REPORT

OF THE

ADVISORY COMMITTEE

TO THE

BOARD OF EDUCATION

OF THE

CITY OF LOS ANGELES

ON CERTAIN ASPECTS OF THE ORGANIZATION
AND ADMINISTRATION
OF THE
PUBLIC SCHOOL SYSTEM

(BEGUN APRIL 17 AND CONCLUDED MAY 22, 1916)

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INTRODUCTION

TO

REPORT OF THE ADVISORY COMMITTEE AUTHORIZED BY THE FOLLOWING PROCEEDINGS OF THE BOARD OF EDUCATION OF THE LOS ANGELES CITY SCHOOL DISTRICT AND THE LOS ANGELES CITY HIGH SCHOOL DISTRICT

1. RESOLUTION OF BOARD

By unanimous vote of all members of the Board at the regular meeting on February 14, 1916, the following was adopted:

> We recommend that the Teachers and Schools Committee, together with the President, be and they are hereby empowered to arrange with Presidents BUTLER of Columbia University, and JUDSON of Chicago University, to select three disinterested educators to make an expert examination of our school system along lines that may be determined, at a compensation not to exceed $1500.00 each and $400.00 each for expenses.

Pursuant to instructions of the Board of Education I commissioned Doctors NICHOLAS MURRAY BUTLER, President of Columbia University, and HARRY PRATT JUDSON, President of the University of Chicago, to name experts in educational matters to come to Los Angeles to make a brief investigation of our schools' activities to the end (as stated to them) that we might have the advantage of "their information, assistance and advice." I suggested that it seemed desirable that the men selected should hail from eastern states, otherwise in the matter of their selection Doctors Butler and Judson were notified that they were "to have absolutely a free hand."

Pursuant to this commission Doctors BUTLER and JUDSON selected Doctors ALBERT SHIELS, Director of the Division of Reference and Research under the Board of Education of New York, and WALTER A. JESSUP, Dean of the College of Education, Iowa State University. (Another expert was named but was unable to come.)

Neither of these gentlemen was known to any member of the Board of Education. They are designated as the Advisory Committee. They undertook the work with which they were charged and pursued it with vigor. Both of them have furnished ample evidence of their great learning in educational matters, of their keen understanding of existing local conditions, and a very

unusual power of correct analysis. Their appended report speaks for itself. The value of their services and of their advice in conference with the members of the Board of Education and the superintendent and his assistants has been recognized by all. The Department of Education of the City of Los Angeles is placed under an everlasting debt of gratitude.

WALTER BORDWELL,

President of the Board of Education of the City of Los Angeles.

2. LETTER OF TRANSMITTAL

REPORT OF THE ADVISORY COMMITTEE TO THE BOARD OF EDUCATION, LOS ANGELES, CALIFORNIA

LOS ANGELES, MAY 25, 1916.

To The Board of Education,

Los Angeles City School District.

In presenting this report on the schools of Los Angeles, we desire to emphasize the fact that it is in no sense a complete survey. A complete survey of the Los Angeles schools would require a much longer time and a much larger staff than are now available. The reason is clear.

In the succeeding section will be found a statement not only of the enrollment and attendance in the Los Angeles schools as they are now established, but also of the rapid increase. This increase has not been one of population only. New types of school buildings have been erected, new kinds of activities have been initiated, and new laws and regulations established. The size and complexity of the school system therefore forbids any attempt to make an elaborate investigation or study within a few weeks.

WALTER A. JESSUP,

ALBERT SHIELS.

II

ADMINISTRATIVE PROBLEMS

1. Enrollment and Attendance

Table 1: Showing Enrollment and Attendance of Pupils in the Public Schools of Los Angeles

For the Four Weeks Ending March 3, 1916

Schools	*Enrollment*	*Attendance*
Day Elementary (including Kindergarten and excluding Parental and Intermediate.)	51,782	46,730
Day Parental	325	195
Day High	9,436	8,888
Day Intermediate	7,219	6,749
Evening High	6,690	2,707
Evening Elementary	3,269	941
Totals	78,658	66,210

These pupils were distributed in an area covering approximately 400 square miles. At that time a supervisory and teaching force of 3,047 persons was employed by the Board of Education. Even though the work of this Committee does not include an inquiry into the business departments of the Board, it is evident under such circumstances, that a survey of the schools could be made only after a very extended inquiry, examination and study.

It may be recalled in this connection that a survey of the schools of Cleveland, not yet completed, has been in operation for over eighteen months, and that the number of persons engaged in the work has at times exceeded fifty. All that this Advisory Committee can do within the limited time, and with the force at hand, is to point out certain aspects of the present organization and administration of the public school system, and to make certain suggestions and recommendations. These suggestions and recommendations are based on an examination of the facts which are included as supporting data, on interviews with members of the supervisory and teaching staff and on the results of observation of schools and classes in session.

The members of this Committee have visited twelve high, nine intermediate and thirty-nine elementary schools, as well as all but two of the evening elementary and evening high schools.

2. Increase in Size and Population

However creditable to the attractiveness of Los Angeles and to the energy of its people may be the enormous increase in size and population, this increase has multiplied seriously the problems of school administration. Figures showing the precise

growth of the city school district of Los Angeles are not available. A statement showing the growth in area of the city indicates a corresponding growth in this school district.

	Area	*Population*
1910	85.15 square Miles	319,198
1911	100.71 " "	....
1912	197.62 " "	....
1915	288.27 " "	550,000

3. School Buildings Erected or Annexed

The school district contains approximately 112 more square miles than the city. These successive increases in territory have compelled very rapid action in providing for the adjustment of the school organizations in the new districts to the city system, and for new buildings, as will be appreciated by an examination of foregoing statement. The following table shows the increase in new buildings, not counting bungalows or other unimportant additions.

TABLE 2: STATEMENT OF ELEMENTARY AND INTERMEDIATE HIGH SCHOOL BUILDINGS ERECTED OR ANNEXED SINCE THE SCHOOL YEAR 1911-12, ACCORDING TO STATEMENT OF MATERIAL AND COSTS.

ELEMENTARY SCHOOL BUILDINGS

CHARACTER OF BUILDING AND VALUE	1911-12		1912-13		1913-14		1914-15		1915-16		*Total*	
	Anxd.	*Blt. by L. A.*	*Anxd.*	*Blt. by L. A.*	*Anxd.*	*Blt. by L. A.*	*Anxd.*	*Blt. by L. A.*	*Anxd.*	*Blt. by L. A.*	*Anxd.*	*Blt. by L. A.*
FRAME: Less than $10,000	...	1	4	1	...	1	...	...	2	2	6	5
" 10,000—20,000	...	...	1	...	...	...	...	...	...	1	1	1
" 20,000—30,000	...	...	1	...	...	1	...	...	1	2	2	3
" 30,000—50,000	...	...	...	1	...	...	...	...	...	...	...	1
BRICK:. Less than $20,000	...	...	...	1	...	...	...	...	2	...	2	1
" 20,000—30,000	...	...	...	...	...	...	...	...	1	2&1*	1	3
" 30,000—50,000	...	3	...	2	...	...	...	...	4	1&2*	4	8
" 50,000— 75,000	...	...	...	...	...	1	...	...	3	...	3	1
STUCCO PLASTER: on wood Less than $10,000	...	...	1	1	...	2	...	...	...	...	1	3
" $10,000—20,000	...	1	...	...	...	...	...	...	...	...	...	1
" 20,000—30,000	...	...	...	1	...	...	...	...	...	...	...	1
CONCRETE: $10,000—20,000	...	1	...	...	...	...	...	...	...	...	...	1
" and Plaster	...	...	...	...	...	...	...	...	...	...	...	...
" Less than $50,000	...	...	...	...	...	...	...	...	1	...	1	...
PLASTER: on Tile 30,000	...	...	...	...	...	...	...	...	1	1	1	1
30,000—50,000	...	...	...	...	...	...	...	...	...	1	...	1
Total											22	31

* Additions to other buildings.

Total Frame Buildings erected by Los Angeles Board of Education, 1911–16 10
" Brick " " " " " " " " " " 13
" Plaster and wood " " " " " " " " " 5
" Concrete and plaster " " " " " " " " 1
" Plaster on tile " " " " " " " " " 2
31

Intermediate Schools

School	*Completed*	*Construction*	*Value*
Berendo Intermediate			
Auditorium Building.....	1912	Brick, plastered	$ 18,539
Boyle Heights Intermediate	1913	Brick	275,184
Fourteenth St. Intermediate			
Main Building.....	1916	Brick,	87,585
Auditorium and Gymnasium Building.....	1912	Plaster on wire lath	12,000
Thirtieth St. Intermediate			
Auditorium Building.....	1913	Frame, plastered	13,115
Virgil Avenue Intermediate	1912	Brick	53,130

School	*Completed*	*Construction*	*Value*
GARDENA HIGH SCHOOL			
Arts and Science Building...	1912	Brick	$ 11,275
Farm Mechanics Building...	1912	Brick	7,140
Farm House *Remodeled*.....	1912	Frame	1,570
HOLLYWOOD HIGH SCHOOL			
Fine Arts Building Addi'tn..	1912	Brick, plastered	43,500
Mechanics' Building.....	1911	Brick	22,868
Gymnasium Building.....	1915	Hollow tile plastered	35,883
LINCOLN HIGH SCHOOL			
Main Building.....	1913	Brick, concrete	107,202
Power House.....	1913	Concrete	2,500
Science Building.....	1913	Brick	60,600
LOS ANGELES HIGH SCHOOL			
Cafeteria Building.....	1911	Brick	17,500
MANUAL ARTS HIGH SCHOOL			
Administration Building....	1912	Brick, plastered	141,502
POLTECHNIC HIGH SCHOOL			
Lecture and Warehouse Building.....	1912	Brick, plastered	5,080
Mining and Assaying Building.....	1914	Frame	806
SAN PEDRO HIGH SCHOOL			
Domestic Science Building..	1912	Brick, plastered	4,825
Art Building.....	1912	Plastered	4,425
Boat House.....	1912	Frame, plastered	11,688
WILMINGTON HIGH SCHOOL			
Main Building.....	1912	Brick	57,522
FRANKLIN HIGH SCHOOL			
New Main Building.....	1916	Brick	104,166
Science Building.....	1916	Brick	45,100
Boiler House.....	1916	Brick	5,120
HIGH SCHOOLS ANNEXED 1915			
SAN FERNANDO HIGH SCHOOL			
Administration Building....	1906	Frame	$ 28,935
Industrial Building.....	1913	Concrete	41,800
VAN NUYS HIGH SCHOOL			
Main Building.....	1914	Brick, plastered	65,000
Additional Building.....	1912	Frame	1,650
Manual Training Building..	1912	Frame	1,550

4. Character of Population

Aside from the difficulties arising because of the rapidly increasing population, Los Angeles has to deal with a transient population, which attends school only part of the year. Unfortunately, no figures are available to show the number of these temporary attendants, yet the number of such attendants is very large.

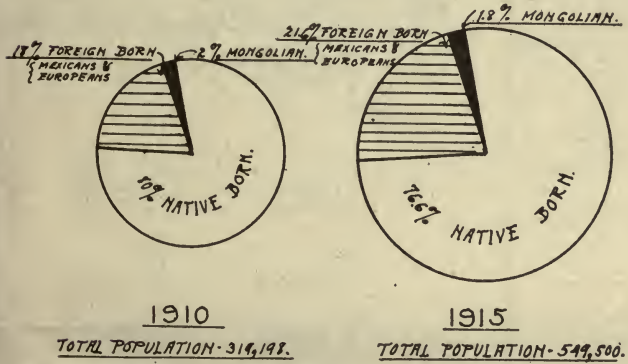
On the other hand, the schools of Los Angeles enjoy certain compensating advantages. The climate should greatly increase the percentage of attendance of pupils who would in other cities be absent on account of the great extremes of temperature. Moreover, Los Angeles is fortunate in the homogeneous character of its residential population. A comparison with other cities shows that, although the people of the city, attracted by its advantages as a place of residence, have come from every part of the country, nevertheless they exemplify as no other large city does, what might be termed a native American type; a type, moreover, that represents, through the fact of removal from other parts of the country to their new home in Los Angeles, a degree of energy and initiative much above the average.

TABLE 3: SHOWING NUMBER OF NATIVE AND FOREIGN-BORN POPULATION IN LOS ANGELES, 1910-1915

Year	Native-Born	Foreign Born			Total population
		European and Mexican	Mongolian	Total	
1910	252,322	60,584	6,292	66,876	319,198
1915	421,350	118,650	9,500	128,150	549,500
Increase	169,028	58,066	3,208	61,274	230,302

FIG-1

INCREASE IN NATIVE AND FOREIGN BORN POPULATION OF LOS ANGELES
(See Table 3)



The native-born population, according to these figures, is 76 per cent. of the total population. As the foreign-born population includes over 20,000 English, Irish and Scotch, the total number whose language is English constitutes at least about 80 per cent. of the inhabitants of the city.

5. EXTENSION OF EXISTING ACTIVITIES AND INTRODUCTION OF NEW ACTIVITIES

The last five years have been notable for the number of new activities introduced into the schools, and for the extension of those already existing.

TABLE 4: SHOWING (A) LIST OF NEW ACTIVITIES ESTABLISHED IN THE DEPARTMENT OF EDUCATION IN 1910 OR SUBSEQUENTLY AND (B) ACTIVITIES GREATLY EXTENDED SINCE 1910, WITH DATA AS TO INCREASE IN NUMBER OR IN STAFF

Activity	*Year established if later than* 1910	*Condition in* 1910 *or when established*	*Condition in* 1916
NEW ACTIVITIES			
General Administration			
Agriculture and Gardening	1911	1 Supervisor	4 Supervisors
Nature study department....	1911	1 " half time	3 "
Orchestra department.....	1910	1 "	3 "
Elementary Schools			
Playgrounds for children...	1910	23 Teachers	62 Teachers
Appointment of special teachers in elementary schools:			
(a) Drawing.....	1912	9 "	34 "
(b) Music.....	1912	10 "	49 "
*(c) Domestic science.....	1912	41 "	78 "
Intermediate Schools.....	1911	5 Schools	9 Schools
Junior Colleges			
(in High Schools).....	1912	1 Junior College	3 Junior Colleges
EXTENDED ACTIVITIES			
General Administration		1910	1916
Department of drawing.....		4 Supervisors	6 Supervisors
" " home economics.....		3 "	5 "
" " music.....		4 "	5 "
" " physical education.....		2½ "	5 "
" " compulsory education.....		4 officers	10 Officers
Kindergarten classes.....		55 Classes	129 Classes
Extension of health department:			
Physicians.....		4	11
Nurses.....		7	7
Parent-Teachers Clinic....		3 Dentists	3 Dentists
Elementary Schools			
Ungraded Classes.....		29 Classes	84 Classes
School Librarians.....		1 Librarian	4 Librarians
Penny Luncheons.....		1	9
High Schools.....		6 High Schools	13 High Schools

* Domestic science teaching was introduced before 1912, but figures for that year are given for purposes of comparison with drawing and music.

It is evident that the foregoing list includes some very interesting and significant experiments in educational administration, which in many cases required as much labor and effort in extending them as in establishing them *de novo*. Among these should be noted the introduction of school gardens and of school orchestras under supervision of a separate department, the establishment of a large force of special teachers, and the introduction of intermediate schools (sometimes referred to as junior high schools), and of junior colleges in high schools.

6. Cost of Extension

Increase in the number of activities and multiplication of activities requires increased expenditure.

The comparison with other cities indicates that although the cost of the Los Angeles schools is high, either for per capita cost or for cost per inhabitant, Los Angeles is not paying a disproportionate share when the expenditure is compared with the value of its assessed property.

The facts are contained in Table 5:

TABLE 5: SHOWING THE COMPARATIVE DISTRIBUTION OF COST AMONG TEN CITIES

Expenditure and *Outlay For School Purposes For Each* $1000 *Assessed Valuation of Property (After Earle Clark)* (a)		*Expenditure per Child In Average Daily Attendance For Educational Purposes for The Year* 1914 (b)		*Expenditure per Inhabitant For Operation and Maintainance of Schools for the Year* 1914 (c)	
Newark	7.03	*Los Angeles*	54.43	*Los Angeles*	8.45
Kansas City	4.16	Seattle	48.72	Boston	7.52
Cleveland	4.72	Boston	43.37	Newark	6.94
Pittsburg	4.57	Washington, D. C.	41.77	Washington, D. C.	6.77
Washington, D. C.	4.44	Pittsburg	41.58	Pittsburg	6.38
Los Angeles	4.43	Newark	41.35	Minneapolis	6.25
Seattle	3.70	Minneapolis	40.86	Kansas City	6.25
Boston	3.70	Kansas City	39.69	Seattle	5.59
St Louis	3.63	St. Louis	36.80	Cleveland	5.58
Minneapolis	3.36	Cleveland	33.64	St. Louis	5.56

FIG-2-

SHOWING RELATIVE EXPENDITURE AND OUTLAY FOR SCHOOL PURPOSES IN 10 CITIES BASED ON EACH $1,000 OF ASSESSED VALUATION OF PROPERTY.

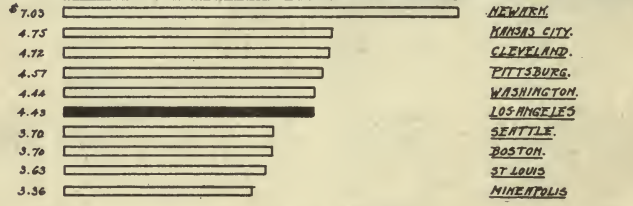


FIG-3-

SHOWING SCHOOL EXPENDITURES PER CHILD ATTENDING IN 10 CITIES (See Table 5)

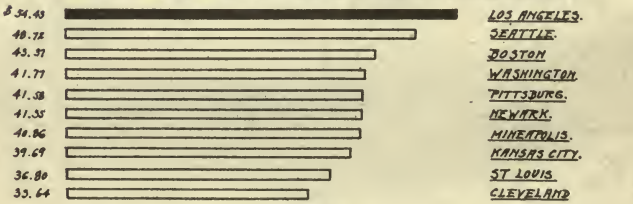
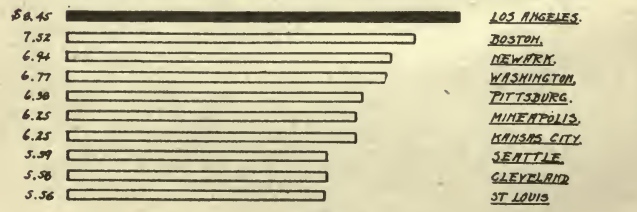


FIG-4-

SHOWING SCHOOL EXPENDITURE PER INHABITANT IN 10 CITIES (See Table 5)



A closer analysis shows the distribution of cost among the various school activities:

(A) COST OF INSTRUCTION AND MAINTAINANCE

TABLE 6: SHOWING COST OF TUITION AND MAINTAINANCE (EXCLUDING COST OF BUILDINGS OR ORIGINAL INSTALLATION) FOR DIFFERENT TYPES OF SCHOOL ACTIVITY, ARRANGED ACCORDING TO VARIOUS TYPES OF SCHOOLS AND INDICATING PER CENT. INCREASE OR DECREASE IN ATTENDANCE AND COST AND INCREASE PER CAPITA COST FOR THE FIVE YEARS 1910-11 TO 1914-15

KINDERGARTEN

Date	*Attendance*	*Total cost*	*Per capita cost*
1910–11	2,436	$ 99,297.41	$40.76
1911–12	2,891	116,513.00	40.30
1912–13	3,244	156,493.54	48.24
1913–14	3,607	165,899.37	45.99
1914–15	3,709	195,711.61	52.77
Increase total cost, 1914-15 over 1910-11			97.9%
" in attendance ,1914-15 over 1910-11			52 %
" per capita cost, 1914-15 over 1910-11			29 %

ELEMENTARY

1910–11	34,870	$1,528,305.15	$43.83
1911–12	33,799	1,490,154.95	44.09
1912–13	35,275	1,753,562.71	49.71
1913–14	38,417	2,138,196.37	55.66
1914–15	39,023	2,506,670.95	64.23
Increase total cost, 1914-15 over 1910-11			64.1%
" in attendance 1914-15 over 1910-11			12 %
" in per capita cost, 1914-15 over 1910-11			47 %

SPECIAL (TRUANT)

1910–11	107	$ 22,674.19	$211.90
1911–12	177	23,681.11	133.79
1912–13	208	33,926.03	163.10
1913–14	224	28,705.53	128.14
1914–15	230	29,040.85	126.26
Increase total cost, 1914-15 over 1910-11			28.6%
" in attendacne, 1914-15 over 1910-11			115 %
Decrease in per capita cost, 1914-15 over 1910-11			40 %*

INTERMEDIATE

1910–11	.....	.....	.....
1911–12	3,046	$ 169,489.32	$55.64
1912–13	4,976	372,885.26	74.94
1913–14	6,065	473,064.37	78.00
1914–15	6,093	581,783.08	95.48
Increase total cost, 1914-15 over 1911-12			219.6%
" in attendance, 1914-15 over 1911-12			100 %
" in per capita cost, 1914-15 over 1911-12			72 %

* Decrease

HIGH SCHOOLS

Date	*Attendance*	*Total Cost*	*Per capita cost*
1910–11	5,258	$ 540,960.42	$102.88
1911–12	5,544	630,755.21	113.70
1912–13	5,388	774,159.29	143.68
1913–14	6,492	836,814.68	128.89
1914–15	6,894	1,019,026.05	126.38

Increase total cost, 1914-15 over 1910-11 ..... 94.1%
" attencance, 1914-15 over 1910-11 ..... 31 %
" in per capita cost, 1914-15 over 1910-11 ..... 23 %

EVENING ELEMENTARY SCHOOLS

1910–11	533	$ 18,181.25	$34.11
1911–12	965	31,554.40	32.70
1912–13	1,456	67,199.17	46.15
1913–14	1,448	46,738.30	32.28
1914–15	1,656	70,883.25	42.80

Increase total cost, 1914–15 over 1910-11 ..... 289.3%
" attendance, 1914-15 over 1910-11 ..... 210 %
" in per capita cost, 1914-15 over 1910-11 ..... 25 %

EVENING HIGH SCHOOLS

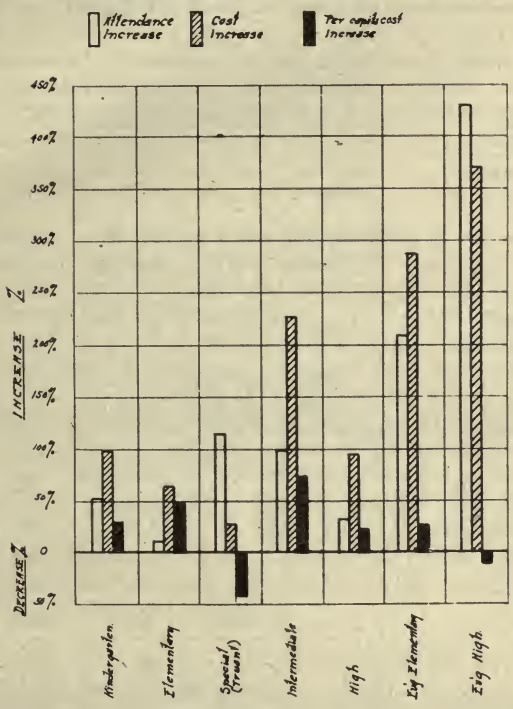
1910–11	278	$ 11,999.58	$43.16
1911–12	374	16,810.00	45.20
1912–13	1,126	39,616.99	35.18
1913–14	1,154	45,326.25	37.54
1914–15	1,474	56,786.36	38.52

Increase,total cost, 1914-15 over 1910-11 ..... 373.2%
" in attendance, 1914-15 over 1910-11 ..... 430 %
Decrease in per capita cost, 1914-15 over 1910-11 ..... 11 %*

* Decrease

FIG-5.

INCREASE IN ATTENDANCE COST AND PER CAPITA COST OF VARIOUS SCHOOL ACTIVITIES - BY PERCENTS - 1910-11 TO 1914-15 (See Table 6)



Excepting for special schools and evening high schools, the increase in cost over increase in attendance is considerable. The increase in per capita cost ranges from 23% to 72%.

Most of this increase can be accounted for by increase in salaries. A portion must be attributed to the increase of the number of ungraded classes and of special teachers to which later reference will be made. An examination of Table 7 shows the rise of salaries in the public schools of Los Angeles during this period.

(B) SALARIES OF TEACHING FORCE

TABLE 7: SHOWING INCREASES IN SALARIES OF THE TEACHING FORCE IN THE VARIOUS TYPES OF SCHOOLS FROM THE SCHOOL YEARS 1910-11 TO 1914-15

	1910 11	1911 12	1912 13	1913 14	1914 15
Kindergarten Grade Director (Teacher	$720–$900 in 4 yrs.	$720–$912 in 5 yrs.	$720–$960 in 6 yrs.	$720–$960 in 6 yrs.	$850–$975 in 6 yrs.
Asst. Director (Teachers)	$600–696 in 3 yrs.	600– 792 in 5 yrs.	600– 840 in 6 yrs.	600– 840 in 6 yrs.	620– 850 in 6 yrs.
Elementary Grade Principals	* $1104–2400	* 1080–2400	* 1080–2400	* 1080–2400	* 1200–2400
Teachers	$744–1080 in 8 yrs.	744–1080 in 8 yrs.	744–1080 in 8 yrs.	744–1200 in 10 yrs.	750–1200** in 10 yrs.
Teachers of Ungraded Classes	..... $1128	$1104–1200 3 yrs.	1104–1200 3 yrs.	1200–1440 5 yrs.	1200–1440 5 yrs.
Special or Parental Classes	..... $1350	 1200–1380	 1200–1380	1200–1440 5 yrs.	1200–1440 5 yrs.
Miscellaneous Cooking, Sloyd, etc.	744–1080 in 8 yrs.	744–1080 in 8 yrs.	744–1080 in 8 yrs.	744–1080 in 8 yrs.	1200–1440 in 5 yrs.
Occupations Physical Culture	....	1200–1380 4 yrs.	1200–1380 4 yrs.	1200–1440 5 yrs.	1200–1440 5 yrs.
Gardening	....	....	1200–1380 4 yrs.	1200–1440 5 yrs.	1200–1440 5 yrs.
Music and Drawing High School Cert.	....	....	....	....	1200–1440 5 yrs.
Intermediate Schools Principals	.....	$2580	$3000	$3000	$3000
Vice-Principals	.....	.....	.....	$1920	$1920
Teachers with High School Cert.	....	900–1320 8 yrs.	1080–1440 7 yrs.	1200–1560 7 yrs.	1200–1680 10 yrs.
Teachers without High School Cert.	....	744–1080 8 yrs.	$744–1080 8 yrs.	$744–1200 10 yrs.	$1200–1440 —5 yrs.
High Schools Principals	1—$3300 2—$2100	2— 3600 2— 3300 2—$2400 1— 1080	2—3600 2—3300 2—$3000 1— 1200	3—3600 2—3300 2—$3000 1— 1200	4— 3600 1— 3300 2—$3000 1— 1200
Vice-Principals	$2100	$2100–2400	$2100–2400	$2400	(10) $2400
Heads of Departments	$1680	$1560–1740 4 yrs.	$1560–1800 5 yrs.	$1560–1800 5 yrs.	$1560–1800 5 yrs.
Sub Heads of Departments	$1920	$1800–2100 6 yrs.	$1800–2160 7 yrs.	$1800–2160 7 yrs.	$1800–2160 7 yrs.
Teachers	$1260–1500 3 yrs.	$1200–1560 8 yrs.	$1200–1560 8 yrs.	$1200–1560 8 yrs.	$1200–1680 10 yrs.

* Depending on size of class and term of service.
** Teachers of the B1 grade were advanced in 1914-15 to $1200-1440, 5 years.

The largest per cent of increase in salaries was for those teachers in intermediate schools who do not hold high school certificates. In 1911-12 such teachers received from $744.00 to $1080.00, the maximum in eight years of service. In 1914-15 they received $1200-1440 for the maximum after five years of service. Without respect to reduction in time of service, this increase was from 30% to 45%. The smallest per cent of increase was in the pay of elementary school principals.

(C) NO HASTY INFERENCE TO BE MADE

Increase in cost, large or small, by itself, is not a determinant of educational values. An increase in salaries for example, may not only acknowledge meritorious service, but it may enable a city to get better teachers. If it were possible to estimate the increase of educational value in numerical terms, as 20 per cent, and of increase in money cost as 10 per cent, then the increase in cost would be evidence of wise educational administration. Nothing could be more unfortunate for a community than to measure the value of its school administration by the single standard of reduced money cost. More and more will American public school systems require increased expenditure for the realization of their fullest possibilities. Neither increase nor decrease in cost *per se* is necessary evidence of improved administration; that fact can be determined only by the relation of cost to service.

(D) NEED OF MORE PRECISE METHODS OF EVALUATION

The foregoing statement will scarcely challenge argument. When, however, an attempt is made to determine relative improvement in educational values, there is no such clear method of immediate demonstration as there is in determining the cost in dollars and cents. It is here that argument and discussion and oral assurance, rather than objective proof, are apt to prevail until such time as the community itself begins to question, not so much the educational values as the increase in tax rate. The former may remain a matter of theory; the latter becomes a very pressing fact of experience. It is important at such juncture to establish the public educational activities by objective evidence when it is possible to do so.

The determination of the increased value of any proposed extension in educational administration is possible to a considerable degree. Sometimes the methods are obvious, as by referring to increased enrollment or increased per cent of promotions. These are appropriate methods of demonstration, but they are insufficient and may be even unconsciously misleading.

This Committee will make a recommendation for a special organization for the continued and consistent evaluation of new experiments that can be made part of the regular functions o the school administration. With such an aid it will be possible to know not only the relative generosity of expenditures, but their relative wisdom as well.

III

COMPULSORY EDUCATION

1. Need of a School Census

Previous to 1911, the school census was required by the state law; school funds were then apportioned on the basis of the census. Since the repeal of the law in that year, there has been no school census in the city of Los Angeles, a fact greatly to be deplored.

Without a census, it is impossible to state how many children resident in the city, of school age, are not attending school. There seems to be no question, however, but that there is a large number of such children who are not complying with the law. This statement was confirmed by the opinion of the Supervisor of the Compulsory Education Division, who has already recommended that such a census be made.

2. Need of a Method of Following up Discharges

From the figures of attendance and enrollment submitted for the four-week periods ending March 3rd and March 31st, it appears that the percentage of attendance on monthly enrollment was 87 and 85 per cent respectively. The method of computing enrollment and that of determining discharges, does not permit any very accurate method of estimating. Even if the figures were satisfactory, it would be difficult to compare the rate of attendance in Los Angeles with that in other cities. In some cities no pupil is discharged until the reason is established by personal investigation, made by independent authority outside the school. Under such circumstances a city may seem to have a low rate of attendance because pupils are kept on its rolls, even for a considerable time after their departure. Such schools, however, do conserve the interests of the pupils. No one once enrolled is permitted to escape school attendance so long as he is a resident of the city and subject to the attendance law. The state law in California provides that pupils should be marked as "left" or discharged from the rolls after an absence of five days. Such a rule applied in cities is very apt to encourage truancy. A pupil once discharged may be easily forgotten. Because of the law, every precaution should be taken to have the case of each child followed up by the Depart-

ment of Compulsory Education after the discharge has been made. Although such a pupil may not be on the rolls of the schools, he should be on the rolls of the Division of Compulsory Education, and periodical reports should be made concerning him until he returns to school or until his case is otherwise disposed of.

(A) DISCHARGES ON TRANSFERS SHOULD BE AUTHORIZED BY A CENTRAL OFFICE

According to the present practice in Los Angeles, in the schools visited by your Committee, pupils are discharged when a transfer is issued to them to attend another school. The issuance of a transfer should lie entirely within the discretion of the principal, but the pupil should not be discharged until evidence has been presented that he has been accepted in another school, or until the five-day rule has intervened. Principals should be relieved from the responsibility of insuring the fact of admission of pupils to other schools or from using their own discretion in making discharges before the five-day period when transfers have been issued.

(B) SUGGESTED METHOD

Transfer blanks should be issued so that carbon copies can be made with the original transfer. The present transfer card could continue, and a separate and simpler form added from which such carbon copies could be made. When a pupil receives a transfer from Principal "A" to go to a school in charge of Principal "B", Principal "A" should give the pupil two duplicate carbon copies and retain a carbon copy which he should send immediately to the City Superintendent, or some one whom the City Superintendent would select, e. g., the Supervisor of Compulsory Education. Immediately upon receipt of the pupil, Principal "B" should send a second copy to the same person, who shou'd then immediately notify Principal "A": the pupil could then be discharged. If the Supervisor of Compulsory Education should not hear from Principal "B" within three days, an officer should be immediately detailed who wou'd then put the boy in the school to which he had intended to go. Even if Principal "A" should discharge the boy within five days, as provided by law, that should not relieve the Supervisor from following up the case until it was disposed of by having the boy actually in school. According to present methods, pupils can wait a considerable time between transfers and, as a matter of fact, do in some cases.

With the co-operation of a Compulsory Education Department such extended duration of absence would be impossible. It has been stated that the freedom from extremes of tempera-

ture of the Los Angeles climate makes for a high rate of attendance. It should also be remembered that the same conditions, supplemented by the many attractions of the city, tend to increase truancy among those pupils who are not disposed to attend school or who lack proper parental supervision.

3. Disposition of Truants and Delinquent Pupils

(A) segregation of truants and delinquents

A separate organization is necessary for truant and delinquent pupils who, after repeated trial, are unable to adjust themselves to the ordinary school. Teachers of the regular grades should be relieved of such pupils, in order that they may devote their attention to those pupils who would otherwise be neglected because of the disproportionate time and energy which truants and delinquents demand. Moreover, the exercise of rigid and repressive discipline which the presence of the irregular and disorderly requires, no longer becomes necessary. The excellent spirit and attitude towards pupils, so noticeable in the Los Angeles schools, is not to be explained by the withdrawal of over-troublesome children, but the absence of such children undoubtedly makes it possible for such a spirit and attitude to exist. The value to children in regular grades, through the segregation of truants and delinquents, is unquestionable. The other question to decide is the value that accrues to the offenders themselves.

(B) two methods of segregation

There are two methods of segregation; one involves institutional care, either in a parental school maintained by the Board of Education, or in some institution maintained by the County or State. The other is through the establishment of special schools or classes maintained during school hours only. When minors are committed to institutions, it is usually through a court process; when committed to schools under the administrative officers of education, it is usually with the consent of the parents or guardian.

Assuming that either method is equally effective, the method of commitment to special schools or classes is preferable to the method of institutional care on grounds of economy. Institutional care involves charges for board and maintenance, and under the California law would become a heavy burden. A maintenance staff would have to be retained in whole or part throughout the year; all pupils would have to be discharged in June; in the succeeding fall the institution would open with a very limited register that would gradually increase only in the winter months.

There is no absolute agreement concerning the relative educational efficiency of the two methods. Full institutional care is not usually considered as desirable as partial parental care even in the poorer homes; on the other hand, institutional control, wisely administered, provides for a more complete control of pupils, and allows a more efficient program of instruction and training, both in vocational and ordinary school branches.

(C) ATTENDANCE AT THE SPECIAL SCHOOLS

The committee collected certain facts concerning the ten parental schools of the city, which are presented in table 8 showing the number of months pupils now enrolled in special schools have attended since their last commitment.

TABLE 8: SHOWING LENGTH OF STAY OF PUPILS IN SPECIAL SCHOOLS SINCE THEIR LAST COMMITMENT

Enrolled since the beginning of the					*Enrolled since*
School year 1915–16	*Second semester* 1914–15	*First semester* 1914–15	*Second semester* 1913–14	*First semester* 1913–14	*February* 1913
A period of enrollment in these schools equivalent to					
1–6 mo.	7–11 mo.	12-16 mo.	17-21 mo.	22-26 mo.	27-50 mo.
88	24	13	9	5	14

Of the total number now enrolled in the special schools, 127 are there for the first time, 19 for the second time, 6 for the third time, and 1 for the fourth time.

During the present school year, 116 pupils were discharged, and of this number 34 were returned to the regular schools, and 54 returned to their homes or went to work; 15 went from the city, and 13 were discharged for various causes. The number who, as a result of instruction in special schools, were considered fit for return to the regular grades was about 30% of the total discharged.

The special schools generally are doing good work for truants and delinquents. There are, however, certain respects in which this service should be improved.

(D) SUGGESTED IMPROVEMENTS

The pupils assigned, although they all have a history of truancy or delinquency, are so different in age, in intelligence and in character, that their association in single groups is unfavorable

to constructive improvement in individuals. The groups are made up of pupils who came from the 4th to the 10th grade. This in itself is not important, for instruction is necessarily individual. The other variations are important. It is unwise to put in a single class an absolutely feeble-minded pupil, a criminal, and a bright boy whose truancy is due to excess activity that cannot tolerate the limitations of the ordinary classroom.

The reasons for this condition are caused by the widely scattered centers, the small numbers of pupils, and the lack of accommodation for defective pupils. Even under such conditions, it would be wise, when possible, to regrade the various centers according to the mental maturity of the pupils. Certain of the parental schools are now housed in school buildings with other classes. A class of younger children cou'd be placed in such buildings if other centers were lacking. Separate grading should be made for defectives.

The principals of these schools should be called in conference for the discussion of their work. Los Angeles is working out a scheme for the treatment of truants and delinquents, which ought to be full of suggestion not only to this city but to many others. Some of the principals have done excellent things, even with a limited equipment, and the knowledge of their contributions should be shared by all the princ pals of the corps.

The supervision of the special schools is sympathetic. It should be more intensive. The theory that teachers should be untroubled by supervision is sound, when supervision implies critical faultfinding or when applied to teachers whose ability and experience make such supervision superfluous. Persons who are inexperienced or unsuccessful especially need help, advice and guidance, by whatever name it may be termed.

No pupil should be admitted to a special school unless on a physician's approval, and on evidence that he is not a mental defective. The placing of the latter class of pupils in ungraded classes and in special truant schools is due to the lack of provision for them except in a single school building in the whole city. An adequate history and description of the pupil should be given to the teacher.

The special schools should be continued; the equipment should be improved. When possible, the equipment in regular school buildings should be used by pupils in special schools. The principals of regular schools should be invited to visit these schools, and to make criticisms and comments

The record of attendance, as reported for the four weeks ending March 31, 1916, shows an attendance of 143 on an enrollment of 166; an average of 86%. This is a creditable record.

The five-day rule of discharge does not permit any real estimate of the regularity of attendance, but the figures as given compare well with attendance in the regular school.

The efforts of the Supervisor to adopt a follow-up system, and to obtain from principals more complete data concerning the pupils in parental schools is commended.

4. Work Permits for Pupils Under Sixteen Years of Age

The authorization of permits to leave school for pupils under sixteen years of age is determined by the state law. A pupil in the public schools may go to work if he has one of the following permits.

(A) kinds of permits and provisions

(1) *Vacation Permit*: If he has completed the 7th year of school, he may obtain a vacation certificate to permit him to work during vacation and holidays. This is issued by the principal.

(2) *Permit for Outside of School Hours*: A permit for "outside of school hours" will be issued on proof of birth, name of intending employer, physical ability, etc. The applicant must be fourteen years of age.

(3) *Temporary Permit*: This is given without respect to grade, and allows a pupil of fourteen years, or over, to go to work for the limited period stated in the certificate, on evidence that he is without support. In Los Angeles the school authorities require that the County Charities certify that the case represents one in need of help and without possibility of county relief.

(4) *Age and Schooling Certificates*: *Graduate Certificates*: These are permits given to pupils who have covered a stated grade and reached a stated age under sixteen. These are of two kinds; one is issued to pupils fifteen years of age who have completed the 7th year, and one to pupils fourteen years of age who have completed the 8th year.

In addition, there is a provision which permits pupils to work in dramatics and in the motion picture industry, provided that their school attendance be not interfered with or that they have private instruction under a tutor.

These provisions are liberal. A temporary permit is questionable in that it allows children of little or no schooling to go to work. Certain other states find it possible to provide for such cases without denying the pupil the opportunity of instruction.

Legislation which excepts special occupations from the opera-

tion of general law is unfortunate. It would be better if dramatics and the motion picture industry were subject to the same general provisions that effect trades as a whole.

There is a law which allows boys to engage in street trades at ten years of age. This law has no regulative feature. The Board of Education should be authorized to issue a badge on presentation of evidence of birth by which such boys could be identified, similar to methods adopted in other large cities. The minimum age of ten is low.

TABLE 9: SHOWING RECORD OF PERMITS OF VARIOUS TYPES ISSUED OR APPROVED BY THE CITY SUPERINTENDENT THROUGH THE DEPARTMENT OF COMPULSORY EDUCATION

Permits	*Year*	*For school year ending in June*	*From April to April*
Temporary permits Indigent 14 years Any grade	1914 1915 1916	62 79 *19	....
Age and Schooling Certificate 8th year completed Age 15 years	1914 1915 1916	461 442 *239	....
Graduate Certificate 8th year completed Age 14 years	1914 1915 1916	100 121 *96	....
Permits to work in connection with Dramatics and the Motion Picture Industry	1914 1915 1916	....	..... 100 **550
Vacation Permits.....	1914 1915 1916	.... *37	....
Outside Permits.....	1914 1915 1916	.... *7	....

*To May 1, 1916.
**256 of these permits are now in force.

An examination of these figures shows that the number of graduate certificates has remained approximately the same for three years. Age and schooling certificates indicate a marked decrease in number, which is a very encouraging sign. This means that the number of pupils leaving school to go to work is

becoming gradually less. The best record is in the great reduction in the number of temporary permits. The figures indicate that school authorities issue such permits only under extraordinary conditions.

Is there any way of determining that the number of certificates issued accounts for the children under 16 not in school?

If there were a school census there would be no question of assumption. There are grounds, however, for stating that Los Angeles is not taking care of all pupils of school age.

TABLE 10: SHOWING NUMBER OF PUPILS IN KINDERGARTEN, ELEMENTARY AND HIGH SCHOOL GRADES ENROLLED IN THE LOS ANGELES SCHOOLS MARCH 31, 1916, ARRANGED ACCORDING TO SEX, AGE AND GRADE

	Age	*K*	1	2	3	4	5	6	7	8	*H. S. Grades*	*Total*
	Boys...	665	....	....	....	....	....	....	....	....	....	....
5	Girls...	711	....	....	....	....	....	....	....	....	....	....
	Total..	1376	....	....	....	....	....	....	....	....	....	....
	B.....	1360	307	....	....	....	....	....	....	....	....	....
5	G.....	1435	309	....	....	....	....	....	....	....	....	....
	T.....	2795	616	....	....	....	....	....	....	....	....	616
	B.....	131	2188	255	3	....	....	....	....	....	....	....
6	G.....	94	2068	312	3	....	....	....	....	....	....	....
	T.....	225	4256	567	6	....	....	....	....	....	....	4829
	B.....	9	870	1621	333	18	....	....	....	....	....	....
7	G.....	4	707	1624	483	7	1	....	....	....	....	....
	T.....	13	1577	3245	816	25	1	....	....	....	....	5664
	B.....	....	214	1015	1275	349	17	....	....	....	....	....
8	G.....	....	179	796	1482	420	23	....	....	....	....	....
	T.....	....	393	1811	2757	769	40	....	....	....	....	5770
	B.....	....	54	276	840	1000	305	18	....	....	....	....
9	G.....	....	44	200	836	1347	388	24	....	....	....	....
	T.....	....	98	476	1676	2347	693	42	....	....	....	5332
	B.....	....	19	120	354	909	1001	296	34	....	....	....
10	G.....	....	25	85	322	857	1144	326	27	....	....	....
	T.....	....	44	205	676	1766	2145	622	61	....	....	5519
	B.....	....	7	44	101	415	841	884	312	32	2	....
11	G.....	....	5	25	133	360	824	1024	350	30	....	....
	T.....	....	12	69	234	775	1665	1908	662	62	2	5389
	B.....	....	9	28	51	210	492	898	798	259	84	....
12	G.....	....	5	21	36	132	362	806	956	281	30	....
	T.....	....	14	49	87	342	854	1704	1754	540	114	5458
	B.....	....	3	7	16	104	203	511	830	708	237	
13	G.....	....	2	7	20	67	165	372	775	789	268	
	T.....	....	5	14	36	171	368	883	1605	1497	505	5084
	B.....	....	4	4	11	35	116	188	478	700	689	....
14	G.....	....	1	6	12	38	59	154	402	680	854	....
	T.....	....	5	10	23	73	175	342	880	1380	1543	4431
	B.....	....	5	2	9	16	55	109	209	452	1006	....
15	G.....	....	1	3	7	9	28	62	167	322	1230	
	T.....	....	6	5	16	25	83	171	376	774	2236	3692
	B.....	....	4	4	7	6	20	23	42	125	986	....
16	G.....	....	1	3	3	3	12	15	32	80	1209	....
	T.....	....	5	7	10	9	32	38	74	205	2195	2575

Table 10: continued

	Age	K	1	2	3	4	5	6	7	8	H. S. Grades	Total
	B.....	....	1	1	2	....	6	9	7	21	858	....
17	G.....	....	1	....	2	1	1	4	5	20	869	
	T.....	....	2	1	4	1	7	13	12	41	1727	1808
	B.....	....	3	2	....	1	2	1	3	3	518	
18	G.....	....	....	....	....	2	....	....	3	2	473	
	T.....	....	3	2	....	3	2	1	6	5	991	1013
	B.....	....	1	3	....	....	2	2	3	4	276	
19	G.....	....	....	1	....	1	1	1	...	1	215	
	T.....	....	1	4	....	1	3	3	3	5	491	511
	B.....	....	1	...	1	1	3	1	....	....	139	
20	G.....	....	....	....	....	....	1	....	....	....	111	
	T.....	....	1	....	1	1	4	1	....	....	250	258
	B.....	....	1	....	....	....	1	1	...	5	169	
21	G.....	....	....	....	1	....	....	1	....	....	110	
	T.....		1	....	1	....	1	2	...	5	279	307
	Totals...	4409 Kgn	7038	6464	6343	6308 Elementary	6073	5550	5433	4502	9981 High	62101

FIG-6.

DISTRIBUTION OF BOYS AND GIRLS IN THE ELEMENTARY GRADES (See Table 10)

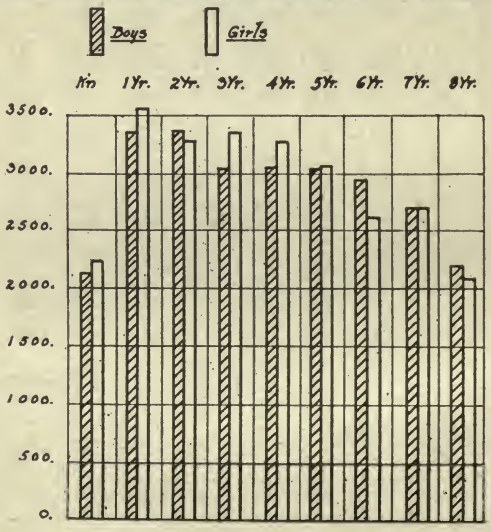
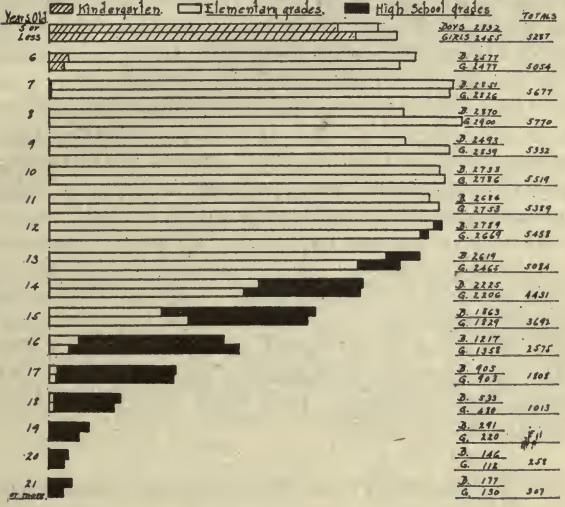


FIG. 7.

DISTRIBUTION OF PUPILS IN KINDERGARTENS, ELEMENTARY AND HIGH SCHOOL GRADES, ACCORDING TO AGE AND SEX. (See Table 10)



It is not the province of this chapter to consider high school attendance except as it includes pupils of compulsory school age. Therefore, in order to make comparisons of the number of children of medium ages up to sixteen, the number of pupils of each age attending high school should be added to the number of children of corresponding age who are included in the foregoing table of elementary attendance. This has been done and the figures are here presented.

	Attendance			*Increase*	*Decrease*
	Elementary school (not including kindergarten)	*High school*	*Elementary and high*	*over preceding year of age*	
6 yrs. old	4829	0	4829	.....	.....
7 yrs. old	5664	0	5664	835	.....
8 yrs. old	5770	0	5770	106	.....
9 yrs. old	5332	0	5332	.....	438
10 yrs. old	5519	0	5519	181	.....
11 yrs. old	5387	2	5389	.....	130
12 yrs. old	5344	114	5458	69	.....
13 yrs. old	4579	505	5084	.....	374
14 yrs. old	2888	1543	4431	.....	653
15 yrs. old	1456	2236	3692	.....	739

The increase of 835 at 7 over 6 years of age is to be expected. It is best explained by the great number of children who enter the first year at the age of seven. The other increases and decreases up to the age of 14 vary from 1½% at 12 years of age to 8% at 9 years of age. But the reduction of nearly 27% at the age of 15, from the age of 13, is not easily explained. The number of graduate certificates is too small to account for the decrease. Los Angeles is not exceptional in this disproportionate decrease in attendance at the age of 15. Before that age the retaining power of the Los Angeles schools is above the average, and at age 15 a decrease, even so large as 27%, when compared with decreases in other American cities, is not extraordinary. But this affords no reason for accepting such a decrease at that age as a normal condition. If the provisions of the state compulsory law be kept in mind the decrease appears excessive.

Various explanations may be applied to account for this condition. There may be merit in all of them. The fact remains that one obvious explanation presents itself until proved or disproved by a census. It is that hundreds of children of school age are not in school.

6. Department of Compulsory Education

(A) personnel and duties

The present force of the department consists of one supervisor, three assistant supervisors and six attendance officers. The assistant supervisors also discharge the functions of attendance officers. Each officer reports to the supervisor in the morning, and, after making whatever clerical records are necessary and attending to telephone calls from principals, makes a program for the day's work, which he gives to the switchboard operator. Each officer is supposed to leave at 9.30 or earlier. As a matter of fact, officers sometimes leave after that hour. As a rule they return to the office at from 3.30 to 4.00 P. M., and then make up their records for the day's work.

(B) suggested improvements

The rule requiring attendance officers to report personally to the office, in the opinion of the committee, might well be suspended in the case of those officers who could often reach their districts earlier in the day by going there directly. Arrangements could easily be made to insure their presence by having them report by telephone from a school at a required hour. Furthermore, the period of day service should be extended. The hour of 9.30 is too late to begin field work, and the work of investigation should be continued till 5.00 P. M.

The territory which some of the officers are required to cover is so large that dependence on trolley travel involves much waste of time. If the present force is to continue at its present number, some arrangement should be made for automobile allowance at a prescribed rate, for officers assigned to the sparsely settled districts. This provision for expenses would multiply the officers' usefulness. Properly safeguarded, an automobile allowance would contribute greatly to the efficient performance of duty.

The lack of clerical assistance compels officers and principals to use time for purely clerical functions which should be directed to the much more important business for which they are employed.

All the officers hold teacher's certificates —an excellent regulation. The principals who were interviewed stated that the service is fairly satisfactory, and that when cases required special investigation, action was prompt. It was added that the size of the territory assigned to officers and the limited number employed under present conditions, prevented equally prompt reports on all cases.

The records of the office are in excellent condition and complete.

7. Recommendations

The Committee recommends:

1: That a school census be taken and corrected regularly each year.

2: That discharges, whether on transfers or because of the five-day rule, or for other reasons, be regulated according to rules which shall be enforced by the Department of Compulsory Education.

3: That the Superintendent prepare a program for improving the present commendable service of the special schools, which shall include better grading, more suitable equipment, and wider extension of the best methods carried on in some of these schools.

4: That no pupils be assigned to special schools except after medical examination, and upon evidence that the pupil is mentally responsible and physically able to cover the distance required to reach the school.

5: That when pupils are assigned to special schools, in addition to the usual trans er card, there be a statement giving a history of each case to be compiled by the attendance officer in charge, in co-operation with the principa' and teacher who have had the pupil in their charge.

6: That the hours of field service of attendance officers be extended, and adequate means of transportation afforded when possible.

7: That a clerk be assigned to the office of the Supervisor of Compulsory Education.

IV

THE ELEMENTARY SCHOOLS

1. The Organization of Classes and Employment of Teachers in the Elementary Schools

(A) various types of grading

Besides the regular elementary grades, extending from the Kindergarten and first year to the eighth year, Los Angeles makes provision for delinquent and truant children in the special schools already described; in ungraded classes, for average, backward or precocious children; and, to a limited degree, for mentally defective children and for deaf children. The extent and adequacy of each of these will later be considered.

(B) distribution of pupils in the regular grages

The graded system aims to segregate pupils into groups whose knowledge, maturity, ability and training are such as to make their presence in a single unit of advantage to themselves.

This does not imply that the pupils so grouped are identical. Subgrouping and individual attention and instruction will always be necessary in any program for efficient teaching.

The ideal of purely individual teaching, like other ideals in life, is limited in its realization by practical considerations. A theorist might claim, for example, that no more than ten pupils should be taught by a single teacher; the cost of such a system would be prohibitive. But it must always be remembered that a grading system cannot afford to distribute pupils so that every seat should be filled. Children are not pegs to be placed in any available holes.

The educational authorities as practical administrators must supervise the distribution of pupils in grades, not so as to see how cheaply it can be done, but how well it can be done under the practical limitations imposed by distance, seating capacity and amount of funds at hand.

Excluding from consideration the segregation of those special types of pupils whose presence in the regular grades would be of positive disadvantage to other pupils and to themselves, the subject of inquiry is, "How successfully does the present grading system distribute pupils in regular grades in the Los Angeles schools?"

There is no standard of that number of class enrollment which, without extravagance, will conserve the best interests of pupils. Such investigations as have been made, based on the somewhat dubious criterion of number of promotions, permits an enrollment in excess of 35 and less than 40.

This is not a positive standard, though a fairly good one in practice for regular elementary pupils.*

*For investigation of size of classes, consult "Size of Class as a Factor in Efficiency" Harlan: (Educational Administration and Supervision, March 1915): "Class Size and School Progress," Boyer (Phychological Clinic, May 1915): "Size of Classes and School Progress," Cornman (Psychological Clinic, December 1909.)

(C) SIZE OF CLASSES

The Board of Education recently received a report based on actual attendance showing the average attendance per class in the Los Angeles Schools to be 27. Enrollment and not attendance is a proper basis for determining assignment of teachers. Moreover, in the report referred to, all types of classes were included; ungraded classes, parental classes, defective classes. The divisor was not the actual number of class units, but the number of regular teachers, plus the number of principals. Obviously, this method of computation is misleading.

The average enrollment of class units under a single elementary teacher in regular grades is, in the schools of Los Angeles, for the four weeks ending March 3, not 27 but 35. This does not indicate an extravagant assignment of teachers.

In presenting the facts of distribution by schools and grades, it has seemed wise to divide the schools into two groups, those in the more congested region of the city and those outside of it.

If from the corner of San Pedro and Fourteenth Streets as a center, a circle with a four-mile radius be drawn, this circle would enclose a territory covering approximate'y fifty square miles. The part of the city school district outside of this circle wou'd cover approximate y 350 square miles.

TABLE 11: SHOWING RELATIVE SIZE AND NUMBER OF REGULAR ELEMENTARY SCHOOLS INSIDE AND OUTSIDE THE FOUR-MILE DISTRICT

Schools having enrollment	*Within four-mile circle*	*Outside four-mile circle*
Under 100	3	25
" 200	6	21
" 300	11	9
" 400	12	6
" 500	20	4
" 600	9	2
" 700	9	....
" 800	3	....
" 900	2	....
" 1000	1	....

It will be noted that of the 75 schools with less than 400 enrollment, 20 are within the four-mile district and 55 out of it. There are 29 schools with an enrollment of from 400 to 600 in the district, and but 6 such schools without. No school out of the four-mile district had as many as 600 pupils enrolled; there were 15 such schools in the district.

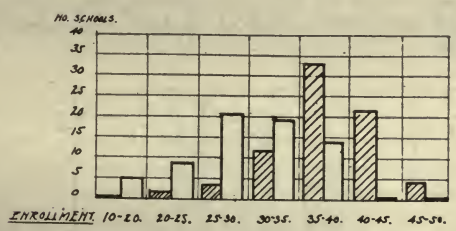
TABLE 12: SHOWING AVERAGE ENROLLMENT PER CLASS FOR SCHOOL ACCORDING TO ENROLLMENT

AVERAGE ENROLLMENT PER CLASS FOR EACH SCHOOL

Classes having average enrollmrnt of from	*Number of schools within 4-mile circle*	*Number of schools outside 4-mile circle*	*Total*
10 to 20	....	5	5
20 to 25	2	9	11
25 to 30	3	21	24
30 to 35	12	19	31
35 to 40	34	13	47
40 to 45	22	.....	22
45 to 50	3	.....	3
50 to 55	.....	.....	....
Totals.....	76	67	143

FIG. 8.

DISTRIBUTION OF SMALL AND LARGE SCHOOLS IN AND OUT OF THE 4-MILE AREA (See Table 12)



Such average enrol ments as are 10 to 20 or 20 to 25 for individua schools immediately challenge examinations. There may be good reasons why 28 per cent. of the schools of the city have an enrollment of ess than 30, and why 35 per cent. of the schools should have an average register in excess of 40, but it should be established that the necessity exists. An average register of more than 40 in a school implies a number of classes in excess of that figure.

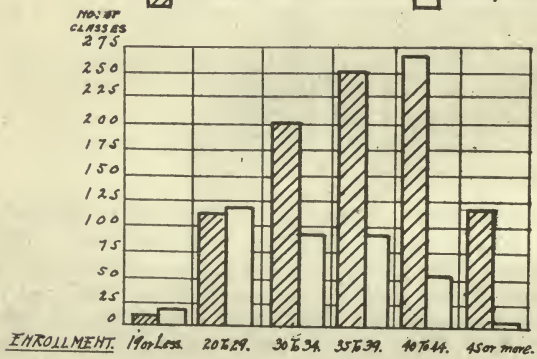
TABLE 13: SHOWING THE NUMBER OF CLASSES WITHIN THE FOUR-MILE DISTRICT AND OUT, ACCORDING TO SELECTED LIMITS OF ENROLLMENT IN REGULAR AND UNGRADED CLASSES

Classes having Enrollment of	*Within four-mile circle*			*Outside four-mile circle*		
	Regular	*Ungraded*	*Total*	*Regular*	*Ungraded*	*Total*
10–14	5	.....	5	4	.....	4
15–19	8	35	43	14	12	26
20–24	30	25	55	35	4	39
25–29	70	4	74	70	1	71
30–34	200	3	203	86	.....	86
35–39	251	.....	251	88	.....	88
40–44	254	.....	254	52	.....	52
45–49	84	.....	84	7	.....	7
50–54	16	.....	16	1	.....	1
Total	918	67	985	357	17	374

Number of regular classes	1275
Number of ungraded classes	84
Total number of classes	1359

FIG. 9.

DISTRIBUTION OF SMALL, MEDIUM AND LARGE REGULAR GRADE CLASSES, IN AND OUT OF THE 4 MILE CIRCLE. (See Table 13)



There were 1275 class units in the regular elementary grade, each requiring the services of a regular teacher. Of these 376, or about 30 per cent. were distributed in 87½ per cent. of the school territory. As might be expected, classes in this territory were smaller; the paucity of pupils would increase the difficulty of proper grading; the distance between schools would make adjustments for better grading difficult; the cost of instruction for the pupils would necessari y be greater.

A closer analysis of the table shows that in the four-mile district, there are 313 classes smaller and 354 classes larger than are necessary or desirable, according to prevailing standards.

This does not mean that all the small classes can be increased or that all the large classes can be decreased. Such miracles of educational administration can be performed on paper only.

It does mean that a statement of such facts, accompanied by distribution in grades, should be studied by educational administrators when the organization sheet for the new term is presented, in order to discover what re-adjustments might be made within the schools or in neighboring schools, not only for purposes of economy, but for better grading and for the reduction of large class units.

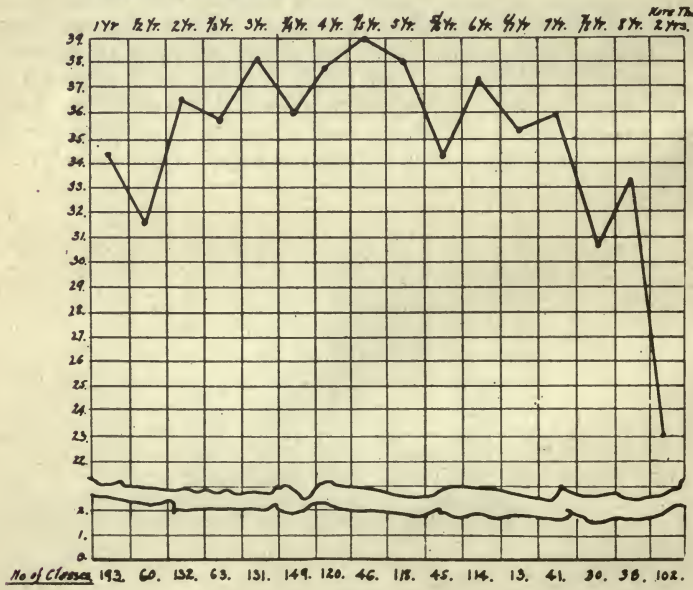
Principals alone cannot do this. Their efforts are limited to their own schools. All of them are deeply concerned in the welfare of pupils; not all of them have learned that the best type of administration is one which not only secures the maximum results educationally, but which can do so without an unnecessary number of teachers. Not every teacher of a school staff must be retained in a particular building if the services of one are not needed there, and if she may as easily be dispensed with for service in another building during a succeeding semester.

TABLE 14: SHOWING ENROLLMENT BY GROUPS OF CLASSES IN THE GRADES WITH MEDIANS, FOR REGULAR ELEMENTARY CLASSES (EXCLUDING UNGRADED AND SPECIAL CLASSES), FOR THE FOUR WEEKS ENDING MARCH 3, 1916

Grade of Class	10–14	15–19	20–24	25–29	30–34	35–39	40–44	45–49	50–54	*Median*
1st yr.....	0	0	4	28	56	48	39	8	0	34.4
1–2 "	0	1	4	10	21	15	6	1	2	31.5
2nd "	0	1	2	9	34	40	33	12	1	36.5
2–3 "	0	0	2	8	10	18	11	3	1	35.8
3rd "	0	0	0	8	32	32	49	8	2	38
3–4 "	0	0	2	9	9	11	10	2	6	36
4th "	0	0	0	5	16	48	34	16	1	37.8
4–5 "	0	0	1	2	5	15	16	6	1	39
5th "	0	1	1	8	25	30	40	10	3	38
5–6 "	0	0	3	10	9	9	13	1	0	34.3
6th "	0	0	2	5	22	45	27	13	0	37.3
6–7 "	0	0	1	1	3	6	2	0	0	35.3
7th "	0	1	3	2	11	10	10	3	1	35.8
7–8 "	1	2	3	6	9	3	6	0	0	30.6
8th "	0	1	2	4	14	8	6	0	3	33.3
Several grades in a class	8	15	35	25	10	1	4	4	0	23
Total.....	9	22	65	140	286	339	306	91	17	35.7

FIG. 10

MEDIAN ENROLMENT IN THE DIFFERENT GRADES OF REGULAR ELEMENTARY CLASSES. (See Table 14)



The grades having a median register of less than 35 were in the order of smallest enrollment.

(1) Classes in which more than four half-grades were represented.
(2) Certain classes in which four half-grades were taught, i. e. median combination classes of grades 7 and 8 grades 1 and 2 and grades 5 and 6.
(3) Classes of the eighth year.
(4) Classes of the first year.

The grades having a median enrollment of more than 37 were in the order of largest enrollment.

(1) Combination classes of grades 4 and 5.
(2) Classes of grade 3.
(3) Classes of grade 4
(4) Classes of grade 6
(5) Classes of grade 5

The distribution of classes with enrollment in excess of 39 was:

Enrollment 40-44 306 classes, or 24. per cent. of the total.
" 45-49 91 " " 7.2 " " " " " "
" 50-54 17 " " 1.3 " " " " " "

Every effort should be made in a school system to reduce these congested classes.

The distribution of regular elementary classes with enrollment less than 30 was:

Enrollment less than 20, 31 classes, or 2.4 per cent. of the total.

Enrollment 20-24, 65 classes, or 5.1 per cent. of the total.
" 25-29, 140 " " 10.9 " " " " " "

Some of these small enrollments are probably necessary because of the establishment of classes in sparsely inhabited districts.

A comparison of the number of classes by grades is shown in Table 15.

TABLE 15: SHOWING NUMBER OF CLASSES BY GRADES, NOT INCLUDING UNGRADED OR SPECIAL CLASSES

Grade of Class	*Number of classes*		
	Of a full or half grade	*Of more than a full grade*	*Of more than 2 full grades*
1 year	193	....	....
1–2 "	....	60	....
2 "	132	....	....
2–3 "	....	53	....
3 "	131	....	....
3–4 "	....	49	....
4 "	120	....	....
4–5 "	....	46	....
5 "	118	....	....
5–6 "	....	45	....
6 "	114	....	....
6–7 "	....	13	....
7 "	41	....	....
7–8 "	....	30	....
8 "	38	....	....
More than 2 full grades	....	....	102
Totals	887	296	102

Total....1275

It will be observed that the number of classes is relatively consistent excepting for the sudden descent in number of grade 1 to grade 2, and of grade 6 to grades 7 and 8. The fall in grades 3 and 4 is probably accounted for by the enlarged enrollments of classes, and the reduction in grades 5 and 6, which have smaller enrollments from causes which can be discovered only when a careful analysis can be made of reasons for discharge of pupils in those grades. The Los Angeles City School District offers an excellent field for important studies of the kind that will affect the proper distribution of classes. They may be made when facilities will be available.

The great fall in grades 7 and 8 was explained in a large measure by the establishment of the Intermediate Schools. It must not be hastily assumed that these schools entirely explain the difference, for such assumptions require confirmation by future study.

(D) DUPLICATION OF SERVICE IN GRADES 7 AND 8

The Intermediate School is considered elsewhere in this report. Without reference to its merits, it is to be noted that an intermediate school bears very close relation to cost of in-

struction in elementary schools. If, for example, this type of school shou'd accomodate pupils of the seventh and eighth years from neighboring elementary schools, and if the cost of instruction were equivalent to the cost of employing teachers for these grades in the elementary schools, cost would be a negligible factor. If the Intermediate school employs a greater number of teachers than would be required in the elementary schools for the same number of children, or if such teachers are paid higher salaries (as is the case in Los Angeles), then for both reasons the cost would be higher. It would be necessary in such a case to consider whether increased cost was compensated for by improved service or by greater educational benefit to pupils. This is a topic belonging properly to a discussion of the Intermediate schools.

But if, in addition to the cost of teachers in Intermediate schools, whether less or more, or whether the instruction be better or not, the Elementary schools, which feed the Intermediate school, also establish seventh and eighth grades of their own, then the Board of Education is duplicating service.

In several cases, at the request of parents, some pupils have been kept in the elementary schools and some have been sent to Intermediate schools, the exceptions being made for various reasons, all of them doubtless satisfactory to the educational authorities, and all of them contributing to increased cost.

If this method of election is to be determined by parents, then the cost of teaching in these grades will be increased to the extent that duplication occurs. Parents are not responsible for school administration. Parents are and should be interested in what appears to them to be the best educational interests of their particular child as they see it. They cannot appreciate the whole problem of administration as it affects all children. When the organization and administrat'on of the school system is to be determined primarily by local bodies of citizens, a Board of Educat on must be prepared to pay heavily. The duplication of seventh and eighth grade teachers, the multiplication of very small classes in high schools, and similar provisions increase cost at a rapid rate. In this matter it would be wise, both on the ground of equity to all localities, and of reasonable expenditure, to establish a clearly defined policy for which the Board of Education and its officers would be responsible and which they would carry out consistently.

(E) GENERAL CONCLUSIONS

In general, it may be stated that the waste due to the employment of an unnecessary number of grade teachers is probably not a large one. A careful examination, checked by reference

to seating capacity, distance, and propriety of grading, indicates that the total number of classes could have been reduced by approximately 25,—a waste of but 2 per cent in this respect. This conservative statement, it must be understood, applies to the appointment of regular grade teachers, not to that of all the teachers in the elementary schools.

The enrollment of congested classes should be reduced. This should be a matter of first consideration in offering plans of school organization before the beginning of the term or semester.

(F) RECOMMENDATIONS

The Committee recommends:

1: That proposed organization of each semester be regularly examined before the semester begins, by officers in charge of schools, for the purpose of determining adjustments, consolidations and transfers, in order to avoid the organization of over-sized classes, or the assignment of unnecessary teachers, if any. Charts arranged to show proposed enrollments according to grades and number of pupils will be found of advantage in making such an examination.

2: That the number of teachers to be permanently employed for a year be determined by the number required in the semester in which the enrollment is lower. This is usually the spring semester, which may be approximated in advance. This recommendation is made on the assumption that it is legally possible to employ competent teachers for the period during which their services may be required.

3: That an examination be made of the schools now acting as feeders to intermediate schools, to determine what policy should be established, either as to duplication of seventh and eighth grades in elementary and intermediate schools, or duplication in certain selected schools, or no duplication.

4: That, in accordance with the recommendations frequently made, there be established a division which will collate data and prepare statements to enable the executive head to assign teachers and to grade schools so as to secure the best results for instruction without any unnecessary expenditure.

2. Special Types of Organization in Regular Elementary Schools

Besides the special schools for truants and delinquents, there are classes for those whose presence conflicts with the instruction of the majority of the pupils, and whose own progress is impeded in regular classes because of over-age, backwardness, precociousness or mental or physical disability. Such pupils when not provided for in ungraded classes are placed in classes for defectives or for the deaf. There are therefore, (1) Ungraded classes, (2) Classes for defective or feeble-minded children, and (3) Classes for the deaf.

(A) ungraded classes

I. Number and Enrollment

Table 16: Showing the Number of Ungraded Classes and Enrollment In and Out of the Four-Mile District, According to Groups

Enrollment	10-14	15-19	20-24	25-29	30-34	*Total*
Inside 4-mile District	....	34	25	5	3	67
Outside 4-mile District	1	10	4	2	....	17
Total	1	44	29	7	3	84

The median enrollment for the city of ungraded classes is 18.6. This, if measured by ordinary standards, is a costly organization; yet it may mean educational economy. Like the special classes for truants and delinquents which have yet lower enrollment, the ungraded classes are, generally speaking, a good educational investment.

An examination of the distribution of ungraded classes indicates that there are schools in which the proportion of ungraded pupils to the total enrollment does appear unnecessarily large, and with no apparent reason. One school in a good neighborhood has an enrollment of 169 with 14 of the pupils in an ungraded class, a ratio of .085. Another school with an enrollment of 862 in a neighborhood that ought to present some real problems, has an ungraded class of 21, or a ratio of .027. These ratios cannot be uniform, but the discrepancies seem large. Every scheme of school organization, however excellent, is measured by some enthusiastic principal who has no thought whatever of reasonable limits of expenditure. What is needed is a method of careful supervision that will prevent excesses.

It is desirable not only to know that the ungraded classes are discharging a most useful function, but to be able to demonstrate their value more closely. This could be done partially and indirectly by examining what influence the establishment of ungraded classes had had upon the progress of pupils in regular grades. It can be done directly by tracing the progress of pupils in the ungraded classes and comparing it with their previous progress. Unfortunately no such study has been made, and it is impossible to make one in the time at hand. It is fair to assume they are a valuable aid; the opinions of principals and teachers strengthen that assumption. The reduction in over-age pupils confirms it. (cf. Table 18).

TABLE 17: SHOWING THE ENROLLMENT OF PUPILS IN UNGRADED CLASSES ACCORDING TO DOMINANT INDIVIDUAL CHARACTERISTICS, AS REPORTED BY PRINCIPALS AND TEACHERS FOR THE FOUR WEEKS ENDING MARCH 31

Slow and backward	397
" " " not over age	281
Over age, but not retarded	184
Unable to speak or to understand English	313
Physically defective, weak, nervous, etc	218
Making up time, and very bright	75
Making up time lost through illness, late entrance, etc	19
Mentally defective	169
Truants	5
Incorrigible, criminal, disorderly	42
Various other causes	64
Total	1767

Note:—Some returns were made on the basis of enrollment and some on the basis of attendance.

This list, except partially in the case of those unable to understand or to speak English, does not represent segregations by classes. As a rule, classes contain from 2 to 9 of the different types of pupils in a single group.

The defect in the system is the same defect noted in treating of special schools, and in more marked degree. The ungraded class is conceived, primarily, as a method for the relief of the regular classes; the purpose of the ungraded class becomes negative, not for itself but for the others.

The difficulty cannot be solved by the principal or teacher alone. A separate teacher cannot be selected for each class of pupils. Considering the differences in character of pupils, and notwithstanding the small enrollment, teaching in the

classes is very difficult. The teachers probably do all that one teacher could do,—they depend on a system of grouping and individual instruction that accomplishes a great deal, but cannot accomplish the impossible.

As at present constituted, however, these different types of pupils should not be gathered in a single room. No good authority could be quoted for placing together mentally defective pupils and backward pupils.

It will be the duty of the supervising authority of a group of schools to collate information such as is contained in these tables, and to regrade pupils in neighboring schools, so that ungraded classes can be organized on the basis of those particular types shown of pupils who can most wisely be assembled in one room.

The city has already made provision for truants and incorrigibles, and the ungraded should not duplicate the work of these schools. The city has made some inadequate provision for mentally defective pupils. If deficient pupils now in ungraded classes are to be taught properly, some provision will have to be made for them.

II. The Over-Age Pupil

It will be noted that ungraded classes make provision for over-age pupils; of the 1767 pupils reported, 22.5 per cent were over age and backward pupils, and 10.4 per cent were over age pupils who had not been retarded. The ungraded class is well adapted, under the best conditions, to help such pupils. Over age is a relative term. As the term is used in Los Angeles, it means that pupils who graduate at 14 years of age or more are over age, the pupil being over age at any grade below the 8th at a corresponding year. Thus a pupil just leaving A-5 to enter B-6, who was 11 or more, would be over age, and less than 10 under age. This is called the "up to fourteen" standard. It is really not important whether an "up to fourteen" or an "up to fifteen" standard be established, if the standard is clearly understood.

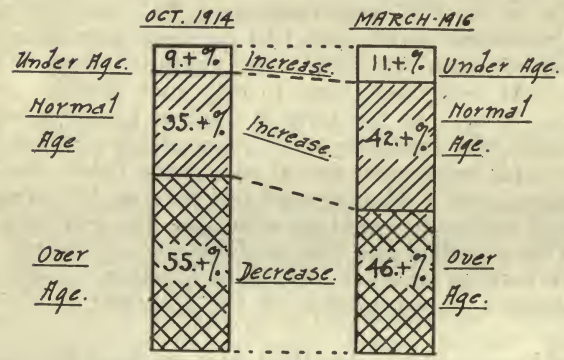
One defect of these tables is that the tables are made from data giving the year only, there being no division either by half years or half grades. This method gives less accurate results. All figures in Tables 18, 19, 20, are made from data giving age in years only, and without more exact reference.

TABLE 18: SHOWING PERCENTAGE OF OVER-AGE PUPILS AS OF OCTOBER 1914, AND MARCH, 1916, FROM DATA SUPPLIED BY THE CITY SUPERINTENDENT

Grade	Percentage Under age		Percentage Grade age		Percentage Over age	
	Oct. 30, 1914	March 31, 1916	Oct. 30, 1914	March 31, 1916	Oct. 30, 1914	March 31, 1916
First.....	9.0	9.0	57.4	60.0	33.6	31.0
Second.....	9.0	9.0	47.4	50.0	43.5	41.0
Third.....	9.8	13.0	40.7	43.0	49.4	44.0
Fourth.....	10.2	13.0	35.8	37.0	54.3	50.0
Fifth.....	10.8	12.0	32.7	36.0	56.4	52.0
Sixth.....	10.5	12.0	29.1	33.0	60.5	55.0
Seventh....	17.5	14.0	24.0	32.0	58.3	53.0
Eighth.....	10.5	13.0	29.7	34.0	59.6	54.0
Percentage for all grades	9.8	11.3	35.4	42.8	55.8	45.9

FIG-11

CHANGE IN DISTRIBUTION OF AGE AND GRADE FROM OCTOBER 1914 TO MARCH 1916 (See Table 18)



This comparison indicates that over-age has decreased materially in Los Angeles. The increase in the number of ungraded classes in Los Angeles (69-84) during this period is undoubtedly one cause of this improvement.

On the other hand, the number of over-age pupils who were not promoted the last term is more than half of those of the full number of non-promoted pupils in the schools.

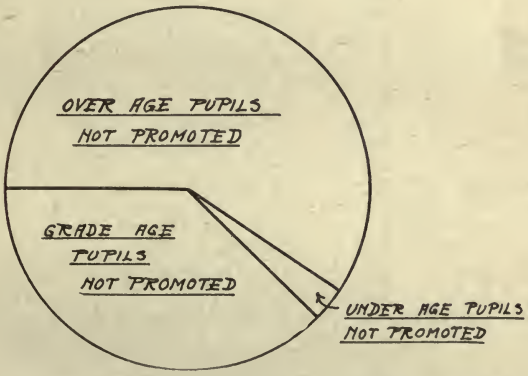
III. Non-Promotion; Number and Percentage

TABLE 19: SHOWING NUMBER OF NON-PROMOTIONS AND PERCENTAGE OF NON-PROMOTIONS IN THE ELEMENTARY SCHOOLS AT THE BEGINNING OF THE PRESENT SEMESTER, DISTRIBUTED ACCORDING TO "UNDER-AGE," "GRADE-AGE" AND "OVER-AGE" PUPILS

Grade	*Under age*		*Grade age*		*Over age*		*Total*
	Number	*Percent.*	*Number*	*Percent.*	*Number*	*Percent.*	
1st.....	13	01	687	60	439	39	1139
2nd.....	12	02	193	35	353	63	558
3rd.....	22	04	221	35	387	61	630
4th.....	15	04	95	21	339	75	449
5th.....	8	02	93	23	300	75	401
6th.....	12	04	59	20	219	76	290
7th.....	10	07	25	18	102	75	137
8th.....	3	04	21	30	47	66	71
Totals..	95	.0258	1394	.3795	2186	.5948	3675

FIG-12-

PROPORTIONATE DISTRIBUTION OF NON-PROMOTED PUPILS IN ELEMENTARY SCHOOLS (see Table 19)



No child should be forced beyond his ability whether over age or under. On the other hand, a course of study should be so modified for over-age pupils that they may be able to learn what is absolutely essential for progress in as short a time as possible.

It should be noted that of the number of pupils who were not promoted at the beginning of the present semester, 52% were less than a year over-age. There are cities which use a different test from that of Los Angeles. If the "up to fifteen" standard of such cities were employed, the number of non-promoted over-age pupils would be 1043, or 29% of the total of non-promotions.

A more detailed analysis has been prepared by the Committee, and is presented in Table 20.

TABLE 20: SHOWING NUMBER OF BOYS AND GIRLS NOT PROMOTE AT THE BEGINNING OF THE LAST SEMESTER (FEBRUARY, 1916), ARRANGED ACCORDING TO AGE

	5	6	7	8	9	10	11	12	13	14	15	16	17 and over	Total	Und. Age	Gr. Age	Ov. Age	Total
1st:																		
B	13	390	197	40	10	4	...	...	..	..	..	..	....	654	....	....	....	....
G	..	297	125	46	6	6	1	1	1	1	..	1	....	485	....	....	....	....
T	13	687	322	86	16	10	1	1	1	1	..	1	....	....	13	687	439	1139
2nd:																		
B	..	8	108	103	55	17	7	4	2	1	..	..	....	305	....	....	....	....
G	..	4	85	99	39	17	5	2	2	..	..	..	....	253	....	....	....	....
T	..	12	193	202	94	34	12	6	4	1	..	..	....	....	12	193	353	558
3rd:																		
B	..	...	9	113	101	58	20	14	5	..	..	..	....	320	....	....	....	....
G	..	...	13	108	113	58	18	..	..	..	..	..	....	310	....	....	....	....
T	..	...	22	221	214	116	38	14	5	..	..	..	....	....	22	221	387	630
4th:																		
B	..	...	...	5	48	62	60	22	14	8	4	..	....	223	....	....	....	....
G	..	...	...	10	47	81	49	20	11	4	2	1	1	226				
T	..	...	...	15	95	143	109	42	25	12	6	1	1	....	15	95	339	449
5th:																		
B	..	...	...	...	1	52	52	63	21	17	7	..	....	213				
G	..	...	...	1	6	41	55	51	20	6	6	2	....	188				
T	..	...	...	1	7	93	107	114	41	23	13	2	....	....	8	93	300	401
6th:																		
B	..	...	...	...	...	6	36	55	34	20	12	1	....	164				
G	..	...	...	...	1	5	23	36	36	18	7	..	....	126				
T	..	...	...	...	1	11	59	91	70	38	19	1	....	....	12	59	219	290
7th:																		
B	..	...	...	...	...	...	7	13	22	23	10	2	....	77				
G	..	...	...	...	...	1	2	12	21	18	6	..	....	60				
T	..	...	...	...	...	1	9	25	43	41	16	2	....	....	10	25	102	137
8th:																		
B	..	...	...	...	...	...	...	2	11	14	10	1	5	43				
G	..	...	...	...	...	...	...	1	10	7	5	4	1	28				
T	..	...	...	...	...	...	...	3	21	21	15	5	6	....	3	21	47	71
Tot.														3675	95	1394	2186	3675

IV. Recommendations

The Committee recommends:

1: That the ungraded classes be continued.

2: That the present organization of ungraded classes be examined to determine the need of reduction and extension, and to arrange for a better method of selection.

3: That when necessary, principals receive more definite suggestion as to the character of pupils who may be segregated in ungraded classes.

4: That the present method of securing over-age statistics be modified so that returns may be made by months and years of birth.

(B) CLASSES FOR DEFECTIVES OR FEEBLE-MINDED CHILDREN

I. Present Provisions

In the Twenty-third Avenue school there are three classes for defectives with an enrollment of 39. This represents all that is being done for the special instruction of such pupils in the whole city.

The present provisions are wofully inadequate. Because of the lack of a school census there is no way of telling how many such children there now are in the city. The laboratory attached to the Department of Health reports that between 300 and 400 pupils have been pronounced defective. The ungraded schools report 169 such pupils, none of whom should be enrolled in such classes. There are 18 others in the special schools who should never have been placed there. How many more there are now in homes receiving no attention whatever, there is no means of telling.

If the city of Los Angeles is to conduct a school system for all the children of the city, a great deal more must be done. The present classes in Twenty-third Avenue are excellent in themselves, but they represent a beginning, and a very small beginning, only.

The business of the educational administrators is to present the facts; in this case the approximate number of pupils who should be cared for, with the reasons for such necessity.

Experimental organizations should be established. These should be carefully watched and a statement made of the results. In Los Angeles the establishment of classes for defective pupils as an experiment, is not necessary. The experiment has already been tried out successfully. Following this a program

for extension should be prepared to include a statement of work to be undertaken year by year until full service has been established. Such a statement should indicate the methods proposed. Attached to it there should be an estimate of what is required, tuition, furniture, supplies, etc., with the cost, the number of teachers, the equipment, buildings, rental, etc. Under such circumstances a community will understand exactly what is contemplated,—it can weigh the reasons offered, and accept or reject the method of procedure, and the probable cost. The lack of such an organized program will explain the very unsatisfactory condition of many educational experiments. They are tolerated at the beginning because they are interesting, p cturesque, or impressive. When the real occasion of their existence must be confronted, i. e., the extension of the service, such matters as additional cost for land, equipment and tuition, are looked at askance, because the necessity for them had not been anticipated. Further extension is discouraged. There are certain things which a good educational system ought to do. These should be clearly set forth. American cities are usually willing to pay, and pay well, for educational activities in whcih they believe. Under such circumstances the extension of necessary educational activities will be expected as a normal and proper development.

It may be assumed,—and only an assumption is possible,—that there are from 400 to 500 feeble-minded children in the Los Angeles schools who are receiving no proper training and for whom no institutional or school care is now provided.

There are 300 such pupils in excess of those now being provided for, who can now be found. If institutional care be included, the number would be larger. Unfortunately, the schools will have to take care of many such pupils until institutional care is available.

At a very modest estimate, 25 to 30 teachers will eventually be required to care for defective children. They cannot all be housed in one building. It is absurd to talk of caring for 300 pupils in one place to accomodate a population distributed in an area of 400 square miles, when the children must travel twice daily the distance between home and school.

Within the year, centers for experiments should be established in such centers of population as further investigation may prove desirable. These centers may be housed in bungalows sufficiently large to hold 4 teachers. Subsequent extension must be decided by examination of residental districts to determine the locality most convenient for the greatest number of defective pupils.

II. The Psychological Laboratory

Los Angeles maintains a well equipped laboratory as part of the work of the Department of Health and Development. To it pupils may be sent for examination, not only to determine mental ability, but to discover pathological conditions. Such advice is given as may be necessary. The laboratory is unevenly used; apparently its facilities are unknown to many teachers or disregarded by them. Others employ its services frequently.

A psychological laboratory implies the services of a competent psychologist. Examination of children's mentality should be made by a clinical psychologist and a physician. If both abilities are possessed by a single individual, this does not destroy the vital distinction between the two functions. Mental processes and physical processes are reciprocal in their influence, and any exclusive interpretation of a child's mental condition should be determined by examination of psychological and physiological condition.

III. Recommendations

The Committee recommends:

1: The formulation of a complete program for dealing with the problem of dependent children.
2: The establishment of three or four centers instead of one.
3: The extablishment of standards of training, study, and experience for teachers of these classes.
4: The provision for periodical report on the progress of work performed and for discussion and contributions by persons engaged therein.
5: Provisions for testing the mentality of children by one or more than one person, which shall include both a psychological and a medical examination.

(C) CLASSES FOR THE DEAF

Eight teachers in the 16th Street School are employed in teaching the deaf. In Polytechnic High School there is another. The method is oral and communication by the older manual method is not permitted. It may prove necessary to establish another center for the deaf, but this should not be undertaken until a sufficient number of pupils is assured to make proper grading possible. Single isolated classes made up of deaf pupils who differ in age, intelligence, and school grading, do not offer promise of successful educational results.

(D) SCHOOLS FOR CRIPPLED, BLIND, EPILEPTIC AND OTHER DEFECTIVES

I. Present Provisions

There are no classes for anaemic pupils. The extraordinary climate of California permits much more open air teaching than is possible in less fortunate localities. It seems strange that the architecture of many of the buildings is such as might be chosen in the northern and eastern part of the country, not by deliberate choice but through necessity. The city of Los Angeles might well consider the desirability of erecting buildings with large windows and glass doors that can be open a large part of the year. Such a row of buildings around a playground, bordered by the gardens that pupils cultivate, would not only be more suitable but more beautiful than square brick structures. Fresh air and sunlight in southern California are so generously provided by nature that nothing should be done to prevent children, anaemic or otherwise, from enjoying them to the full. The building policy should be planned, not after conceptions that are determined by atmospheric conditions elsewhere, but by those that exist in Los Angeles. Such a program offers a great opportunity for the ideal housing of school children.

Los Angeles makes no provision for certain other types of pupils such as the blind and crippled. Arrangements should be made for a system of transportation of crippled children in the more congested parts of the city. At least one class for blind children should be established.

II. Recommendations

The Committee recommends:

1: That until a census be made, principals be directed to obtain through pupils the names and residences of crippled children who are not receiving any instruction.

2: That centers be established in these districts when needed, such centers to be class rooms selected in the first floors of buildings with facilities of easy egress.

3: That for such crippled children as are unable to walk, a bus line be established which shall call at the respective homes of children and return them after the school sessions.

4: That similar inquiry as suggested in paragraph 1, be made concerning blind and other physically handicapped children who are not now receiving proper instruction, so that instruction may be given in the usual school branches in a special class, by a teacher properly trained.

(E) THE EMPLOYMENT OF EXTRA TEACHERS TO TEACH SPECIAL SUBJECTS

The elementary school curriculum has been expanding steadily, and that expansion has become especially notable within recent years.

Among the subjects that have been added to the old course of study of the 3 R's, are woodwork, cookery, sewing, music, drawing, primary, manual arts, gardening, and foreign languages. In the schools of Los Angeles teachers are employed to taech special subjects in some classes. These are in addition to the usual supervisors for such special subjects. There are many classes, however, in which no extra teacher is employed.

The causes wh'ch have tended to increase greatly the number of special teachers so employed have been the inability, real or assumed, of regular grade teachers to do the work, and the apparent failure of some of the normal schools to fit their graduates to teach such subjects.

The questions which arise in connection with such employment are:

ARE SPECIALLY EQUIPPED TEACHERS NECESSARY FOR INSTRUCTION IN THE SPECIAL SUBJECTS?

IF SO, DOES THE NECESSITY APPLY TO ALL SPECIAL SUBJECTS? IF NECESSARY, DOES IT FOLLOW THAT REGULAR TEACHERS MAY NOT HAVE OR ATTAIN THE ABILITY REQUIRED?

IF SPECIAL TEACHERS, AS DISTINGUISHED FROM REGULAR GRADE TEACHERS ARE NECESSARY; WHAT SHOULD BE THE PRINCIPLE REGULATING THEIR ASSIGNMENT AS TO GRADES AND NUMBER?

1. Are Specially Equipped Teachers Necessary for such Instruction? If So, Does the Necessity Apply to All Special Subjects or to Some Only?

The argument for the employment of special teachers is simple and direct. Other things being equal, the better a teacher knows her subject, the more competent she is to teach it. No one can question the soundness of the argument as stated. But are all other things equal?

To discuss this is to present the other side of the question. Is the object in the education of children to give technical excellence, or to use the subject as a means of training? In the adolescent period, the pupil should begin to learn that he must adapt himself to world requirements. A high school boy or girl has special teachers to enable him best to master the work

before him, whatever the subject may be. Few educators would adopt the same ideal in teaching little children. The protest of many teachers against a departmental system is not against the system itself, but against its application to children of primary grades. The teacher occupies a quasi-parental position, and it is the unifying influence of her personality rather than the influence of various subjects of instruction that many consider should be the instrument in a child's development.

There is, too, another argument against early specialization. A special teacher is concerned primarily with a pupil's progress in her own subject. Especially does this tend to be true when her only occupation is the teaching of that subject. A grade teacher is or should be interested not in any one subject but in the child she is teaching. When so many additional subjects are being added, and there is no one teacher to co-ordinate and correlate them, the school child, like the school curriculum, will tend to be crowded.

We cannot continue indefinitely to increase the amount of instruction without lengthening the time. No argument for a richer curriculum can evade the fact that each of these subjects when specialized, occupies a certain amount of time, and that the increased time is not provided for by a longer day in Los Angeles, though this may come.

If, on the other hand, a grade teacher is employed, these subjects become not so much aims of accomplishments in themselves as instruments for better instruction. There is a great deal of arithmetic and language in many of the so-called special subjects, and an intelligent grade teacher will associate and not segregate their subjects, as the special teachers are apt to do.

Finally, there is a very practical problem involved. Special teachers have a definite allowance of time in each school. Their subjects enjoy special supervision and direction. The drawing hour, the music period, the foreign language recitation; these are not neglected nor forgotten. There is, however, no special teacher for geography, history, arithmetic and spelling, penmanship, composition and reading. If the program is overcrowded, and only those who have had no actual experience in elementary teaching are unaware that it is often overcrowded, it is unusual that the special subjects will be reduced in amount or time.

Somewhere between these two sets of arguments the truth lies. Intelligent educators realize that the so called special subjects are real subjects, and that they appeal to the interest of the children. They realize too that specialization should not be delayed until the ninth year of school, and that there are

certain subjects which do demand a degree of training which cannot be expected, except in very exceptional cases, from grade teachers.

The first thing to establish, therefore, is the necessity for specially trained teachers, by subjects and grades. It is recommended that the supervisors set forth their own standards for consideration by the administrative heads.

II. If Teaching by Special Teachers be Accepted as Necessary in Certain Subjects and in Certain Grades, Should Grade Teachers be Assigned on a Full Departmental or Part Departmental System, or Should Special Teachers, Other Than Grade Teachers, be Employed?

For reasons already given, it is desirable that regular grade teachers be employed for pupils in elementary grades, provided they be competent. There can be no question whatever that there are many grade teachers who would teach their subjects well. There are probably few who could not teach them in the primary and lower grammar grades. There are many persons now employed as extra teachers of special subjects who hold no certificate save the ordinary grade certificate. It would be absurd to say that the same person is competent when appointed as a special teacher of a subject, but not competent when employed as a grade teacher to teach the same subject.

As examples of this condition, it may be mentioned that at least 13 of the present staff of special teachers of music hold the ordinary grade certificate only, and 5 hold the ordinary grade certificate in drawing.

Advanced technical training in most of these subjects is scarcely to be asked for in teaching pupils of the lower elementary grades. In fact, many of the classes in all the grades are now taught by regular teachers, in subjects like music and drawing, and the committee cannot question the value and quality of this instruction. Naturally, if a special teacher is assigned to a school, and she must be employed, she will be placed in all the classes available to the extent of the time she can give.

There is, too, an economic side, though this is not the most important one. The following table indicates the rate of appointment of extra special teachers in recent years. In six years the number of special teachers has increased from 48 to 262, an increase of over 445%.

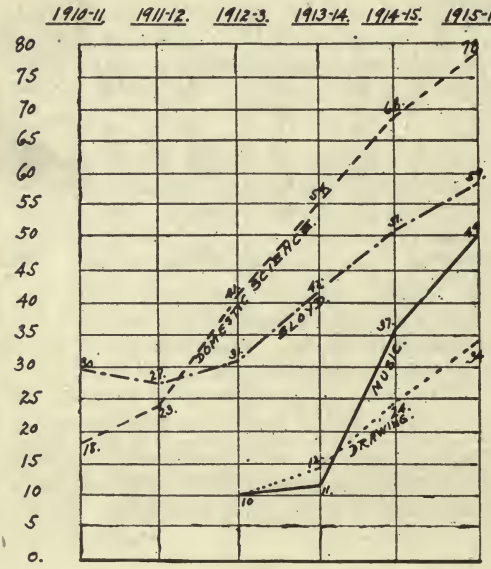
The propriety of this increase in cost must be decided on evidence of a corresponding increase in service to be determined by a division of research in the superintendent's office as recommended in this report.

TABLE 21: SHOWING NUMBER OF TEACHERS OF SPECIAL SUBJECTS (NOT SUPERVISORS) EMPLOYED FOR SIX SUCCESSIVE YEARS

Special subjects	1910–11	1911–12	1912–13	1913–14	1914–15	1915–16
Agriculture and Gardening	0	0	2	2	15	25
Batavia work (to assist regular grade teachers in the inspection of individuals)	0	1	4	6	6	4
Domestic science	18	23	41	54	68	78
Drawing	0	0	9	12	24	34
Foreign languages	0	0	1	1	5	5
Manual arts	0	0	4	6	9	8
Music	0	0	10	11	37	49
Sloyd (shopwork)	30	27	31	42	51	59
	48	51	102	134	215	262
Increase percent. on number of special teachers each year over the preceding year	...	6%	100%	31%	60%	22%
Increase per cent. on number of special teachers of 1915-16 over 1910–11	...	...	...	...	...	446%

FIG-13.

INCREASE IN SPECIAL TEACHERS OF DOMESTIC SCIENCE, SLOYD, MUSIC AND DRAWING (See Table 21)



III. Special Instruction for Individual Pupils

It will be noted that one provision is for "Batavia." As the term is used in Los Angeles it means the employment of special teachers to take care of individual pupils while the regular teacher is in charge of the grade.

One of the principals stated that there are two arguments in favor of the employment of special teachers besides the one of special training. Their multiplication, he stated, relieved the regular teachers from attendance at supervisors' conferences; and, in addition, they relieved class room teachers who could thus give individual instruction to backward children. The first argument is scarcely tenable. It can scarcely be termed beneficial to members of any profession to be "relieved" from attendance at discussions concerning their own profession. The second reason deserves careful attention. No one believes that children are identical. Every individual has his own method of interpretation, his own rate of progress. If this individuality is to be interpreted in corresponding terms of teaching, a teacher might well be demanded for every child. No school administration charged with the care of children would seriously propose such an orgainzation. Somewhere a limit must be defined; an educational limit as well as a financial one should be established.

The City of Los Angeles now makes most liberal provision for the individual care of children. Its average enrollment is not high; it maintains special classes or schools for truants and delinquents; it has 84 ungraded classes, each with small enrollment, to take care of children requiring special attention. The teachers of the first and second year in every elementary school of the city are at liberty one hour a day to give special help, and of the third year,half an hour,—a total time for special assignment in the public schools of Los Angeles of 477 hours per day of teachers' time.

A report made to the Board of Education last January shows that a very considerable per cent of the total time of regular class teachers is not used by them for the instruction of the full classes, because a special teacher is present.

No educator will protest against a liberal assignment of teachers, but the ratio must be determined by careful investigation through a research bureau such as has been recommended by the Committee. Whether, in addition to the provisions already set forth, additional "Batavia" teachers ought to be employed, is a matter for local decision.

It is, of course, possible to have instruction by special teachers without incurring the cost of additional teachers. It is done in

many cities of the country, and to a considerable extent in the city of Los Angeles. It is possible to do it in all grades or in some grades for almost every subject by the adoption of a departmental system in whole or part.

A full departmental system assigns to one of a group of teachers, one or more subjects, which she teaches exclusively. There is no question as to the success of the method, though there is some question as to the grades in which it should be employed. There is general agreement that it can be wisely employed in the seventh and eighth grades when a special teacher is considered necessary. There is some question as to its adoption in the fifth or sixth grades. Opinions pro and con have been expressed by principals of the city schools here.

A part departmental system permits a teacher to exchange with one or two others on the same subjects. Thus a third year teacher will instruct the pupils of a third and fourth year class in music, and the fourth year teacher will exchange in some subject for a corresponding time, e. g., spelling or word study. This method is now frequently employed in Los Angeles.

IV. If Special Teachers, Other Than Regular Grade Teachers Should be Employed, What is the Principle Regulating their Assignment as to Grade and Number?

Reference has been made to the abundant provisions for the employment of special teachers. It must not be assumed that all schools have them, or even that all principals desire them, for that is not the case. An examination of conditions now obtaining shows no consistent principle of assignment. Probably the most consistent assignments would be made in such subjects as shopwork and cooking. As examples of apparently disproportionate assignment, it may be mentioned that one school with an enrollment of 300, and with 9 regular teachers employed for a total of 180 days a month, has a special teacher of music for 20 days, or over 11% of the regular teachers' time. Another school with 411 enrollment, employing 12 teachers, who are employed for 240 days, requires a special teacher of the same subject for 10 days or only 4⅙% of the regular teachers' time. Two larger schools with enrollment approximating 850, one employing 16 and the other 17 teachers, do not employ a special teacher in the subject at all. There is no apparent reason for these discrepancies except that some principals have made the first demands, and the supply is limited.

For a special teacher of drawing, one school employing 15 regular teachers has a special teacher of drawing 20 days a month; another with the same number of teachers and the same enrollment within 3 pupils, has a teacher of drawing for 12 days a

month; a third, with the same number of teachers and the same enrollment within 12 pupils, has no special teacher in drawing whatever.

Examples could be multiplied. There are 4 special teachers (not regular grade teachers) in physical training only; there is a special teacher for telling stories who visits at seven schools only. There are teachers of foreign languages in eight schools only, and only a part of these pupils take the language.

These scattering assignments might be considered as experiments to be tried out before embarking on a policy. There does not, however, appear to be any report of a study of the progress of these experiments. The assignment of special teachers should be based on a specific policy. Such a policy should be susceptible of definite statement on the basis of the value of the subject, the time desirable for assignment and the grades to which teachers should be assigned. The policy should not be such as to rob the administration of discretion in making exceptions, whether for experiments or for other special reasons, but these should be matters of record.

V. Recommendations

The Committee recommends:

(1) That a definite policy be established respecting the employment of teachers for instruction in special subjects.

(2) That a definite policy be established concerning the subjects in which special teaching should be employed including limitation by grades.

(3) That a definite policy be established concerning the employment of extra special teachers, determining the particular subjects and grades in which such teachers should be employed, and the conditions under which such employment is regulated.

(4) That a statement be prepared showing the cost of carrying out such a policy as described in 3, if equally applied to all the children in the schools.

(5) That provision be made for discretion in the applications of policies in 3, such exceptions to be made a matter of record.

In conclusion, the Committee also recommends that, if any modifications be made in the present methods of appointing or assigning teachers, the changes made in organization should be gradual. If, for example, it were concluded to place upon regular grade teachers full responsibility for instruction in certain special subjects in selected grades, it would be wise to retain for a period a number of special teachers to instruct and guide

the regular teachers. When the progress in such instruction has been satisfactorily arranged, special teachers could then be assigned to regular grades.

3. The Elementary Course of Study

(a) underlying principles

A course of study is a statement of the subjects or occupations which are included in the scope of instruction arranged according to some principle of sequence corresponding to the progressive development of pupils, as that may be assumed.

In form it may be a brief outline or a detailed syllabus. In purpose it may be directive, so that to the most meticulous details each teacher will be required to follow it; or it may be so general as to be suggestive only,—even, to be extreme, that each teacher may reject, accept, modify, or add to all of it or any part of it.

The purpose of the course usually reflects the attitude of the school administration. If either extreme must be selected, it is conceivably better, for the education of children, that the teacher should have unregulated freedom than that she should suffer from a rigid minute control.

In the practical world of teaching, when the oral or written expression of ideals must be supplemented by the performance of duty, there is little room for indulgence in extreme views. A course of study should be definite. Those who work—and teachers are no exception—should have some conception of what they are to do. Inexperienced teachers, or unsuccessful ones, need help of a very definite character.

Whatever its merits, no course of study should permit a teacher, without regard to differences in age, experience, training, or natural ability, to indulge in any chance sort of vagary of personal interpretation or in wholesale omission. The adoption of such a principle, without consideration of the individuals to whom it applies, is a type of freedom much akin to chaos. "Freedom" of this kind may not preserve a child's individuality; it may sacrifice it. Every teacher, however, should be free to apply a test of reason when introducing the subject of instruction. It is a fact that there are courses of study which contain material of almost no value unless it is explained by some such vague reasons as that "it trains the mind". When a teacher inquires into the reason of teaching, then she will interpret intelligently, not casually or capriciously. She will question, too, some of the useless additions that have been made in modern courses of study, whether they represent the passing

enthusiasm of some period of hysteria, the desire to imitate what some other community is doing, or the pet theory of some individual.

A teacher who applies the test of common sense, will not teach outworn methods of business arithmetic that business no longer employs, nor will she indulge in attempts at literary interpretation that no child can appreciate.

But it is not only the teacher alone who should apply the test of reason; principals, superintendents, and citizens generally, might well apply it when examining a course of study.

One thing must always be remembered,—a course of study is a help and guide to teachers, not a means of preventing the advancement of pupils. There are reasons why a child should not be promoted, but they are not to be found in the details of a course of study.

The disposition in the past to use the course of study as the sole means of determining a child's advancement provoked a natural and proper reaction. A child's progress can be more fittingly determined by his aptitude and abilities to continue the work of the future than by the rigid tests as to his competency in "completing the grades."

In what sense should a course of study be definite? When is detail in a course of study undesirable?

There are some subjects which must be learned. The place for them should be definitely fixed so that the teacher may know clearly her own respons bility in teaching them. No one disputes that the mastery of certain forms of knowledge is necessary. We may not think some of these forms particularly valuable or necessary, but society has made its demands for them and the schools must respond to these demands. Whether it be the multiplication table, the name of the capital of Germany, or the method of computing simple interest, these things are definite and precise, and not to be half learned or indefinitely learned, if learned at all. Whatever the method, and there should be abundant freedom here, no discussion of the child's individuality or tendency, or potential capacity, can evade the necessity of providing for such instruction. There are not a few teachers who have been so impressed by the psychology of interest and association, that they have neglected to provide a place for drill. Many fundamental things of life will not be learned by a drill of abstract language and number symbols; but there are symbols which must be mastered. It is economy to state in a course of study what these things are. Under such conditions a teacher is free to give a maximum time to the finer and deeper aspects of her work. Nothing could be more un-

fortunate than that a course of study should be a collection of set forms of knowledge, such as a list of dates, of names, of facts. That is why a subsidiary but definite place should be established for them.

On the other hand, the cultural and manual courses should be really suggestive. What is needed here is not a mastery of formulae, but rather the development of taste or skill; here the course may be definite in setting forth the purposes of instruction, in offering i lustrative examples, and in suggesting bibliographies.

The course of study of Los Angeles has many excellent features. It has now been in operation for eight months, and all those of whom inquiry has been made have expressed a decided preference for it over the old course of five years before.

Such criticisms as may be offered will be given in discussing the various subjects. Of the course generally, it may be stated that some of the introductions to the subject are excellent; that the suggestions for method are good, though often lacking in helpful illustrations; and that lists of reference books are unusually complete. The course does not err by over-insistence on detail.

(b) ARITHMETIC

The lower grades adopt the Grube method, one that for a time had an extensive vogue in the United States. The original arrangement for studying each number in sequence "intensively" has now been generally abandoned. A more modern arrangement would be suggested if the course of study in twenty of the largest American cities were compared and consulted.

The upper grades from A-3 on concentrate attention on a single arithmetical topic. This treatment is superior to the spiral method, which attempts to repeat the various arithmetical topics through each grade, and which, in seeking to control many things, masters none. Nevertheless, review is necessary, and directions of such general character as "Thorough and constant review of previous work" are too general. It is possible to continue the method of concentration, and also to provide for review by suggestion much more definite than mere general direction.

It is assumed that the references to text book pages give a more concise suggestion than such spacious titles as "Addition, subtraction, multiplication, and division of decimals." In the subject of arithmetic, limitation to text book pages is too narrow; dependence on general topics too indefinite. Pupils must do more than follow selected lists of pages. On the other hand,

some statement indicating the scope of such operations as decimals or fractions should be made: an ambitious teacher may try to exhaust the subject and introduce topics that would puzzle high school children. Definite suggestion need not forbid a teacher to exercise discretion intelligently.

The course is to be commended for its omission of such ancient, useless, or inappropriate material as true discount, equation of payments, involved cases of mensuration, etc.

(c) GEOGRAPHY

The distribution of topics by grades, and by number of weeks for each topic in the Los Angeles course, is presented in the following statement:

	B-4	*A*-4	*B*-5	*A*-5	*B*-6	*A*-6	*B*-7	*A*-7	*B*-8	*A*-8	*Total*
The globe and the zones	20	..	..	..	..	..	..	..	..	..	20 wk
Food and clothing	..	10	..	..	..	..	..	..	..	..	10 "
California	.	10	..	..	..	..	..	..	20	..	30 "
United States / Canada	..	..	20	..	..	..	..	20	..	..	40 "
Mexico / Central America / South America	..	..	..	20	..	..	20	..	..	..	40 "
Europe / Australia	..	..	..	..	..	20	..	..	..	..	20 "
Asia / Africa	..	..	..	..	20	..	..	..	..	..	20 "
Physical and astronomical geography	..	..	..	..	..	..	..	..	..	20	20 "

Canada is included in the 20—week B—7 grade with Mexico and Central and South America, and in the A—7 grade with the United States.

An examination of the table indicates that the work of each grade centers around a continent or nation. When preceded by a general discussion of the earth, and by a more detailed study of the learner's own locality, as is done in the Los Angeles course, the method is a sound one.

An elementary pupil before graduation should make some study of the great commercial and industrial countries and the trade routes, with the United States as a center. An elementary understanding of these is necessary, if the pupil is to know his own country, and the interdependence between it and the other

nations of the world. Such a course, which should include a study of the exports and imports across the two oceans and with the countries to the south, though it involves a review, is a new treatment with one center of interest. It might well displace the isolated study of elementary facts of physiography, meteorology, astronomy, which now constitute the course for the B-8 grade. Certainly if the pupil is not already familiar with so much of this information as is applicable to his geographical studies in the preceding grades, he can scarcely appreciate what has been taught him before the eighth year. If he does understand them sufficiently, a separate treatment of these somewhat abstract subjects might well give place to a study that is more interesting, more significant, and far more useful.

The time schedule of the course shows that Mexico, Central America, and South America receive as much attention as the United States, and that Europe receives less than half the time. The proximity of Mexico, and the future promise of extended trade with the southern republics, will warrant more time in the study of their geography than has heretofore been given in American schools. Nevertheless, for a long time to come the large interests of our country, social and commercial, will be with the countries of Europe. More time should be permitted to a study of Europe.

The course states that in Geography "the same fundamental facts should be taught in the same grades throughout the city at the same time, so that a transferred pupil may not feel that he has no point of contact with the school to which he is transferred". Presumably, "at the time" means "in the same grade". If this statement is to be used as a guide, there is nothing in the course to indicate either what these fundamental facts are or where they should be studied. Certainly it is not to be supposed that a B-5 and A-8 pupil would approach the study of their respective topics in the same way.

The course has many excellent suggestions for method. These would have been more useful had some illustrative examples been included. Geography cannot be well taught unless with a background of technical knowledge not usually possessed by the normal graduate. Abundant suggestion and many illustrative examples should always be included in preparing a course of study on this subject. It is also suggested, so far as it may be appropriate to the grade, that reference to current events, with significant geographical reference, be included in the course in geography as well as in history.

(d) HISTORY

The modern school course in history is no longer a compilation of facts, arranged in severe chronological order, with an emphasis on purely military achievements. The Los Angeles course is thoroughly modern in arrangement and treatment.

The first four years are divided into three captions,—history topics; social life; holidays, and national heroes. The history topics begin with the stories of primitive man, of the ancient and medieval world; and, in the latter half of the fifth year, of early California and of Los Angeles. The social life begins with conversations covering the home circle, and provisions for food, clothing and shelter, and includes discussions of municipal business and activities, an understanding of the activities and values of the departments of police, health, street cleaning, parks, schools and public works, as well as a study of large buildings, and the methods of transportation. "Holidays and national heroes" represents a selection of anniversaries and of stories of eminent men, selected because the incidents or events are interesting, vivid and inspiring. Chronology plays no necessary part.

The study of civic activities provided for the second year,—police, fire, and street protection,—should be repeated and emphasized. In New York the pupils of the fourth year took up these subjects after the teachers had been supplied with special information furnished in collaboration with the departments in charge of these activities. Within a year after the number of fires in that city was considerably reduced. Apparently the decrease was the partial result of instructions given the children, who averaged from 9 to 12 years of age.

The fifth and sixth years of the Los Angeles schools are divided into two courses,—history topics and social life in the fifth year, and great names and nations and industrial life in the sixth. History is a subject which should permit a very wide discretion, especially for pupils of the primary and lower grammar grades. The material offered in the fifth and sixth year is abundant, yet sufficiently definite as to be really suggestive.

As full freedom is permitted the teacher in the selection of topics, the course, notwithstanding its length, is not excessive.

The A-6 course as written may prove misleading. The headings of the 9 topics include some which might well test the knowledge of a graduate student in a University. Some of these topics, if instruction is really attempted, will result in little more than oral repetition. Such are: the love of liberty "inherent in the Anglo Saxon race," or a study of religious movements (Catholicism and the Reformation), or the work of Justinian in the development of law.

A wise teacher, who knows history well and children better can make judicious use of this material; it is also susceptible of misuse and misunderstanding. The supervisory staff should check the work actually being done.

The seventh and eighth years follow the chronological order, but not as a string of events connected by dates. The arrangement in these years is an excellent example of definite guidance without vexat ous prescription. As much cannot be sa d for the civics as the course is heavy. Thus, in the A-7 the subject as given is ' The Constitution of the United States." This needs elaboration.

A careful examination of this course shows an appreciation of the later conceptions of the subject and the method of teaching it in elementary schools. When necessary, the course should be so worded that attempts will not be made to require immature children to enter into experiences and conceptions that only older and more instructed persons can appreciate.

(e) LANGUAGE

The course in language, reading and phonetics, in the opinion of the committee, is a good one. The provisions for definite statement where definitions are necessary, as in grammar, and for wide direction and general suggestion where these are desirable, shows a sense of appropriateness and balance in preparing a course of study.

No course of study in English will receive unanimous agreement in its details. In learning to read, for example, there are many who recommend some one definite reading system, whether purely phonetic or not, for children of the first two years. Even the best courses of study are not considered by many sufficiently helpful unless the text employed is based on a method organized even to details. Some Los Angeles principals use such methods. Whether they are necessary or not, must ultimately be determined by a comparison of conditions in schools that use them and schools that do not,—i. e., schools that depend only on the teacher's interpretation of the course of study, aided by primers or reading books that represent no particular system of organization. Such comparisons could be made by a bureau of research.

As a whole, the fundamental requirements of English instruction are provided for. Thought is to precede form. Oral expression is to be an instrument as effective as written language. Literature is recognized in the content, whether in the form of stories to be heard, pieces to be memorized, or selections to be read and discussed. But literature is not to be the exclusive

material of instruction. Children must learn to read for information—"to get the thought." American courses of study in English generally are less narrowly conceived than formerly; the Los Angeles course in English is an example of the modern tendency.

In respect to the eliminations there will be obviously differences of opinion. For example, the exclusion of the relative pronoun from the course in grammar might be challenged.

Again the treatment of spelling (and the Los Angeles course on this subject is better than many), should not be dependent on selection of words from a speller. The course of study very truly states that there is need to know only the spelling of such words as the children are capable of employing intelligently in a context. Yet progress in spelling need not be the uncertain thing it now is in elementary schools. Such lists as those of Ayers and Jones contain words that when properly graded are already understood by almost every pupil. Such words might well make up a spelling list. A course of study so excellent in many respects should provide for a definite type of achievement in a subject where definiteness and precision are essential.

(f) PENMANSHIP

If it be assumed that the method used in the schools (the Zaner method) is satisfactory in operation; the course of study contains all that is required, as a separate manual of directions is furnished with it. Incidentally it may be stated that the success of methods of this kind depend largely, not merely on the teacher's knowledge and study, but on her own actual skill. No reference is made in the course to either of the standard scores for measuring the results of handwriting (Ayres-Thorndike).

(g) FOREIGN LANGUAGES

There are 5 teachers of foreign languages employed in 8 elementary schools. Presumably, this is an experiment, and its operation should be carefully observed. Even in the 8 schools where it is taught, not all the pupils of a grade take it, nor is the language taught necessarily determined by the wishes of pupils or parents when it is once assigned.

It would be well if a report were prepared on this experiment, noting the results of instruction, with the plans for future extension and the probable cost of such extension. If the experiment has been in existence long enough to render an intelligent judgment, this is a proper time to make such a report.

The other subjects in the course of study are Music, Drawing, Home Economics, Manual Arts and Manual Work, Nature Study and Agriculture. Not "subjects" in the same sense are Physical Training and Ethics, although these are included.

There are no definite standards for courses in these special subjects. All of them (with the possible exception of the technical aspects of music), should permit of discretion in choice of subject; all of them are guided by supervisors especially qualified to suggest class and shop procedure and to confer with the teaching staff. At the present time there is in addition an imposing staff of special teachers.

The committee believes that all of these special subjects should be included in any provision for elementary instruction, and for the following reasons:

(h) MUSIC

It is almost a mistake to call this a special subject, as it has become an integral part of a course of study in all cities. It seems unnecessary to discuss the place of music in any scheme of education that contemplates anything more than a purely utilitarian program of instruction.

(i) DRAWING

The aim of a course in drawing is not, as has been mistakenly stated, "to make artists" although instruction in drawing does reveal potential artistic ability. Drawing is a form of expression, as is writing; it is a means of interpreting life in terms of form, color and rhythm, and of expression through these forms. No one need be an artist to appreciate what is beautiful in the graphic or the plastic arts, but the expression gained through drawing develops such an appreciation. Furthermore, drawing is a distinct type of manual training just as is penmanship, paper cutting or carpentry. To exclude drawing from instruction would be to deny to children one of the most obvious methods of exercising their powers of selection and invention.

(j) MANUAL ARTS AND MANUAL WORK

Occupations like those of the shop are modes of expression of a child's life. Subjects like arithmetic, or written composition, or formal spelling represent adult experience, developed through centuries of trial; they are placed in the elementary school as matters of necessity. Instruction in them involves vexatious problems of arrangement and method. Working with the hands, whether in drawing, sewing or sloyd, is a natural expression of a child's interest. It may be, and probably is, true that these occupations are too often isolated parts of the pupil's school ex-

ertions, rather than modes of his own natural desire for activity. When the fault exists, it is a fault of method, not of the subject.

There can be no doubt that manual occupations should form part of a child's school experiences if he is to understand his own world and adjust himself to it, not only as a wage earner, but as an intelligent partaker in its civic and social life.

(k) HOME ECONOMIC ARTS

If the value of a school course is determined in part by its usefulness, then girls need training in the home economic arts more than they need much of the arithmetic which is taught them. Whatever the vocational future of girls may be in the fields of business or of the professions, there is one profession—perhaps the finest,—which it may confidently be affirmed practically all will enter,—the keeping of a home. It is possible to make an elementary course of study which has too little in it of home accounts, cooking, dressmaking and home hygiene; too much of an attempt to teach chemistry, costume design and mural decoration. A course in Home Economics should be a part of the course of study. Whether cooking need be begun in the 6th year or even earlier, is a matter concerning which there is no data for judgment. It is a matter of opinion.

(l) NATURE STUDY

This subject provides for an acquaintance with the plant and animal world, not as abstractions of a text book of zoology or botany, but in terms of experience.

The Los Angeles course is prepared and supervised by a small staff. The lack of data renders it impossible to make any statement as to the value of the work in classrooms. That must depend upon the co-operation of principals and the interest and enthusiasm of teachers.

The leaflets which are distributed should prove of value to teachers. As the contents of the leaflets are intended for all grades, their adaption for pupils of varying ages must depend upon the class teacher's efforts, supplemented by the direction of the supervisor and his assistant.

If voluntary associations of teachers especially interested or desiring to be interested in nature study could be formed, the service of the supervisors and the facilities offered by the city in its parks could doubtless be available for them. An activity of this kind would be exceedingly helpful and would re-act favorably on class instruction.

(m) AGRICULTURE

The purpose, as stated in the course, is "to help boys and girls toward more wholesome and happy lives, to reduce the cost of living and to lay the foundation for more advanced work in the high school or the university. The school garden should be considered a laboratory only, and the work in it should function in home gardens."

The Committee is in entire sympathy with the principles set forth, except that it is not prepared to recommend that the elementary course shall be determined by consideration of preparation for secondary instruction. It would be desirable if the garden activities could be more closely related to instruction in formal subjects than at present, at least in some of the schools visited.

(n) ETHICS

Training in character is the most important aim of education. Whether morals may be "taught" by instruction is an old and fruitless theme. A child's character is developed through the exercise of his instincts, especially those of imitation, love and respect. To the degree that the pupil meets the finest personalities, has the best training in correct habits, becomes actuated by the noblest motives and learns to conceive the highest ideals, will these instincts best tend to express themselves as his character develops. The influence of the schools, therefore, will function in many and more important ways than through instruction. Nevertheless there is a place for moral instruction, if it be not purely didactic. A course of study which would include a long list of virtues and duties might easily degenerate into a dry formalism. A critic would claim that the isolation of one specific set of virtues, grade by grade, would scarcely make for a vital training in the development of good men and women.

But this is to affirm that the teacher would not apply any intelligence in her work. It has not been possible to say how successfully the present course in ethics has actually been applied. The extensive bibliography attached, if consulted and followed, will be found to give abundant direction, through principle, method, and device. It should make instruction in ethics a valuable adjunct to the more important agencies, whether they function through the influence of individuals or of communities.

The committee wishes to refer to the attitude displayed by principals and teachers towards the children in the school, in all cases where visits were made. It exemplified certain excellent qualities. Without exception this attitude was courteous, cordial and gracious; it was fully reciprocated by the pupils. It is true that the dominant types of pupils who attend the

schools in Los Angeles have better parental guidance and better homes than are found in many other large cities; it is also true that special types are segregated in classes or buildings set apart for them. All these facts have facilitated these fortunate relations and this happy influence. Nevertheless, the merit for their existence must be attributed to the administrators, principals and teachers directly. It is an altogether happy condition and indicates that there is ethical instruction in the schools whether it be conscious or not.

RECOMMENDATIONS

Inasmuch as this course of study has been recently established the Committee recommends:

1: That the teachers be requested to make note of its operation and to be prepared to make suggestions as to its improvement.

2: That in case a bureau of research is established it shall render expert assistance in making such modifications as may be desired.

4. Extra Subjects or Activities Not Included in the Section on the Course of Study

(a) Department of Physical Education

This department employs one supervisor and six assistants, one of whom is now on leave of absence and one of whom has recently resigned. It plans and organizes the physical activities of the elementary schools, including the gymnastic exercises, plays, games, tournaments and festivals. It also employs four special teachers.

The work is well organized, and the number of supervisors employed not excessive. Each assistant supervises the work of from 195 to 251 classrooms, and supervises from five to fifteen playgrounds. The distribution of time indicates the scope of activity.

Table 22: Showing Assignment and Work of Assistant Supervisors of Physical Training in the Month

District	*School visited*	*Playgrounds supervised*	*Rooms visited*	*Children in district*
1	25	5	194	6000
2	30	11	210	7000
3	227	6	241	9000
4	19	11	259	94000
5	26	15	304	11208

The apparent inequality in work is partially explained by the variations in distance which each assistant supervisor must travel, and the amount of special work required which cannot be assigned equally to al .

Under the supervision of this department there are now maintained 62 playgrounds for children.

The supervisor's estimate of needs are based on a distribution of 17 days per month of service in the schools, and 3 days of necessary conferences, special visits and office work. This assignment would require 8 to 9 assistants.

This, however, is predicated on the supposition that all teachers in every class in the Los Angeles schools need an equal amount of special assistance, guidance, or inspection. Probably no such necessity exists. There are doubtless many classes where the classroom work in physical education is exceedingly well done, and where really little supervision is necessary. Supervision must become selective. The Committee is unable to make any recommendation with the data at hand.

(b) AFTERNOON PLAYGROUNDS

If children have no opportunity of meeting together for play in groups, either because opportunities are lacking or because their own safety is endangered, it is an excellent thing for the Board of Education to provide facilities in the playground. The importance of play in education is by no means confined to the kindergarten.

Your Committee is of the opinion that afternoon playgrounds should be continued except in cases where there are sufficient facilities for play in the immediate neighborhood.

(c) HEALTH AND DEVELOPMENT

The Health and Development Department employs a supervising physician, eleven physicians and seven nurses. One of the physicians is present at stated hours in the Olive street office to diagnose organic conditions and to conduct psychological tests. In addition to this staff there is the Parent-Teacher's Clinic, now supported by the Board of Education, which employs three dentists and two clerical assistants. There is also some voluntary service by physicians at the clinic.

The eleven physicians and seven nurses engaged in field work aim to examine each school child once a year, although they have not succeeded in doing so in practice. The result of each examination is entered on a card, and these cards are filed in the principal's office. Parents are notified of the results where

such action seems necessary. When parents pay no attention to communications, and it seems advisable to follow up a case, they are visited by the nurses. The work of the nurses employed by the Board of Education should not be confused with that of representatives of the City Board of Health. The latter examine for contagous diseases. This duplication of effort must of necessity involve some waste.

In a special report prepared by the supervisor for the committee, it appears, that of the total number of children enrolled each year for the last three years, 50% have been examined each year. As the enrollment has increased annually and the force has remained the same, it is impossible to maintain even a 50% rate of examinations if the present methods are continued.

The great increase in territory and in the enrollment has yet further multiplied the difficulties of the staff. For these reasons the supervisor recommends an increase of his present staff. Other recommendations concerning open-air classes and classes for defectives, imbeciles, epileptics, etc., which had already been recommended by this committee, are also made by the supervisor.

If the present methods are to be continued the committee cannot question that, if the medical staff were insufficient in number to do the work of the department in 1913, the need for an increase is greater now than then.

A teacher can render valuable help in the health and development work. She should not be permitted to make a diagnosis, but she is perfectly competent to answer direct questions concerning certain obvious conditions of pupils when the questions have been prepared by a physician. Such a method does not constitute a medical examination. It may, on the other hand, be so used as to greatly reduce the number of examinations which experts would otherwise be compelled to make. It allows the medical expert to give more time and more careful attention to pathological cases which need very careful examination. The problem of school hygiene will never be solved if it requires that physicians must make an original examination of every pupil every year. The cost in a large city would be prohibitive. Aside from that, it would not provide for work which is really important,—not examinations merely but interviews with parents in which the physician should share.

The health and development of children is a special phase of medical practice. Its organization requires not medical knowledge only, but familiarity with all existing methods of school hygiene in American cities.

Whoever is employed on it should give executive ability, full time and complete attention. The committee recommends that

at least the majority of the physicians attached to this department give their entire time and effort to what is probably one of the most important of social as well as economic problems.

(d) LIBRARY DEPARTMENT

The committee has been unable to make any study of the Library Department. Principals of schools have invariably stated that this department has been of great value in furnishing elementary schools with a variety of reading books to supplement the books furnished by the state, and that the service has been prompt and satisfactory.

(e) ORCHESTRA DEPARTMENT

The committee with its limited opportunities for observation, approves the results obtained by the establishment of orchestras. With but two exceptions, each school visited had its own little orchestra. In every place visited the pupils showed considerable pride in its existence.

(f) RECOMMENDATIONS

The Committee recommends:

1: That a study be made indicating in what centers playgrounds should be discontinued or extended.

2: That the majority of the physicians employed in the Health and Development Department give full time to the work of child hygiene.

3: That a study be made to determine the proportionate number of nurses and physicians to be employed, in order to discover the most effective method to care for the health and development of pupils.

5. The Proficiency of Pupils in the Los Angeles Elementary Schools

With the enormous increase in the cost of public education in the last decade, cities throughout the country have been forced to recognize the criticism in regard to the actual efficiency of instruction, of the ability of children to read, to write, to cipher and to spell.

The special subjects, music, art, nature study, school gardens, dramatics, playgrounds, etc., have taken much of the time of the principals and advisory staff. In many cases the principals and supervisors have been elected on the basis of their ability to do these things. It is a well known fact in educational adminis-

tration that the members of the teaching corps respond to the things that attract attention at a particular time. Consequently some of the larger cities have found that, with the emphasis on the new things, there has been a disposition to neglect the fundamentals.

A division of research, or a group of specially qualified persons, should undertake to discover what is the progress of pupils in these fundamental subjects. It cannot be done in a brief time, for a study of this kind requires a careful investigation.

It is, however, a mistake to assume that it is an impossible thing to do. It has been done quite recently for the city of Cleveland. The school officers, the Board of Education, and the public generally, should know whether the pupils are proficient or not. A feeling exists in many communities that the addition of so many special vocations has tended to obscure the importance of former subjects.

Of the two methods of making a study of school instruction, i. e., by a group of persons selected for that purpose for a brief time, or by a division or bureau in the office of superintendent, the first method has the advantage of speed. Within a few months it would be possible to state definitely the proficiency of pupils, the great object for which the schools of a city are established. Yet such information is of little value unless constructive efforts are made to modify or improve conditions that such a study would indicate.

A bureau or special division works more slowly but more persistently. Its services are available not only for the purpose of a general study but for the intensive examination of single aspects of administration. It discharges no executive functions and, therefore, does not duplicate the activity of the executive officers. Moreover, because of its continuance its work is cumulative.

RECOMMENDATIONS

The Committee recommends:

1: That a survey be made, similar though not necessarily identical with the survey recently completed in Cleveland, to determine the proficiency of pupils of the Los Angeles public schools in the so-called essentials.

Nothing in this recommendation should be interpreted to mean that the pupils of the Los Angeles schools are not as well advanced in arithmetic, penmanship, reading and spelling, as are pupils anywhere else. Neither the members of this Committee, nor, so far as any information or records are available,—is any other person competent to state what the conditions are. At present it is a matter of opinion only.

V

INTERMEDIATE SCHOOLS

1. Inclusiveness of the Term as Used in Los Angeles

There has been some confusion in the discussion of the intermediate schools in Los Angeles, due to the fact that they are not alike. For example, Boyle Heights consists of 8th, 9th and 10th grades only; the Lincoln school consists of 7th, 8th, 9th, 10th, 11th, and 12th grades. Thus it may be seen that the Boyle Heights school represents a three-year unit of instruction, whereas the Lincoln school represents a six-year unit of instruction. As a matter of fact, in the Lincoln school and others which are similar to it, the organization shows in effect the old-fashioned division between the two-year grammar school and the four-year high school. There are thousands of schools like this throughout the country. Practically all village schools are operated on this basis. Gardena, San Pedro, Wilmington and one or two others of the smaller schools in Los Angeles are similarly organized.

The three-year intermediate schools,—Custer Avenue, Virgil Avenue, Berendo Street, Sentous, Thirtieth Street, McKinley Avenue and Boyle Heights, enroll more than six thousand students and are in charge of 280 teachers.

In addition to these schools, there are more than one hundred additional classes in the 7th or 8th grades distributed throughout the city that are neither in the intermediate schools nor in the six-year high school.

The fact that 7th and 8th grade children are being taught in three types of schools presents many complications from the standpoint of organization and co-ordination between the high school and the elementary school.

2. Growth in Intermediate Schools

A study of the increase in the number of the intermediate schools and their enrollment from 1910-11 to the present time shows one intermediate school only reported in 1910—Custer Avenue. In 1911-12, six reported; in 1912-13, ten; in 1913-14, eleven; in 1914-15, eleven; in 1916, twelve. It should be noted, however, that Lincoln, Gardena Agricultural and San Pedro are ordinary high schools, with combination of elementary years seven and eight.

The registration in these schools has increased from less than one hundred in 1910-11 to more than seven thousand in 1916, including students as noted above.

There has been considerable fluctuation in the actual registration in these schools owing to the fact that changes have been made in the districting of the schools—for example, Custer Avenue, which started out with ninety-five, a year later enrolled five hundred and twenty. This enrollment has gone as high as 656 in 1914-15, but in 1916 it dropped back to 582. This fluctuation is not a measure of growth so much as it is a measure of administrative adjustment.

TABLE 23: SHOWING DETAILED ANALYSIS OF GROWTH IN INTERMEDIATE SCHOOL ENROLLMENT, YEAR 1910-11 TO 1916

Intermediate School	*Year*	*7th Grade*		*8th Grade*		*9th Grade*		*Total enrollment*
		No.	*%*	*No.*	*%*	*No.*	*%*	
Custer Avenue.....	1910–11	42	44	53	56	...	...	95
Berendo Street.....	1911–12	233	41	231	41	103	18	567
Custer Avenue.....	"	227	44	201	38	92	18	520
Fourteenth Street...	"	255	41	288	47	76	12	619
Gardena Agricultur'l.	"	50	47	56	53	See	H.S.	106
Thirtieth Street.....	"	383	47	332	41	96	12	811
Twenty-first Avenue.	"	260	47	187	34	104	19	551
Berendo Street.....	1912–13	243	38	238	37	166	25	647
Custer Avenue.....	"	305	52	225	38	60	10	590
Fourtieth Street....	"	459	58	192	24	137	18	788
Gardena Agricultural	"	53	52	48	48	See	H.S.	101
McKinley Avenue...	"	307	48	235	37	99	15	641
San Pedro.....	"	95	61	61	39	See	H.S.	156
Sentous Street.....	"	312	52	231	38	60	10	603
Thirteenth Street....	"	444	43	382	37	207	20	1033
Twenty-first Avenue.	"	169	24	301	44	220	32	690
Virgil Avenue.....	"	205	45	190	42	62	13	457
Berendo Street.....	1913–14	241	37	224	35	170	28	635
Boyle Heights.....	"	17	46	14	38	6	16	37
Custer Avenue.....	"	292	46	240	37	111	17	643
Fourteenth Street...	"	456	55	256	31	121	14	833
Gardena Agricultural	"	67	53	60	47	See	H.S.	127
Lincoln.....	"	135	26	385	74	See	H.S.	520
McKinley Avenue...	"	408	53	260	34	102	13	770
San Pedro.....	"	85	50	86	50	See	H.S.	171
Sentous Street.....	"	381	53	240	33	102	14	723
Thirtieth Street.....	"	439	44	369	36	198	20	1006
Virgil Avenue.....	"	253	43	205	34	135	23	593

TABLE 23; CONTINUED

Intermediate school	*Year*	*7th Grade*		*8th Grade*		*9th Grade*		*Total enrollment*
		No.	*%*	*No.*	*%*	*No.*	*%*	
Berendo Street.....	1914–15	272	42	218	34	157	24	647
Boyle Heights.....	"	413	39	409	39	230	22	1052
Custer Avenue.....	"	285	43	242	37	129	20	656
Fourteenth Street..	"	353	45	270	34	168	21	791
Gardena Agricultural	"	60	51	58	49	See	H.S.	118
Lincoln.....	"	308	55	256	45	See	H.S.	564
McKinley Avenue..	"	433	50	290	33	147	17	870
San Pedro.....	"	97	61	61	39	See	H.S.	158
Sentous Street.....	"	320	43	277	37	143	20	730
Thirtieth Street....	"	444	44	351	35	206	21	1001
Virgil Avenue.....	"	278	43	224	35	137	22	639

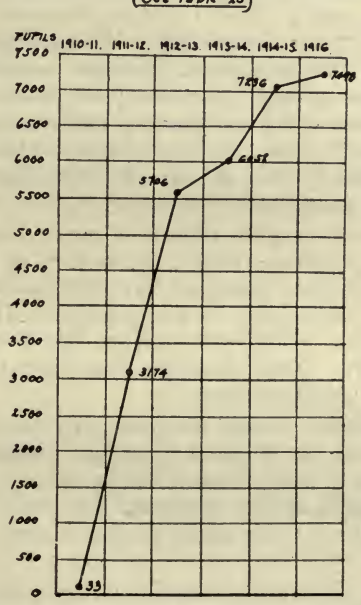
STATEMENT SHOWING ATTENDANCE OF LOS ANGELES INTERMEDIATE SCHOOLS MONTH OF FEBRUARY, 1916

School	7th Grade		8th Grade		9th Grade		Grand Total
	No.	%	No.	%	No.	%	
Custer Avenue	225	39	220	37	137	24	582
Virgil	139	27	204	39	179	34	522
Berendo	234	38	221	36	160	26	615
Sentous Street	279	38	281	39	166	23	726
30th Street	365	40	358	39	191	21	914
McKinley	488	49	336	34	172	17	996
14th Street	383	52	202	28	150	20	735
Boyle Heights	419	35	413	35	363	30	1195
San Pedro	119	41	82	29	83	30	284
Gardena	51	27	65	34	75	39	191
Van Nuys	18	31	23	39	17	30	58
Lincoln	259	38	232	34	190	28	681

FIG-14-

GROWTH OF INTERMEDIATE SCHOOLS-MM-1916

(See Table 23)



3. Holding Power of the Intermediate Schools

The intermediate school this year has enrolled a relatively high percentage of students in the 8th grade as compared with the 7th grade. For instance, out of the grand total of 4667 intermediate grade students enrolled in the 7th and 8th grades, 52 per cent are in the 7th grade and 48 per cent in the 8th grade.

In the non-intermediate schools, out of 4123 children enrolled in the 7th and 8th grades, 55 per cent are enrolled in the 7th grade, and 45 per cent in the 8th grade. These latter figures are identical with the figures of the United States as a whole.

It is of importance to note that the intermediate school has been somewhat more successful in holding 8th grade students than has the non-intermediate school.

4. Electives in the Intermediate Schools

Los Angeles has definitely followed a policy of providing opportunities for wide election on the part of the students in the public schools. This election is extended not only to the junior colleges and high schools, but under the provisions of the intermediate school, certain elections are extended to the children in the 7th grade.

While it is true that for the purpose of experimentation, the intermediate school has permitted children to elect different courses, such as engineering preparatory, mechanical arts, home economics, literary, scientific and general elective, yet in actual practice, about one-half of the children have elected the literary scientific course. One fourth of the children have taken the general elective or the commercial course.

The selection of such courses does not mean that pupils are taking the advanced subjects which the names of such courses might imply. The subjects taken by the pupils may be those of elementary or lower secondary years, graded so that they will prepare the pupils for advanced studies which such courses will ultimately require. Such courses, therefore, can be established at little if any additional cost.

The distinctive feature which involves increased cost is the fact that the students in the seventh grade are permitted to begin the study of any one of four foreign languages, as well as stenography. In the eighth grade, students are permitted to elect algebra, and to continue their work in the foreign language or stenography.

In the ninth grade electives, are so far as intermediate schools are concerned, practically identical with the elective in the larger schools throughout the country. The only difference is

that the student who has commenced his foriegn language, mathematics or commercial work can do more advanced work in the ninth grade.

It is argued that the pupil who spends three years in the intermediate school and three years in the high school can, as a consequence, be much farther along at the end of his twelve years of school in foreign language, mathematics and commercial work than he would be in case his work were postponed until the opening of the regular high school period. The figures in table 25 indicate that the students do progress more advantageously in high school.

A relatively small per cent of the students take Latin, German or French in the intermediate schools. The largest registration in foreign language classes is in Spanish. Most of the children in the seventh grade take the ordinary course. Most of the children take algebra in the eighth grade and some foreign language. The ninth grade election is not strikingly different from the ordianry first year high school.

5. How Students Elect Courses

It is of interest to learn how the students of the intermediate schools have reacted toward the six different courses offered in their curriculum. The table below shows this very clearly.

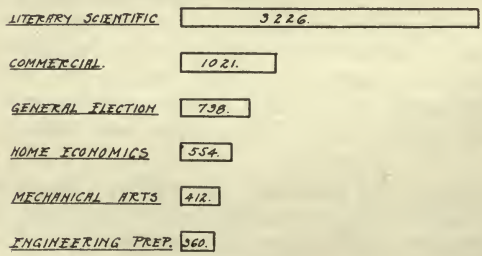
In the Berendo Intermediate school 375, or 61 per cent of the students selected the literary and scientific course; 119, or 19 per cent selected the general elective course; 79 or 12 per cent. selected the commercial course; 12, or 1.9 per cent selected the mechanics arts course; 10 or 1.6 per cent the home economics; 17, or 2.7 per cent. the engineering preparatory course.

TABLE 24: SHOWING PERCENTAGE OF PUPILS IN EACH OF SIX COURSES IN THE INTERMEDIATE SCHOOLS OF LOS ANGELES, FEBRUARY 1, 1916

Name of School		*Liter'y Scientific*	*Gen. Elective*	*Com. mercial*	*Mech. Arts*	*Home Econ.*	*Eng. Prep.*	*Total pupils enrld.*
Berendo	No. of Pupils	375	119	79	12	10	17	612
	per cent	61	19	12	1.9	1.6	2.7	100
Boyle Heights	No. of Pupils	449	231	188	21	139	55	1083
	per cent	40	21	17	1.9	12	5	100
Custer Avenue	No. of Pupils	283	83	180	8	7	24	585
	per cent	48	14.2	30.7	.1	.1	4.1	100
14th Street	No. of Pupils	283	82	81	56	142	68	712
	per cent	39	11.5	11.3	7.8	19.9	9.5	100
McKinley Avenue	No of pupils	468	20	221	64	132	71	976
	per cent	47.9	2	22.6	6.6	13.5	7.2	100
Sentous	No. of pupils	426	75	115	23	50	38	727
	per cent	58.6	10.3	15.8	3.1	6.8	3.2	100
Virgil	No. of Pupils	444	18	28	7	6	20	523
	per cent	82	3.4	5.3	1.3	1.2	3.8	100
30th Street	No. of Pupils	498	110	129	221	68	67	893
	per cent	55.5	12.3	14.4	2.3	7.6	7.5	100

FIG. 15

ELECTION OF COURSES BY PUPILS OF INTERMEDIATE SCHOOLS
(See Table 24)



An analysis of the foregoing table reveals the fact that a very large majority of students in the intermediate schools are selecting either the literary or general elective course. This is to be expected. On the other hand, there are many children in each school who have selected the various elective courses. Somewhat striking differences are noted in different communities in regard to these features. For example, in the Virgil Intermediate School 5.3 per cent. of the children chose commercial work, whereas in the Custer Avenue 30.7 per cent. selected this type of work. This, no doubt, reflects the different community sentiment in regard to commercial work.

In home economics, the percentage varies from one-tenth of one per cent. in Custer Avenue to 19.9 per cent. in Fourteenth Street. In a similar way the other courses vary in the percentage of children who have selected them. This is a very clear illustration of the fact that children in the different communities select courses differently owing to the fact that they have different interests. No doubt this is one of the important merits of the intermediate school and should be continued. It may be that it will be found later to be possible to take care of the different types of children in a given school without offering as many different subjects as are now offered. However, it should be borne in mind that these courses are not necessarily as different as they seem. For example, the mechanics arts course and the engineering preparatory course in the seventh year, for all practical purposes, are identical, so that the two courses can be offered without additional cost, and the differentiation is no doubt of real value on account of the fact that they serve to stimulate students to make a serious choice of courses based on their later vocational aspirations.

In summarizing, it may be said that an analysis of the selection of courses by pupils in intermediate schools justifies the argument presented in their favor to the effect that it will enable the children to select work adapted to community preferences.

6. The Present Arrangement of Courses Subject to Change

It should be said that these elective courses have been offered in an experimental way by the intermediate schools. The intermediate principals and teachers themselves are making changes constantly, as a result of a study of these experiments. For example, some of the schools have dropped the Latin, others have combined the French and Latin. Algebra has been tried out in the B eighth grade, but there seems to be a disposition to shift it to the A eighth grade.

Instruction in the commercial work seems to have met with success, and there is already a demand for commercial work in some of the non-intermediate schools. It should be said in this connection that the teachers and the principals in the intermediate schools seem to be extremely anxious to improve the work and to take advantage of the results in every new experiment. In other words, these courses have not been put in the schools and left there without serious criticism and evaluations on the part of the teachers themselves. This is a very wholesome situation.

7. Comparative Records in High School

Table 25: Showing Comparative Records in High School of Intermediate and Grammar School Graduates

PUPILS WHO DID NOT ATTEND INTERMEDIATE SCHOOLS

Year	*Pupils*	*Per cent.*	*Number with extra credits*
3	14	1	12
3½	82	7	51
4	861	70	497
4½	209	17	130
5	57	5	34
Total.....	1223	100	724

PUPILS WHO ATTENDED INTERMEDIATE SCHOOLS

Years in H. S. work inc. Inter.	*Pupils*	*Per cent*	*Number with extra credits*
3	5	2	2
3½	30	19	19
4	105	69	70
4½	12	8	6
5	3	2	....
Total.....	155	100	97

Of the pupils who did not attend intermediate school, 14, or 1 per cent., completed the course in three years (12 of this group completed this course with extra credits); 82, or 7 per cent., completed the course in three and one-half years, 51 of whom received extra credits; 209, or 17 per cent., completed the course in four and one-half years, and 5 per cent. completed the course in five years.

Of the pupils who attended the intermediate schools, 2 per cent. finished in three years, 19 per cent. in three and one-half years, 69 per cent. in four years, 8 per cent. in four and one-half years and 2 per cent. in five years.

Thus it may be seen that 90 per cent. of the pupils who attended intermediate school completed the high school in four years, or less, whereas, only 78 per cent. of the non-intermediate school students graduated from the high school in four years, or less. This would indicate that the intermediate school students are making better progress in the high school than the students from the non-intermediate school.

If it should be established that the figures indicated in the table above become truly descriptive of the situation from year to year, so that there is an expectancy of 90 per cent. of the intermediate school students entering high school being able to graduate in four years, or less, as compared with 78 per cent. of the elementary school students who are able to graduate in four years, or less, it will mean that the intermediate school contributes much in the matter of saving time on the part of students who go through the public school.

In case this is true, the apparent increase in expense in the intermediate schools will be measurably offset by a decrease in cost in the high school. In the figures above, 22 per cent. of the students who entered the high school from the non-intermediate schools spent more than four years before graduating. This involves considerable expense at the present per capita cost of instruction. The fact that one student out of twenty spends a full year extra before graduation and that one student out of six spends one-half a year extra before graduation, will, if the number becomes large, contribute heavily toward the cost of high school instruction. Again, the fact that only 8 per cent. of the students who come to the high school from the non-intermediate school are able to finish in less than four years, is of importance in comparison with the fact that 21 per cent. of the children who come from intermediate schools are able to complete the high school in less than four years.

It will be unwise to make too hasty inferences from these figures; it is too early to make final judgments. As the data accumulates within the next few years these ratios may change. Nevertheless, it is significant that the figures, as far as they go, indicate not only that the intermediate school student makes a better record, but that he costs less to educate in the high school than does the non-intermediate school student. Indeed, the figures indicate that the saving effected thus may partially offset the added expenditures earlier in the school career.

8. Distribution of 7th and 8th Grade Pupils in Elementary and Intermediate Schools

Relatively, half of the children in the city of Los Angeles now in the 7th and 8th grades are not enrolled in the intermediate schools. Figures indicate that a relatively high percentage of the students who complete the 8th grade in the intermediate school continue in the 9th grade. Likewise, an unusually large percentage of the students enter high school who complete the intermediate schools. 93 per cent. of the students who completed the intermediate school in February, entered high school this year. Thus the figures indicate clearly, that the intermediate school tends to increase the number of pupils entering high school.

9. Over-Age Pupils in the Intermediate Schools

Based on the Los Angeles system of calculating over-age, the children in the intermediate and high schools in 1914 were relatively old.

In view of the fact that the promotion rate is high in the intermediate schools, interest arises as to why this group was over-age. This may have been due to either of two causes; late entrance, or low rate of promotion during the first six years. Our data indicates that the promotion rates are inc easing, so that in the future it may be expected that the percentage of over-age shown in 1914 in the intermediate schools will decrease.

Table 26: Showing Over-Age Pupils in Los Angeles Intermediate Schools, October 30, 1914

	Grade	*Boys*		*Girls*	
		No.	*% of total*	*No.*	*% of total*
13 years and over.....	7th	925	66	767	60
14 " " "	8th	673	62	253	34
15 " " "	9th	390	53	367	51

Over-Age Pupils in the High Schools, October 30, 1914

	Grade	*Boys*		*Girls*	
		No.	*% of total*	*No.*	*% of total*
15 years and over.....	9th	1220	70	850	54
16 " " "	10th	744	65	686	57
17 " " "	11th	541	54	498	41
18 " " "	12th	312	52	352	45

The figures gathered in the Superintendent's office indicated that half of the students were one or more years over-age. As indicated in the discussion above, this will probably be reduced later. Los Angeles is interested in this problem for this reason:— If over-age means that children are spending more than twelve years in getting twelve years of work, it is costing a great deal of money for the city to provide this extra year, or more, of schooling. On the other hand, these figures may be largely due to the presence of temporary attendants, e. g., the children of tourists. Over-age may be due to irregularity in attendance and late entrance, or it may be that children who should have started to school at six years of age did not start until they were seven years old or older. In such cases, the responsibility for conditions would be altogether different than in the case indicated above. In one case the responsibility belongs to the parent, and in the other to the school

At any rate, the truth should be known, and this can only be found out by a detailed study of each individual child in the high school. Such a study might be undertaken to advantage.

10. Variation in Ratio of Teachers to Pupils

With the rapid development of the intermediate schools and the vast number of adjustments necessary in their organization, wide variation has resulted in the distribution of teachers in the various schools. Some schools have used relatively many more teachers per thousand children than others. For example, the number of students per teacher in Boyle Heights is four more than in Custer Avenue; that is to say, Custer Avenue averages 19.31 pupils per teacher, whereas Boyle Heights averages 23.94. This makes a difference of ten teachers per thousand students, a difference in cost of from $12,000 to $16,800.

Another example of this is seen in the case of the McKinley and Boyle Heights schools. Within the past two years the McKinley school has secured an additional teacher for each sixteen students. Boyle Heights has had an increase of more than one hundred students, with one less teacher. It is true that Boyle Heights, a few years ago, had relatively fewer children than the McKinley school. Nevertheless, the difference between these schools is significant. The number of pupils per teacher in the McKinley High School, March, 1916, was 20.46; at Boyle Heights, 23.94.

11. Need of Some Standard for Assigning Teachers

As the enrollment in these schools is increasing with great rapidity, the Board should establish a policy in regard to the number of pupils per teacher so as to make it possible to distribute funds throughout the schools of the city on an equitable basis.

From the standpoint of general administrative theory, it is frequently asserted that the efficiency of the schools increases as the number of pupils per teacher decreases. However, there is a difference of opinion as to the limitations of this theory. At the present time the situation in Los Angeles intermediate schools offers an excellent opportunity for finding out something definite about the unit to be recommended.

The administration should, by means of a detailed survey, make a very thorough study of the results being obtained in the different schools which are providing different numbers of teachers per thousand students. If tests were made of the efficiency of the work in Custer Avenue, registering twenty pupils, and in Boyle Heights school, registering twenty-four pupils per teacher, it would be possible to find out whether or not it is worth while to reduce the number of students per teacher in Boyle Heights or to increase the number of students per teacher in the Custer Avenue school.

While the demand for economy at the present time may not be such as to make it imperative to make such an adjustment, yet as a matter of future policy, it is highly important that the experiment which has gone on in Los Angeles, viz: that of providing a widely varying teaching force per thousand students, should be checked up. Teachers quite generally seem to feel that the results are better as a result of the fact that there is a relatively large number of teachers in the schools. But, from the standpoint of scientific accuracy, these teachers have no adequate way of judging as to whether or not the work here is better than in other cities operating under a different schedule. Nor do they have records to show that instruction is more efficient in one school than in another.

12. Opposition to the Intermediate Schools

It has been quite natural to expect that these schools should have aroused criticism. Criticism is due to a number of causes, among which is the shifting of students from one school to the other. For example, the young children below the seventh grade who have been attending elementary school R are sent to elementary schools, X, Y, and Z. This means that the wishes and expectations of parents are disturbed; that children have to accustom themselves to new routes of travel, etc., so that it is not unnatural that a spirit of opposition is aroused. Children in schools X, Y, and Z in the 7th and 8th grades are sent to school R. This means that all of the children except the children in the 7th and 8th grades in school R must make new adjustments. On the other hand, the children in the district who are ready for

the high school are accommodated much nearer their own homes than would have been the case had they been transferred to high schools. Also, many parents prefer to have their children in the schools which enroll only children of the first six grades. They believe that older children should not associate with younger children, and vice versa. From the pedagogical standpoint, theory favors the policy of providing departmental instruction as it has been earlier developed in the 7th and 8th grades in the intermediate school.

Another objection has been that some of the teachers in the schools X, Y, and Z object to giving up their older children. Some of them feel that they have been demoted. This feeling has been accentuated by the fact that the intermediate school teachers were given additional pay.

It should be said that the schools cannot be administered on the basis of making constant adjustments to complaints such as the foregoing. Cases involving travel for an unreasonable distance should be given most serious attention, and schools should not be established until after a most thorough analysis has been made by the Superintendent of the schools as to prospective difficulties. However, the Board of Education, on the basis of the analysis as made, should formulate a policy and administer the schools accordingly. There will never be a time when some parents are not more advantageously located, as far as schools are concerned, than others. Real estate men have long recognized the value of close proximity to schools.

13. A Policy Should be Established and Observed

The question as to whether or not additional schools should be established can be answered only after a thorough platting of the location of the schools in such a way as to find out whether or not they can be extended equitably. In view of the increased attendance in the upper grades of the school course, Los Angeles can afford to make considerable sacrifice in the way of minor inconveniences, as far as distance is concerned, if it is known that the extension of the intermediate schools is desired. The whole educational law is based on the fact that the community is not willing to trust the caprices of the parent so far as the welfare of the child is concerned. Educational legislation and development today is all in the direction of the attempt to hold the largest possible percentage of children until after they have completed high school. By the establishment of the intermediate school Los Angeles has introduced a promising experiment. The extension of the intermediate school, when finally determined after further study, should be a valuable aid in that direction.

14. Estimating the Cost of Intermediate Schools

Respecting the cost of intermediate schools, it should be said that the figures in the Annual Report are subject to a possible misinterpretation due to the fact that under the California law it has been necessary, until this year, to keep the elementary and high school funds separate. In so doing, arbitrary charges have been made against one or the other funds from time to time, in order actually to meet the needs of the schools. Thus, the Auditor's report of June 30th, 1915, shows the following:

School	*Cost of Instruction*	*Expense of Operation*	*Expense of Maintenance*	*Extraordinary Expense*	*Total Expense*
Boyle Heights.. Elementary....	$41,907.60	$3,832.17	$ 5,044.33	$20,191.44	$70,975.54
Boyle Heights . High School....	42,284.77	2,964.43	27.30	1,646.20	46,922.70

Average Daily Attendance		*Cost per capita*	*Total cost per capita*
736	Elementary	$ 69.00	
139	High School	239.55	$103.85

The Boyle Heights Intermediate School consists of children enrolled in the 7th, 8th and 9th year courses. The number of students in the elementary part of this school represents, roughly, two-thirds of the total number. Since the salaries of the teachers are all paid on a basis of the same salary schedule, it would seem that the natural division of expense would be chargeable: two-thirds of the total against the elementary, and one-third of the total against the high school fund. However, in view of the fact that there was more money available in the high school fund than in the elementary fund, and that certain limitations in elementary salaries compelled a redistribution of funds, more than one-half of the total amount for operating the school was paid from the high school fund. Therefore, the high school part of the intermediate school appears to cost $239.55 per capita, which is not the case. All costs of instruction in the intermediate schools should be lumped; that is, $41,970.60 should be added to $42,294.77; this should be divided by the average daily attendance. A per capita cost for instruction in the intermediate schools would then be $91.02. This per capita cost is not unreasonable as compared with cost of operation in the high school in view of the fact that the teachers are paid on the same salary schedule.

15. Recommendations

The Committee recommends:

1: That the policy of educating children in the intermediate schools be continued, and that, after a thorough analysis of all factors involved, additional intermediate schools be established from time to time, as conditions warrant.

2: That the investigation begun by this Committee be continued so as to discover the relative effectiveness of instruction of pupils in the grammar and in the intermediate schools.

3: That the policy of outlining courses suggesting different life or vocational interests be continued.

4: That a Bureau of Research be directed to unde take the task of determining an optimum number of children per teacher in the various subjects.

VI
HIGH SCHOOLS

Los Angeles operates the following high schools:—Franklin, Gardena, Hollywood, Lincoln, Lomita, Los Angeles, Manual Arts, Owensmouth, Polytechnic, San Fernando, San Pedro, Van Nuys and Wilmington. These high schools vary as to size, as is shown in the table. They also differ somewhat in regard to character. An attempt has been made to emphasize agricultural work at Gardena; marine work at San Pedro; technical work at Polytechnic; academic work at Los Angeles and Hollywood. The Superintendent reports that Manual Arts High School has from the beginning endeavored to be a cosmopolitan high school.

1. Distinctive Features of the High Schools

One of the distinctive features of the Los Angeles high schools is the fact that the students are given a wide range of choice in the matter of taking work leading toward vocational interests.

The students in Los Angeles find it possible to choose from a very large number of subjects. Moreover, the principals have offered valuable assistance to the students by arranging a large number of courses suited to their different interests.

Reference to the table found on a later page indicates that the actual selection of courses on the part of students varies from school to school. A majority of the students select what may be termed general courses. There are exceptions and these exceptions contribute largely to the number of small classes reported in a later table.

2. The Special Versus the Cosmopolitan High School

The high schools of Los Angeles have been established at different periods with different conceptions. For example, the Los Angeles High School was considered to be primarily charged with the responsibility of serving students desiring college preparatory work. However, in recent years additional courses have been established in commercial work, manual training, home economics and agriculture. At present these courses in agriculture, manual training and home economics are not extensive. Similarly Polytechnic High School was created for the purpose of making a technical high school. As the students have increased in number there has grown a demand for additional work, as indicated in the enrollment in general elective courses, which are in no sense technical courses. The Manual Arts high school has become in effect a cosmopolitan high school in which a very wide range of courses are offered. On the one hand courses in Latin are offered; on the other, courses in millinery and technical work for girls, as well as machine shop and automobile work for boys.

Thus it may be seen that these three schools, established for different purposes, have come to be more and more alike. These changes are due not only to the possible desire of the Board or its officers but to the demands of the people within the adjoining territory.

The question of the Special vs. the Cosmopolitan High School should be decided by consideration of educational values, costs and convenience to students. Unless there be some distinctive features in the tone or spirit of a school organization which makes the segregation desirable of a special group of students such as is suggested in the establishment of junior colleges, there is no reason why the service of the high school should not be sufficiently broad to meet the demands of a neighborhood.

Cost is another important factor. This is dependent on size of enrollment of classes, and relative cost of instruction and equipment. In those subjects in which special equipment is necessary, such as the installation of machine shops, cost may be an important item. However, a class in language, mathematics or any of the usual high school subjects may be taught as economically in one building as in another. Again, if the enrollment is so low as to involve a duplication of many small classes, when a smaller number of classes enrolling a larger number of children could be maintained in fewer buildings, then some intelligent discretion should be used so as to guard against unnecessary expenditure.

On the ground of convenience all arguments favor Cosmopolitan High Schools. The committee recommends that courses be multiplied in high schools as the convenience of neighborhoods requires, subject to the condition that there be no unnecessary duplication of equipment and no unnecessary multiplication of small classes. These facts can only be determined by special investigation from time to time.

3. Electives in High Schools

With the growth of the large high schools in Los Angeles it has become possible to offer a wide range of subject matter without materially increasing the expense. In other words, if there is a sufficient number of students taking language to require the entire time of ten teachers, no increase of cost is involved if some of the teachers teach French, others German, others Latin, etc. The large high schools, consequently, are able to offer a wide range of electives without difficulty. This, however, is not the case with the smaller high schools in the outlying districts. The administration has recognized this in a measure, and has not offered as wide a range of courses in these schools as in the larger schools. They have also attempted to reduce expenses, and at the same time provide electives, by offering work in alternate

years. For example, in the Wilmington High School the Department of Science offers physics one year and chemistry the next; thus the two subjects are offered without additional expense as far as teaching is concerned.

In general, it may be said that educators are not agreed as to the extent to which students may be permitted to elect work. Some believe that many drop out of high school because they have not been able to pursue the subjects they felt would be helpful to them. Therefore a wide range of choice has been offered. Los Angeles, in common with many other cities, has offered the student many electives, and the students by thousands have been attracted to the schools.

Others believe that a wide discretion in electing studies does not prove that the pupil may choose wisely. This does not imply that the tastes or abilities of pupils should be disregarded, but that these should not be confounded with caprice.

The elective system should be continued pending a study of results. Inasmuch as these courses have been established a relatively short time, it is impossible to determine whether or not this opportunity for free electives reacts beneficially on students as a whole. Because educational values are so difficult to determine, educational results are usually judged on the surface. To quote one of the high school principals:

"The answer cannot be given until after the policy has been in operation six or seven years, because students who have been graduated from the high school at the present time have not had the benefit of the complete organization extending through six years."

In summarizing, it should be said that Los Angeles, in common with other cities, is attempting the experiment of offering electives with the hope of improving the effectiveness of secondary instruction. The answer cannot be determined within less then several years, five at least. Therefore, this Committee recommends that the elective system be continued, and that a follow-up method of tracing the subsequent progress of pupils be inaugurated.

4. Growth in the High School Enrollment

Los Angeles, in common with other cities in the United States, shows a marked increase in the percentage of students enrolled in the High School. Within recent years there has been everywhere seen a marked tendency to fill up the upper grades. This is shown very strikingly by the figures given in the table below. This table should be read as follows:

In 1896-7, of the total number of children enrolled in the public schools, 12.4 percent were in the kindergarten; 19.9 per cent. were in the first grade; 13.1 per cent. were in the second grade;

10.8 per cent. were in the third grade, etc., showing 0.6 per cent. only in the 12th year.

TABLE 27: SHOWING PERCENTAGE OF ENROLLMENT IN ALL GRADES

Year	*K*	1	2	3	4	5	6	7	8	9	10	11	12
96–7.....	12.4	19.9	13.1	10.8	10.8	9.4	8.0	6.0	4.3	3.0	1.3	.7	.6
01–2.....	11.1	16.8	12.3	12.8	10.8	10.6	9.1	6.0	4.2	3.2	1.7	.8	.6
06–7.....	8.6	17.9	10.3	12.5	11.4	10.5	8.6	7.2	5.1	4.3	1.9	.8	.7
11–12.....	9.4	16.4	10.4	10.6	9.9	8.9	8.6	7.3	6.9	5.8	2.8	1.5	1.1
12–13.....	9.9	16.2	10.3	10.3	19.1	8.8	8.2	7.1	7.8	4.8	2.9	1.9	1.5
13–14.....	9.85	15.96	10.01	10.48	9.96	8.9	8.0	1.7	7.7	4.9	3.0	2.11	1.48
14–15.....	9.8	14.4	10.4	9.6	9.5	9.2	7.9	8.2	8.6	5.2	3.3	2.06	1.8

6.3 per cent. of the total enrollment was in the high school in 1901, and in 1906, 7.7 per cent. of the total enrollment was in the high school. In 1911-12, 11.2 per cent. were enrolled in the high school. In 1914-15, 12.3 per cent. were enrolled in the high school. This should be very gratifying to the City of Los Angeles, as it is an excellent measure of the success of the public school system in holding its students for the high school.

It is of interest in this connection to note the variable interest throughout the United States, as follows:

Percentage of Total Enrollment Found in High School

Minneapolis	14	per	cent. plus.
Boston	13	"	" "
Los Angeles	12	"	" "
Detroit	9	"	" "
St. Louis	6	"	" "
Cleveland	6	"	" "
Newark	5	"	" "

This shows not only the fact that cities vary in holding power, but it also shows that Los Angeles ranks well up to the front in this particular.

5. PERCENTAGE OF HIGH SCHOOL STUDENTS IN SENIOR CLASS

Interest attaches, as to the proportion in the senior classes, of the total enrollment of the 9th, 10th, 11th and 12th years. The table below shows that this number varies from 6 per cent. in the Wilmington high school to 24 per cent. in the Lincoln High School. The mode is 20 per cent. The figures for the United States as reported by the Commissioner of Education in 1914 show 21 per cent. of the high school enrollment to be in the senior class. Thus Los Angeles is on the whole somewhat above the normal in this respect.

Table 28: Showing Percentage of Senior Pupils in High School of Total Enrolled.

Gardena	20
Hollywood	21
Lincoln	24
Los Angeles	23
Manual Arts	20
Polytechnic	20
San Fernando	20
San Pedro	15
Van Nuys	11
Wilmington	6

6. Elimination of Pupils from the High School

Responses from the high school principals relative to the number of students who dropped out during the term ending February, 1916 indicates the fact that 9½ per cent. of the pupils in the various classes dropped out at some time during their semesters. This dropping out was more noticeable in the case of the 9th year than in the senior year as indicated from the fact that the dropping out was 15 per cent. in the 9th year and only 4-10 of 1 per cent. in the 12th year. Only 13 per cent. of the 9th grade students who had been in the intermediate schools dropped courses, as compared with 15 per cent. of the 9th grade students who had come from the non-intermediate schools. For the 10th year 12 per cent. of the former intermediate school students dropped their work as compared with 9 per cent. of the non-intermediate school students. This indicates that a certain gap still exists for the student who enters the high school from the intermediate school. In other words, the students who entered the high school from the 8th grade found difficulties of adjustment, as indicated by the percentage of students dropping work, and in the same way the students in the 10th year coming from the intermediate school found similar difficulties of adjustment as indicated from the fact that 12 per cent. dropped the work.

However, in the 11th and 12th grades the intermediate school student makes a better record, as far as dropping courses is concerned, than does the student from the grammar school.

Table 29 below shows this data in detail.

TABLE 29: SHOWING THE ELIMINATION OF HIGH SCHOOL PUPILS ACCORDING TO YEARS

Grade year	*Total enrl.*	*Total elimin-ated*	*Per cent. elimin-ated*	*No. enrld. from inter. school*	*No. elmd. who enrld. From inter. school*	*Per cent. elmd.*	*No. enrld. from ord. 8th grade*	*No. elmd. who enrld. from 8th grade*	*Per cent. elmd.*
9	2427	358	15	443	59	13	1976	299	15
10	2501	247	10	1151	135	12	1296	112	9
11	1857	151	8	700	41	6	1101	110	10
12	1238	50	4	403	13	3	793	37	5
Total.	8023	806	10	2697	248	9	5166	458	9

Grand Total Enrollment.....15886
" " elimination..... 1512
per cent..... 9.5

The table means that in the 9th grade there were 2,427 students enrolled, 358, or 15% of whom dropped a course. 59, or 13% of the 443 students who came from the intermediate school dropped a course, etc.

7. SIZE OF CLASSES IN INTERMEDIATE AND HIGH SCHOOLS

The Board of Education in January of this year sent out an inquiry to each teacher in the city asking for a detailed statement of the teacher's activity for each day in the week, including the time given to actual classes, roll call, conference periods, assembly duty and playground, together with the number of students under the charge of the teacher during each of these periods.

These data were rearranged by your committee for the entire city so as to show the size of classes in each intermediate and high school in the different subjects taught. Reference to the tables following makes it possible for this information to be secured for each school. Tables 30-31 show the distribution of classes by subjects in the high and intermediate schools combined. It should be borne in mind that the number of classes of different size is subject to variation from semester to semester and even at different times in the same semester. However, these are the facts for the week ending January 28, 1916, as given by the teachers. Every teacher in the city reported.

It is noteworthy that there was wide variation in the size of classes. For example, more than 25 per cent. of the classes registered fewer than 15 students. There were more than 650 classes registering fewer than 10 students. On the other hand there were 176 groups enrolling 40 or more students.

TABLE 30: SHOWING THE DISTRIBUTION OF CLASSES BY SUBJECTS IN THE HIGH AND INTERMEDIATE SCHOOLS

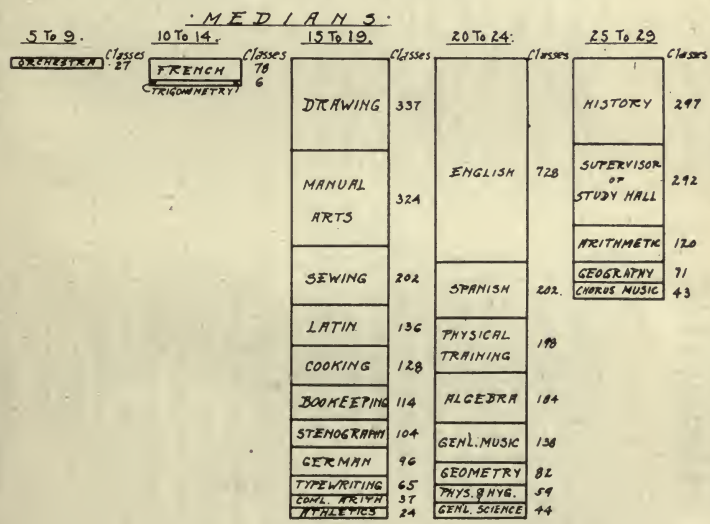
	Size of Class											
	0 *to* 4	5 *to* 9	10 *to* 14	15 *to* 19	20 *to* 24	25 *to* 29	30 *to* 34	35 *to* 39	40 *to* 44	45 *to* 49	50	*Medians*
Cooking	6	25	24	47	24	2	..	..	..	..	..	15–19
Sewing	18	22	35	71	40	12	3	1	..	..	..	15–19
French	4	17	22	21	12	4	..	..	..	..	..	10–14
English	31	40	72	87	165	164	102	52	12	3	..	20–24
Algebra	4	7	17	26	40	57	27	5	..	1	..	20–24
Drawing	18	44	46	66	68	63	14	4	9	5	..	15–19
Manual and industrial Arts	14	57	82	91	55	24	..	1	..	..	..	15–19
Supervision of study hall	19	22	16	21	36	40	57	38	11	6	26	25–29
Geometry	..	10	7	12	23	26	4	..	..	..	..	20–24
Commercial and business arithmetic	2	5	9	9	5	4	2	1	..	..	..	15–19
Trigonometry	1	1	1	..	..	2	1	..	..	..	..	10–14
Stenography	16	11	16	27	16	10	4	3	1	..	..	15–19
Typewriting	4	7	13	19	12	4	2	3	1	..	..	15–19
Bookkeeping	2	15	21	31	17	17	6	4	..	1	..	15–19
Physiology and hygiene	..	4	6	9	10	8	11	5	4	2	..	20–24
General science	..	4	5	12	4	11	3	5	..	..	..	20–24
Agricultural	29	15	12	9	..	..	..	..	..	..	..	5–9
General Music	11	21	16	18	12	20	14	12	10	2	2	20–24
Chorus Music	2	..	1	8	6	4	5	5	1	2	9	25–29
Orchestra Music	9	7	3	..	3	3	1	..	1	..	..	5–9

	Size of Class											
	0 to 4	5 to 9	10 to 14	15 to 19	20 to 24	25 to 29	30 to 34	35 to 39	40 to 44	45 to 49	50	Medians
Physical training...	4	5	25	35	30	19	22	19	14	8	17	20–24
Athletics....	..	2	6	4	7	1	1	1	2	..	..	15–19
Latin.....	12	27	17	19	20	23	8	..				15–19
Spanish.....	7	21	28	31	54	37	16	8	..	..	..	20–24
German.....	8	19	18	29	11	8	2	1	..	..	..	15–19
History.....	3	15	23	33	58	69	58	28	7	3	..	25–29
Geography..	1	2	3	9	7	18	11	11	7	1	1	25–29
Arithmetic..	2	1	7	16	22	27	26	12	5	2	..	25–29
Total.....	227	426	551	760	757	677	400	219	85	36	55	

Grand total.....4193

FIG-16.

CLASSES IN INTERMEDIATE AND HIGH SCHOOLS ARRANGED ACCORDING TO NUMBER AND MEDIAN LIMITS OF ENROLMENT. (See Table 30)



8. Attendance By Schools And Subjects

Table 31: Showing Attendance by Schools and Subjects in Intermediate and High Schools for Week Ending January 28, 1916

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J. C.	Hollywood H. & J. C.	Total
ARITHMETIC—(including Household Arithmetic)																					
0– 4	..	..	..	..	..	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	2
5– 9	..	..	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	1
10–14	..	1	1	..	..	..	..	1	2	..	1	1	..	..	..	..	..	..	..	..	7
15–19	2	..	3	..	3	1	1	1	..	2	2	..	1	..	..	..	..	..	..	..	16
20–24	3	3	..	..	1	2	2	2	5	3	..	..	1	..	..	..	..	..	..	..	22
25–29	..	2	4	..	5	3	5	2	3	3	..	..	..	..	..	..	..	..	..	..	27
30–34	1	4	10	2	..	2	3	1	3	..	..	..	..	..	..	..	..	..	..	..	26
35–39	..	3	2	4	1	1	1	..	..	..	..	..	..	..	..	..	..	..	..	..	12
40–44	2	..	1	1	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	5
45–49	1	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
Commercial and Business Arithmetic																					
0– 4	..	..	..	..	..	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	2
5– 9	..	..	..	..	1	..	..	1	..	1	..	1	..	..	..	1	..	..	..	..	5
10–14	1	1	2	..	1	..	1	..	1	..	..	..	..	1	..	..	..	..	1	..	9
15–19	1	..	..	1	..	..	1	1	1	1	..	..	..	..	..	..	..	..	3	..	9
20–24	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	1	1	2	5
25–29	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	1	1	4
30–34	..	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	1	..	2
35–39	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
Algebra																					
0– 4	..	1	..	..	1	..	..	..	..	..	..	..	1	..	1	..	..	..	..	..	4
5– 9	..	1	..	..	4	..	..	..	..	1	..	..	..	..	..	..	..	..	1	..	7
10–14	2	1	..	..	..	..	1	1	3	2	1	..	..	1	2	1	2	..	..	..	17
15–19	2	2	..	..	5	1	2	1	2	1	..	1	1	..	1	1	4	1	1	..	26
20–24	1	5	3	..	3	2	1	4	2	..	2	..	..	..	..	3	6	6	2	..	40
25–29	..	3	3	2	1	1	4	4	4	..	1	..	..	..	..	7	8	8	11	..	57
30–34	3	..	..	1	..	4	3	2	1	..	..	..	..	..	..	6	..	5	2	..	27
35–39	1	..	..	3	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	5
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	0
45–49	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....

TABLE 31—CONTINUED

Size of Class	Berendo J.	McKinley J.	14th Street J.	Sentous J.	Custer J.	Boyle J.	30th Street J.	Virgil J.	Lincoln J. & H.	San Pedro J. & H.	Gardena J. & H.	Wilmington J. & H.	Van Nuys J. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J. C.	Hollywood H. & J. C.	Total
Geometry (Plane, Solid and Descriptive)																					
0– 4																					
5– 9					1	1			1	1		2	2		1	1					10
10–14		1			1					1						1	1		2		7
15–19	1	1	1	1			1				1				1		2	1	1	1	12
20–24									2		1						5	3	6	6	23
25–29								1	2								6	7	6	4	26
30–34																	1	1	1	1	4
35–39																					
40–44																					
45–49																					
Trigonometry																					
0– 4															1						1
6– 9															1						1
10–14																	1				1
15–19																					
20–24																					
25–29																1		1			2
30–34																		1			1
35–39																					
40–44																					
45–49																					
Geography																					
0– 4					1																1
6– 9										1							1				2
10–14		1							1				1								3
15–19		1				2			2	1							3				9
20–24		2						2	1								2				7
25–29		1	2	1	3	1		2	5	2							1				18
30–34		2	1	3	2	3			1												11
35–39		2	2	2	1	3		1													11
40–44	2	1		1		2					1										7
45–49	1																				1
50–		1																			1

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J.C.	Hollywood H. & J. C.	Total
History																					
0– 4	1	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	1	..	..	3
5– 9	1	2	1	..	1	..	..	1	..	..	..	2	2	1	2	1	1	1	..	..	15
10–14	3	2	1	..	1	2	2	..	3	4	..	2	..	..	..	..	2	..	1	..	23
15–19	1	4		1	2	1	4	2	5	2	1	..	..	..	..	..	..	6	3	1	33
20–24	1	2	4	1	3	4	1	2	6	3	2	..	1	..	..	..	7	13	4	4	58
25–29	4	5	3	2	2	3	5	2	2	..	1	..	..	..	1	1	11	18	1	9	69
30–34	1	2	3	2	1	8	5	4	4	..	1	..	..	..	..	..	6	4	7	10	58
35–39	4	3	..	3	2	3	3	1	..	..	..	..	..	..	..	..	4	..	5	..	28
40–44	..	1	1	2	.	1	..	1	1	..	..	..	..	..	..	..	..	..	..	..	7
45–49	..	..	..	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..	3
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
General Science																					
0– 4	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
5– 9	1	..	..	..	1	..	..	1	..	..	..	..	..	..	1	..	..	..	..	..	4
10–14	2	..	..	..	1	..	..	1	..	..	..	..	..	..	..	..	..	..	..	1	5
15–19	1	..	1	..	1	..	1	..	2	..	..	1	..	..	..	..	2	..	1	2	12
20–24	..	..	1	2	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	4
25–29	..	..	2	1	1	..	..	2	..	..	..	..	..	..	..	..	..	..	2	3	11
30–34	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2	..	3
35–39	..	..	..	..	..	1	2	..	..	..	..	..	..	..	..	..	2	..	..	..	5
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
English																					
0– 4	1	3	..	..	..	4	2	..	5	2	..	1	1	..	3	2	3	1	3	..	31
5– 9	3	4	..	..	..	7	1	..	4	3	..	1	1	1	1	..	4	4	3	3	40
10–14	6	7	..	..	3	8	2	3	9	4	4	5	3	1	..	2	7	3	9	..	72
15–19	1	8	3	3	2	6	4	1	3	4	4	3	1	..	1	4	18	6	10	5	87
20–24	5	3	8	4	7	8	7	8	16	8	3	..	1	..	..	..	22	25	23	17	165
25–29	4	7	6	7	7	9	6	7	8	5	5	..	..	..	..	..	20	25	25	23	164
30–34	3	8	12	4	7	9	12	7	6	..	1	..	..	..	..	..	10	3	7	13	102
35–39	9	6	4	11	2	..	6	4	5	..	..	..	..	..	..	..	2	1	..	2	52
40–44	4	..	..	3	1	2	1	..	..	..	..	..	..	..	..	..	..	1	..	2	12
45–49	1	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J.C.	Hollywood H. & J. C.	Total
											French										
0– 4	..	1	..	..	1	..	..	..	..	..	..	..	..	..	..	1	..	1	..	..	4
5– 9	..	..	..	1	3	2	1	1	4	..	..	..	..	..	..	..	1	2	..	2	17
10–14	5	..	..	3	2	2	2	2	1	..	..	..	..	..	..	..	1	1	1	2	22
15–19	..	..	..	1	..	1	1	1	..	..	..	..	..	..	..	..	4	4	7	2	21
20–24	1	..	..	1	..	..	..	2	..	..	..	..	..	..	..	..	1	1	1	5	12
25–29	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2	1	1	..	4
30–34	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
											German										
0– 4	..	..	..	..	1	2	..	..	1	..	..	..	2	..	1	1	..	..	..	..	8
5– 9	1	2	1	..	2	3	..	3	2	..	..	..	..	..	..	1	1	1	1	1	19
10–14	2	1	1	..	..	1	3	1	3	..	..	..	..	2	..	..	1	1	1	1	18
15–19	1	1	3	3	1	1	1	2	2	..	..	..	..	..	..	..	3	3	4	4	29
20–24	..	1	1	..	1	1	2	..	..	..	..	..	..	..	..	..	3	..	..	2	11
25–29	1	1	..	1	..	1	..	..	1	..	..	..	..	..	..	..	1	1	2	..	8
30–34	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..	..	2
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..	..	..	1
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
											Spanish										
0– 4	..	..	..	..	..	..	..	..	5	..	..	1	..	..	..	..	1	..	..	..	7
5– 9	..	1	..	2	..	..	..	1	2	5	1	..	1	..	2	2	..	2	2	..	21
10–14	2	3	..	1	4	..	1	1	4	..	..	2	1	..	..	1	1	4	2	1	28
15–19	3	4	..	3	4	..	1	..	8	..	3	..	..	..	1	..	1	3	2	4	31
20–24	2	3	5	2	..	2	7	1	7	..	1	..	..	..	..	..	4	6	7	7	54
25–29	2	3	2	..	2	8	3	..	5	..	..	..	..	..	..	..	6	1	3	2	37
30–34	..	1	1	1	..	2	2	..	..	..	..	..	..	..	..	..	4	1	2	2	16
35–39	..	1	..	1	..	3	..	3	..	..	..	..	..	..	..	..	..	..	..	..	8
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J. C.	Hollywood H. & J. C.	Total
Latin																					
0– 4	..	2	..	1	..	1	..	..	1	2	..	..	4	..	1	..	..	..	..	..	12
5– 9	3	3	..	1	3	..	1	..	4	1	..	..	..	1	..	2	..	2	5	1	27
10–14	3	..	..	1	1	1	2	.	1	..	..	..	1	..	1	1	..	1	2	2	17
15–19	..	..	..	1	1	1	2	1	1	..	..	..	..	..	..	1	..	4	5	2	19
20–24	1	..	..	..	..	2	1	2	..	..	..	..	..	..	..	..	..	2	7	5	20
25–29	1	..	..	1	..	..	..	..	2	..	..	..	..	..	..	..	..	5	5	9	23
30–34	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	1	2	4	8
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Drawing																					
0– 4	..	..	..	..	..	1	..	..	..	9	1	2	2	..	2	1	..	..	..	..	18
5– 9	..	6	..	..	2	..	..	1	7	5	3	..	1	..	4	2	..	..	10	3	44
10–14	..	3	3	1	3	..	2	..	6	4	1	2	2	1	..	..	1	8	8	2	46
15–19	..	6	2	3	2	4	..	3	8	..	3	..	..	..	1	..	9	6	9	10	66
20–24	4	2	3	3	4	1	2	1	2	1	2	..	..	..	..	..	19	5	13	6	68
25–29	..	2	6	3	..	7	4	2	..	2	..	..	..	..	..	..	19	2	14	2	63
30–34	2	1	1	..	..	5	..	..	..	..	..	..	..	..	..	..	1	..	4	..	14
35–39	..	2	..	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	4
40–44	4	..	1	..	..	..	4	..	..	..	..	..	..	..	..	..	..	..	..	..	9
45–49	5	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	5
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Music (General)																					
0– 4	..	..	..	..	..	2	..	..	..	1	..	2	3	..	1	..	..	..	1	1	11
5– 9	..	..	..	..	..	2	4	..	2	..	..	..	..	..	..	..	7	2	1	3	21
10–14	1	..	..	..	..	..	..	1	..	1	..	..	..	..	..	..	1	6	3	3	16
15–19	1	2	..	..	..	..	..	1	1	1	..	..	..	..	..	..	3	3	5	1	18
20–24	2	..	..	3	..	2	1	1	..	1	..	..	..	..	..	..	2	..	..	..	12
25–29	1	3	1	1	..	2	..	3	2	1	..	..	1	..	..	..	3	..	..	2	20
30–34	1	..	1	2	1	3	1	1	..	..	..	..	..	..	..	..	..	..	4	..	14
35–39	1	2	2	2	..	1	1	..	..	..	..	..	..	..	..	..	..	..	3	..	12
40–44	2	2	2	..	1	..	2	..	..	..	..	..	..	..	..	..	..	..	1	..	10
45–49	..	..	..	..	1	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2
50–	..	..	..	..	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J.C.	Hollywood H. & J. C.	Total
Music (Chorus)																					
0– 4	..	..	..	..	..	1	..	..	1	..	..	..	..	..	..	..	..	..	..	..	2
5– 9	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
10–14	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	1
15–19	..	..	1	..	..	1	..	..	1	..	..	1	1	..	..	..	1	..	..	2	8
20–24	..	1	..	..	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..	..	6
25–29	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	1	1	3	..	4
30–34	..	..	..	..	..	1	..	..	3	..	..	..	..	..	..	..	..	1	1	..	5
35–39	..	..	..	1	..	..	..	..	1	..	1	..	..	..	..	..	..	..	2	..	5
40–44	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	1
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2	..	•2
50–	1	..	..	..	..	..	4	..	..	..	..	..	..	..	..	..	2	2	2	..	9
Music (Orchestra)																					
0– 4	..	..	1	..	2	..	..	..	..	..	..	..	3	..	1	..	1	..	1	..	9
5– 9	..	..	1	..	3	..	1	1	..	..	..	..	..	..	..	..	1	..	..	..	7
10–14	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	1	..	..	3
15–19	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
20–24	..	..	..	..	1	1	..	..	..	..	..	..	..	..	..	..	1	..	..	..	3
25–29	..	2	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3
30–34	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..	..	1
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
40–44	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	1
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
Bookkeeping																					
0– 4	..	2	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	2
5– 9	..	..	..	..	2	..	2	..	2	2	1	..	1	..	1	1	..	..	2	1	15
10–14	1	3	1	..	2	1	2	..	2	..	1	2	..	1	..	..	3	..	..	2	21
15–19	..	7	3	1	2	2	2	1	2	3	2	..	..	..	..	2	1	1	2	..	31
20–24	.	1	1	1	1	1	3	1	2	..	..	..	..	..	..	..	3	2	1	..	17
25–29	1	..	..	1	..	1	1	..	..	..	..	..	..	..	..	..	3	1	5	4	17
30–34	..	..	..	4	..	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	6
35–39	1	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	2	..	4
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
45–49	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J. C.	Hollywood H. & J. C.	Total
Stenography																					
0– 4	..	2	..	..	..	1	..	..	3	..	..	1	5	..	..	2	1	.	1	..	16
5– 9	..	1	1	1	..	2	2	2	..	..	..	..	..	..	..	..	..	..	1	1	11
10–14	1	2	2	..	..	2	1	1	1	1	..	..	..	..	..	..	1	..	2	2	16
15–19	..	3	1	1	1	1	4	..	2	..	2	..	..	..	..	..	3	3	5	1	27
20–24	1	4	2	1	3	..	1	..	..	..	..	..	..	..	..	..	..	1	3	..	16
25–29	..	..	1	2	..	5	..	..	..	..	..	..	..	..	..	..	..	..	2	..	10
30–34	..	..	..	..	1	1	1	..	..	..	..	..	..	..	..	..	1	..	..	..	4
35–39	..	..	..	..	2	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3
40–44	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Typewriting																					
0– 4	1	..	..	..	..	..	..	..	1	1	..	..	1	..	..	..	..	..	..	..	4
5– 9	1	..	1	1	..	..	..	..	..	1	..	1	1	..	..	1	..	..	..	..	7
10–14	2	..	..	..	..	..	..	..	3	..	3	1	..	..	..	..	2	..	..	2	13
15–19	1	4	..	1	1	..	..	..	2	1	4	..	..	..	..	..	2	..	3	..	19
20–24	..	..	..	1	3	..	..	..	..	..	..	..	..	..	..	1	..	3	4	..	12
25–29	..	..	..	2	..	..	..	..	1	..	..	..	..	..	..	..	..	1	..	..	4
30–34	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	1	..	..	2
35–39	..	..	..	..	2	..	..	..	..	..	..	..	..	..	..	..	1	..	..	..	3
40–44	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Cookery																					
0– 4	..	..	..	..	..	..	..	..	..	..	..	..	2	..	2	2	..	..	..	..	6
5– 9	1	2	10	..	..	2	..	2	2	2	..	..	..	..	2	2	..	..	..	..	25
10–14	2	2	..	..	2	..	6	..	4	2	..	..	..	..	..	..	1	2	1	2	24
15–19	2	7	6	2	4	2	4	2	2	..	..	..	..	..	..	..	7	2	5	2	47
20–24	2	..	2	2	..	1	2	..	..	1	..	..	..	..	..	..	6	..	2	6	24
25–29	..	..	..	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2
30–34	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J. C.	Hollywood H. & J. C.	Total
Sewing																					
0– 4	..	..	1	..	2	2	..	..	..	1	..	2	6	2	2	..	..	..	..	..	18
5– 9	..	..	1	..	..	3	..	..	..	6	..	3	..	2	4	2	..	..	1	..	22
10–14	2	4	4	..	..	1	..	3	7	1	..	3	..	..	..	..	2	2	5	1	35
15–19	4	4	4	3	3	3	6	4	7	1	2	..	1	..	..	2	7	4	7	9	71
20–24	1	4	..	2	..	7	2	..	2	2	..	..	..	..	..	..	8	..	8	4	40
25–29	1	1	..	2	2	3	2	..	..	..	..	..	..	..	..	..	1	..	..	..	12
30–34	..	..	..	..	..	3	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3
35–39	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
Agriculture																					
0– 4	5	..	..	..	3	5	..	7	..	..	6	..	2	..	..	..	..	1	..	..	29
5– 9	3	..	..	..	1	..	..	1	..	..	6	..	1	..	..	1	1	1	..	..	15
10–14	..	..	..	..	..	..	..	..	..	..	10	..	..	..	..	..	2	..	..	..	12
15–19	..	..	..	..	..	1	..	..	..	..	5	..	..	..	..	..	2	..	..	1	9
20–24	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
25–29	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
30–34	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
Manual and Industrial Arts																					
0– 4	..	..	4	..	1	2	..	..	..	3	..	..	1	..	..	1	2	..	..	..	14
5– 9	1	4	1	6	1	10	..	..	1	8	5	2	1	..	..	4	7	1	5	..	57
10–14	2	11	3	2	4	6	4	2	12	1	1	..	2	..	..	..	18	..	11	3	82
15–19	4	7	6	2	6	10	6	6	7	4	3	..	..	..	..	..	12	5	5	8	91
20–24	2	5	2	7	4	2	5	4	..	2	..	..	..	..	..	..	2	2	15	3	55
25–29	4	..	..	..	..	2	1	2	..	1	..	..	..	..	..	..	..	..	10	4	24
30–34	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
35–39	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	1
40–44	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
45–49	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....
50–	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	.....

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boule I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J. C.	Hollywood H. & J. C.	Total
	Athletics																				
0– 4																					
5– 9																	1			1	2
10–14															2	1	3				6
15–19																1	3				4
20–24																			4	3	7
25–29																	1				1
30–34																	1				1
35–39																1					1
40–44																1				1	2
45–49																					
50–																					
	Physical Training																				
0– 4			1		1			1			1										4
5– 9			1		1						2								1		5
10–14	1		3	1	2	1	3	5	2	1					2	2	1	1			25
15–19	1	4	2		5	1	3	3	3		2	1			2	3	3	2			35
20–24	3	4	2	1		5	1		2		1				3	3	1	4			30
25–29			1		3	2	1	1			1				4	4		2			19
30–34	2	2	1	2	1	1	2		1			2			2	3	2	1			22
35–39		1	1			2	1		3						2	1	8				19
40–44	2	1		1		2			2						4		1	1			14
45–49			1	2		2									2		1				8
50–					2		1								5	5	2	2			17
	Physiology and Hygiene																				
0– 4																					
5– 9									1	1							1	1			4
10–14	2									1					2		1				6
15–19	1	1		1				2										4			9
20–24	1			2				1	2							3	1				10
25–29		1						1	2							1	2	1			8
30–34	1	3	1		2	1	2									1					11
35–39			1				2	1									1				5
40–44			1			1										1	1				4
45–49						1										1					2
50–																					

TABLE 31—CONTINUED

Size of Class	Berendo I.	McKinley I.	14th Street I.	Sentous I.	Custer I.	Boyle I.	30th Street I.	Virgil I.	Lincoln I. & H.	San Pedro I. & H.	Gardena I. & H.	Wilmington I. & H.	Van Nuys I. & H.	Lomita	Owensmouth H.	San Fernando H.	Manual Arts H.	L. A. H. & J. C.	L. A. Poly. H. & J.C.	Hollywood H. & J. C.	Total
	Supervision of Study Hall																				
0– 4	..	..	..	..	1	13	1	2	2	..	..	..	..	..	..	..	..	..	..	..	19
5– 9	..	..	2	..	1	15	..	1	2	..	..	1	..	..	..	..	..	..	..	..	22
10–14	2	1	1	..	1	3	1	3	2	..	..	1	..	..	..	..	1	..	..	..	16
15–19	3	..	3	..	7	4	..	2	2	..	..	..	..	..	..	..	..	..	..	..	21
20–24	2	..	4	..	5	9	7	4	5	..	..	..	..	..	..	..	..	..	..	..	36
25–29	6	..	4	..	3	10	2	8	5	..	..	..	..	..	..	..	..	..	2	..	40
30–34	7	..	13	..	6	7	6	10	6	..	..	..	1	..	..	..	..	..	..	1	57
35–39	4	..	4	..	6	10	6	4	4	..	..	..	..	..	..	..	..	..	..	..	38
40–44	..	..	2	..	3	4	2	..	..	..	..	..	..	..	..	..	..	..	..	..	11
45–49	..	..	1	..	..	3	..	..	2	..	..	..	..	..	..	..	..	..	..	..	6
50–	..	..	..	..	..	2	..	..	5	..	..	..	..	..	..	..	4	..	..	15	26

Table 30 shows that the median size of classes varied from 5 to 9 in orchestra work, from 25 to 29 in arithmetic, geography, history and chorus music. This variation is but natural in view of the fact that relatively few students can be cared for at a single time in orchestra work, and also relatively few students care to take this type of work as compared with the large number of studentswho enroll in classes in the other subjects.

In arithmetic, which includes household arithmetic, the Berendo Street Intermediate School operated two classes of fifteen to nineteen students; three from twenty to twenty-four; one to thirty-four students; two to forty-four students and one forty-five to forty-nine students. Boyle Heights and San Pedro each operate one class with a registration of four or less. A reference to the right-hand column of the table indicates that the city has operated two arithmetic classes with four or less students; one with five to nine students; seven with ten to fourteen students, etc.

As it has been the announced policy to discourage classes enrolling fewer than fifteen students, it is somewhat surprising to find the large number of classes enrolling fewer than that number. These small classes are found not only in the case of cooking, manual training, sewing and similar subjects, but they are also

found in English, mathematics and history courses. Inasmuch as certain subjects are required, such as English, it seems highly probable that an administrative re-organization might be effected by the principals, making it possible to increase the size of the small classes and at the same time reduce the size of some of the larger classes.

It is to be expected that there will be small classes in the small outlying districts; it is a fact also that there are a good many small classes in the larger intermediate schools. In analyzing these data one cannot help feeling that there are great possibilities for improving this condition by reorganizing these schools in such a way as to eliminate a large number of classes with low enrollment. This does not necessarily mean that small classes should be arbitrarily cut out without giving due consideration to the points at issue in each particular case. Nevertheless, it will become imperative, sooner or later, to have some limit fixed in regard to the minimum size of classes. This will be found desirable not only from the standpoint of economy but also from the standpoint of the pupil. There is surely a lower limit for the size of classes beyond which the opportunities for reciprocal stimulation on the part of the children are reduced to the minimum.

Further analysis of the reports indicates that there are many instances where teachers have organized small classes in addition to their regularly assigned work. For example, a standard number of "periods" per day in the intermediate schools is 6. Not a few teachers were engaged for 7 periods. For the most part, these extra periods were devoted to individual help and reported under terms of "Individual help," "Coaching and Latin," "Hall and Yard duty," "Office work," "Chorus," etc.

These evidences of a disposition on the part of teacher to care voluntarily for extra groups are in every way commendable and to be encouraged. Los Angeles is fortunate in having so many teachers in the high and intermediate schools who do this.

From the nature of the data available, your committee has been unable to sharply differentiate all of these classes of extra activities from the regularly assigned duties. This situation emphasizes the need which your committee expressed elsewhere in this report of an accurate system of consistent records that will make it possible to explain all of the factors involved. A Division of Research should organize inquiries and establish facts relative to these conditions. Many of these classes have been established in response to the desires of children for a wide range of electives. Many of them are necessary because of the small enrollment in certain schools. Nevertheless, the fact that

there are 150 classes in English registering fewer than 15 students indicates that other issues are involved than elective courses and the policy of maintaining high schools in the outlying districts.

Your Committee does not pretend to pass judgment on this method of organization. If it is found that fifteen is an unsatisfactory minimum another standard should be established. After this standard is set a somewhat rigid enforcement of the number should be required in all of the larger schools. So long as the schools are continued in the outlying districts it will be necessary to maintain small classes, unless a radical change is made in the curriculum of such schools. Even then a certain number of small classes would be inevitable.

However, it is recommended that a Bureau of Research be charged with the responsibility of the evaluation of this policy with the hope of ultimately establishing optimum standards for size of classes in the different subjects. Other discussions of the need for these standards appear elsewhere in this report.

This analysis is not to be considered as a criticism of the administration of education in Los Angeles. It is simply a statement of facts which indicates an unusual situation and should be continued or changed only after a most elaborate analysis of conditions. As it stands, it challenges the attention of the educational administration.

The following form was used in gathering this information:

TABLE 32: SHOWING FORM USED BY THE BOARD OF EDUCATION IN REQUESTING TEACHERS TO STATE SCHEDULE OF WORK OF EACH FOR SCHOOL WEEK ENDING JANUARY 28, 1916

Periods	*Give time in minutes each period*	*Class taught by whom*	*Subject*	*No. of pupils in actual attendance each period*	*If a portion of the class are absent state where they were, how employed, and in charge of what teacher*	*If the class was in charge of another teacher, state how your time was employed. If in charge of pupils state No. of pupils and nature of work done*
Monday						
1st Per.	20	John Doe	Classroom study.....	32	.....	.....
2nd "	43	" "	A7 History	24	.....	.....
3rd "	43	" "	B8 English	23	.....	.....
4th "	43	" "	A9 English	11	.....	.....
5th "	43	" "	Lunch.....	.....	.....	Lunch
6th "	43	" "	Supervised girls yard	229 apprx.	.....	.....
7th "	43	" "	.....	.....	.....	Corrected A9 book rp.
8th "	42	" "	Supervised study. Helps in Algebra English	41	3 Mechanical drawing with Jane Doe	
9th "	43	" "	A7 History	36	.....	.....
10th "	37	" "	A7 History	28	.....	.....
11th "	5	" "	Roll Call..	32	.....	.....
12th "	.....	.....	.....	.....	.....	.....
13th "	.....	.....	.....	.....	.....	.....
14th "	.....	.....	.....	.....	.....	.....
15th "	.....	.....	.....	.....	.....	.....

The schedule called for similar information for each day of that week.

VII

JUNIOR COLLEGES

1. Distribution in Los Angeles

At the present time the records indicate that junior colleges are in operation in three high schools, viz: Los Angeles, Polytechnic and Hollywood. In addition to these recognized junior colleges, post graduate courses are offered in seven other schools. The Auditor's office is unable to tell the per capita cost of instruction in these schools.

As the enrollment in junior college and post graduate students is large, it is evident that the parents of the children in these high schools are anxious to have this type of work offered. Indeed, in one high school, some work is offered in the third year college work. In all probability, in at least two of the high schools, the community will ultimately demand a three or four year course. This is in line with the development elsewhere. The Board should recognize very clearly that they will have to face, within a comparatively short time, a demand for a four-year collegiate course. Cincinnati and New York City maintain city colleges.

The students in the Polytechnic High School who are taking junior college work seem to be anxious to get out to work as soon as they have completed the two-year course. The principal of this school reported that in his judgment there will not be a strong demand for an institution of this type of work beyond the present two-year standard. The principals of some of the other schools have already felt pressure from their patrons demanding more college training.

In general, it is our judgment that additional junior colleges should not be established. Rather, an attempt should be made to co-ordinate the junior course already offered in the different high schools into one strong junior college. The distance is to be reckoned with, but, in view of the age of the student, and the facilities of transportation which the city of Los Angeles affords, this should be no barrier.

The isolation of the college work within a single institution would make it possible for the institution to foster a certain amount of college spirit and group ideals. The establishment of the office of Dean of the junior college is an expression of this need on the part of the high school at the present time.

2. Growth in Enrollmelt

Table 33: Showing the Growth in Enrollment of Junior Colleges in the Los Angeles High Schools

Total Enrollment

	1912–13	1913–14	1914–15
Hollywood High	...	61	82
Los Angeles High	165	209	302
Polytechnic High	Counted as P. G.'s.		

Average Daily Attendance

	1912–13	1913–14	1914–15
Hollywood High	...	43	65 Apprx.
Los Angeles High	97	158	250
Polytechnic High	Counted as P. G.'s		

It is interesting to note that compared with total enrollment the average daily attendance is relatively low for these students.

In addition to student registration in the junior colleges, it has been the practice to register certain students as post graduate students. The table below shows this enrollment for the past few years.

Table 34: Showing Growth in Enrollment in Number of Post Graduate Students in the Los Angeles High Schools

TOTAL ENROLLMENT

	1910–11	1911–12	1912–13	1913–14	1914–15
Gardena High	.....	.....	.....	.....	3
Hollywood High	4	16	51	.....	.....
Lincoln High	.....	.....	.....	.....	15
Los Angeles High	46	51	.....	.....	.....
Manual Arts High	.....	.....	.....	112 (only from Feb. to June)	151
Polytechnic High	55	91	130	160	172
San Fernando	1	.....	3	7	5

AVERAGE DAILY ATTENDANCE

	1910–11	1911–12	1912–13	1913–14	1914–15
Gardena Agri. High. *	.....	.....	.....	.....	1
Hollywood High	2	7	30	.....	(Approx.)
Los Angeles High	18	21	.....	.....	.....
Lincoln High	.....	.....	.....	.....	11
Manual Arts High	.....	.....	.....	43 (only from Feb. to June)	95
Polytechnic High	33	51	64	74	70
San Fernando High	.....	.....	1	4	3 Approx.

*No record kept at the schools; have always been counted as 12th-year pupils in reports to state.

3. Recommendations

The Committee recommends:

1: That no more junior colleges be established at the present time.

2: That the possibility of co-ordination of all the junior colleges into one city college is worthy of serious consideration on the part of the Board.

VIII

EVENING ELEMENTARY SCHOOLS

1. Scope of Activities

The first evening schools were established for those who had been denied or had neglected opportunites for elementary instruction during earlier years. The next development was the establishment of evening high schools which afforded ambitious and studious men and women means of increasing their knowledge, skill and earning capacity. The third step in evening instruction was necessitated by the rapidly growing foreign population in American communities. These schools were originally conceived in a philanthropic spirit. It was not long, however, before thinking citizens perceived that they were as necessary for the community as for the foreigner. The tremendous problem presented by the successive waves of immigration, made up of those who were strangers not only to our language, but to our social and political institutions as well, compelled some method of solution. It was natural that this task should be assigned to the schools, which, however imperfectly, have yet contributed more to the solution of this problem than any other agency, public or private.

Since the establishment of these activities, many others have been added. Los Angeles in this respect resembles other American cities, large and small.

The multiplication of these activities has been furthered by the disposition to use the school plant to the maximum. It has seemed a proper and obvious thing that buildings which so peculiarly belong to the people should be open to it to the greatest possible extent. The sentiment finds expression in the present State Law.

Therefore it happens that in public schools almost every type of evening activity has been developed. Shops, kitchens, sewing rooms, auditoriums, gymnasiums, playgrounds, have all been freely employed.

One problem that has arisen in the development of the evening school activities is that of proper organization. For a long time evening activities escaped the usual demands imposed on the organization of the day schools. The care and thought given to the certification and training of teachers, the need of making accurate records and reports, the necessity of checking the relative values of different types of work performed—all these, as a rule, have been disregarded or perfunctorily treated in evening school organization. Evening instruction was conceived, and in many places is yet conceived, as a sort of unregulated subsidiary type of educational effort, needing little real supervision.

2. The Problem of Cost

The second problem is one of cost. So long as evening schools were few in number, or were limited, they were considered pleasing ventures with a certain sentimental value. Now that they have been extended to their present size and number, the cost of financing them has become noticeable and in some cases heavy. The rapid increase in cost in Los Angeles is shown in Table 6. It is probably true that if the money is wisely expended, even if the amount be large, the educational dividend will be correspondingly high.

No one will question that even a poorly organized evening school does considerable good. No one familiar with the facts can doubt that the conduct of even well organized evening schools involves a large waste of effort and money, due to irregular and infrequent attendance.

Furthermore, the indefinite possibilities of extension, especially when the school is in charge of an aggressive principal, do multiply cost. It is a correct attitude for a principal to assume when he states that he wishes to see his evening school give maximum service. A school can become a convenient branch for a city library; therefore a teacher is selected as a branch librarian. A group of young people need recreation under direct and proper conditions; therefore a social club with a leader is selected. Some parents cannot leave their little ones at home; therefore a nursery is started. Adolescent boys are better off in a playground under competent leadership; therefore a gymnastic teacher or playground leader should be added. Children in miserable homes should have a place to play games, or practise primary manual arts; therefore a teacher is appointed to supervise the activity. It is not unnatural that the ease with which any sort of activity can be put into operation may result in establishing facilities not always worth continuing.

No argument is needed to prove that many of these activities are beneficial. They may yet become the most valuable features of the evening school.

Because this multiplication of activities increases cost rapidly, waste must be reduced and extravagance avoided. First, a city should pay for instruction for those who need instruction, not as a matter of philanthropy, or sentiment, but for the salvation of the state. Secondly, a city should open the school to the neighborhood, not only because the law permits it, but because the development of community sentiment is good for the state. The law states that these communities must be supervised. If the city must pay for this supervision—and that seems to be the legal condition—then the Board must have a policy.

A budget should be prepared and the demands set forth. There should be discretion shown in the method of expenditure so that whatever gives the greatest values should have the widest extension. It would be well, no doubt, if a department of education could do everything everywhere. The facts are, it cannot. Then it should, through the suggestion of its supervisory officers, discriminate between the various activities so that those most generously attended will receive more than a meagre allowance.

The application of these principles may be discussed with reference to each of the different departments of the Los Angeles evening elementary schools.

These may be divided as follows:

ELEMENTARY INSTRUCTIONS FOR ENGLISH SPEAKING PEOPLE OF NEGLECTED EDUCATION OR FOR YOUNG PEOPLE WITH WORK PERMITS.

INSTRUCTION IN ENGLISH TO ENGLISH SPEAKING FOREIGNERS AND TO THOSE PREPARING TO TAKE CITIZEN PAPERS (FOREIGN AND CITIZEN CLASSES.)

CLASSES IN COMMERCIAL SUBJECTS.

CLASSES IN MANUAL AND DOMESTIC ARTS, SHOP AND COOKING AND WEAVING.

CLASSES FOR PHYSICAL DEVELOPMELT; GYMNASIUMS AND PLAYGROUDS.

CLASSES FOR SOCIAL RECREATION, GAMES, DANCING.

3. Elementary Instruction for English Speaking Pupils

Fourteen classes were observed during a fortnight. The difficulty of grading pupils requires a method of grouping and of instruction largely individual. There was a great deal of busy work, much of it of a character that would occupy the time of pupils rather than contribute to their progress. The teaching of these pupils in the elementary grades was generally more competent than that shown in the teaching of foreigners; the problem is better understood by teachers.

Many of the "work permit" pupils were obviously too fatigued to give any sustained attention, but that is a condition teachers cannot control. The compulsory attendance of children in evening classes for instruction after a day of labor is not in accord with the best current opinion. Much of the legislation originally adopted was initiated by an excellent philanthropic motive, but it is generally condemned as unsuitable for children who need rest and rational recreation after working hours.

So long as the state requires the attendance of boys and girls under 16 at evening school, the city can exercise no dis-

cretion. It would be wise if California would enact legislation similar to that of Wisconsin, which requires that such persons when employed should attend school a minimum number of hours per week between 8 A. M. and 6 P. M. If compulsory legislation of this kind seems inadvisable, then discretionary legislation permitting cities to require day attendance for a minimum number of hours per week in day schools could be substituted. Such permissive legislation has been adopted in New York State.

4. The Instruction of Foreigners

(a) those learning english

Compared with the mill towns of New England, or the manufacturing towns of Pennsylvania, or some of the cities of the East, it cannot be said that Los Angeles has a formidable foreign problem. This, however, is additional reason why Los Angeles should provide for the instruction of the foreigners it now has. Apparently twenty per cent. of the present population were born in countries in which English is not the current language. It is impossible to state how many of these persons cannot speak English, but the number is sufficient to require attention. The problem should be met now, when it is possible to do so.

Instruction in English, though of primary importance, should not constitute the whole of instruction. Quite apart from the preparation involved in the training of citizens for naturalization, a course for foreigners should include instruction in civics. This means not only knowledge of the organization of our national government, but also of local conditions, social and political. Whether the foreign resident be a citizen, or not, it is necessary for the city itself, as well as for him, that he understand what the city requires of all its people as to manners, conditions of living, and observance of laws and social standards.

Instruction in English to foreigners is a highly specialized process. Normal school training for teachers intending to teach in the elementary grades is a most inadequate preparation. Even though under such conditions an occasional Normal graduate will develop extraordinary ability, dependence on this fact is a very uncertain method of providing teachers.

The employment of day school teachers in evening schools is referred to elsewhere. It may be stated now that, if competent teachers have to be withdrawn from evening schools for reasan however good, they should be replaced by other teachers equally competent or more competent.

In observing the actual work of twenty-five teachers of English to foreigners, the conclusion has been reached that only a

minority of the teachers were familiar with the technique of the work. When it was pointed out that many of the relations and questions were too difficult or highly unsuitable, the answer of four teachers was that the foreigner liked something hard—something beyond him, and unless this desire was satisfied he would not stay. Yet, if the figures of attendance be counted, it will be noted that there is abundant evidence that the majority of the pupils had already departed.

The grading was poor, although that condition seemed to be the result of the very small attendance. The average attendance of the classes at the time observed was less than ten. This, of course, may have been increased at some other time during the evening.

There are at present no facilities in Los Angeles for instructing teachers in proper methods for teaching English to foreigners, although such methods exist and may be definitely demonstrated. The Committee recommends that, pending some other organization, the five most successful teachers who have made some study of the subject be invited to start normal classes for ten successive Saturday evenings for those who intend to teach non-English speaking foreigners. At least five of these lessons should be demonstration lessons with actual classes. Attendance might be required as a condition of appointment, or it could be voluntary. The cost of these normal classes at $5.00 per teacher per evening would not be more than $250 for the year.

The committee also recommends, when sufficient time shall have elapsed, that teachers of foreigners be selected after special examinations not only in methods but in civics, and the method of teaching civics. A new method of selection like this cannot be accomplished immediately, but it should be begun.

(b) THOSE IN CITIZENSHIP CLASSES

There were ten citizenship classes in session in the elementary evening schools. They were made up of foreigners familiar with English. In some cases the classes were made up of students preparing for the final examination for citizenship papers.

There seems to be unnecessary duplication of this special type of work for the following reasons: in the Los Angeles Evening High School there is an organized plan for naturalization classes. All but four of the citizenship classes in elementary schools are established within a mile of the high school. Their average attendance on the night of visitation was less than nine.

The fault is not merely one of unnecessary duplication. Duplication in this case is bad for instruction. In the Los Angeles Evening High School the work is in charge of a teacher especially

assigned to it, on an allowance of 30 hours per week. Ten hours are spent on teaching, twenty hours in day assignments related to the work of naturalization. As a result more pupils are taught, and probably better taught, so that the apparently increased cost at the time of the visit is more than compensated for by increased attendance. It would be better if so much of the instruction in "citizenship" as involved "Preparation for naturalization" in the elementary evening school could be centralized in fewer schools so as to be of maximum value to those who attend. The argument of distance between homes and school does not seem pertinent when the residences of some of those who now attend the Los Angeles Evening High School course is considered. This committee has not had opportunity to examine the character of work done. There is no question that the Los Angeles Evening High School center was well organized. As a rule the evening elementary school centers were not.

There is undoubtedly a place in the elementary evening schools for some of the pupils now in citizenship classes. The work in the Los Angeles high school citizenship classes is not adapted to them. These pupils really need additional instruction in English and in elementary branches. A new organization should be created by which the larger number of foreigners could be distributed in as many schools as are needed, subject to conditions of proper grading. The smaller number should be centered in fewer schools where they can be better taught and where a better system of grading can be worked out. A course for first year foreigners is a different thing from a course for foreigners who already have a considerable knowledge of English.

Almost the only conception of a method of teaching foreigners that teachers in the elementary evening schools have employed is "individual instruction". Individual instruction is itself an excellent thing, but it should not be employed as a mere formula. There are successful methods of instruction for foreigners which experience has discovered and which are psychologically sound. They can be applied to larger numbers in the early part of the year. If so applied there would probably not be such a tremendous drop in attendance.

5. Classes in Commercial Subjects

There were six of these classes in the evening schools. They embrace one or more of the following subjects: book-keeping, penmanship, typewriting, stenography. Three of the classes had a satisfactory attendance of from 15 to 16. The favorite subject is stenography. In this subject only a minority of the students attended long enough to get any real good from the

subject. The lack of an adequate record of evening school activities makes it impossible to state what benefit accrues to pupils in those schools where commercial subjects, especially stenography, are taught. The teaching was competent and the students who remained long enough were undoubtedly benefitted. Unless distance is absolutely prohibitive, it would be better for the students' sake to center such activities in the high schools. If distance is too great, a definite number of centers, probably three, could be established and proper equipment provided. At the present time in some of the evening elementary schools neither the furniture nor equipment desirable for commercial instruction is available. For example, the number of typewriters in some evening schools is quite insufficient. If collected and placed in fewer centers, better classes could be organized. An attempt is now made in several commercial classes to teach several commercial subjects in a class by groups, apparently to keep up a sufficient registration.

6. Classes in the Manual and Domestic Arts, Shop Training, Sewing, Dressmaking and Cookery

The number of classes observed was: 5 in sewing, 3 in cooking, 1 in millinery, 2 in basketry and weaving and 6 in sloyd. The largest class in cookery (19) was made up of girls attending day elementary school. The millinery class, like all the classes observed in the particular school in which this instruction was being given, was exceptionally good, with an attendance of 20. The other 7 classes engaged in various occupations had an attendance of 10 or less, the average attendance being 6. The 6 sloyd rooms were attended by 76 pupils of whom all but 16 were day school boys. The average attendance was 11. One shop had no lumber and three pupils. It was not clear why, under the circumstances, this class might not have been suspended until lumber was available.

The classes in manual subjects, except in sloyd, and the particular exceptions referred to, were disappointing in the volume of attendance. Classes like these are generally well attended. When attendance falls so low, it seems quite useless to try to continue them. There was no evidence, however, that the causes for the poor attendance could be attributed to the teachers; they showed a great interest in their work and in students present.

7. Classes for Physical Development

These included playgrounds and gymnastics. On one playground 24 persons were present. At another a considerable crowd, probably 50, was watching a basket-ball contest. The

attendance at other playgrounds was 5, 10, 16, 24. These figures may seem much or little. There is no real method of counting attendance in playground activities, since the boys come and go and the number alternates constantly. It can only be affirmed that at the time a member of the Committee visited their classes there seemed to be no sign of the interest and activity that might naturally be expected, except in two playgrounds. The gymnasiums average 13 in attendance.

8. Classes for Social Recreation, Games, and Dancing

The California law conceives the school to be a civic center. In the same building are housed classes for adults, for children and for dancing and games. That the schoolhouse should be a neighborhood club or civic center for the families of the district, adults and children, is an excellent ideal.

It may be stated that the conception was being well realized in two schools. In a third the paucity of numbers suggested that the social phase of school organization played little part, if any, in the life of the neighborhood. In the fourth school, the dance was poorly conducted; a tactful supervisor was badly needed. The school which gave the deepest impression of service and interesting work, had no social club at all, though there was a well conducted playground. This is, however, not an argument against the social center. Had the same principal had social activities in her school, they would probably have been excellent.

The state law requires that social centers shall be supervised. Successful supervision of social activities is a rare gift. The supervisor needs to be active, yet not officiously so. Her attitude should not be one of indifference, nor should it suggest the watchman or police officer. The position of supervisor requires a sympathetic understanding of people, and it absolutely requires a thorough knowledge of the neighborhood. The Committee believes that the development of the social center is a movement to be encouraged. It cannot be properly developed by assigning a person for two or three evenings a week, who does not know the people.

It is possible to organize a civic community center from another standpoint; one that would be purely democratic, self-controlled and self-supporting. Apparently the law does not contemplate such a system. If the social life in the school is to be regulated by a teacher, it requires a different method from that which now prevails. Her assignment should make it possible for her to give more time.

9. Miscellaneous Activities

To care for the children of those parents who must accompany them, one school maintains an evening nursery for those who attend the classes. No record was made of the attendance. No criticism can be made of a nursery, if it is the policy of the Board to establish a nursery as part of the activities of a neighborhood school. No other nursery was found in the evening elementary schools, although the classes of adults were as numerous and averaged higher in attendance in schools that had no nursery attached. This raises the question of whether the nursery in evening schools is necessary, and, if necessary, why it should not be extended.

In another school there was a librarian who acted as a distributor of a branch library. The advantage, as stated, was that parents who took the books from the school did not have to pay a fine if books were kept too long, whereas they would have to pay a fine if they took the books directly from the library. During the month the librarian had distributed 163 books. The Committee makes no recommendation. If the policy of the Board of Education, with respect to the evening schools, includes the employment of one librarian in a single school, to act as a distributor and advisor in the circulation of books, there is no question but that this librarian is excellently qualified for the work.

There were in the elementary evening schools three classes in Spanish, and within a mile of these two schools there was an evening high school class giving instruction in the same subject. It should be observed that the teachers in the elmentary schools were as successful and as competent as those in the evening high schools. But this does not explain the reason for duplication when all the classes were small.

There were game rooms in six schools, one of the schools had two game rooms. They usually have a good attendance, those present being, as a rule, children of school age, or younger. The minimum attendance was 5 in one school, and the maximum 28 in another.

TABLE 35: SHOWING EVENING ELEMENTARY SCHOOLS VISITED IN TWO WEEKS AND ATTENDANCE IN EACH CLASS, WITH NUMBER ATTENDING AND NOT ATTENDING DAY SCHOOL, AVERAGE OF EACH, AND NUMBER OF DAY SCHOOL TEACHERS EMPLOYED

Schools visited between 7 and 9 P. M.	*Ungraded elementary*	*Eng. to foreigners*	*Citizenship*	*Spanish*	*Commercial*	*Sewing*	*Cooking*	*Millinery*	*Basketry*	*Sloyd*	*Playgrounds*	*Gymnasium*	*Games*	*Social, etc.*	*Nursery*	*Library*	*Total*	*Not attending day school*	*Attending day school*	*Total*	*Average on total*	*Average on non-attendance*	*Day-school teachers employed*
Alpine	..	1	..	..	..	1	1	..	..	1	1	..	1	..	..	1	7	24	58	82	12	3	1
Amelia	2	..	..	..	..	..	..	..	..	..	1	..	1	..	..	..	4	4	21	25	6	5	..
Bridge	1	1	1	1	..	1	..	..	..	1	1	..	1	1	..	..	9	72	30	102	12	8	5
Castelar	..	9	1	..	..	1	..	..	1	1	1	1	..	..	1	..	16	135	72	207	13	8	6
Cornwell	1	..	2	..	..	..	..	..	..	..	1	1	1	..	..	..	6	65	24	89	15	11	2
†Dominguez	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Fifth Street	1	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	2	18	4	22	11	9	1
First Street	2	..	..	1	1	..	..	1	..	1	1	..	1	..	..	..	8	120	4	124	16	15	2
†14th Street	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Grand Avenue	3	2	1	..	2	..	..	..	..	1	..	..	..	..	..	..	9	75	13	88	10	8	7
Macy Street	1	4	..	..	..	1	1	..	..	1	..	..	..	1	..	..	9	88	17	105	12	10	4
Olive Street	..	2	2	..	1	..	..	..	..	..	..	..	..	..	..	..	5	76	..	76	15	15	4
Rosemont (no count)	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
21st Avenue	1½	..	1	1	1	..	..	..	..	..	1	..	2	2	..	..	9½	61	43	104	11	6	1
Utah	1	3	1	1	1	1	1	..	..	..	..	..	..	..	..	..	9	89	32	121	13	10	2
Wilmington	1	1	1	..	..	..	..	..	1	..	..	..	..	..	..	..	4	30	..	30	8	8	4
Total	14½	23	10	4	6	5	3	1	2	6	8	2	7	4	1	1	94½	857	318	1175	..	..	..

† Not visited.

IX
THE EVENING HIGH SCHOOLS

The four evening high schools were visited, Polytechnic, Los Angeles, Wilmington and San Pedro. In the last named no evening high school class was in session at the time of the visit.

The policy of the evening high schools of the city is so broad and extensive, both as to subjects taught and students enrolled, that it is difficult to make any recommendation.

The number of subjects is so varied, that a simple classification only seems necessary,—high school subjects, occupations including gymnastics, and elementary subjects. It must of course be understood that the name "evening high school" is somewhat inaccurate. No qualification is made as to students; they may be day workers, or boys and girls attending day high school and in some cases, day elementary schools. The subjects may be high school subjects or they may not be. The reason for terming these schools evening high schools is apparently, that the buildings in which the evening sessions are held are high school buildings during the day, and that the teachers who happen to be employed in them are paid at a rate accordingly, no matter what they teach or whom they teach. This at least is the case in the larger evening high schools.

This statement is not to be construed as a criticism but only as a statement of fact, so that the expression "evening high school" may be clearly understood. It is probable that the teaching in evening high schools is better for the reason that the attendance is higher and because being better paid it will attract a better type of teacher. This is true in the main, even though some individual teachers in the evening elementary schools may be better than some individual teachers in evening high schools.

It is pertinent to compare the Los Angeles policy with policies prevailing in some other cities, such, for example, as those in Boston and in New York. Taking the latter as a type, because it is by far the largest and eldest of evening school systems, the differences that prevail in the policy and organization with those of Los Angeles will be interesting.

In the New York evening high schools no students are admitted who are not entitled to enter a regular high school, or who cannot prove the equivalent of elementary school graduation. This does not apply to trade classes, though, as a rule, evening instruction in trades is housed in separate buildings. In the trade classes those who have no trade affiliations, who wish simply to be handy with tools, are not admitted. Apprentices are encouraged since it is believed (and this belief is universal among students of industrial education) that public evening trade classes,—machine working, applied electricity, plumbing, print-

ing and certain women's trades, should be established to train apprentices to become skilled trade workers. The state of New York allows no funds to classes in the trades unless those present are actual trade workers.

There are special classes for working boys who are compelled to attend evening schools but these are in elementary schools only. In no case is a boy or girl attending day school permitted to attend an evening school. The wisdom of this regulation may be questioned. It must be remembered, however, that there is provision for day pupils in the community, social and recreation centers and in the study rooms conducted during the evening.

Respecting the question of teaching the same subject in elementary and in evening high schools, the practice is to separate them definitely. Women's occupations, such as cooking, sewing and dressmaking, millinery and embroidery, are placed in elementary schools only. In the few cases in which these are actual trade subjects they are taught as such in high or trade schools. Trade instruction follows a fixed sequence of steps. The teachers are expert workmen. The conditions are trade conditions. Trade classes are not concerned in aiding the pupils to supply their needs for clothing or home necessities, whereas this is encouraged in elementary classes in women's occupations.

Conditions affecting teachers are different. There are eligible lists for evening high school teachers and the examinations are severe. Each teacher is appointed from a list in order of standing and no variations are allowed. Trade teachers, men or women, must not only pass examinations, but must be expert workmen and must give evidence of such expertness not only by credentials but by actual performance. The pay of all evening school principals and teachers is $2 per evening more in New York than in Los Angeles, except evening elementary teachers, who receive $1 more. The work of each teacher and principal is reported upon annually, and those whose work is not good are not reappointed; if they are day school teachers, they must have a similar record for day school service.

As this Committee has already pointed out, the practice in other places does not imply that similar practices are suitable here. Los Angeles, like every place, should be familiar with what others are doing, and it must then decide its policy for itself. In the establishment of its evening high schools, Los Angeles does have a policy. That policy is to open high school buildings in the evening to everyone, for anything he wishes, so long as he cares to follow it or study it, and provided only that the equipment is available, that teachers may be found, that there are sufficient pupils to form a class. It is a very broad policy indeed—and a very generous one.

X

SOME ADDITIONAL PROBLEMS AND COMMENTS

1. Attendance in Evening Elementary Schools

A table is presented showing the number of classes and sessions, and occasional visits made during the first two weeks of May to the evening elementary schools. Counting all the pupils observed, whether attendants at day school or not, or on the playground, there were but three classes out of a total of thirteen which averaged fifteen per teacher. Of those who were observed in the evening schools, less than 80% were made up of persons who did not also attend day school. The total number o pupils who were observed in all the evening schools in this city at the time of visit was 1175. For 94 classes this average of 12 for all pupils would be a bad showing under any circumstances, but too many inferences should not be made from it. It may be that at the time of visitation there were extraordinary occasions or reasons for this low attendance. It is undoubtedly true that attendance in all evening school systems always tends to be reduced towards the end of the season. Since evening schools must be open in California for the whole year, the reduction through the month of May would be approximately greater in Los Angeles than cities outside of the State in which evening school sessions end in April and March.

Again, although attendance does indicate a great deal, and although a good teacher is apt to have a high rate of attendance, it sti l remains true that the quality of the attendance is more important that the average. Thus, a few pupils attending throughout the year would mean more for instruction than 50 pupils attending at the beginning of the year, and coming and going as the sessions advanced, so that every few weeks only a small number of the original membership remained. The present method of keeping records for the evening elementary school shows little but the bare facts of attendance. There is no way of determin ng which subjects have a constant attendance of the same group of pupils, or even of learning how many people attend the evening school within a stated period of time, e. g., for 10 nights or less, 10 to 20 nights, 20 to 30 nights, etc.

2. Divisions and Semesters

In evening elementary school the school year should be divided into two or three semesters. A vigorous publicity campaign should precede the opening of each semester so that those who may be unaware of the facilities offered may attend when the semester has opened. After the semester has begun, all publi-

city should be dropped until the next semester when measures should be taken to notify the public. The constant dropping in and out of pupils may not be evident in the figures of attendance but it is one which neutralizes any real earnest effort.

If schools are to be established as evening centers, in what are termed neighborhood centers, some one peculiarly competent to direct such school should be selected. If the principal knows the neighborhood well (as she should) and if she is enthusiastic and able, her services shou'd be obtained. They are too valuable to lose. No rule for forbidding double service should be applied in the case of such persons.

3. Attendance in Evening High Schools

As has already been stated the attendance in evening high schools averages higher than in evening elementary schools. The method of computing attendance is bad. There are three periods per evening. The official attendance is at the second period. It is true that this method tends to show the maximum attendance; that it includes all the pupils who come later and all who leave early. It is not an accurate statement of attendance.

If there are three periods of attendance there should be three records, and the evening attendance should be the average.

4. Clerical Help

The evening high schools should have sufficient clerical help to permit the presentation of all the figures. The Committee is unable to affirm, through lack of data, what additional clerical assistance, if any, is required. The need of more complete and more frequent records is patent.

5. Attendance in All Types of Evening Schools

Concerning attendance generally the Committee suggests that principals should have discretion as to hours of opening and closing the sessions, without reducing the total period. In some of the evening schools there were teachers who had no pupils at the hour of opening or a considerable time thereafter. If the hour is too early it should be fixed at a later period. It may be stated with a fair degree of certainty that under the present method there are large numbers of teachers who had little or nothing to do during the first half hour of the session, when the evening schools were visited.

The rapid reduction in enrollment suggests the need of better methods of school supervision. Principals should be warned

not to allow the classes to become overcrowded at the beginning of the session. When the number of admissions is fixed, applicants should wait the formation of a new class. It does not add to the value of evening schools to permit them to be used merely at convenience.

The record should be complete, and should give actual enrollment and attendance of all pupils whether in or out of day school. If a rule be established of a minimum attendance of 15, a month should not elapse before it is observed. Principals should be authorized and directed to reduce the number of classes when it is quite evident that the pupils attending are insufficient. Sudden spurts that temporarily raise enrollment are practically worthless for instruction, even if they bring a few pupils together for a brief period. In reducing or consolidating classes the supervisor in charge of all evening schools should be permitted some discretion. It is unwise to break up small classes in an advanced subject like trigonometry or calculus.

6. Employment of Day School Teachers

The policy in Los Angeles is to select for evening school service only teachers who do not serve in day schools. There were in the evening elementary schools less than thirty-five such teachers, including sloyd teachers.

The policy, it is agreed, is sound if competent evening school teachers can be secured. This is not a simple problem. Unless it is possible to obtain satisfactory instructors from other than the day school corps it is suggested that day school teachers may be employed in evening schools, subject to the condition that they have served as teachers in Los Angeles not less than one year, and that their service has been satisfactory both in day and evening school for the year preceding.

The evening schools need supervision by some one who can give abundant time to their development. Waste, through unnecessary duplication or other faulty organization, should be reduced. Los Angeles is not spending too much money on its evening schools. The aim should be to spend it more effectively.

7. Recommendations

The Committee recommends:

1: That the supervising authority in charge of evening schools be relieved of other duties so as to be free, so far as possible, to give fu l time to the reorganization and more intensive supervision of the evening schools.

2: That in organizing the evening elementary schools and evening high schools, subjects and classes be assigned in such a manner as to avoid unnecessary duplication.

3: That arrangements be made for the normal instruction of teachers of foreigners, either independently or in co-operation with the Normal School.

4: That the method of selecting and appointing teachers be organized so as to secure the most competent teachers, in accordance with suggestions made in this report.

5: That principals be empowered to modify the hours in beginning and opening sessions, or that permission be given for changing such hours when the days lengthen.

6: That principals be empowered to drop classes in cases in which it is evident that the registration is too small, or in cases in which the average attendance is below the minimum fixed for a period of ten evenings.

7: That the system of records be re-organized so as to indicate the exact number of pupils attending each period or each evening of evening school sessions, and the distribution of pupils by subjects and periods of attendance.

8: That discretion be permitted the supervisory officer in applying the rules forbidding the employment of teachers or principals engaged in day work, when proper reasons are given therefor.

XI

THE EXPERIENCE, TRAINING AND CERTIFICATION OF PRINCIPALS, TEACHERS AND SUPERVISORS

1. In Elementary Schools

Table 36: Showing Experience, Training and Certification of the Various Grades of Teachers, Principals and Supervisors. These Reports do Not Include All Teachers Employed. In All Cases in Which Teachers Reported College Attendance This Was Assumed to Include Either Normal or High School Training

KINDERGARTEN DIRECTORS (137)

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	7	24	27	37	20	20	2
Experience out of Los Angeles	14	13	17	9	...	...	...
Total experience	...	10	22	44	24	33	4

Median number years total experience 5–10

Years of study	1	2	3	4	5	6
High school only	....	1	2	...	3	...
Normal only	...	...	...	...	...	...
High and normal	2	29	8	4	...	...
College	14	16	5	6	....	...
University	....	16	5	...	1	...
Correspondence school since 1911	1	1	...	...	...	...
Saturday school since 1911	15	1	...	...	...	...
Summer " " "	....	24	14	6	1	...

Certificates	*Kg.*	*Rg. and elem.*	*Kg. and 1st gr.*	*Kg. and spcl. elem.*	*Kg. and H. S. spcl.*	*Total*
Number having	120	4	6	6	1	137

Years of service	½-1	2-3	3-5	5-10	10-15	15-25	*Over* 25
Experience in Los Angeles	35	55	13	6	3	1	1
Experience out of Los Angeles	9	14	5	15	2	2	....
Total experience	16	44	23	18	8	4	1

Median number years total experience 3-5

Years of study	1	2	3	4	5	6
High school only	...	..	..	..	...	....
Normal school only	...	..	..	..	...	....
High school and normal	...	78	6	2	...	....
College	16	1	..	2	...	....
University	2	2	1	..	...	....
Correspondence school since 1911	7	..	..	..	...	....
Saturday " " "	13	..	..	..	...	....
Summer " " "	17	6	2	..	...	....

Certificates	*Kg. Elem.*	*Kg. & Elem.*	*Kg. & 1st Gr.*	*Kg. & Spl. Elem.*	*Kg. & H. S. Spcl.*	*Total*
Number having	103	4	3	1	3	114

ELEMENTARY TEACHERS (1212), INCLUDING TEACHERS OF UNGRADED CLASSES ALSO EMERGENCY ELEMENTARY TEACHERS

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	161	338	249	319	130	9	14
Experience out of Los Angeles	132	247	141	284	180	85	
Total experience	30	116	148	304	291	247	84

Median number years total experience 10–15

Years of study	1	2	3	4	5	6
High school only	...	11	8	24	....	...
Normal school only	13	26	26	10	....	...
High and normal	52	490	38	62	....	...
College	56	61	39	16	....	...
University	122	85	60	57	....	...
Correspondence school since 1911	40	4	2	1	...	...
Saturday " " "	79	43	7	1	...	...
Summer " " "	114	78	26	10	4	...

Certificates	*Reg. elem.*	*spcl. elem.*	*reg. H. S.*	*spcl. H. S.*	*Ele. and Spec. H. S.*	*Reg. Ele. & reg. H. S.*
Number having	1148	0	26	0	25	13
Total						1212

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	9	5	17	36	28	39	11
Experience out of Los Angeles	12	30	22	35	21	15	4
Total experience	0	3	4	10	25	59	44

Median number years total experience 15–25

Years of study	1	2	3	4	5	6
High school only	....	...	...	1	4	....
Normal school only	....	...	...	...	...	....
High and Normal	....	4	37	21	16	....
College	....	4	8	...	3	....
University	....	21	7	10	8	....
Correspondence school since 1911	20	3	4	1	2	....
Saturday " " "	30	12	11	5	4	....

Certificates	*Reg. elem.*	*Spcl. elem.*	*Reg. H. S.*	*Spcl. H. S.*	*Elem. & Spcl. H. S.*	*Reg. Elem. & Spcl. H. S.*
Number having	129		9	...	2	5
Total						145

SPECIAL TEACHERS

AGRICULTURE—BATAVIA—DOMESTIC SCIENCE, DRAWING AND MUSIC—CLASSES FOR THE DEAF

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	63	94	68	42	22	11	....
Experience out of Los Angeles	35	68	36	41	27	22	....
Total experience	23	43	49	48	45	50	10

Median number years total experience.....5–10

Years of study	1	2	3	4	5	6
High school only	...	2	1	2	...	....
Normal school only	4	3	2	4	...	....
High school and normal	19	49	33	24	...	....
College	18	10	6	9	...	....
University	35	9	5	6	...	....
Correspondence school since 1911	4	2	...	...	...	....
Saturday school since 1911	56	11	5	2	...	....
Summer " " "	71	23	22	7	3	....

Certificates	*Reg. elem.*	*Spcl. elem.*	*Reg. H.S.*	*Spcl. H. S.*	*Elem. and Spcl. H. S.*	*Total*
Number having	49	43	7	81	80	260

AGRICULTURAL, DRAWING, DOMESTIC SCIENCE, MANUAL TRAINING, MANUAL ARTS NATURE STUDY, ORCHESTRA, PHYSICAL EDUCATION, HEALTH DEPARTMENT

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	1	6	13	17	8	5	....
Experience out of Los Angeles	1	10	4	9	16	5	1
Total experience	...	...	6	7	11	24	4

Median number years total experience.....15–25

Years of study	1	2	3	4	5	6
High school only	...	...	...	1	...	...
Normal school only	1	1	...	...	...	....
High and normal	5	6	2	...	...	....
College	1	2	1	5	...	....
University	4	3	5	17	...	....
Correspondence school since 1911	3	2	...	...	...	....
Saturday " " "	4	1	1	5	2	....
Summer " " "	5	11	3	1	5	....

Certificates	*Reg. Elem.*	*Spcl. Elem.*	*Reg. H. S.*	*Spcl. H. S.*	*Elem. and Spcl. H. S.*	*Total*
Number having	10	10	8	29	...	57

TABLE 37: GIVING A SUMMARY OF PRECEDING TABLE AS THE DATA AFFECT ELEMENTARY TEACHERS, PRINCIPALS AND SUPERVISORS

Subject	*Total number reporting*	*Number who attended college or university*	*Number who attended college or university four years*	*Number who took degrees*	*Aggregate number years attended*	*Average number years in college or university per teacher*	*Aggregate number extra sessions or courses attended*	*Average number of sessions or courses per teacher*
Kindergarten directors	137	63	7	4	115	...	94	...
" assistants	114	24	4	5	35	...	59	...
Total	251	87	11	9	150	0.6	153	0.61
Elementary teachers	1212	496	73	108	1059	0.87	676	0.59
Elementary principals	145	61	11	24	129	0.89	232	1.60
Special teachers	194	98	15	24	184	0.94	412	2.17
Supervisors	57	38	22	20	121	2.12	111	2.59

KINDERGARTENERS

The kindergarteners represent, as a whole, the youngest group of teachers, the median years of experience of the directors, or head teachers, being 5 to 10, and of assistant teachers, 3 to 5.

Among 137 directors and 114 assistants who reported, there are 11 who were in colleges and universities for 4 years. There are 9 who hold degrees. This is equivalent to 4% of the corps. The aggregate of college or university work was 150 years, or (for purposes of comparison) an average of .60 years of college work to each teacher of the corps.

For the kindergarten corps who attended Saturday sessions and summer schools, or who took up correspondence courses, the total number of sessions aggregated 153, or 0.61 courses per teacher.

ELEMENTARY TEACHERS (INCLUDING TEACHERS OF UNGRADED SCHOOLS, EMERGENCY TEACHERS, ETC.)

More than half of the elementary school teachers have served more than 10 years; the median is 10 to 15 years.

Less than 5% have any certificate entitling them to do work beyond the elementary grades.

Of the 1212 teachers reporting there are 73 who attended college or university for 4 years. There are 108 who hold degrees. This is equivalent to about 7% of the corps. The aggregate of college or university work was 1059 years, or .87 years to each teacher.

The aggregate number of sessions at summer schools, Saturday sessions and correspondence courses was 676, or .56 to a teacher.

ELEMENTARY PRINCIPALS

As wou'd be expected, the median number of years of experience would be greater for elementary principals. In the Los Angeles schools the median is 15 to 25 years.

Of the 145 principals reporting there are 11 who completed 4 years of college or university work. There are 24 who took degrees. This is equivalent to 17% of the corps. The aggregate of college or university work was 129 years, or .80 years to each principal.

The aggregate number of sessions attended at summer schools, Saturday sessions and correspondence courses was 232, or 1.6 to a principal.

It is gratifying to note that principals are setting a good example to teachers by attending supplementary courses. Compared with the elementary principals, the elementary teachers share almost as high an average of college study, but only a third as high an average in supplementary study.

SPECIAL TEACHERS

The median experience of teachers of special subjects is the same as that of kindergarten directors, 5 to 10 years. Of the 194 special teachers reporting, there are 15 who attended a college or university for 4 years. There are 24 who hold degrees. This is equivalent to about 12% of the corps. The aggregate of college or university work was 184 years, or 0.95 to a teacher on the average.

For the special teachers who attended Saturday sessions or summer sessions, or who studied by correspondence, the total number of sessions aggregated 422 or 2.17 per teacher—a high average.

Persons holding these positions have naturally been longer in the service than the special teachers they supervise. The median of years of service, as in the case of elementary principals is 15 to 25.

Of the 57 supervisors or assistant supervisors 20 have taken degrees, or about 35% of the staff. There are 22 who spent 4 years in college. The aggregate distribution of years of college work is 121 or 2.12 years per teacher.

There were 111 hours of work in correspondence courses, summer schools and Saturday sessions, an average of 2.59 for each teacher of the corps.

In making comparisons among the different divisions of a corps by per cents., incautious inferences should be avoided. Estimates based on aggregates that are averaged by dividing by a number of persons who have not contributed to the aggregate are apt to be misleading. At best they give only a general basis for comparison.

It is obvious, for example, that if among forty teachers twenty have finished four years' college work and twenty have not, then a statement that the average is two years per teacher may mean very little, if compared with another group of forty all of whom have attended college for from 1 to 2 years' time.

2, In Intermediate Schools

Table 38: Showing Training, Experience and Certificattion of the Teaching Force in Intermediate Schools According to Number who Reported intermediate teachers

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
No. of teachers having experience in Los Angeles	12	78	79	64	30	15	1
No. of teachers having experience out of Los Angeles	18	57	29	67	46	12	1
Total experience	3	21	30	73	67	77	7

Median number years total experience in the group 10–15

Years of Study	1	2	3	4	5	6
No. of teachers who studied in high school only	1	..	1	5	..	..
Normal school only	..	..	..	..	..	..
High school and normal	6	23	18	15	..	..
College	18	14	8	14	..	..
University	40	26	21	68	..	..
Correspondence school since 1911	9	..	..	..	..	..
Saturday school since 1911	9	1	..	..	..	..
Summer school since 1911	14	2	13	3	..	..

Certificates	Reg. Elem.	Spcl. Elem.	Reg. H. S.	Spcl. H. S.	Elem. and Special H. S.	Reg. Elem. & Special H. S.
Number having	....	....	134	144	.....	.....

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	...	...	2	2	5	5	2
Experience out of Los Angeles	2	4	...	5	2	...	....
Total experience	...	...	...	1	4	7	4

Median number of Years total experience in the group 15–25

Years of study	1	2	3	4	5	6
High school only	...	...	...	2	...	....
Normal school only	...	...	...	...	...	....
High school and normal	...	3	...	...	...	....
College	...	2	1	2	...	....
University	...	...	...	...	...	....
Correspondence school since 1911	23	9	...	1	...	....
Saturday courses since 1911	30	14	7	2	3	....
Summer courses since 1911	51	34	19	13	9	....

Certificates	Reg. Elem.	Spcl. Elem.	Reg. H. S.	Spcl. H. S.	Elem. and Special H. S.	Reg. Elem. & Reg. H. S.
Number receiving	2	1	8	....	5	.....

Salaries	$1920.00	$3000.00
Number receiving	8	8

Of 280 teachers in the intermediate schools reporting, 134 hold regular high school certificates and 146 hold high school special certificates.

These teachers report a wide variation of training, ranging from college or university graduation to high school graduation only.

An analysis of these reports indicates that 209 out of 278 have had one or more years of college or university training; one hundred and twenty-one, or 43 per cent., hold degrees from any college or university; fifteen reported a four year normal course; eighteen a three year normal course; twenty-three, two year normal course; and six, one year normal course. On the whole, from these data it seems that the intermediate school teachers have less training, as measured in terms of college or normal school work, than the high school teachers.

Inasmuch as the teachers in the intermediate high schools are paid on the same salary schedule, it seems only reasonable that these teachers be held responsible for an extensive academic or technical training. College graduation has been the standard for a generation for the best high school teachers.

In the judgment of this Committee, the eligibility requirements of the teachers of the intermediate schools appointed in the future should be fixed so as to guarantee a high type of preparation. This Committee recognizes the fact that college or normal school graduation is by no means a guarantee of success, yet it is a safeguard.

This Committee also recognizes the fact that, in the case of teachers of certain vocational subjects, it is difficult to find applicants qualified to teach these subjects who are also graduates.

The record of attendance at summer school or Saturday sessions, as well as of study by correspondence, indicates that the members of the intermediate school corps are endeavoring to raise the general standard of instruction. An average of 1.5 sessions per teacher compares favorably with what teachers in other branches of the school department are doing.

3. In High Schools

Table 38A: Showing Training, Experience and Certification of the Teaching Force in High Schools According to Number Who Reported

HIGH SCHOOL TEACHERS

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	52	115	121	141	44	25	1
Experience out of Los Angeles	31	82	70	139	67	39	2
Total experience	5	33	42	141	117	136	26

Median number years total experience in the group 10–15

Years of study	1	2	3	4	5	6
High school only	1	3	2	10	1	....
Normal school only	...	4	2	2	...	....
High school and normal	6	22	11	3	3	....
College	15	20	14	41	...	....
University	73	58	47	156	...	....
Correspondence school since 1911	57	2	1	...	...	....
Saturday courses since 1911	55	8	1	3	...	....
Summer courses since 1911	93	60	44	13	17	....

Certificates	Reg. Elem.	Spcl. Elem.	Reg. H. S.	Spcl. H. S.	Elem. and Special H. S.	Reg. Elem. & Reg. H. S.
Number having	....	....	319	175	.....	.....

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	3	1	2	11	5	2	....
Experience out of Los Angeles	...	2	5	7	5	4	1
Total experience	...	...	...	5	7	14	3

Median number years total experience in the group 15–25

Years of study	1	2	3	4	5	6
High school only	...	...	...	...	...	....
Normal school only	...	...	...	...	...	....
High school and normal	...	...	...	1	...	....
College	...	...	1	...	...	....
University	6	4	4	8	...	....
Correspondence school since 1911	...	...	...	...	...	....
Saturday courses since 1911	...	2	...	...	...	....
Summer schools since 1911	3	1	4	1	...	....

Certificates	Reg. Elem.	Spcl. Elem.	Reg. H. S.	Spcl. H. S.	Elem. and Special H. S.	Reg. Elem. & Reg. H. S.
Number having	....	....	24	....	.....	.....

Of the 494 teachers reporting 319 hold high school certificates, and 175 hold special high school certificates.

These teachers report a wide variation of training, ranging from eight years of university training to one year of high school and to no training at all. The table shows reports of the training of 497 high school teachers. This means that three teachers reported no year of training. One teacher reported one year only of high school training; three, two years of high school training only, and so on. It should be noted that the distinction between college and university work is arbitrary and has not been made the same in all cases. However, there are almost one hundred teachers who have had not to exceed one year's training in normal school, college or university work. On the other hand, there are sixty-three teachers who have had in excess of four years of normal, college and university training. These variations seem wide but it is conceivable that each individual case is justifiable. Nevertheless, in the judgment of this Committee, it is highly desirable that the eligibility requirements in future be established so as to guarantee more academic and professional training than exists now in the case of teachers with minimum training.

The degrecs range from the ordinary Bachelor of Arts degree to the degree of Doctor of Laws, Doctor of Philosophy and Doctor of Medicine. The total number of degrees reported by the 494 teachers are 340; leaving about 150 teachers who report no degrees which confirms the facts suggested in the table showing college training.

As the committee has already stated the possession of a degree from college does not guarantee an efficient teacher. Neverthelcss it is one check of intellectual interest and endeavor which has been considered valuable since the first establishment of high schools. In view of the fact that there are so many applicants for teaching positions here it seems desirable that the administration emphasize college training as a condition in the future selection of teachers.

One measure of the intellectual and professional interest of the teacher is attendance at summer schools and Saturday classes and the taking of correspondence courses. The table (P. 197) shows the number of high school teachers who have done such work within the past five years. This indicates that within the past five years fifty-seven teachers have registered for one correspondence course; fifty-five have taken at least one Saturday course and ninety-three have attended one summer session. Sixty have attended two summer sessions, etc.

Many cities place a definite premium upon such evidences of professional growth by providing definite rewards for advanced study, either in the nature of cash bonuses or definite recognition for promotion. Boston and New York require a merit system of promotion. Many cities recognize such evidence of growth in their system of promotion on merit.

EXPERIENCE OF HIGH SCHOOL TEACHERS

The experience of high school teachers varies from one to thirty-five years. The median experience including work within and without Los Angeles is 12 years. It may be said that the high school teachers in Los Angeles are relatively young as compared with high school teachers in other cities having a population approximately equal to that of Los Angeles. According to the present salary schedule about half of the teachers have had sufficient years of experience to receive the maximum salary.

4. In Evening Schools

Table 39: Showing Training, Experience and Certification of the Teaching Force in Elementary Evening Schools Not Otherwise Reported

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	39	20	2	4	3	...	....
Experience out of Los Angeles	9	6	8	8	8	2	1
Total experience	16	22	8	8	5	7	3

Median number years experience in the group 2–3

Years of study	1	2	3	4	5	6
High school only	...	...	1	1	...	....
Normal school only	3	16	3	2	...	....
High school and normal	...	...	...	...	...	....
College	4	4	1	...	...	....
University	16	7	5	11	...	....
Correspondence school since 1911	1	2	...	...	...	....
Saturday courses since 1911	7	1	...	...	...	....
Summer school since 1911	9	5	3	1	...	....

Certificates	Reg. Elem.	Spcl. Elem.	Reg. H. S.	Spcl. H. S.	Elem. and Special H. S.	Reg. Elem. & Reg, H. S.
Number having	42	7	4	14	2	.....

EVENING ELEMENTARY SCHOOLS

Of the evening elementary school teachers employed 69 are not teaching in the day school. Of this number 48 had attended college or university for one or more years; there were 11 who had attended college for four years and 19 who had degrees. This is a much higher average than is recorded among the teachers of the elementary corps in the matter of attendance at college.

The attendance at summer schools and Saturday morning sessions also shows a high average. It is, therefore, evident that these members of the evening elementary school corps cannot be termed poorly trained. There are some aspects of their work, however, for which there is not at the present time any provision for proper instruction. The Committee refers especially to the lack of facilities for affording any training in method or procedure dealing with the teaching of foreigners.

TABLE 39A: SHOWING TRAINING, EXPERIENCE AND CERTIFICATION OF THE TEACHING FORCE IN EVENING HIGH SCHOOLS NOT OTHERWISE REPORTED

Years of service	½–1	2–3	3–5	5–10	10–15	15–25	*Over* 25
Experience in Los Angeles	19	11	5	3	1	1	....
Experience out of Los Angeles	3	3	4	7	7	7	1
Total experience	8	7	3	7	5	9	4

Median number years total experience in the group 5–10

Years of study	1	2	3	4	5	6
High school only	...	1	...	4	...	....
Normal school only	...	...	...	...	...	....
High school and normal	...	...	...	...	...	....
College	2	...	1	8	...	....
University	6	5	3	11	...	....
Correspondence courses since 1911	7	2	...	...	...	....
Saturday schools since 1911	3	2	1	...	...	....
Summer courses since 1911	12	4	1	3	...	....

Certificates	Reg. Elem.	Spcl. Elem.	Reg. H. S.	Spcl. H. S.	Elem. and Special H. S.	Reg. Elem. & Reg. H. S.
Number having	....	....	12	30	.....	.....

Out of the 42 evening high school teachers and principals who are not employed in day school almost all have attended college. 19 of the 42 have attended college or university for four years and fifteen have received degrees.

Reference to the figures in the table shows that teachers in evening high school who are not employed in day school have a high standard of training, averaging 2½ years of college work per teacher.

The per cent. of attendance at summer schools, Saturday sessions, etc., is unusually high for teachers who are engaged in evening work only.

It is difficult to obtain all the facts of training from an enumeration of college or summer school attendance. Some teachers have traveled, taken courses in reading, or had private instruction. There are many factors that contribute to general training and, in some measure, to professional training, besides attendance at institutions of instruction.

The Committee has stated why it believes this latter type of instruction desirable, and even necessary. It does not question, however, that among the men and women who have no official record of attendance at institutions of learning, there are many who in their work and life exemplify very high ideals of professional excellence.

5. Appointment of Teachers

(a) present method

Reference to the report of the Board of Education under date of June 30, 1914, pages 143 to 158 shows the details of appointment and promotion in the Los Angeles schools. These are partially controlled by legal restrictions of the state and are partially the result of Board regulations in the city of Los Angeles. Within limits, it is possible for the Board to set up its own rules for eligibility and promotions.

The number of applicants for teaching positions in the city of Los Angeles is greatly in excess of vacancies. It is, therefore, possible, from a practical standpoint, for the city of Los Angeles to set up very much higher standards of entrance than now exist. For example, on the occasion of the last examination of teachers there were about six hundred candidates who had met the state and county requirements; there will probably not be more than two hundred positions to fill. Thus the city has a fine opportunity for selection.

Since the Board is apparently in a position to make higher requirements for appointment, it would be wise for it to take advantage of such condition. The present qualifications should continue; that is, requirements for kindergarten, elementary, high, elementary intermediate, elementary special and high school special teachers. It would be well to make definite conditions as to eligibility for elementary school principals and evening school principals and teachers. These recommendations, however, should be in no wise interpreted to mean that new qualifications or conditions for appointment should affect the eligibility of members of the supervisory and teaching corps now performing satisfactory service, if the continuance of the class of service is, itself, considered necessary.

So long as increase in salaries is automatic, the only safeguard which the Board can make for improving the professional quality of teachers is through the establishment of conditions of eligibility for the original appointment. In those cases, however, in which there is some provision for promotion, as in appointment of elementary teachers to elementary principalships it is very desirable that the Board should recognize that such promotion is, in effect, the beginning of a new type of service for which a special qualification may be, and should be required. Every city recognizes that promotions in the teaching corps should be made from among those who have distinguished themselves by their service as teachers. It is, however, difficult to assume that the successful performance of classroom duties is the only essential, however necessary it may be that the candidate has been a competent teacher. Furthermore, it will always be possible to make some selection from among a number, all of whom have been competent and successful. Under such circumstances, those may be logically preferred who, because of an unusual degree of professional training, are well prepared, not only to supervise the school in a mechanical sense, but also qualified to inspire the teachers and give them direct help and guidance according to the best standards of professional practice.

It is particularly important that in assigning teachers to such special work as is taught in the evening school classes, notably the teaching of English to foreigners, some method be devised for which there may be some assurance that such teachers are qualified to do the particular type of work demanded.

Rigid rules for eligibility are desirable in order to guarantee that the schools of the future may be called for by the highest type of teacher. It should always be remembered that the teacher who is admitted to the school system to-day is a potential member of the working corps for a lifetime. From the

very nature of the type of service rendered, relatively few teachers are discharged. Therefore it is of the highest importance that initial appointment be safeguarded in every way. For example, if it should seem desirable, ultimately, for the ordinary teacher to teach certain subjects formerly considered as outside of her province, such as music or drawing, it may easily be possible for the city of Los Angeles to select only teachers who have these or other special requirements and thus the school may, in a few years, have in its employ hundreds of teachers who are qualified to teach, not only the regular subjects, but these subjects in addition.

These details of method should be worked out by the Superintendent and his assistants. In the judgment of your Committee certain factors are of importance. Among them are education, experience and the promise of professional growth. Educational requirements should include academic and technical training. Minimum academic training is, in a measure, guaranteed by the state at the present time. Los Angeles can, if it chooses, increase the requirements for academic scholarship by demanding more specific work of this nature. Technical or professional educational requirements might be set up to make it possible to select teachers who have demonstrated sufficient interest in teaching to have made detailed and continuous preparation for the service. Some evidence or promise of professional growth should be demanded. Among such evidence might be mentioned attendance at summer sessions, Saturday courses, or study through correspondence; professional reading, travel, and other similar activities might logically contribute.

Experience, no doubt, is of importance, but efficiency is by no means to be considered in terms of experience alone. This fact should be given due consideration in setting up requirements for eligibility and for promotion. If the salaries are to be increased from year to year, the theory is, at least, that this payment is given for superior service. There are better ways of determining increased efficiency than by measuring increase of experience without any check as to its quality.

(b) PROBATIONARY PERIOD

As relatively few teachers are dropped after an appointment, it is exceedingly important that the probationary period be guarded with care. There should be provision requiring rigid standards of performance of duty during this time; otherwise, not only the children suffer who are being taught, but weak teachers may become more or less permanently established in the system. Consequently, there should be adequate provision for careful supervision and checking of all probationary teachers.

(c) RECOMMENDATIONS

The Committee recommends:

1: That the requirements for eligibility be raised;

2: That the Superintendent be directed to submit a plan for standards of elegibility for initial appointment and promotion;

3: That the probationary period be supervised and checked.

6. Salary Grades—Distribution of Teachers

TABLE 40: SHOWING GRADES OF SALARIES OF PRINCIPALS AND TEACHERS IN THE LOS ANGELES PUBLIC SCHOOLS AND THE NUMBER RECEIVING THEM

KINDERGARTEN DIRECTORS (HEAD TEACHERS)

Salaries	$864	$888	$912	$936	$960	$984
No. Receiving	16	14	6	7	14	80

KINDERGARTEN ASSISTANTS

Salaries	$624	$672	$720	$768	$816	$864
No. Receiving	21	62	8	16	7	32

PHYSICAL TRAINING TEACHERS

Salaries	$768	$816	$864	$912	$960	$1008	$1056	$1104	$1152	$1200
No. receiving	1	...	1	1	1	1	...	...	....	...

REGULAR GRADE TEACHERS

Salaries	$768	$816	$864	$912	$960	$1008	$1056	$1104	$1152	$1200
No. receiving	22	45	69	67	89	68	67	65	58	621

UNGRADED TEACHERS

Salaries	$768	$816	$864	$912	$960	$1008	$1056	$1104	$1152	$1200
No. receiving	3	2	4	...	2	3	6	8	3	60

TEACHERS OF SPECIAL SUBJECTS

Salaries	$768	$816	$864	$912	$960	$1008	$1056	$1104	$1152	$1200
Agricultural	3	1	..	2	1	3	2	...	1	12
Batavia	...	...	...	...	...	....	....	....	....	3
Domestic Science	18	4	5	10	6	4	5	2	2	22
Drawing	4	4	...	3	1	2	1	1	18	....
Manual Arts	1	1	...	1	...	1	....	....	1	3
Manual Training	6	3	3	7	5	1	1	4	1	26
Music	4	5	3	4	3	1	3	2	1	22

SUPERVISORS, AND ASSISTANTS, OF SPECIAL SUBJECTS

Salaries	$1680	$2580
Agricultural	3	1
Drawing	5	1
Domestic Science	4	1
Manual Training	2	1
Manual Arts	1	1
Music	4	1
Nature Study	2	1
Orchestra	2	1
Physical Education	4	1

Salaries	$2580	$900	$1200	$2100	$1104	
Doctors	1	1*	4	8		*$900 Physician works half time.
Nurses	..	..	..	..	7	

DEAF TEACHERS

Salaries	$912	$1056	$1200	$1440
No. receiving	1	1	6	1

ELEMENTARY PRINCIPALS

Salaries	$1200	1280	1300	1320	1340	1360	1380	1440	1500	1560	1620
No. receiving	1	7	4	9	6	6	9	4	2	3	13

Salaries	$1680	1740	1800	1860	1920	1980	2100	2160	2220	2280	2340	2400
No. receiving	3	10	10	7	1	12	4	11	5	3	2	9

INTERMEDIATE TEACHERS

Salaries	$1200	1260	1320	1380	1440	1500	1560	1600	1640	1680
No receiving	9	12	14	16	20	17	19	15	14½	141

INTERMEDIATE PRINCIPALS

8 AT $3000

HIGH SCHOOL TEACHERS

(including Heads and Sub-Heads of Departments)

Salaries	$1200	1260	1320	1380	1440	1500	1560	1600	1640
No receiving	6	12	19	19	25	33	33	23	21

Salaries	$1680	1740	1800	1860	1920	1980	2040	2100	2160
No receiving	255	1	4	2	1	5	4	6	30

HIGH SCHOOL PRINCIPALS

Salaries	$1200	2700	3000	3300	3600
No receiving	1*	2	4	1	4

* Principal of Wilmington H. S. also received $1200 as princpial of Wilmington Elementary School.

HIGH SCHOOL VICE-PRINCIPALS

12 Vice-Principals at $2400
1 Vice-Principal at 1980

TEACHERS EVENING HIGH SCHOOL

134 Teachers at $600
5 Principals at $804

PLAYGROUND TEACHERS

(Part Time)
62 Teachers at $300

TEACHERS ELEMENTARY EVENING SCHOOLS

128 Teachers at $408
14 Principals at $600

FIG: 17

MEDIAN SALARIES OF ELEMENTARY TEACHERS IN 10 CITIES, INCLUDING LOS ANGELES. (See Table 40)

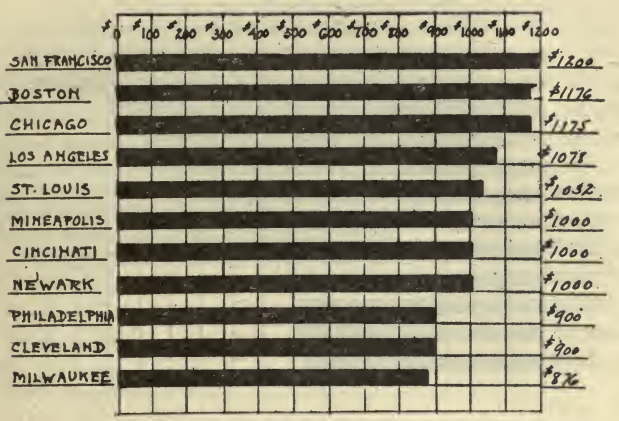


FIG-18-

SALARIES NOT EXCEEDING AMOUNT SPECIFIED, EARNED BY THE PERCENT OF TEACHERS (INDICATED) IN ELEMENTARY SCHOOLS. (See Table 40)

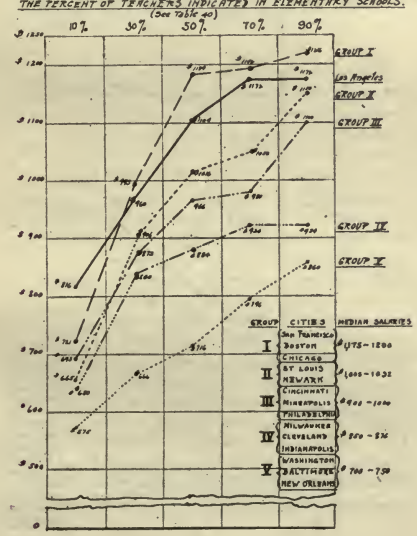


FIG-19.

MEDIAN SALARIES OF ELEMENTARY PRINCIPALS IN 11 CITIES, INCLUDING LOS ANGELES. (See Table 40)

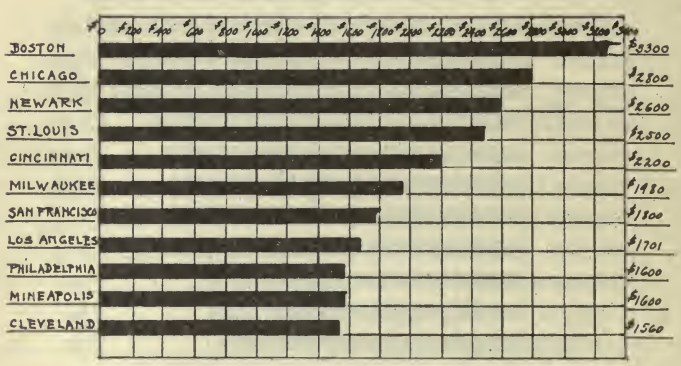


FIG-20.

SALARIES NOT EXCEEDING AMOUNT SPECIFIED, EARNED BY THE PERCENT OF PRINCIPALS INDICATED IN ELEMENTARY SCHOOLS. (See Table 40)

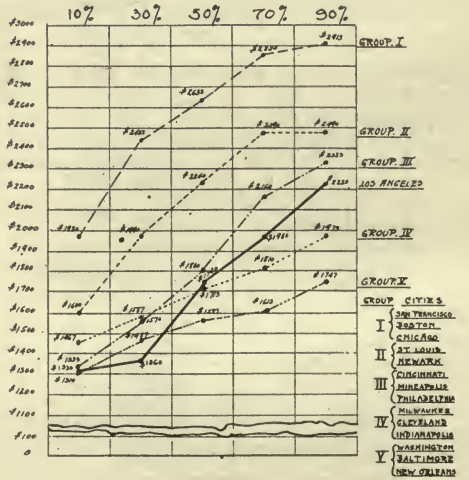


FIG-21-

MEDIAN SALARIES OF HIGH SCHOOL TEACHERS 11 CITIES, INCLUDING LOS ANGELES. (See Table 40)

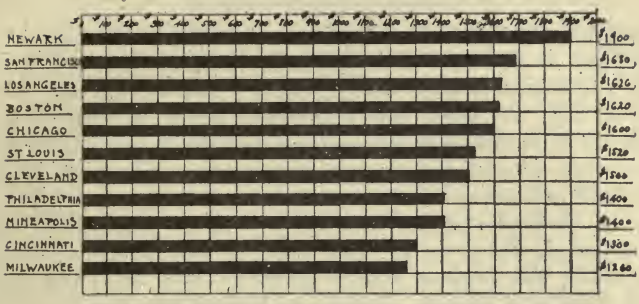
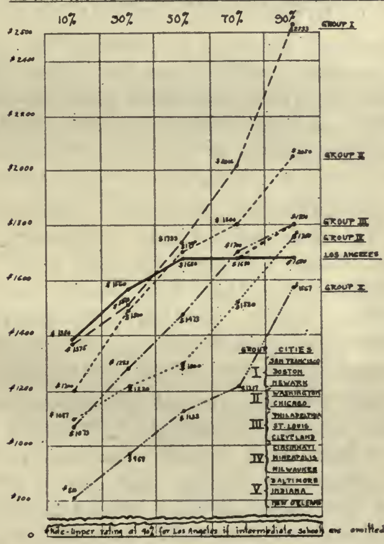


FIG-22

SALARIES NOT EXCEEDING AMOUNT SPECIFIED, EARNED BY THE PERCENT OF TEACHERS INDICATED IN HIGH SCHOOLS. (See Table 40)



Note-Upper rating at 90% for Los Angeles if intermediate schools are omitted.

In making these comparisons of salaries, it must be remembered that the data for Los Angeles represents salaries according to a scale adopted as late as 1913-14 or even during 1914-15, whereas the salaries in other cities mentioned are with the exception of Cleveland for salaries as they existed in 1912-13.

ELEMENTARY TEACHERS

Accepting the figures as they stand, we notice that Los Angeles stands high in the rate of compensation for elementary teachers, higher than any city of corresponding size in the list of cities given in Fig. 17, with the single exception of San Francisco. This holds true not only for median salaries as shown in Fig. 17, but also for salaries by groups of persons. Thus, according to Fig. 18, if we start with the teachers who receive the lowest salary we find among the first 10% of those employed, that the highest salary received by any teacher was $816. Among the lowest 70% the highest salary received was $1,172, a rate exceeded only by Chicago, Boston and San Francisco from among the cities selected for comparison.

The present rate of compensation permits the city to choose from a considerable host of applicants, for only a portion of whom places are available. The wisest administration is that which pays an adequate rate of compensation and which then requires corresponding standards in the selection of its teachers.

ELEMENTARY PRINCIPALS

The comparison of salaries of elementary principals in the schools of Los Angeles with those of other cities will appear surprising to those who have assumed that the scale of compensation is a high one. Either with respect to median salaries (Fig. 19) or to salaries by groups (Fig. 20), the salaries paid are comparatively low.

It must be remembered, however, that the compensation of principals in Los Angeles schools is dependent upon the size of the building. Thus among 132 who receive the salary of this grade of service, more than 25% receive only $160 more per year than regular grade teachers. Comparison, therefore, among cities should be supplemented by a knowledge of the relative size of school buildings in different cities.

In any case, however, the pay of elementary school principals would not be apt to appear as high relatively as that of other members of the school staff, because the ratio of increase of pay for elementary principals during the last five years has been considerably less than that paid to teachers, especially to special teachers, to teachers of ungraded classes and to teachers in intermediate schools.

Los Angeles stands high in its salary provisions for high school teachers. Teachers in intermediate schools receive the same salaries as teachers in the high schools if they have high school certificates, and if they have not, they still receive a higher salary than do the regular teachers of elementary grades.

In estimating, therefore, salaries of high school teachers, the intermediate school teachers might be included or omitted according to the point of view. The median adopted included both intermediate and high schools. Had it included high schools only, the median rate of compensation would not have been affected.

There are, however, fifty-three teachers in the high school service who receive salaries higher than teachers in the intermediate schools because of certain grades of service,—heads and sub-heads of departments,—which do not exist in the latter. In Fig. 22 this difference is noted. If the teachers in high schools only be included, the highest salary paid to the 90% group of high school teachers is $1,800. If teachers in the intermediate and high schools be included, the highest salary paid is $1,680.

An examination of the curve will show that Los Angeles has a narrower range in variation in high school salaries than other cities have. The lowest salary paid is $1,200, the highest $2,160, a variation of $960. In other cities the variation for high school teachers may exceed $2,000.

In Los Angeles the younger teacher tends to receive a higher rate of pay than do teachers in other cities. On the other hand, in the majority of the cities listed in Fig. 21, high school teachers having special grades of service or long service apparently receive higher salaries than do such teachers in Los Angeles.

7. Services of Teachers

(a) distribution of teachers according to ratings

Table 41: Showing Ratings of Teachers in the Public Schools of Los Angeles as Contained in the Quarterly Reports, February, 1916

Type of school	*Total*	*S†*	*S*	*S-*	*F*	*NS*
All types of schools	3303	12	2961	80	218	32
Evening schools	317	0	274	1	33	9
Day schools	2986	12	2687	79	185	23
Day high schools	512	0	454	10	45	3
Day intermediate schools	301	0	280	0	18	3
Other day schools	2173	12	1953	69	122	17
Evening high schools	148	0	118	0	21	9
Other evening schools	169	0	156	1	12	0
Music department— (By supervisors)	20	0	0	2	10	8
Drawing department	20	0	13	0	7	0
Home economics department	78	0	51	21	6	0
Total ratings of supervisors	118	0	64	23	23	8

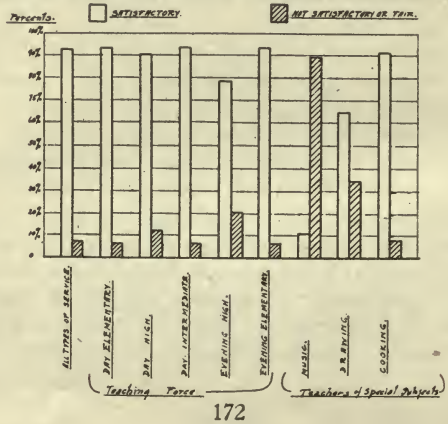
Percentages of the Above Tables

All types of schools	100	.4	89.6	2.4	6.6	.9
Evening schools	100	0	86.4	.3	10.4	2.8
Day schools	100	.4	89.9	2.6	6.2	.8
Day high schools	100	0	88.6	2.	8.7	.5
Day intermediate schools	100	0	93.	0	5.9	1.0
Other day schools	100	.5	89.9	3.1	5.6	.8
Evening high schools	100	0	79.7	.0	14.2	6.0
Other evening schools	100	0	92.3	.5	7.1	0
Music, Drawing, Home Econ.	100	0	54.2	195	19.5	6.8

Note—"S+" is more than satisfactory. "S" is satisfactory. "S—" is better than fair and barely satisfactory. "F" is fair. "N S" is not satisfactory.

FIG. 23.

PERCENT OF VARIATION IN RATING OF TEACHERS AND SUPERVISORS, SATISFACTORY AND UNSATISFACTORY. (See Table 41)



The large proportion of the teachers in the elementary and high schools marked "satisfactory" is not unusual. In all school systems the ratio of satisfactory, good or excellent teachers, as evidenced by principal's rating is high. It is to be expected that intermediate schools should show the highest percentage of satisfactory teachers, because the great majority of them were selected from the elementary schools on account of superior qualities.

A more careful discrimination has been shown by the principals of evening high schools than by the principals of evening elementary schools. Not a single elementary evening school teacher was considered as "not satisfactory", a judgment which seems to be exceedingly generous in view of the character of the work done in some of the classes. It is customary however to mark no one "not satisfactory" whose class survives.

Very few teachers leave the Los Angeles school system in voluntarily. Inasmuch as teachers are a highly selected group of people, this is a natural condition. There have been occasions when unsatisfactory teachers, conscious of their failure, voluntarily resign. Few are discharged outright.

It is hardly to be expected, however, that these teachers are of equal merit, even though they are all marked satisfactory. The existing schedule of salaries provides an automatic increase of salary for ten years. This is an easy form of salary adjustment, but such a system is not calculated to be of such stimulating growth to teachers as a system based on merit. According to the present schedule, a group of 100 teachers will all advance at the same rate for a period of twelve years. It is hardly to be expected that all the members of the group will be worth the same amount of money at the end of five years or ten years.

Some of these teachers will take a great interest in their work; will do professional reading; will attend special classes in the summer school, or make special investigations or trips to increase their effectiveness. Others will spend no time outside, either in advanced study or special investigation. It is unfortunate that public funds are to be administered in such a way as to advance people automatically rather than on a basis of relative value.

(b) RECOMMENDATIONS

1: That the division or bureau which the committee has already recommended should be established in the office of the City Superintendent, shall submit methods for determining the relative efficiency of teachers.

2: That such proposed methods should contain provisions for a system of promotion on merit which shall serve to stimulate professional growth.

XII

RECOMMENDATIONS FOR A DIVISION OF EDUCATIONAL RESEARCH, STATISTICAL INFORMATION, ETC.

The reports of the offices of the Board of Education, so far as they go, are excellent; the only difficulty is that they do not go far enough. Information is very hard to get from the reports. It is our recommendation that the whole system of checking up reports and records of the Educational Department be reorganized and expanded with a view toward making it possible for members of the Board of Education or the public to be able to get at pertinent facts concerning the schools at a moment's notice.

The present system of reports and records is the outgrowth of a system that has been in operation for many years. Changes are made from time to time, but these changes are not made in such a way as to make it possible for the reports to present an organized whole.

Principals and teachers are being constantly required to fill out reports, but after these reports are filled out they do not dovetail in such a way to make them significant or consistent. The office staff is not sufficiently large at the present time to handle the statistical data which should be available to a city the size of Los Angeles. Sporadic investigations are made from time to time by the Board, the Superintendent, the Auditor's Department, the State Board of Control, or some committee of teachers. From the very nature of the case, it is impossible to find out the situation with these sorts of records. With very few exceptions, the various compilations were not directly available in any of the offices of the Board of Education. They had to be worked from the original data.

A bureau of research should reorganize the present system of records. It should also devise the best methods by which data may be collected and compiled. The records should serve to check errors, eliminate waste, and give information definitely and completely to all who desire it.

Recommendation for the establishment of the division of educational research will be found on many pages of this report. The various duties suggested for such a division do not include all the functions which it would discharge.

Properly organized, it would greatly facilitate the work of the executive officers. It would present facts rather than opinions. Its establishment shoud result in a reduction of unnecessary duplication and waste, whether educational or economical.

XIII

THE BOARD AND THE SUPERINTENDENT

The Superintendent of Instruction should be given definite powers and should be held responsible for definite things. The policies of the Board should not be formulated until after there has been a complete understanding on the part of the Board as to the purposes and plans of the Superintendent, but the Superintendent should then be held rigidly responsible for carrying out such policies and regulations and for such methods of organization of his staff as will do so effectively.

The Superintendent is, or ought to be, an expert who knows the business of education as the manager of a railroad division knows the business of railroading, or as the president of a bank knows banking. This does not mean that a superintendent should assume a high-handed attitude with the public, or with the Board, nor that he should ignore the Board. Rather that he should work with the Board and the Board should work with him to the extent of formulating a policy for the wisest expenditure of the public funds for the purpose for which they were raised. A board of education should not be inactive. Rather a board of education should be as active as the present Board now is in the expenditure of time and energy in getting a grasp of the large problems of education and in formulating a civic policy in regard to schools.

RECOMMENDATIONS

The Committee recommends:

1: That this Board formulate its general policies from time to time, and

2: That it establish regulations for carrying out these policies.

In submitting this report this Committee desires to acknowledge to the Board of Education its deep appreciation of the many courtesies received from its members.

It also wishes to refer to the readiness at all times of all the members of the advisory and teaching corps to assist the members of the Committee in every way.

Walter A. Jessup
Albert Shiels