties the rates would range from 50¢ to 99.5¢ and for the balance 31, the rates would be from 31¢ to 49¢.

Since the rates in so many counties must necessarily be high, there should be more state aid in order to help the poorer counties. All the counties in the state help develop the resources and wealth of the cities, therefore, the larger centers should in turn help the rest of the state.

At the present time, there is a maximum county rate of 50¢ for the maintenance of elementary schools. This limit should be removed entirely. There is no limit on the county high school rate, nor on the road tax nor hospital tax. Why should there be a limit on tax necessary for maintenance of elementary schools?

Thus, with increased minimum requirements for amount of school money to be raised by state and county and the limit removed on the elementary school tax, the schools of the future will be able to progress as they never have been able to do in the past.

Lastly, the time has come when there must be more national aid for schools. Vast amounts of money are spent annually by the national government for everything else but schools. Just as the states must give more aid  $\frac{1}{32-25}$  to help all the counties

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It is reasonable, at the present time, to hold that instead of the state having to raise a balance of approximately \$5,000,000. in order to give the \$1000 per teacher, much of this amount, at least, should be given by the national government.

If the time comes when the nation and the state shall give that united financial support to the schools of the country to which they are entitled, then will there dawn a new era in educational development throughout this whole land.

## Acknowledgment.

The greater part of the data used in the tables been obtained from the offices of the county and state superintendents. I wish to express my appreciation for the valuable assistance rendered by the officials in these offices. I take special pleasure in publicly expressing my thanks to Mr. Arthur Mock, chief deputy in the county superintendent's office, who was ever willing to give of his time in assisting me to collect the data needed for the campaign.

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