

A COMPREHENSIVE STUDY OF THE GROWTH AND DEVELOPMENT OF
THE CLEVELAND, OHIO, PUBLIC SCHOOL SYSTEM

A THESIS

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AND THE GRADUATE COUNCIL OF THE KANSAS STATE TEACHERS COLLEGE
OF EMPORIA IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE
DEGREE OF MASTER OF SCIENCE

By

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CONTENTS

	Page
LIST OF GRAPHS, MAPS, AND CHARTS	vii
INTRODUCTION	viii
CHAPTER:	
I HISTORY OF IMPORTANT SCHOOL LAWS	
Settlers of Ohio	1
Brief History of Legislation from 1802 to 1851	2
Important Laws from 1853 to 1896	7
The Federal Plan	11
Five Year Certificates	15
Legislation from 1898 to 1934	15
Summary	24
II OUTSIDE INFLUENCES AFFECTING THE GROWTH AND DEVELOPMENT OF SCHOOL LANDS AND BUILDINGS	
The Founding of Cleveland	27
Steady Growth from 1834 to 1836	30
Panic of 1837	30
The First Railroads	34
Rivalry of Cleveland and Ohio City	36
Progress from 1860 to 1885	36
Cleveland in 1883	39
Growth of Schools from 1880 to 1930	40
Possibilities for Cleveland's Development	44
Teachers' Organizations	45
III HISTORY OF SUBJECTS OFFERED BY CLEVELAND SCHOOLS	
Music	51

	Page
Mathematics	53
Foreign Languages	53
English	65
Science	66
Commercial	66
Industrial Arts	68
Home Economics	69
Vocational Guidance	70
IV HISTORY OF EXTRA CURRICULAR ACTIVITIES IN CLEVELAND	
Homerooms	73
Athletics and Health	74
Cleveland Senate	75
Clubs	77
Publications	82
Social Groups	87
Student Council	89
Motion Pictures	91
School Assemblies	92
V PRESENT ADMINISTRATIVE AND SUPERVISORY SET-UP OF CLEVELAND SCHOOLS	
Introduction	95
History	95
Division of Housing and Supplies	99
Division of Finance	100
Division of Education	101
Superintendent of Schools	103
Director of Schools	105

	Page
The Clerk-Treasurer	107
School Principal	112
Conclusion	113
VI BIOGRAPHIES OF CLEVELAND'S SUPERINTENDENTS	
Andrew Freese	115
Luther M. Oviatt	116
Rev. Anson Smyth	117
Andrew J. Rickoff	117
Burke A. Hinsdale	119
Lewis W. Day	120
Andrew S. Draper	121
Lewis H. Jones	122
Edwin F. Moulton	122
Stratton D. Brooks	123
William H. Elson	123
Harriet L. Keeler	123
J. M. H. Frederick	124
Dr. Frank E. Spaulding	124
Dr. Robinson G. Jones	125
Charles H. Lake	126
VII BIBLIOGRAPHY	
Reference Books	123
Educational Periodicals	131
State, County, and City Documents	132
University Publications	133
Newspapers	133
Personal Interviews	133

LIST OF GRAPHS, MAPS, AND CHARTS

GRAPH:	Page
I POPULATION OF CLEVELAND	28
II AVERAGE DAILY ATTENDANCE	31
III NUMBER OF SCHOOL BUILDINGS	33
IV SQUARE FEET OF FLOOR AREA	38
V COST OF NEW BUILDINGS	43
VI NUMBER OF SUBJECTS TAUGHT IN CLEVELAND SCHOOLS FROM 1846 to 1934	51
VII DATES OF INTRODUCTION AND DURATION OF HIGH SCHOOL GROUP SUBJECTS IN CLEVELAND	54-56
VIII DATES OF INTRODUCTION AND DURATION OF HIGH SCHOOL COURSES IN CLEVELAND	57-63
IX ENROLLMENT IN FOREIGN LANGUAGES	64
MAP:	
I LOCATION OF SCHOOL BUILDINGS	47
CHART:	
I CHART SHOWING STUDENT COUNCIL ACTIVITIES AT EAST TECHNICAL HIGH SCHOOL	76
II ORGANIZATION FOR EFFECTING PUBLIC SCHOOL EDUCATION IN CLEVELAND	102

INTRODUCTION

A school system involving 159 school buildings, 3884 teachers, and a headquarter's staff of 54 members in a city of nearly one million people, which has evolved over a period of one hundred years, suggest to the layman and educator a great growing process. How did it come about? What are some of the factors that effected this development? An account of all this, educational progress must be ferreted out of old newspaper and magazine articles; histories of Cleveland; City, County, and State Documents; and then pieced together. It has been the aim of the writer to gather information from all available sources and to put before the reader a study in the form of descriptive material, charts, graphs, and maps, to make a comprehensive story showing causes for and the growth of the Cleveland Public School System.

A few studies of the early schools are available and furnish invaluable information. Among these are History of Cleveland, Ohio written by Samuel Orth; Early History of Cleveland Schools written by Andrew Freese; and Cleveland Schools in the Nineteenth Century written by William J. Akers. They were, however, written many years ago and do not link the present with the past.

The scope of this study is confined to a chapter on the history of the school laws governing education in Ohio which affected the Cleveland Public Schools. The material for this chapter was obtained by a general study of the State laws of Ohio and an intensive study of the school laws, Enactments which appeared to the writer to be pertinent to the growth of the schools were selected and arranged in a chronological order to make up this part of the thesis. The second chapter is in the form of a short history of influences

affecting the growth of Cleveland Schools. Graphs are included to show:

1. The geographical location of schools in periods of forty years
2. The growth of the schools in square feet of floor area by decades
3. The growth in values of school buildings and properties by decades
4. The growth of the schools by average daily attendance
5. The growth of the population of Cleveland by decades
6. The growth of the number of schools

Chapter three is a short history of the curriculum development in high schools during the one hundred years. In this chapter only curriculum trends for time periods are shown. This chapter also shows the influence of the several superintendents upon the curriculum.

Chapter four gives a word picture of the introduction and growth of extra-curricular activities.

In chapter five an attempt is made to give a resume' of the present arrangement of supervision and administration. This is done by description and chart.

In chapter six a short personal history of the superintendents of schools is given. Only their dates of administration and the outstanding contributions are mentioned.

The source of data and information may be classed as follows:

1. Reference books
2. Educational periodicals
3. State, County, and City documents
4. Newspaper articles
5. Personal interviews

The modes of procedure employed for the collection of data were historical, statistical, and philosophical.

The forms used in presenting the data are: bar graphs, line graphs, spot maps, charts, and tables.

CHAPTER I

HISTORY OF IMPORTANT SCHOOL LAWS

HISTORY OF IMPORTANT SCHOOL LAWS

Statute books show that there was a law providing for the schools before Ohio was admitted to the Union. By an ordinance passed May 20, 1785 section sixteen of every township was reserved for the maintenance of a public school. Two years later the school grant of section sixteen was again reiterated, and section twenty-nine was *"given perpetually for the purpose of religion."^(1a) In adopting the ordinance for the government of that part of the territory lying north of the Ohio River in 1887, Congress provided that

Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall be forever encourageded.^{(10a)(18a)}

This early legislation although concerned primarily with school lands was closely related to the growth of the Public School System.

Settlers of Ohio. The settlers of Ohio came from New England, Virginia, Maryland, and Kentucky, and from nearly all the older states. ^(23a) They had no common educational background, but they were compelled to be self-reliant and solve their own educational problems. These settlers usually brought to their homes the same ideas and sentiments as their fathers before them had. ^{(18b)(23)}

However, school interests were neglected because the people

*In this thesis reference numbers in parenthesis refer to the bibliography in the back of the book as follows: References in text books, numbers 1-100; Educational Periodicals, numbers 101-200; State, County and City Documents, numbers 401-500; Personal Interviews, numbers 501-600. Small letters of the alphabet in parenthesis with numbers refer to pages in the reference book. This is done to avoid whole pages of footnotes in instances where writers vary much in opinion and where many items are considered in a condensed form.

Footnotes will be designated by arabic numerals to run consecutively through the entire chapter.

were too busy building new homes, felling trees, clearing the land, fencing fields, and making passable highways.

The Western Reserve purchase was largely settled by colonists from New England. Cleveland, dating from 1796, was the greatest influence for education in its district. In these early times there was no agreement as to ways of financing a general system of education. The educational practices were quite different in different parts of the state. Samuel Lewis in his second annual report says:

The people have not heretofore followed any particular system. The directors of each district have done that which was right in their own eyes, and generally adopted, as far as they could, the particular system of the state from whence they came. (23c)

Samuel Lewis was Ohio's first and greatest State Superintendent of Schools. He was born in Falmouth, Massachusetts, but came to Ohio in his early boyhood. He was an author of the law of 1838.¹

The Southerners brought traditions of private schools, and the New Englanders the public school system, with taxation and public control. Unfortunately for Ohio, migration from New England came when the public school sentiment of Massachusetts was at a comparatively low ebb, and when the decentralizing tendency that gave Massachusetts the district school legislation was at its time of greatest influence. From this time and for nearly forty years, the process of decentralizing went on. About the year 1830 the population of Ohio was one million, and it was during this time the school sentiment in Massachusetts was lowest.

Brief History of Legislation from 1802 to 1851. After Ohio was admitted into the Union in 1802, the question arose as to the right of this new state

¹ The law of 1838 adopted wholly a new school code. A State system was organized.

to tax the public land of the United States; at the time of the first settlement Congress offered to Ohio a sixteenth section of land in every township for the maintenance of schools. (10b) Later the Federal government granted to Ohio large tracts of land for the support of public schools. Trustees were appointed to see to the leasing of the school land and profit arising therefrom was applied to the support of the schools. Cleveland did not have a large population then, and the schools were supported by rents of schools and rate-bills. The rate-bill was a charge levied upon parents to help the school revenues and prolong the school term. This was assessed according to the number of children the parents sent to school.

Ohio's first State Constitution remained in force until 1851. Education, in this constitution, was not given any definite provisions, but all institutions supported partly or wholly by the United States were required to admit all who desired entrance, and every method of promoting education was encouraged by legislative acts. (18c)(23d)

In 1821 Ohio sought and obtained a permissive city school tax, and proceeded to organize its schools independently. On January 22, of this year, the first law providing for common schools in this state was passed. (1b)(23e) It provided that all property of residents and districts was liable to be taxed not only for the building of school houses but to make up any deficiency of any parent who were unable to pay for the education of their children.

By 1825 it began to be recognized that the only safe reliance was in direct taxation, both state and local, of all property. Between 1825 and 1850 was the period of public agitation for free schools.

This period saw the formation of numerous societies either for or against the movement.

On the side of the schools might be listed the following class or groups:

1. Statesmen, humanitarians (men of vision)
2. City residents
3. Intelligent workingmen
4. Non-taxpayers
5. Residents of New England

Against free schools:

1. The old aristocracy and other conservatives
2. Politicians generally
3. Rural districts
4. Penurious taxpayers
5. Private and parochial schools
6. Non-English speaking peoples

Those for the schools presented the following arguments:

1. Education prevents pauperism and crime.
2. It increases wealth and production.
3. It prevents class differentiation and makes for democracy.
4. It is a requisite for intelligent suffrage.
5. State must educate for its own welfare and preservation.

Those who were against free school argued:

1. It would educate people out of their proper stations and break down desirable social barriers.
2. It would injure private and parochial schools.
3. It would interfere with rights of the church.
4. Education would be a matter of parental concern but no business of state.
5. It would be unfair to tax all to educate some.

6. Industries would be taxed to educate the indolent.

7. The burden of taxation would be too great to be borne.

In Massachusetts an elementary school and grammar school had been organized in every town. All teachers were to be certificated. All grammar school teachers were to be college graduates or certificated by the minister as skilled in Latin. Other states sought to adopt this method, Ohio among them.

In 1825 the building of school houses was permitted in Ohio providing that the land on which they were built was donated or purchased by the district. Two-thirds of the residents had to agree to this. The law of 1825 also provided that a tax should be levied; of one-twentieth of one per cent for the use of common schools. The money was kept in the county treasury.

Another act was passed on January 20, 1827: "to establish a permanent fund for the support of common schools."² It also provided "that the state agree to pay six per cent on such funds in all townships whose land had been sold and the proceeds received by the state." (1c)

Although the over-crowded condition of school houses called for new buildings, the city of Cleveland was unable to erect them because of the lack of funds. It did, however, try to keep the buildings in constant repair. From the very first the trustees were allowed a definite amount to keep the school houses in good condition. After annual reports were made, the trustees' figures indicated that the amount was too meager. Again and again the trustees were granted money until finally the building repair money was limited to three hundred dollars a year, with a two-thirds vote required to authorize such expenditures. This law was put into action in 1827.

² This is a state law.

The "Western Academic Institute and Board of Education," an early society of importance was formed in 1829 at Cincinnati for propaganda work in the state of Ohio. The work of the propagandist was to meet arguments of objectors, to overcome prejudice, and to awaken the public conscience to the public need for free and common schools. "Letters" and Addresses to the Public" were written and published, and speeches were made explaining the advantages of free schools. (10c)³

In March, 1831, the legislature undertook to codify the school laws. The same provisions were continued, but the non-resident property-holders were also made liable for district school taxes.

Another per-capita tax usually levied on parents in the early days of public education was the fuel or wood tax. Unless each parent hauled his proper "quota of wood" to the school house during the year it was assessed against him just as was the rate-bill.

The laws were again codified on May 12, 1836. The amount of tax for the support of schools was fixed at one and one-half mills on a dollar. If more than one and one half mills tax was needed, a levy as high as three mills on a dollar might be levied by a vote of the qualified voters.

On March 19, 1838, a tax levy for the state common school fund was fixed at one-half mills on a dollar. The law provided also for the purchasing of a school site, renting school rooms, and repealed the provision "that any branch of education shall be taught in the English language," (1d)

From 1854 to 1871 various states fought against the rate-bill. Ohio

³

It was the work of many years to convince the people that the scheme of state schools was not only practicable, but also the best and most economical means for giving their children the benefits of education.

abolished this charge in 1853.⁴ Other school charges, such as the wood tax, were abandoned making the schools entirely free.

Important Laws from 1853 to 1896. On March 14, 1853, a levy of two mills on a dollar was made to be collected annually for the purpose of affording the advantages of free education for all youth of the state of Ohio.

The annual tax was reduced to one and one-half mills on a dollar on May 1, 1854.

The school law code was again amended April 17, 1857. At this time the school age was fixed between five and twenty-one years.

The Board of Education of Cleveland was given, February 10, 1860, the right to buy land on which to build school houses.

A law of March 19, 1860, provided for certificates to be issued to teachers for not less than six months or more than two years.

The law of February 21, 1849^(1e) was amended March 6, 1861, by providing that the Board of Education must "keep said schools in operation not less than thirty nor more than forty-four weeks of each year."^(1f)

The legislation making it a crime for any member of the Board of Education to receive compensation for his services was passed on April 29, 1862. Neither was he allowed to convert any of the school moneys to his private use.

The Board of Education of Cleveland was required, March 21, 1871, to select textbooks to be used; the books were not to be changed before two years and then only upon three-fourths vote of the members of the board. In 1872, it was provided that the Board of each district might make and enforce rules requiring vaccination of all pupils. On the first day of May 1873 a

⁴The New York fight of 1849 and 1850 was the pivotal fight; in the other states it was abandoned by legislative act, and without a very serious contest.

most thorough codification of the school laws was made. It established the school law essentially as it is today. Every city having a population of 10,000 (by the last census) was made a city district of the first class. The Board of Education of a first class city district was composed of as many members as the city had wards. Each Board determined the branches of study, and the textbooks could not be changed oftener than once in three years, except by a three-fourths vote. Any language might be taught, but all common branches were to be taught in the English language.

On March 29, 1875, Boards of Examination in cities of the first class were authorized to grant certificates for two, five, or ten years.

The state provided for the first compulsory education on March 20, 1877, by enacting that, "every parent, guardian, or person having charge of any child between the ages of eight and fourteen years shall have to send such child for at least twelve weeks in each school year to the public school." It was forbidden to employ children under fourteen years of age unless the children could produce a certificate showing that they had attended school for the twelve compulsory weeks.

The law in regard to state certificates was changed on February 24, 1881; the city districts were given power to issue certificates for five and ten years which might be renewed without examination at the discretion of the examining board.

By an act of March 13, 1882, the Board of Education was given power to establish schools higher than the primary grade when they thought proper; but when established these schools could not be discontinued in less than three years from the time of building.

On April 5, 1882, teachers were required to be examined in History of

the United States, in addition to other studies.⁵

Decoration Day was added to the list of legal holidays on April 13, 1882, by the legislature.

The Cleveland Board of Education, February 9, 1883, was allowed for the following five years to levy one mill per year for erection and repairing of school houses, thus making a total levy of six mills; this was apart from the levy for library purposes of two and one-half tenths mills.

On March 4, 1884, Boards of Education were directed, by the state legislature, to set aside the months of March, April, May, or November of that year, and each year thereafter, to plant ornamental shade trees in all school grounds.⁶

It was enacted on April 22, 1885, that no textbook should be changed or revised for the five years after its adoption without the consent of three-fourths of the Board members.⁷ Books were to be sold to pupils at the cost price.

A special Board of Education was given Cleveland on March 17, 1886. The wards were divided into twenty districts, each district electing one member who served for two years (after the first election); the additional tax of one mill per dollar for school house purposes was continued for four years, and bonds could be issued. On April 21 of the same year, Cleveland was given permission to establish a City Farm School.

On February 22, 1887 the statute allowing separate schools to be maintained for colored children was repealed.

⁵Shows that requirements for teachers were constantly being raised.

⁶This wise legislation of fifty years ago adds to the comfort of Cleveland today.

⁷This was a state law.

The classification of city districts was changed on March 21, 1887, so that Cleveland became a city district of the second grade of the first class, and cities having a population between ten thousand and one hundred and fifty thousand were classed as "city districts of the first class."^(1g)

On March 16, 1887 a provision was made for the establishment of a Manual and Domestic Training School in the city of Cleveland, and a levy of one-fifth of a mill was made in addition for its support.

Additional qualifications for teachers, of an elementary knowledge of physiology and hygiene, were ordered on March 21, 1888. In the same year the nature of alcoholic drinks and narcotics, and the effect on the human system, was made a teaching requirement in the common schools.

The time of compulsory education was changed on April 15, 1889, to twenty weeks a year, ten of which should be consecutive in the city district. In the cities of the first and second classes the Boards of Education were to employ truant officers to see to the enforcement of such provisions made by the state laws, and such officers were to make daily reports to the superintendent of schools.

The law in regard to textbooks was amended on April 28, 1890. The State School Book Board was to invite and receive proposals by publishers, and those proposals being accepted, the books being completed, and prices being fixed, the commissioner of schools was then to notify every Board of Education in the state. Each Board selected the textbooks they thought should be adopted. This law was again amended May 4, 1891, by providing for an Ohio series of school books as follows:

Ohio Spelling Book
Ohio First Reader
Ohio Second Reader

Ohio Third Reader
 Ohio Fourth Reader
 Ohio Fifth Reader
 Ohio First Arithmetic
 Ohio Second Arithmetic
 Ohio First Geography
 Ohio Second Geography
 Ohio First Grammar
 Ohio Second Grammar
 Ohio First Physiology
 Ohio Second Physiology
 Ohio First United States History
 Ohio Second United States History

The Federal Plan. The Cleveland, or Federal Plan, by which Cleveland schools are now being governed was attracting much attention throughout the entire country. A plan of school government which would secure business-like administration of business affairs was being sought by important educators. They hoped also to keep schools out of politics. This law, providing for the Cleveland Plan and for the reorganization of the Cleveland Board of Education, was passed on March 8, 1892. The old Board of Education was abolished, and the new school council of seven members was created.⁸ Three member of the council were elected for the term of two years, four for the term of three years, and since then every member holds office for two years. The council elects one of their members as president and elects as clerk one who is not a member. The clerk's salary was fixed by the council, this was not to exceed \$2,000 a year. Every legislative act of the council was by resolution. The council provided for the appointment of all necessary teachers and employers, prescribed their duties, fixed their compensation, and performed the same duties in relation to the Public Library Board of Manual and Domes-

⁸The Board of Education still has seven members but they receive no pay.

tic Training Schools as the Cleveland Board of Education had performed theretofore. The school director's salary was set at \$5,000 a year. The school director, subject to the confirmation of the council, appointed the superintendent of instruction, who remained in office during good behavior but was removable at any time for sufficient cause. The order for removal was required to be in writing. The superintendent of instruction had sole power to appoint and discharge all assistants and teachers whose positions were authorized by the council. He might be required by the council to attend any or all of its meetings. All employees of the Board of Education were employed by the school director. The city auditor of Cleveland was the auditor for the School Council and issued all warrants for the payment of money from the school funds. Each and every claim had to be approved by the school director. The auditor received no compensation for his services to the council, but the council provided for such assistants as the auditor deemed necessary, and they were paid from the school funds. All contracts involving more than \$250 had to be in writing. When the council elected to build or make repairs or improvements on a school house exceeding \$1,500, it was required to notify the director. The director then was required to advertise for four weeks in two newspapers for bids on the proposed work. Only in case of urgent necessity could this procedure be changed. Bids were required to contain the name of every person interested in the same and were accompanied by a guaranty of a disinterested person that if accepted, contract would be entered into. On complaint of an elector, any member of the council or the director of schools could be impeached for misfeasance in office, by proceedings in the Probate Court.

This act was amended May 21, 1894 by directing that a salary of \$260 should be paid each member of the council, and that the council meet every Monday night during the school year, and the first and third Mondays of the other months.

Legislation was again passed March 13, 1896, providing that the clerk of the council should be elected for two years. And the law was amended again March 30, 1898 by adding that the annual report of the auditor to the council should be rendered on the second Monday in September.

By way of encouraging the study of the history of Ohio, the legislature provided that the purchase of Howe's Historical Collections of Ohio be issued and used in each school.

Then on March 22, 1892 the legislature enacted that any surplus remaining in the county treasury arising from taxes on dogs should be transferred to the school fund. In Cuyahoga county, that surplus was to be turned over to the Industrial School or Children's Home.

It was enacted on April 13, 1892, that physical culture should be included in the branches regularly taught in the schools.⁹

By an act of January 11, 1893 all school houses were to be examined to determine whether they were furnished with suitable exits: doors opening outwards in case of fire.

The evening school ordinance was amended by permitting persons more than twenty-one years of age to attend the evening schools upon payment of tuition. This act was passed March 22, 1893.

Records show that on March 17, 1893 the Cleveland Board of Education was

⁹

This is the introduction of Cleveland's physical education system.

authorized to make a special additional levy of two-fifths of a mill on a dollar for nine years for the payment of bonds issued by the board.

On April 25, 1893, the compulsory education law was amended so as to provide that in the event any child was unable to attend school by reason of being compelled to work in order to support himself or care for others, the authorities were to be charged with such relief as should enable the child to attend school for the time prescribed by the law.¹⁰

Provisions for public kindergarten schools were made in cities and village districts on April 27, 1893, for children between the ages of four and six. Where the tax did not exceed one mill, a special additional levy was made. And the same day legislature also provided a punishment of not less than ten or more than one hundred dollars fine, an imprisonment of not less than thirty days or more than one year, or both, for hazing.

On April 24, 1894 a radical change was made as to school voters, providing that women twenty-one years of age and upwards should have the right to vote for all school officers.¹¹

The decree providing that free school books might be furnished to all children attending school was passed on May 16, 1894. These books were to belong to the Board of Education. This was not, however, compulsory legislation.

Another provision for the issuing of registered bonds by all school districts, whether city, village, county, or township was passed May 21, 1894.

¹⁰

Another indication of the recognition of responsibility of the city to educate all its children.

¹¹

The majority of states had recognized women in some measure in their school legislation prior to 1890. Ohio was a progressive state but it was backward in this respect. When it was passed, its terms allowed women to vote and hold office when the same related to the public school.

By an act of February 20, 1896, teachers were required to have the additional qualifications of having passed an examination in "Civil Government" with the usual exception that those required to teach only special studies in graded schools, such as German, French, painting, music, etc., need only be examined in special branches taught by them.

A provision was made March 26, 1896, that by way of encouraging and developing patriotism of the Nation, schools were to have displayed on the outside in fair weather, and on the inside in other times, the United States flag.

Five Year Certificates. The county examiner was authorized on April 10, 1898, to issue certificates for five years to applicants who, in addition to the necessary qualifications, had been engaged in teaching the prior three years with at least twelve months in one place; and such five years' certificates might be renewed upon the same condition without examination at the discretion of the Board. If an eight years' certificate was granted, that applicant must have had eighteen months of experience in one place, and that applicant was required to pass an examination in botany, algebra, natural philosophy, and English Literature. These certificates, too, were renewable without examination.

On April 8, 1898 provision was made in Cuyahoga County that the Board of Education of any district might temporarily suspend school in any sub-district and provide for the conveyance of its pupils to the school in the adjoining sub-district most convenient for them.¹²

Legislation from 1896 to 1934. Other changes in the textbook law were

made April 22, 1898. These changes provided for the following: 1. Publishers were required to file proposed textbooks with the Board of Education. 2. Publishers were required to fix maximum prices and notify the publishers. 3. No textbook was legal until the publisher had complied with the provisions of this act. 4. Boards of Education were given power to determine courses of study, select textbooks, and set the purchase price of books. 5. Boards of Education were authorized to make contracts with local dealers and buy used books. Also to loan out used books to needy pupils.

Provision was made in the legislature on April 27, 1896, for sinking funds to pay the school bond indebtedness of Cincinnati, Toledo, and Cleveland.

Again, on April 27, 1896, the Cleveland Board of Education was given power to issue bonds to take up bonds, but it was not to increase the amount of the bond indebtedness.¹⁵

The state legislature provided on March 20, 1898, for the education of children who are both blind and deaf; they employed for them suitable teachers and nurses, and other necessary arrangements. The age of admission was four years, and they were not to remain in an institution longer than twelve years.

A statute of April 23, 1898, provided for schools in Cleveland for deaf children above three and under fifteen years of age. The average daily attendance in such schools was to be not less than five pupils and the expenses were to be paid out of the common school fund. The teachers, in addition to their ordinary certificates were to "have received specific instructions in the teaching of the deaf for a term of not less than one year."^(1h)

Cleveland was authorized March 15, 1899, to issue bonds not to exceed

¹⁵The Board of Education of Cleveland was given this power by the State Legislation.

three hundred thousand dollars payable within ten years and six months, and to bear four per cent interest used for the erection and equipment of high school buildings. A one-tenth of a mill tax on all property was levied to pay the same.

An attempt was made to pass a pension law for the teachers of the Cleveland schools on April 10, 1900; but the courts decided that the law was unconstitutional.¹⁴

A decree was passed April 16, 1900 providing that any Board of Education may employ teachers to give instruction in vocal music to all school children and purchase all appliances and books necessary for that branch of study. On the same day an ordinance was passed providing that instruction should be given in public schools showing the effect of alcoholic drinks on the human system. If any official or employee in any way concerned in the enforcement of the act willfully refuses or neglects to provide for or give the instruction required by this act, he may be fined a sum of twenty-five dollars for each offense.

The Teachers' Pension Fund of Cleveland was created by an act passed in 1900, which made such a fund for the city. One per cent of the teacher's salary was to be deducted up to a maximum salary of \$1,200.¹⁵

The retiring or pension board was composed of three teachers elected for three years together with the Superintendent of Instruction and the President of the School Council of the city. They were to select two business men to serve for three years, who, with the city Treasurer, were to act as the

¹⁴At the close of the year 1900, only the larger cities enjoyed the right to establish such a fund; namely, Cincinnati, Cleveland, and Toledo. Each city had the benefit of special legislation to meet its needs in the establishment of such a fund.

¹⁵See above footnote.

trustees of the fund. The "retiring board" was given full power to retire and pension the teachers.

In 1902 an agitation, that would give definition to the high schools in terms of curriculum, came to a head. Consequently, in this year, the high school received a definition as "a school of higher grade than elementary school, where instruction should be given in approved courses in: History of the United States and other countries, Composition, Rhetoric, English, and American Literature, Algebra, Geometry, Natural Science, Political or Mental Science, foreign languages, and commercial and industrial branches."^(6a)

During this same year, a more effective law was made in regard to the education of the deaf and dumb. The law required truant officers to report annually the number of deaf mutes in their counties and to report whether these children were being properly educated.

Two laws were passed on the curricula of schools, one in 1914 and the other in 1919. The first gave the county board of education power to publish a minimum course of study which was to be the guide to local boards of education in giving courses of study in schools under their control. The county board could publish different courses of study for village, city, and rural schools. The second required the boards of education to prescribe a graded school course for all schools under their control. The course of study was to include American Government and Citizenship, and thirty minutes a week was to be devoted to the subject of "Thrift."

In 1921 a number of laws were enacted. The achievement of drastic compulsory attendance legislation was attained with the passage of the famous Bing Act.¹⁶ New extensive powers were conferred upon the county board of

¹⁶The child between six and eighteen years is of compulsory school age. The Board of Education may change by resolution the age from seven to eighteen.

education including the power to transfer part or all of one school district to an adjoining school district. A map must be filed showing details before the transfer is made. During July of the same year the board of education of any district was allowed to establish an Americanization school upon application of fifteen adults of foreign birth over twenty-one years of age. Tuition may be charged. Any board of education which does not maintain an Americanization school must pay the tuition of pupils from its district who attend such a school in another district. In August an act was passed that required an enumeration of all youth between five and eighteen years of age residing in the district be taken in each school district annually during the four weeks ending on the fourth Saturday in May. Reports shall include: name, age, sex, whether a member of Virginia Military district, Connecticut, Western Reserve, United States Military District, French grant of Moravian land or in any original surveyed townships. Another law passed in August 1921 gave the board of education power, upon approval of parents, to establish summer activities to promote the health of their children. Civic and Vocational intelligence, industry, recreation, character or thrift diplomas of graduation may be granted children on completion of such vacation activities. Boards of Education must provide the service necessary to direct such activities. In September, the Boards of Education were required to provide transportation for children, in cities, to and from school when they lived two or more miles from the school to which they were assigned.

Legislation concerning the libraries was passed in 1925. A county library can not be created, in a taxing district in which a public library service is not furnished to citizens or supported by taxing money. The board of education may establish and control a school library or may contract with any

public library to furnish school library service.¹⁷ The Board of Education must pay for all or part of the expense involved, including salaries of school librarians, and for compensation of service rendered.

When the board of education thought it necessary to procure or enlarge any site for a building to be used for a public school purpose, it could do so. This included athletic fields, auditoriums, administration offices or houses, and homes for public school teachers. If the owner of land and the board of education disagreed on the price of the land, the board could refer it to a probate court where it would be subject to the same proceedings provided for appropriation of private property by municipal corporation. This law was passed in July, 1925.

A number of bills were passed in 1929 as follows: 1. Dinsmore bill: This authorized the appraisal for sale of school and ministerial lands by the county auditor. If approved by state supervision of school and ministerial lands, sale may be made, but the annual income from proceeds must not be less than from rents of lands. 2. Erving bill: This provided that territory transferred to another district may not be transferred again for five years. 3. Marshall bill: This provided that a pension fund for school custodians in city school districts be established by boards of education when a majority of custodians petition for it. 4. Morton bill: This provided

that after each semi-annual settlement with the county treasurer, each county auditor shall immediately apportion school funds for his county. Each city school district and each exempted village school district shall receive the full amount of the proceeds of the levy of the two and 65/100 mills provided in section 7575, General Code, in the given school district. The proceeds of such levy upon property in the territory of the county out-

17

In 1931 the board of trustees of a free public library created under section 7635 constitutes a distinct independent unit of government for the purpose of providing a free public library service to all inhabitants of the school district.

side of city and exempted village school district shall be placed in the county board of education fund and shall be known as a 'county education equalization fund.' The proceeds of the county education equalization fund shall be apportioned by the county board of education to each school district and part of the district within the county outside of city and exempted village school district on the basis of the number of teachers and other educational employees, employed therein. Money received from the state on account of interest on the commonschool fund shall be apportioned to the school districts and parts of district on the basis of total enumeration of youth of school age and in each whole district entitled. And all other money in the county treasury for the support of common schools and not otherwise apportioned by law shall be apportioned annually to the school districts in the proportion in which such district is entitled to share in the distribution of the levy of two and 65/100 mills. (207a)

During this same year, 1929, every board of education was given power to appoint at least one school physician and at least one school dentist. The physician shall hold license to practice medicine in Ohio and the dentist shall be duly licensed to practice in the state.

The school dentists shall make such diagnosis and render such remedial or corrective treatment for the school children as may be prescribed by the board of education provided that all such remedial or corrective treatment shall be limited to children whose parents can not afford the same. Dentists may also conduct such oral hygiene educational work as may be authorized by the board of education. (207b)

In 1931 the boards of education were given power to issue bonds to rebuild a school, to issue bonds within statutory limit and levy taxes beyond the fifteen mill limitation to pay interest and retire bonds at maturity. "It would seem also, tax levy for payment of bonds issued to rebuild schools might be made within fifteen mill limitation."¹⁸

And an excise tax on the sale of cigarettes was passed in 1931 which read as follows:

For the purpose of affording advantages of free education to all youth of the state and providing an educational equalization

¹⁸ Hoffman vs. Pounds, 56 app. 492, 495, 175 N. E. 622.

fund therefore, and of providing revenues for the building program of the state welfare institutions, an excise tax on the sale of cigarettes is hereby levied and imposed during the years 1931-32-33 at a rate of one cent on each ten or fraction thereof. (207c)

In February 1931 the attorney general ruled that a local school board may borrow money in anticipation of taxes, for the purpose of paying the valid and subsisting obligation against it, whether of the current fiscal year or of previous years. The aggregate of such loans must not exceed one-half of the amount estimated to be received from the next ensuing annual settlement of taxes. Also

...a local board is without authority to issue bonds in any sum for the purpose of paying rental on a heating plant, since the authority to issue bonds is limited to the purpose of acquiring or constructing improvements of an estimated usefulness of not less than five years. (207d)....A board of education has no power to lease property which it holds in trust for school purposes, in the absence of statutory authorities. (207e)

The following quoted law grew out of the drastic needs of the school districts for operating fund due to the late and present depression. It was an act to authorize the boards of education to issue notes, and declare an emergency.

1. The director of education shall within five days after this goes into effect, calculate the amount which each school district is entitled to receive under the law from the state educational equalization fund and which amount has accrued to June 30, 1933 and is owing to such school district for personal service and maintenance items under the laws, regulations and formulae and schedules provided in the general code of Ohio for state aid districts. The director of education shall forthwith, upon determining the amounts due to each state and district, certify the same to the board of education.

2. In anticipation of the payment of the amount so certified the boards of education of any school district are entitled to any part of such appropriation may borrow money not to exceed the amount so certified and issue notes of the school district thereof.

3. Such notes shall be issued pursuant to a resolution of the board of education which shall set forth the amount to be issued.

4. Such notes shall be payable on or before July 1, 1934.

5. The proceeds of any such notes shall be used only for pur-

poses set forth in this act-- namely, maintenance, regulations, and schedules.

6. Notes shall be made and paid by the board issuing the same.

7. Notes may be sold by the board for not less than par.

8. State director of education and controlling board shall see that money borrowed under provisions of this act shall be for specific items definitely approved as actually and legally due from state equalization fund.

9. Appropriation of moneys from educational equalization fund to pay the principal and interest of the notes herein authorized.(3a)

A special legislature of 1933 enacted a law whereby local boards of education were authorized to sell notes, the security of which was to be the cigarette tax levied and collected for the year 1934. All notes to be issued are payable on or before July 1, 1934.

The financial results of the enacting of these two measures may be summarized briefly.

1. All state obligations to local school districts from the educational equalization fund, contracted between January 1 and July 1, 1933 were redeemed.

2. All revenues accruing to the state education equalization fund were obligated for eighteen months in advance to their collection.

3. All notes issued under authority of amended Senate Bill No. 412 became due and payable not later than July 1, 1934, which meant that only one-half years collections of tax levied under section 5894-2 could be applied to the amortization of the notes issued.(108a)

Summary of Chapter

Practically all states have gone through the same stages in their fight for free, tax-supported, non sectarian, state controlled schools.

Cubberly divides this struggle into seven strategic periods, namely

1. Battle for tax support
2. Battle to eliminate the pauper school idea
3. Battle to make school entirely free
4. Battle to establish state supervision
5. Battle to extend the system upward
6. Battle for the addition of a state university
7. Battle to eliminate sectarianism

Following is a chronological summary of state legislation of Ohio affecting Cleveland in this struggle.

1802-State admitted into Union

1806-Organization of schools permitted

1816-Only means of support were rents of school lands and rate-bills

1821-A law authorizing, but not requiring, a tax levy on residents of school districts

1825-A law requiring a levy for schools, a law permitting the erection of building if the site is donated, a law providing for appointment of school examiners and examinations of teachers

1827-State permanent school fund was created, building repair limited to \$300 and two-thirds vote required to authorize this expenditure

1831-Non resident property owners also made liable for district school taxes

1834-Each parent sending a child to school was required to provide his quota of wood

1836-County tax increased to one and one-half mills

1838-Purchase of school sites permitted, majority for authorizing repairs to buildings reduced to one half, first state school tax levied, law providing for a state Superintendent of Instruction, (Samuel Lewis appointed) his activity induced many communities to carry out the provision of the law for public support of schools, he held office for two years, the office was discontinued

1849-A general law allowed any town of 200 inhabitants to organize as under the Akron law; namely, a city was organized as one school district with a few directors having full control of all the schools of the town, to fix terms of transfer from one school to another, to employ and pay teachers, to purchase apparatus, to certify annually to the town council the amount of money necessary for school purposes

1853-Creation of Township school district under township Board of Education, taxing rates gradually increased

1877-First adoption of a compulsory school law

1894-Women recognized as voters and allowed to hold office in connection with schools

1921-The Bing Act, the final drastic step in compulsory attendance

1934-School boards authorized to declare emergency and issue notes

The trend is toward compulsory attendance up to twenty years of age.

Such laws would tax to the utmost the resourcefulness of educators.

CHAPTER II

OUTSIDE INFLUENCES AFFECTING THE GROWTH AND DEVELOPMENT
OF SCHOOL LANDS AND BUILDINGS

OUTSIDE INFLUENCES AFFECTING THE GROWTH AND DEVELOPMENT
OF SCHOOL LANDS AND BUILDINGS

The Founding of Cleveland. There was a time when Lake Erie was nearly a level plain with one or perhaps two rivers flowing through it. The "Ice Age," a marvelous movement of nature, then occurred. Nearly all the north was covered with continental ice which moved in a southerly direction carrying stones and soil in great quantities, and leaving the country far more fertile than it had been.

Thousands of years elapsed. The first white settlers were a party of Connecticut Yankees led by Moses Cleaveland. They blazed the trail to the Western Reserve in 1796. They entered what might well be described as the "Promised Land" as it was promised to so many. The disputed claims were settled by granting a strip of land south of the Lake Erie shore to Connecticut. This land was later known as the Western Reserve. Moses Cleaveland and his party of fifty pushed up the winding Cuyahoga, and upon its banks they inaugurated "New Connecticut's Future Capital" naming it after their leader.

What other prophecy has ever been fulfilled so abundantly as the words of Moses Cleaveland uttered a short time later when he said:

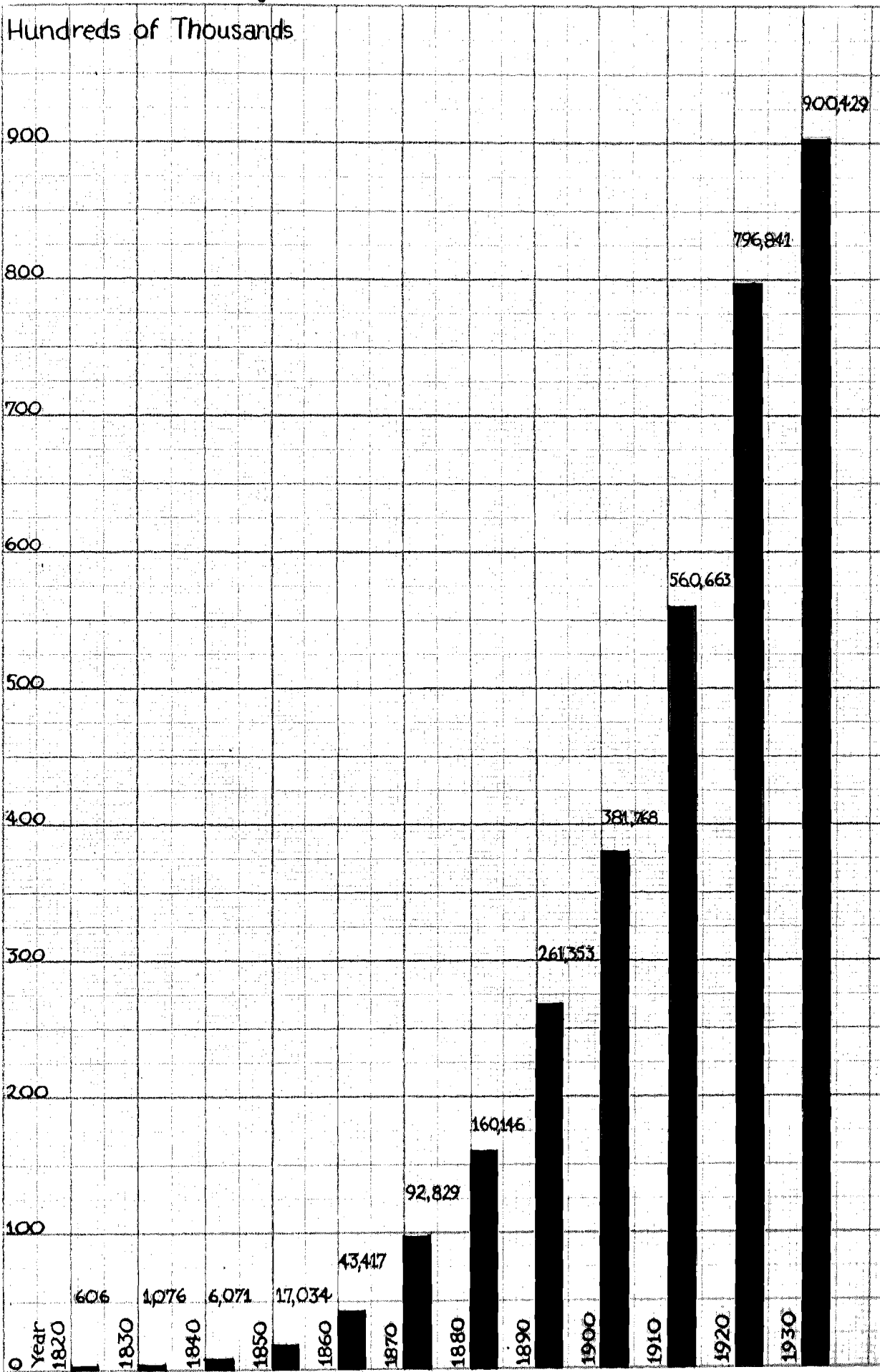
While I was in New Connecticut I laid out a town on the bank of Lake Erie, which was called by my name, and I believe that the child is now born that may live to see that place as large as Old Windham. (20a)

Lake Erie has played an important part in the history of Cleveland¹ and has been on continuous benefit in the development of her commerce and

¹For a time the name was spelled Cleaveland, but about 1851 it was changed to its present form, because, it was reported, the "a" made it a misfit in the headline in a newspaper.

Population of Cleveland

Hundreds of Thousands



in the extension of her trade. Around 1810 when Cleveland started its first ship-building, many people came here by water. The route by which early ships entered Cleveland was uncertain because of the sand bars which accumulated at the mouth of the Cuyahoga River. The people began to demand improvements. As today, they looked to the government for relief. The appeal was granted. Five thousand dollars was appropriated to the building of a pier at Cleveland. In 1818 Cleveland saw her first steam boat; the same year her first newspaper was published.

Cleveland's school was at this a matter of great pride. In a grove of Oak trees on St. Clair street a very small school house was built. The money for the school house was raised through subscriptions. The school, however, was private, not public. It wasn't 'til 1822 that an account was given of the school houses in and around Cleveland. George Watkins, an old pioneer, recalled the schools located on Fairmount Street and Giddings Avenue. The second of these schools was about fifteen by twenty feet, and it was called a block house because the logs were hewn out between the sides. It was lighted by five windows. (11)(20b) At the time a demand for a higher school was felt, therefore, a two story building of brick was erected. In those days it was known as the Cleveland Academy; later it was called the Old Adademy. The building was forty-five feet long and twenty-five feet wide. Only the lower floor was used for schools. The upper floor was rented for church and other purposes until it was needed as a school room. These, however, were free only to those who were too poor to pay tuition.

The beginning of two of Cleveland's greatest sources of wealth, coal, and iron came in 1828. In 1829 the village was extended, and the first fire house was built.

Steady Growth from 1834 to 1836. There was a steady growth in Cleveland all through 1834, nothing, however, startling to the record of events. The Cuyahoga Steam Furnace Company was organized; the "Whig" a Cleveland paper was established; three churches were added to meet the demands of adequate religious housing and many new laws were enacted. A ship yard was opened by Seth Johnson.²

The first public school was conducted in 1836 in the old Bethel chapel at the corner of Diamond and Superior Hill. This year Cleveland became a city, and its organization under a charter from the state was affected. Under that charter the Common Council was given authority to organize a school system. An important step the council took was to appoint a Board of School Managers. They urged the necessity of spending more money on school needs. The charter also called for election of officers of the proposed corporation. It contained a clause that officers should be elected on the third Monday in March.

About this time Cleveland had a population of five thousand; more and better school houses were badly needed. A large number of citizens were demanding the erection of schools in various wards. The records of the City Council show that on March 29, 1837, Mr. Noble³ introduced a resolution requesting the committee on schools,

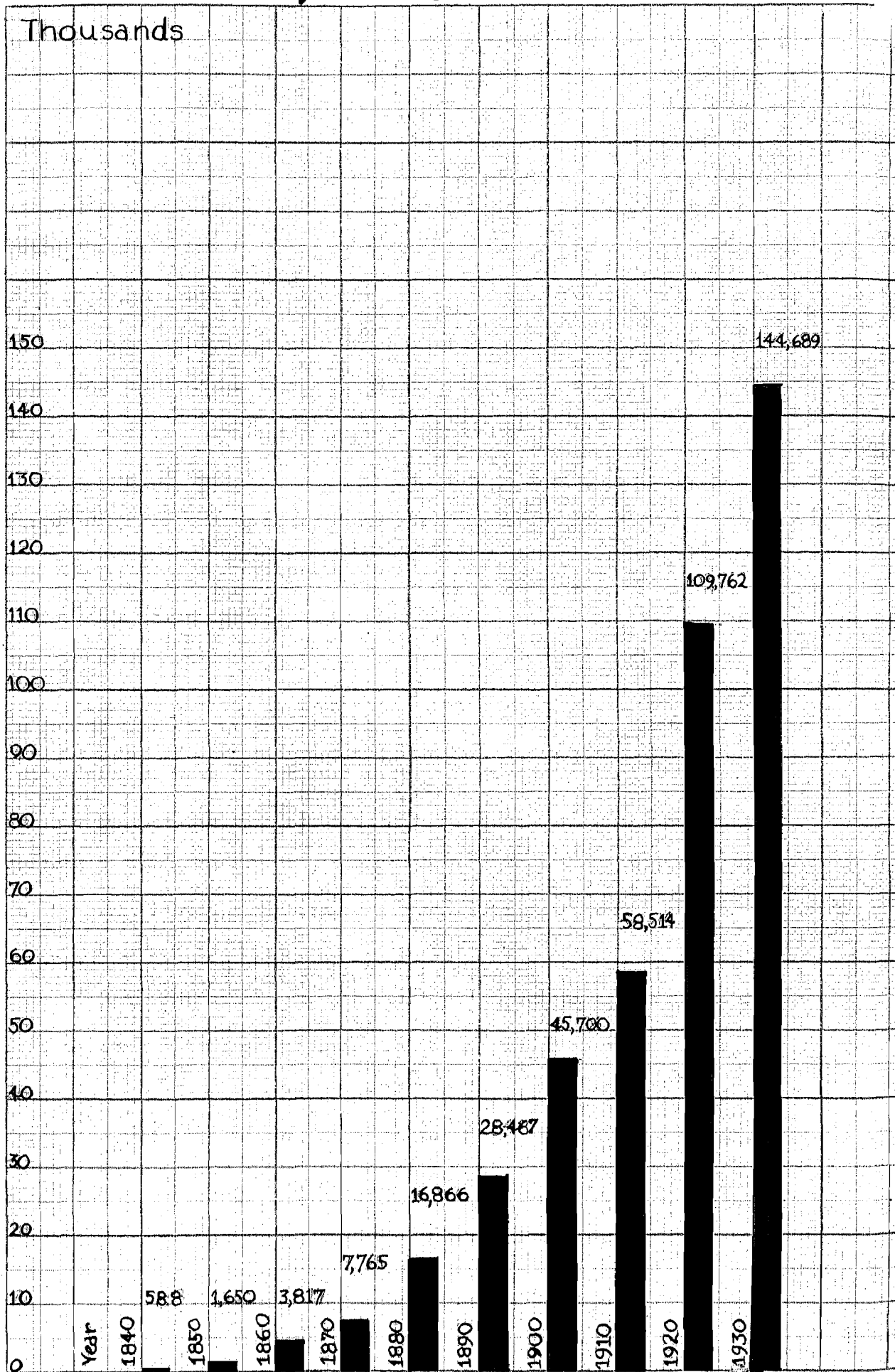
to ascertain the report as soon as convenient what lots may be purchased, the price and terms of payment, to be used for school purposes--two in the First Ward, one in the Second Ward, and one in the Third Ward.(Lj)(20c)

Panic of 1837. Then in 1837 came the city's first great disaster. Formerly

²Johnson first confined himself to repairing ships. He soon began to build ships. Two of them were the "Constellation" and "Robert Fulton."

³Henry Noble was a judge in the second ward.

Average Daily Attendance

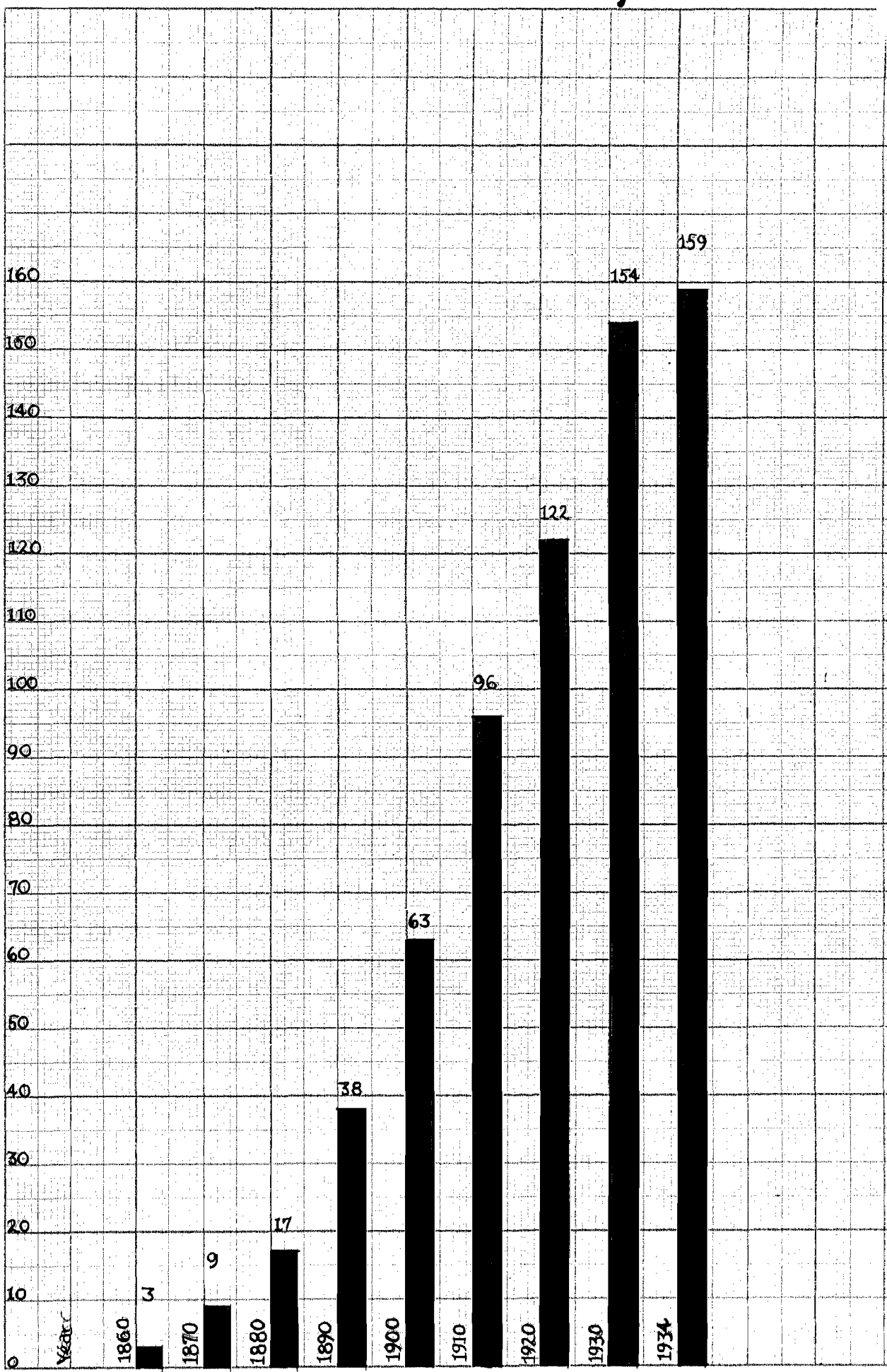


people only worked for individual wealth, neglecting community enterprises, not realizing that a large city must be supported. Bank after bank went down, companies failed by the hundred, ties were left to rot on unfinished railroads, a half-dug canal filled up and lay in a stagnant pool, ships stood unfinished, paper cities vanished in thin air, fortunes melted, money became worthless and land values took a tail spin. This cut down the growth of Cleveland; those who were here were repairing shattered fortunes as best they could. During the years of 1838 and 1839 many schools were kept in rented buildings; thus the accommodations were very poor. There was a building in the Farmers' Block and one on High Street. The agitation for the erection of city school buildings was kept up during these two years by the friends of popular education. The following resolution was made at this time:

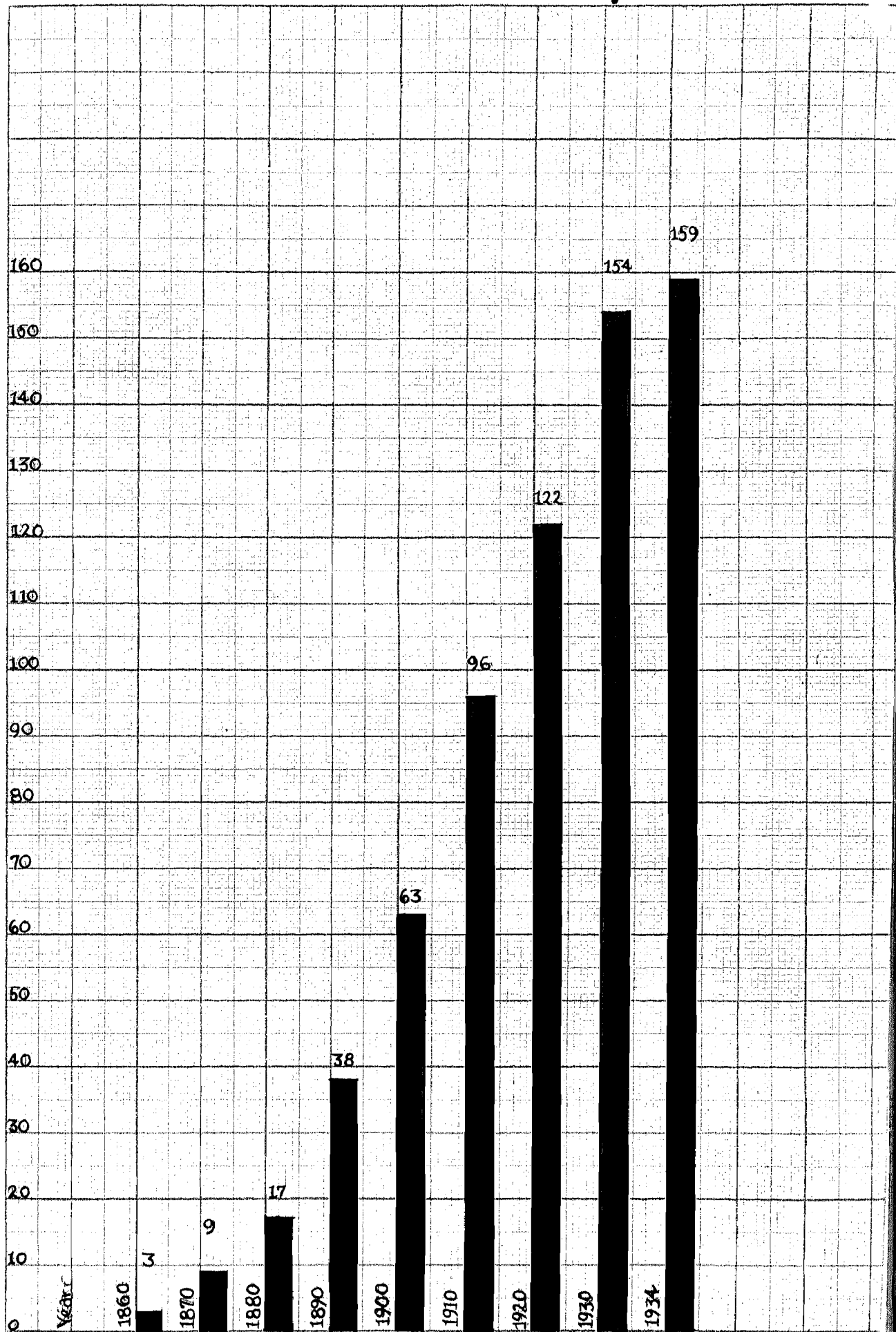
Resolved that it is expedient for the city to procure a lot of land 150 by 200 feet and to erect thereon such a school house as will accommodate 200 scholars, in four departments, in each of the four districts of the city.(lk)

As a result of the resolution a lot was purchased on Rockwell Street and another on Prospect Street. The price including buildings and fencing was \$3,500 each. These buildings were forty-five feet four inches square. Both were two stories in height and alike in other particulars. They were finished in 1840, but still they did not furnish sufficient accommodations to all those who desired to go to schools. It was soon found that the buildings were much too crowded for school work, and so they were relieved by opening some additional rooms. It so happened that Charles Bradburn and George Willey, newly elected to the council in 1841, were destined to have more to do with the upbuilding of Cleveland Public Schools than any other

Number of School Buildings



Number of School Buildings



two men.⁴

During the school year of 1841-42 the sum of \$4,000.79 was expended for schools. The annual report showed that there were fifteen schools in this young city.⁵ The Bethel school was removed in 1841, and petitions to urge the necessity of school houses were circulated, but these years were hard ones financially. The Board of Managers had to exercise the greatest economy, teachers wages were cut, and only those schools absolutely necessary were kept open. All this led to the passage of a law giving the Council authority to levy additional taxes for school purposes. Owing to this continued shortage of funds there was no increase in the number of schools until 1845. Again going back to 1840, it is noted that Cleveland slowly began to emerge from the disastrous effects of its first panic. William A. Otis, established his first iron works, which were the first of any importance in Cleveland. The infant industry of coal mining had developed into a great selling market for that product. Cleveland, too, was the principal port upon the lake shore; therefore, it offered unusual facilities for the transportation of runaway slaves from Kentucky and Virginia across to Canada; is also became the natural resort for many slaves who were fleeing from their masters.

The First Railroads. Disappointment, loss, struggle, patience, faith, and finally triumph were the things Cleveland's citizens encountered when trying to connect with the outside world by railroad lines. Before this, lines were proposed but they came to nothing. The first proposal for a railroad was never

⁴ Bradburn was responsible for the erection of school buildings and the wonderful progress made during the 20 years he gave to them. Willey proved to be the curriculum man.

⁵

The fifteen schools included several schools in rented rooms.

carried out,⁶ the second proposal came seven years later. It was the Ohio Railroad Company that came forward with a plan that insured all benefits of a railroad at a very low cost. Later, when a main part of the work was done, the panic came which brought along a total collapse. This panic prevented other improvements for some time. A charter was given to the Cleveland, Columbus, and Cincinnati Company on March 14, 1836, but success did not come to this company 'til 1851 when the first through train was run from Columbus to Cleveland. This, of course, was a great affair and a large celebration was prepared. Hope and faith were abundant now, and many railroad projects started thereafter were successful.

The determined fighting of Bradburn and his followers for a high school system finally became successful. The question of legality was settled when an ordinance was passed "to establish and maintain a high school department."^(20a) A lot for a high school building was purchased in 1851, and a cheap wooden building put up for temporary accomodation. As the city grew and the schools increased in size and importance, the need of increased facilities and more direct management was felt. Thus, the office of superintendent of schools was established.

The founding of schools was by no means the only measure by which the new city made use of its legislative power. Attention was being paid to the lake front, which was a matter of great importance now that the lake traffic was growing so rapidly. A large bridge was constructed across the river in the expectation that travel and traffic would come from the south in to Cleve-

⁶ Dewitt Clinton published a plan of a line to be called the Great Western Railway, it was to find its starting point in New York. The route covered a distance of 1050 miles, and was estimated to cost about \$15,000,000.

land. The bridge proved to be more of an obstacle than a benefit because both Cleveland and Ohio City were fighting for its ownership.

Rivalry of Cleveland and Ohio City. It is well to point out here that while Cleveland was growing so rapidly on the east side of the river; Ohio City was perhaps progressing just as well on the west. From Ohio City came continued efforts to obtain legislation which would annex it to Cleveland. A formal protest came immediately from Cleveland.⁷ After resolution and argument the annexation was made in 1854. Immediately many new buildings were put up, and the iron and coal industry began to prosper. The panic of 1851, and its ravages had by this time definitely begun to clear away, and was no longer felt by 1860.

By 1859 the Cleveland schools had outgrown their old management, as described previously in this chapter. A Board of Education was established to take place of the Board of School Managers. The schools were either moved into new buildings or destroyed. The Kentucky school, which was built in 1855, still stands. When it was built it cost \$7,000; it was three stories high, contained five rooms, two on each of the lower floors and one on the third. During the summer of 1855, the Eagle Street School was built; 1859-61 saw the completion of the Bolton, Alabama, and old Thomas Edison; thus 1861 found the schools system of the city in a position to give adequate housing and produce results.

Progress from 1860 to 1885. In 1860 Cleveland's first street railway was open for business. People had great hope in this project, and it was watched with interest. Railway rivals fought until 1875, when the change of motive

⁷ Cleveland had been rivals with Ohio City from the beginning of their growth.

power to electricity was made on various roads. This, of course, called for great expense and labor. It was not until 1893 that the Cleveland City Electric Railway Company was organized.

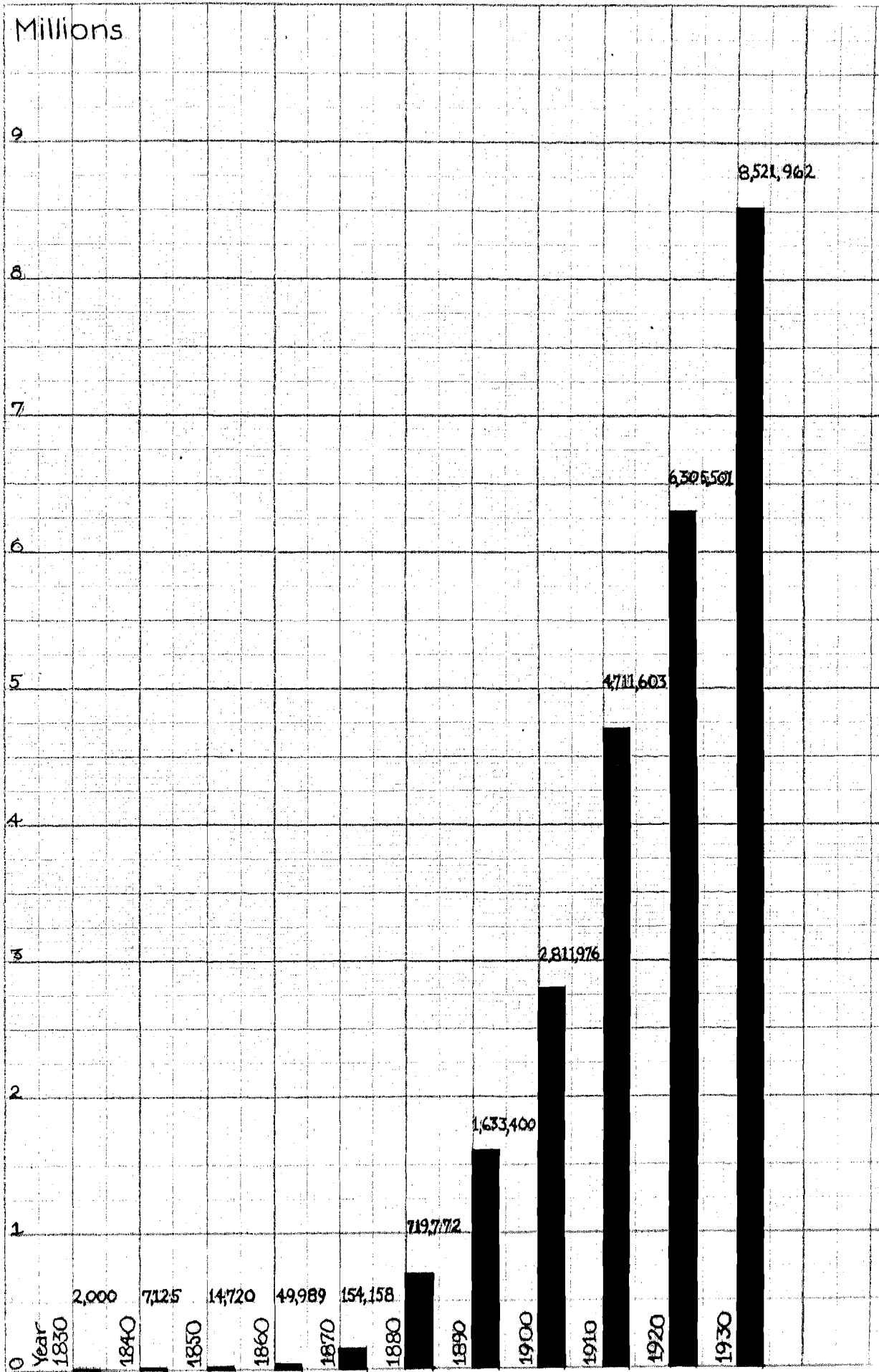
In and around the year 1885 the following improvements were made: the exchange of the old volunteer fire department for one operated on a paid basis, an improved water system, the building of the Public Library, the establishment of the Historical Society and the City Hospital.

The city also added more improvements to the lake front, important municipal measures were receiving attention; the first real effort was made to give to the city a system of public parks, and the office staff of the city auditor was increased. The growth of Cleveland has been steady through accessions of population by immigration and through annexations along her borders.⁸

From 1865 to 1880 many new buildings went up. Among these were many new schools. The Brownell Street School was completed in the fall of 1865. This new building had enrolled 1,386 in its first year. There were also four temporary relief schools built. A fine building was constructed on Sterling Avenue at a cost of \$45,000. When it was built in September, 1868 it was the finest school building in Ohio. During the year 1869 the Orchard and St. Clair buildings were completed. They were fine buildings, and built substantially on the same plan as the Sterling school house. When these buildings were erected several of the old schools were abandoned. By 1877 Detroit, Meyer, Tremont, Outhwaite, and Case were finished. Some of these schools were much more costly than others and some had many more rooms. Occasionally additions had to be made to the older buildings.

⁸ East Cleveland and Newburg were two of the annexations made at this time.

Square Feet of Floor Area



The new Central High School building was built in the school year 1877-78. It was built of sand stone at a contract price of \$73,810.26. There were twenty-five rooms in the building. Schools sprung up on Walton and Broadway Streets in 1880 at a cost of \$32,761.32 and \$66,241.92 respectively.

The population of Cleveland had been growing steadily; in 1850 there were 17,034 people, in 1860 there were 43,417 people, in 1870 there were 92,829 people, and in 1880 there were 160,146 people. The last mentioned group of people saw the success of the electric light, and the uprising of many more buildings and industries.

Cleveland in 1883. The following lines, written in 1883 by James H. Kennedy picture the flourishing condition of Cleveland at that time:

The history of Cleveland has been that of all great cities. There have been many times when her growth was so slow, and uncertain that she gave promise of no great development, but some unexpected season of general prosperity would arise, some new avenue of business would open, or some new railroad come in to add to the territory open to her enterprise....Her population is so great (in 1883 it was 194,684), her invested capital so immense, her footing so firmly established, in the line of manufacturing, and her lines of communication with producing and purchasing centers so well developed and maintained, that it would be difficult for any disaster to crush her, or any rivalry to break her hold....The fact is, that a new spirit of enterprise, of improvement, and of push, has been breathed into the business men and the men of money, and the last suggestion of old-fogysm are being blown to the winds.(20e)9

What would a visitor of 1883 see if he came to Cleveland from some rural community? Of course, he would have found an industrial heart with manufacturing strength; acres would have been observed covered with ship yards, lumber yards, planing mills, freight depots, roundhouses, iron mills, furnaces, oilworks, and factories. The valley, better known as the "Flats"

⁹ This quotation is taken from Kennedy's "The Forest City, A picture of the Past, Present, and Future of Cleveland" Chicago Inter-Ocean March 31, 1883.

would have been seen in motion day and night. The visitor would have encountered railroads, slaughterhouses, woolen factories, ice houses, refineries, and bountiful housing facilities.¹⁰

Growth of Schools From 1880 to 1930. The detailed records of 1880 show that the city's main point of interest was the important change in the management of the public schools. Andrew Rickoff, superintendent at this time, gave to the public school system services that can hardly be overestimated. A large number of schools were erected, several of them after plans of his own. The course of study was systematized and improved; the classification of pupils was revised, twelve grades being placed together in three main groups—namely, primary, grammar, and high school grades. The separate schools for sexes were abolished, and women principals were employed. The city was divided into districts, each being under the direct care of a supervising principal. German was introduced into the course of study and more direct attention was paid to music. During Rickoff's administration the number of teachers increased from 123 to 473, and the pupils from 9,643 to 26,990.

The work of the Cleveland Schools had stood first in rank in the educational exhibits of the Centennial Exposition of 1876; the French Commission placed the Cleveland school buildings ahead of all school buildings in America. Cleveland schools were placed at the head of the list in a report to the committees of Council of Education in England; one English expert declared enthusiastically that Cleveland had the best schools in the world.

The year 1883 found many of the schools previously mentioned badly in need of relief. That year the building program included the erection of five schools—namely, Fowler, Buhrer, Dike, Dunham, and Lincoln. The Fowler build-

¹⁰ This would be a bird's eye view of Cleveland in 1883.

ing contained 16 rooms and was contracted for \$58,228.75. The others contained eight rooms and were contracted for \$42,800 each. School buildings steadily went up until the close of the year 1885; in addition to the above the following schools were completed: Clark, Kinsman, Sibley, Stanard, Sumner, and Waverly. These fourteen buildings contained 137 rooms and cost the city over \$645,000. A few of these schools were rebuilt later. The school year 1886-87 saw the Hough, Union, Waring, and Woodland Hills schools go up. The Scranton school was built in 1887. Madison and Gordon schools were completed at a cost of \$105,000.

The total value of land owned by the Board of Education in 1883, was \$842,496, and the value of buildings was \$2,228,428. The seating capacity in all schools would accommodate 48,468 pupils. Other schools built between 1883 and 1891 were Washington Irving, William Dean Howells, Jane Addams, Plymouth, Pearl, Giddings, Miles Park, Fairmount, and Sackett. All along the Board of Education was faced with overcrowded schools and lack of funds. Either bonds were issued, a larger tax levy secured, or many hundreds of pupils kept out of school. It was finally settled by levying one more mill tax for the next five years.

The Sowinski building was erected as a relief for East Madison. This building had twelve rooms. Additions were made to Hicks, Fairmount, and Hough schools. Alabama school, which was unoccupied for many years, was fitted up and six relief schools moved into it. Buildings erected in the next year were Fullerton and Oakland. Additions were constantly being made to practically all of these schools.

The organization of the Cleveland Board of Trade helped the city pro-

gress a great deal. West Cleveland and Brooklyn were annexed still swelling the city's borders.¹¹ The dawn of July 22, 1896 saw the completion of Cleveland's first one hundred years of existence. One local chronicler said:

Not since centennial ceremonies began has there been such a turn-out of people as filled the eight miles of parade route in Cleveland yesterday.

From the year 1900 to 1910 the population of Cleveland grew from 380,000 to 560,000. As a consequence the average daily school attendance swelled from 46,000 to 58,000. To take care of this added enrollment thirty-three schools were erected. The building expense for this decade was approximately \$66,000,000. With the addition of these new buildings the square feet of area increased from 2,800,000 to 4,600,000.

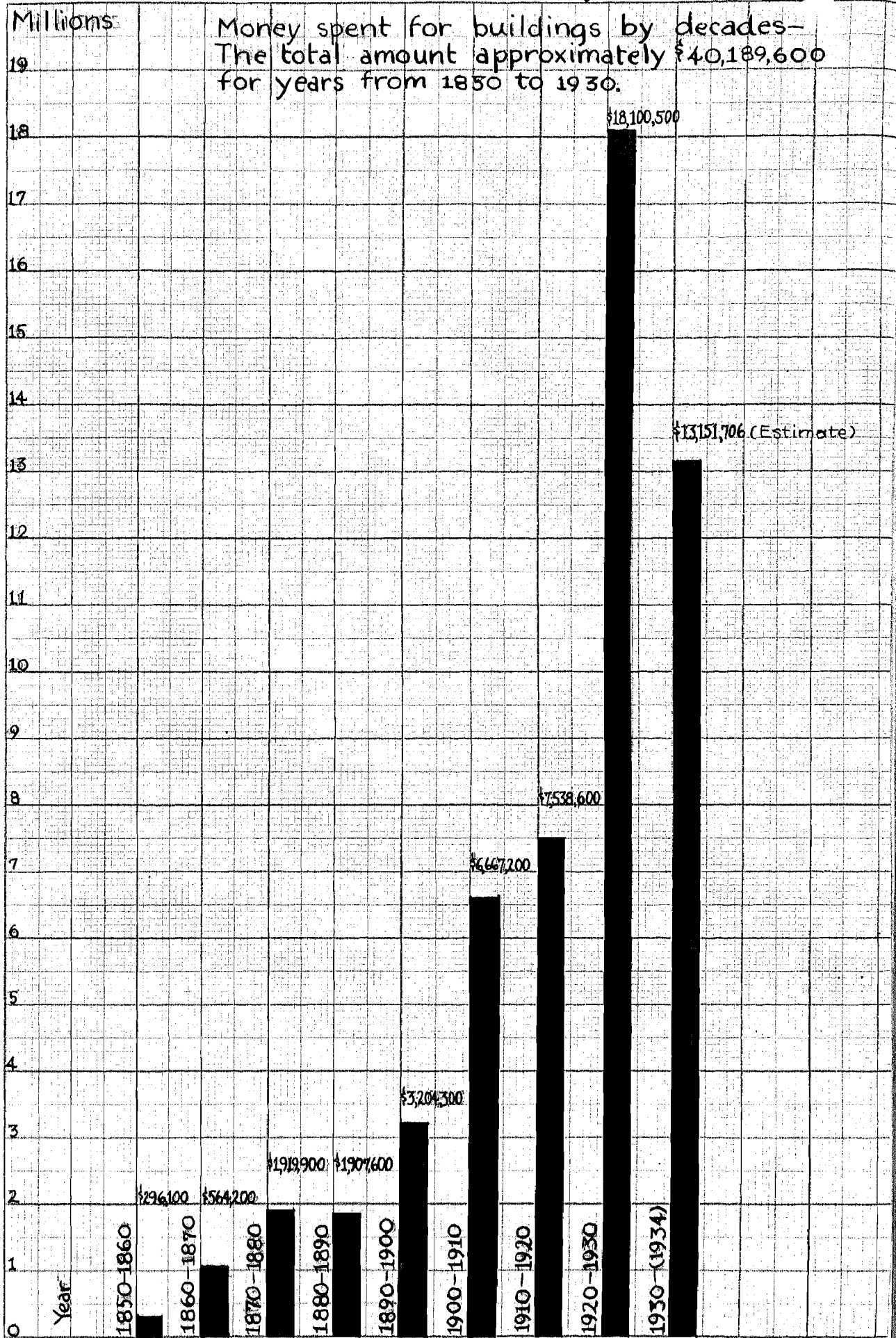
In the decade from 1910 to 1920 Cleveland increased its population to 790,000 which marked its greatest growth by decades since it had been incorporated. The average daily attendance too, made the largest jump of any decades during the history of Cleveland. The number of schools, however, was not increased in proportion to the population increase. Only twenty-six schools were erected during this period, while the money spent for schools shows less increase than for any other decade of the school history.

Due to the size of the buildings erected, however, the increase in square feet of area was in accord with what was to be expected for the taking care of the increased enrollment. By 1900 the square feet of area had increased to 6,300,000.

Overcrowded schools and the continuation of rapid population growth set the stage for Cleveland's most extensive building decade beginning in 1920. Cleveland also met her largest increase in daily attendance in this decade. By far more money was spent from 1920 to 1930 for improvements and buildings

¹¹ These annexations were made in 1894.

Cost of New Buildings



than Cleveland had or probably will spend in a single decade for some time. The City Proper population expanded to over 900,000. The average daily attendance jumped to 144,000. Thirty-two schools were built during this decade. The amount of money spent in this period was enormous, due to two reasons: first, the low dollar index; and second, the number and nature of the buildings built. The trend was definitely toward larger and more costly buildings. The cost of labor and materials was out of proportion to what they were in previous periods. It was a decade of prosperity with the result that money was spent freely.

The beautiful Headquarter's Building was not completed until all pupils were adequately housed. Several of the finest school buildings of the country were added to the city school system, making a total of 154 buildings in all. As with other cities in the United States the post-war period left its marks in the way of prosperity and the usual following dregs of debt.

By 1930 the fangs of the depression were clearly felt. The population growth had practically ceased, while the average daily attendance increased but very little. Only five buildings were erected and plans for future building are not even being considered at the present writing. Salary increases were cut off in 1930 and the general retrenchment program of the country was put into effect in Cleveland. Based on the first three years beginning with 1930, the amount of money that will be spent for buildings in this decade will be little over \$15,000,000. If any of the old buildings are torn down and replaced the square feet of area will not be increased materially.

Possibilities for Cleveland Development. Two future possibilities of Cleveland that can not be overlooked in this paper are: first, the St.

Lawrence Waterway project; and second, the borough plan of government for the Cleveland Metropolitan Area. If either or both of these ~~are consummated~~ the effect on the city is sure to be felt.

Cities of old grew wild and ran in every direction. That was the trail followed by the old Cleveland, but the new sections of Cleveland are carefully planned. This zoning results in homes free from every worry of encroachment by factories or undesirable business sections. In the matter of slum elimination Cleveland's plans are among the best in the United State. Those who place property rights above human rights may obstruct temporarily the path to slum elimination, but they can not permanently prevent this boon to the health and beauty of Cleveland.

Teachers' Organizations. The National Education Association Department of Superintendence has met in Cleveland twice within a recent five year period. Facilities here for entertaining and for meetings have proven adequate and satisfactory. Cleveland ranks among the first in the United States as a convention city.

The Cleveland School System plays host to the Northeastern Ohio Teachers' Association once each year in the fall. This is the largest sectional teachers' group in the United States. More of its members attend its meetings than belong to or attend any other sectional teachers' association.

For many year the Cleveland Teachers have been organized in the Cleveland Teachers' Federation, enrolling over ninety seven per cent of the teachers of the city. A recent movement is on foot to have the teachers unite with the American Federation of Labor. At the present writing the movement is gaining momentum.

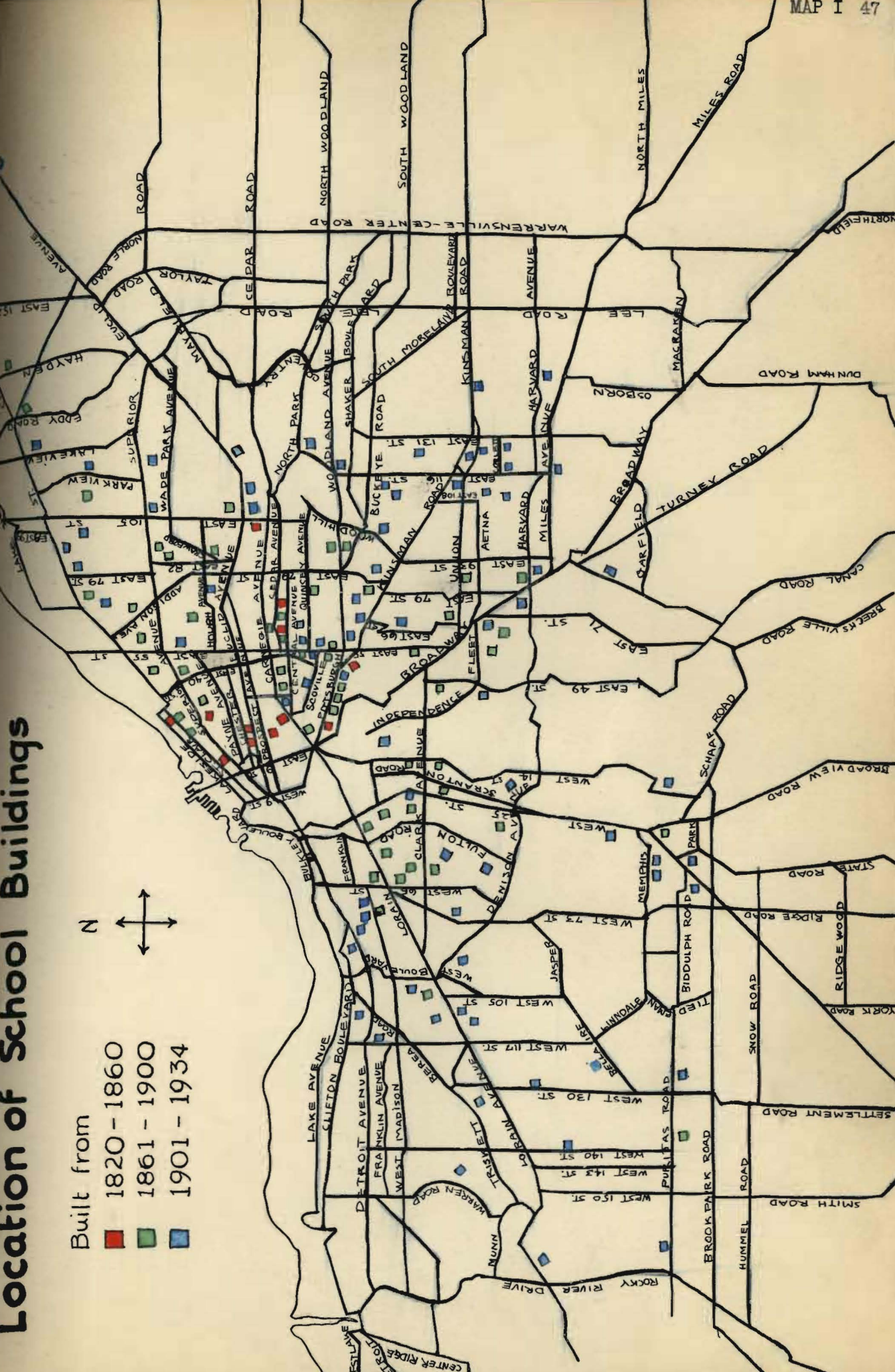
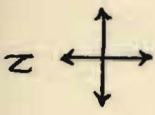
There has been some slight cooperation between the major school dis-

tricts in Cuyahoga County, but better education at less expense would undoubtedly be the case if there were stronger ties binding the various boards of education. Duplication of effort would be avoided, and better supervision could be obtained at less cost to parent and tax payer.

One can picture the entire metropolitan area under the borough plan, when students attend school in buildings constructed with Cleveland made steel and study subjects suited to their individual needs; all this can function under one school board. Economic conditions sometimes change rapidly. The next decade should prove very interesting indeed to people concerned with the development of the schools of Cleveland. It is delightful to play with the possibilities of Cleveland and Cleveland schools of the future.

Location of School Buildings

- Built from
- 1820 - 1860
 - 1861 - 1900
 - 1901 - 1934



CHAPTER III

HISTORY OF SUBJECTS OFFERED BY CLEVELAND SCHOOLS

HISTORY OF SUBJECTS OFFERED BY CLEVELAND SCHOOLS

Has education been shifting back and forth without any forward progress? Do subjects come and go? Has the curriculum been held rigid by a few "back-bone" subjects? Have schools tried to make all boys and girls fit one pattern and branded those who do not fit that pattern as failures, or has there been an attempt to adapt the schools to needs of the individual pupils? If there have been drastic changes in the curriculum about what years did they occur? If there has been a swell in the number of subjects offered to pupils about what years did it start, and how fast did it rise? What are some of the subjects that did not stand the test of time? What are some of the obvious curriculum trends in this year 1934? These are some of the questions the writer will attempt to answer in this section. Since the curriculum in grade school has remained fairly constant only the high school curriculum will be treated in this section.

At no time did the Cleveland schools offer only the three R's. Even in 1846, back before Cleveland had a Superintendent of schools, some fourteen subjects were offered. The curriculum has been enriched since it contained only fourteen subjects to the extent that a total of 260 different subjects have at one time or another appeared in it. At present 126 different subjects are open to high school pupils.¹

The writer has made up three graphs in an attempt to show the curriculum development. Graph I shows the number of subjects taught from year to year. The number 1 to 16 at the bottom of the graph refer to the incumbency

¹The 49 subjects that are listed on Graphs I and III have combined with other subjects so that the total separate courses open to high school pupils is 126 instead of 175.

of the superintendents. It is the purpose of this graph to show how the curriculum has been enriched by the addition of subjects from the start of Cleveland's schools to the present. The rapid rise between the years 1918 and 1934 correlates with the vast expansion of buildings and equipment, the enormous increase in daily attendance, and the enlargement of the teaching staff made in that period of time.

After a study of the entire number of subjects offered by the schools and the dates they were brought in, it is obvious that certain subjects might well be grouped together, for instance, a number of History subjects might comprise one group, a number of Manual Arts subjects another group and so on. The 260 subjects were divided into thirty-four groups. Graph II shows the approximate date of introduction of these groups into the curriculum and the time when they were removed if they are not included now. The grouping is arbitrary but shows general trends in the development of the subject matter in the Cleveland Schools.

Graph III is a detailed study showing when individual subjects were introduced and when they were dropped from the curriculum. The basic information for the first twenty years on this graph was taken from two early histories of Cleveland, written by Freese⁽¹²⁾ and Orth.⁽²⁵⁾ For the latter dates the information comes from the Principals' Individual Reports and Summaries of Reports, filed at the Board of Education Building. This graph was then checked for accuracy by ten people, including heads of departments and principals who have been connected with the schools for a number of years. The writer does not claim infallibility for all the dates. Early records were not kept with the exactness that they are today; an error may have crept in here or there in the dates. But on the whole, it is the opinion

of school people interviewed that they are correct, and the writer believes that they are as accurate as it would be humanly possible to make them at this time.

A few statements will be made on the history of several of the departments of instruction to show the critical turns and the present trends of subject matter.

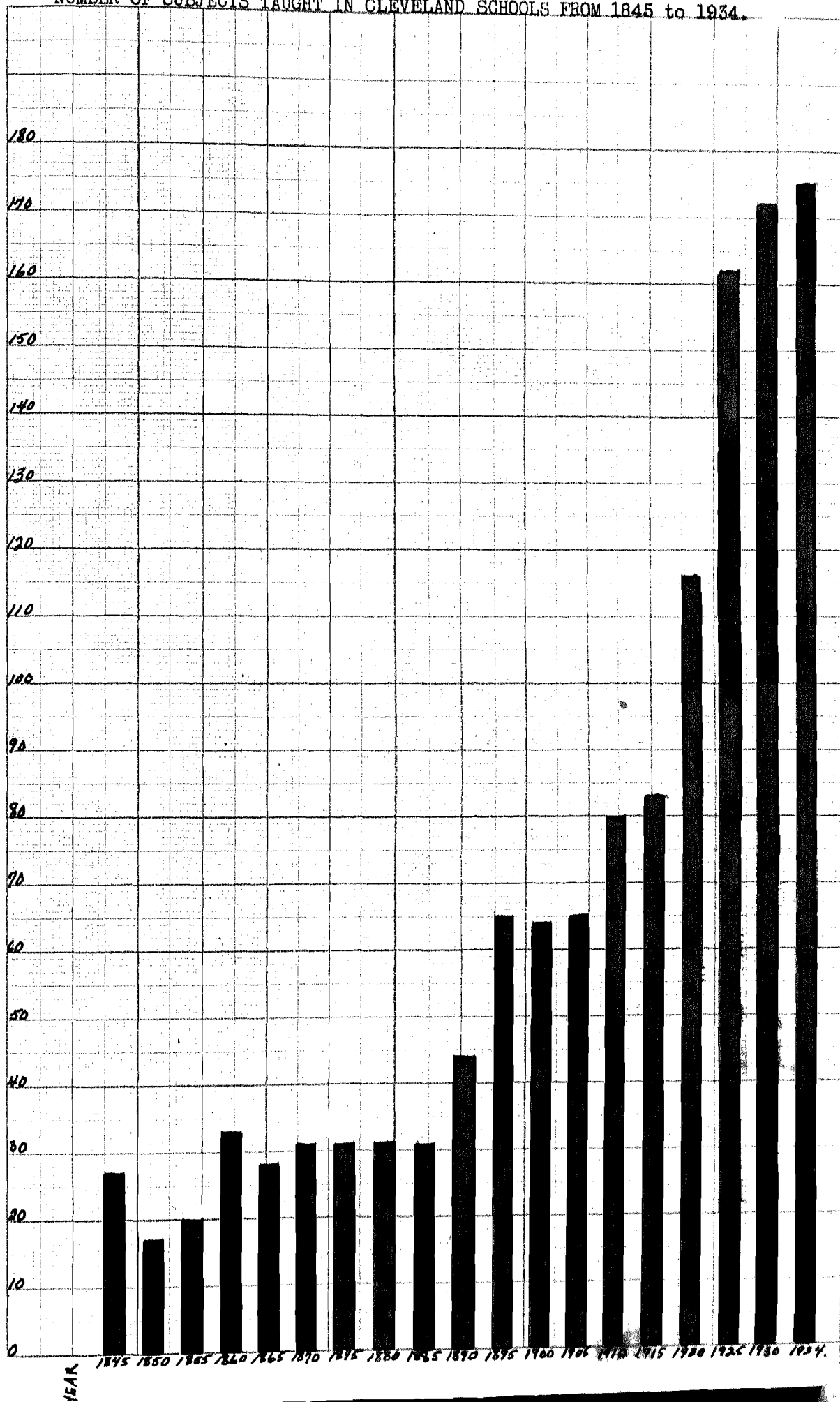
Music. In the spring of 1840 the Board of Education of Cleveland considered the teaching of music in the schools, but the objection was raised that to do so would be illegal and one member said "improper!" Dancing might be introduced with equal propriety, it was contended, however, Lowell Mason, who had just demonstrated in Boston that music could be taught in the schools was invited to Cleveland to address the citizens and demonstrate his methods to the teachers. He created considerable enthusiasm, but because of the lack of some one trained to carry on the work, "no success attended the efforts" of the teachers. In 1848 Silas Bingham was employed as a special music teacher for a few months as an experiment. He was so successful that he was re-employed and gave instructions in the upper grades until 1858. The financial crisis then resulted in the dropping of music and art from the curriculum and it was not until 1869, when Mr. N. Coe Stewart was appointed Supervisor of Music that the art of singing was reinstated as part of the school program. Mr. Stewart served the schools faithfully for thirty-seven years, until his retirement. Mr. Powell Jones was next appointed Supervisor of Music, a post which he held for sixteen years of achievement. After his death in 1923, Russel V. Morgan was chosen his successor. He has served as the Directing Supervisor since that time.(520)²

Instrumental music was introduced in 1900. Instrumental classes including violin, piano, brass, and woodwind were brought in the schools in 1919. Music Appreciation, as specific approach, was introduced into the curriculum in 1925. As music is an elective subject, the popularity of it with the pupils can readily be seen from the enormous number who are now enrolled in one or more of its branches.

²

Excerpt from a pamphlet published by the Office of Cleveland's Music Department-1932.

NUMBER OF SUBJECTS TAUGHT IN CLEVELAND SCHOOLS FROM 1845 to 1934.



Mathematics. Since mathematics has been offered from the beginning of the schools it may be considered as one of the "backbone" courses. Some form of mathematics has always been required for graduation and it has always enjoyed a huge enrollment. Algebra and Geometry have been in the curriculum from the beginning. Commercial Mathematics was introduced in 1918 when many pupils were allowed to take it as a substitute for Geometry. It is still in high demand. At present there seems to be a pull away from Geometry. All indications now are that this trend away from Geometry will increase rather than decrease. This is due in part to present agitation to allow college entrance from commercial courses which are devoid of higher mathematics. Pupils shy from Geometry and higher Algebra. Teachers, too, have changed their minds as to the value of mathematics for college preparation. (503) The trend is now for a combination of courses including plane and solid Geometry for the better pupils. Algebra has never lost its standing. It now appears that Algebra will probably remain a "backbone" subject for some time as both teachers and pupils seem convinced of its high utilitarian value. (503)

Foreign Languages. Since 1859 the curriculum had had two or more foreign languages. It has been the demand of pupils and parents that has determined to a high degree the languages which are offered. Greek ran from 1859 to 1921 when the demand for it fell to a low ebb. A movement was started in 1925 to reinstate it, but it failed to pass the Board of Education. French was offered in the early nineteen hundreds but was not reported in the Principals' Reports as such, due, probably, to the fact that it was not a full course for which credit could be given. It came into the curriculum in 1917 as a full four year course. Latin was first offered in 1859 and ran straight through

GROUPING OF SUBJECTS---GRAPH VII

Group:

1. Algebra, advanced, college, intellectual, intermediate, written
2. Arithmetic, commercial math, industrial math, mathematics, shop math
3. Geometry, conic sections
4. Trigonometry, trigonometry applications
5. Science, general, advanced, special, household, natural history
6. Chemistry, chemistry theory, evidence of chemistry, home chemistry
household chemistry, special chemistry
7. Astronomy
8. Biology
9. Botany, botany and physiology, horticulture
10. Geography, commercial geography, geology, physical geography, world
geography
11. Physiology, health, hygiene, mental physiology
12. Physics, photography
13. Zoology
14. Bookkeeping, accounting, auditing, banking, cost accounting, machine
bookkeeping, machine operation, office appliance, office practice,
office production, commercial law
15. Commercial, business administration, forms, practice, training, filing
history of commercial private secretary, retail drug, store, sales-
manship, stenography, stenotype, special shorthand, type, trans-
cription, sec. shorthand, shorthand and typing, typewriting, type-
writing-coll., writing, penmanship, penmanship and bookkeeping,
penmanship and business forms.
16. English, American literature, commercial correspondence, English com-
position, college English, Commercial composition, elements of
criticism, newswriting, oral English, oral expression, logic,
oral interpretation, reading, rhetoric, advertising.
17. Public speaking, debating, dramatics, oratory, play production
18. History, ancient and medieval, classical, European, general, history of

England, France, Greece, Rome, medieval, ancient, mythology, modern world, modern and ancient

19. United States history, American History and Civics, United States history and constitution, commercial civics, science of government, social science, current history, industrial history
20. Economics, American economics, economics history, industrial economics, political economy, social problems, sociology
21. Vocational guidance, local industries, orientation, vocation, how to study, mental science, reviews
22. Manual arts, applied, arts and crafts, cabinet making, elements of mechanics, forging, foundry practice, general mechanics, general metal, machine shop, manual training, metal, special machine shop, special printing, stage, stage crafts, stage lighting, turning, woodworking
23. Mechanical drawing, architectural, arts, special land architecture, mechanical drawing, surveying
24. Automobile, mechanics, shop, repair, theory
25. Aeronautics
26. Agriculture
27. Electricity, Electricity construction, electric construction theory, electric shop, special electric shop
28. Home economics, clothing, cooking costuming, domestic science, dressmaking, dressmaking trade, foods, general home economics, homemaking, household management, interior decorating, millinery, personal regimen, sewing, special-designing, special dressmaking, special foods, tea shop, tea room management, textile, trade sewing
29. Art, history, production, appreciation, commercial drawing, jewelry, poster and cartooning, pottery, sign painting, special art, technical art
30. Modern language, French, German, Spanish
31. Dead Language, Greek, Latin
32. Music, vocal, choral, chorus, glee club, appreciation, history, mythology, treble cleff, voice, vocal theory
33. Music, instrumental, band, harmony, orchestra, piano class, theory, theory of music
34. Physical training, military training

DATES OF INTRODUCTION AND DURATION OF HIGH SCHOOL GROUP SUBJECTS IN Cleveland.

1. Subjects are listed by numbers on left side of page.
2. Dates are listed on top of page beginning with 1840, running to 1940.
3. To find the date of introduction and duration of a subject examine the line to the right of it and dates above it.

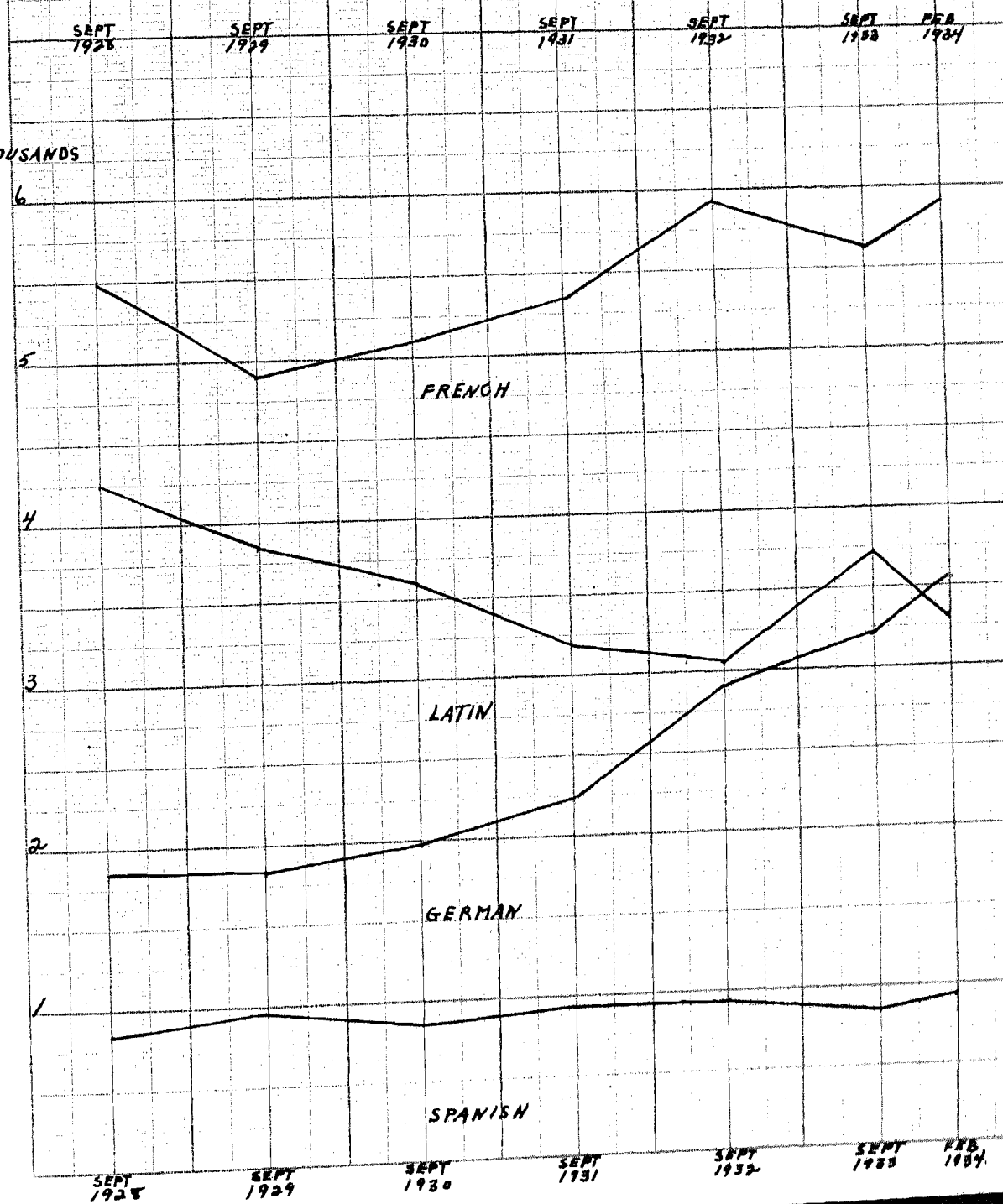
	1840	1850	1860	1870	1880	1890	1900	1910	1920	1930	1940
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1840 1850 1860 1870 1880 1890 1900 1910 1920 1930 1940
 ← 1 → 2 | 3 | ← 4 → 5 | 6 | 7 | ← 8 → 9 | 10 | 11 | 12 | ← 13 → 14 | 15 | 16 →

Note: Numbers at bottom refer to incumbency of Superintendents.

ENROLLMENT IN FOREIGN LANGUAGES FROM 1928 TO 1934

THOUSANDS



and is being offered at present. Spanish was started in 1903 and is still being offered.

Bohemian, Slovenian, Slovak are being taught in connection with the Public Schools in the summer at Cleveland College. The courses are open to high school pupils and teachers of the languages. There are also courses in these subjects designed to aid the parochial school teachers. Italian will be offered for the first time with two classes at Collinwood High School in the fall of 1934. The enrollment trend for the past few years is shown in the accompanying graph. (No. III) (507)

English. Since three and in some cases four years of English have always been required for graduation, English classes have always been numerous and well attended. Various phases of English have been brought in at different dates, some to stay and others to drop out. The English subjects to stand the test of time may be listed in chronological order of time entry as follows:

1846-Straight English, namely, Rhetoric and Composition

1884-Historical Literature

1886-American Literature

1892-Commercial English

1902-College English

1908-Oral English, Public Speaking, Oral Interpretation

1922-Dramatics, Newspaper Writing, and Journalism

The aims in English teaching today are the same as they were twenty-five years ago-namely, to teach pupils to read and write fluently and intelligently. There is a definite trend at present to eliminate some of the older classics and replace them with more modern writing. (523)(524)

Science. Of the sciences, Botany was the first to be introduced into the curriculum. It appeared in 1846, ran till 1899, dropped out till 1928 when it was reinstated and is now being taught in two high schools. The subject is now being absorbed by Biology and will probably be dropped from the curriculum again in a short time. Biology came into the curriculum in 1922 and has had an increased enrollment every year since. Physiology has been taught from the beginning of the schools, but the enrollment has waned in the past few years. Chemistry was introduced in 1859 and has grown and consistently held its own through the years. Physics came into the curriculum in 1891, grew rapidly for a number of years, and at present is hardly holding its own. The latest Science courses to be introduced are 11th grade Special Science for Commercial students, Hygiene, and Horticulture. These subjects are growing in demand as it is attested by the number of pupils taught. At present there is evidence of a light drop in Physics courses and a general increase in all other science courses. (505)

Commercial. Practically no commercial work was offered prior to 1916. From that time on there has been a steady growth from year to year in both the number of courses offered and the number of pupils enrolled. In 1931 the enrollment in Commercial work caught up to and overtook the enrollment in English. Commercial courses have been made up to graduate pupils who have majored in strictly commercial subjects. Gradually, but surely, the high schools have taken over the work of the business colleges. The latter have shown a marked decline since 1920 and many have gone out of business. Commercial subjects never have shown a decrease in enrollment since they started to expand some fifteen years ago, and the indications are that this increase will continue for some time. In 1931 the attendance of pupils in commercial subjects for the city was 19,089. (519)

There are a few facts to be taken into consideration here in order to get a picture of what may happen with commercial work in the Public Schools. These may be summarized as follows:

1. The average I. Q. of the high school pupils of the city is 94.
2. It has been demonstrated again and again that only those with an I. Q. above 110 have much of a chance to make good in the commercial enterprises as secretaries and stenographers.
3. The average age of graduation from high school is seventeen years.
4. With the introduction of the numerous N. R. A. codes only pupils above nineteen years of age can be employed and the average beginning age of employment is twenty-five years.
5. Employers want only workers who are intelligent and have had a rather broad education before specializing in commercial work.
6. The demand in commercial openings for young people is for the highest possible type of student with a minimum age of nineteen to twenty years.

The conclusions that can be logically drawn from this summary is that either; first, the high schools shall offer an additional two years of commercial work to carry the pupil to the beginning age of employment, or, second, that the junior college be introduced to put the finish upon the commercial pupil. Since the electorate at present feel that they are doing well to keep the present schools in operation, it appears that the high schools will be obliged to offer the two years Post Graduate Courses. Another possibility is the retarding of the introduction of the ninth and tenth years of commercial work till the eleventh and twelfth years. The pupils could then be held over for an additional two years of training. If the latter policy is adopted the

pupils could well be improved in personal qualifications before graduation. Judging from the trend of the past few years it is improbable that the commercial work in the high schools will wane for several years to come. School patrons are convinced of its value. (519)

Industrial Arts. In drawing up a picture of the growth of Industrial Arts in Cleveland, a portion of a letter written by Frank C. Moore, Supervisor of Industrial Arts, will be quoted:

Manual training started in the Cleveland Public School System in the year 1889. Prior to that time a private corporation had set up manual training courses and was collecting tuition from students enrolled. The Board of Education reasoned that if it would pay as a private venture it probably should be a part of the public system.

Mr. W. E. Roberts came from Boston Institute of Technology as the first teacher of manual training in the Cleveland Public Schools. Work was conducted at the old West High School, which is now an abandoned school building on West 29th and Franklin Streets. The original manual training work was carried on without extensive equipment but embraced the following activities:

1889

- Architectural drawing
- Cabinet making
- Patternmaking
- Machine bookkeeping
- Machine operation
- Machine shop
- Manual training
- Mechanical drawing
- Turning
- Woodworking
- Special cabinet making
- Special Mechanical drawing

They were not taught as individual units but as parts of courses.

In 1893 Forging, Special Foundry, and Special Machine Shop were added.

In the year of 1908 East Technical High School opened, and very shortly afterward Shop Mathematics, Foundry Practice, and various types of electrical work were taken up at this school. This became the Technical High School of Cleveland, and up until the year 1931 accommodated both boys and girls. It is now for boys alone.

In 1916 Printing was added to the Cleveland Public School System and the Junior High School Movement was now under way. Every junior high school was equipped to do Printing, General Woodworking, General Printing, and General Metal. These four basic type courses have formed the background for Industrial Arts development in Cleveland. One does not need to study very far to find that the choice was based on the materials best adapted to this type of work and those materials with which most people would come in contact with.

In 1918 various forms of Automobile work were introduced in the public schools. This has been a very integral part of our industrial arts set-up and is now part of the curriculum in East Technical, West Technical, Collinwood, and John Adams High Schools.

The trend of industrial arts work throughout the country seems to be for more of this type of work, better organized, better conducted and with definite means of evaluation. The Cleveland Public Schools at present are trying to definitely organize and offer in terms of general education, educational guidance, specific accomplishments and skills those things which industrial arts can do for the boys and girls in the Cleveland Public Schools. (518)

Home Economics. In the field of Home Economics comes the following statement from the head of the department, Miss Van Dueser:

In 1893 sewing was put into all fifth and sixth grades. This was taught by the classroom teacher. At the same time two kitchens were established one on the East and one on the West side of the river. The teachers in these centers were trained in their specialty.

When East Technical High School was opened in 1908, trades classes for girls in millinery and dressmaking were part of the curriculum.

There is now little home economics work given below the seventh grade and that is to be found in over-age and special schools. There are now one hundred and forty-seven teachers in the system, all qualifying educationally for their respective positions.

When the subject was introduced in Cleveland, it was called Domestic Science and Domestic Art, and was really only housewifery which placed emphasis on skills. It is now found under a more comprehensive title, using practical activities as experience through which knowledge, standards of living, appreciations, attitudes, right habits and good standards of living may be attained. Its main objective, no matter where it is taught, should be, and is, the appreciation of the home and those activities and relationships needed to make it a happy one.

The larger part of the work is general or cultural; not vocational, although trades classes are found in some of the high schools, and Jane Addams school for Girls is vocational in its purposes.

Cleveland has not cut down its Home Economics program during the depression. The Board of Education has never acted over hastily in the adoption of a new subject and has been equally careful in discarding what has proved itself of value. (528)

Vocational Guidance. Within the past ten years Vocational Guidance has been introduced into several high schools of the city. It has become such an integral part of the school that it can not be overlooked in a paper like this. John Adams High School will be used as an example to show how it operates. One of the faculty, Mr. Mark Gordon, devotes four periods each day for counseling pupils upon their programs and proposed school courses. Boys and sometimes girls, who seek advice about vocations, educational courses, colleges, part time work, and often personality development, or other intimate problems either come voluntarily, or are sent by the teachers or administrative officers to the counselor. The counselor also has informal supervision of the guidance work done in the homeroom. As such he organizes homeroom programs, gives talks before homerooms upon requests of teachers or pupils, and in many cases advises with both. As the counselor is the head of the commercial department he is in a position to meet many employers and make recommendations for placement of commercial students who are prepared to enter various fields of work. He recommends policies to the principal with reference to commercial education. He is the school representative for the commercial department, and serves as a link between the school and other employment agencies in the placement of graduates.

The Vocational-Counselor has four paid assistants whose duties are large-

ly clerical, two unpaid assistants and six student clerks, and three selected post graduates who act as substitutes for teachers when commercial teachers are absent. The counselor's office is used as a clearing house for all their activities. Committee meetings are usually held in small caucuses of informal groups for the purpose of determining a possible settlement and policies. With the fine help and generous enthusiasm of the teachers and assistants in this department, it is possible to keep all these activities in the direction of progress.

CHAPTER IV

HISTORY OF EXTRA CURRICULAR ACTIVITIES IN CLEVELAND

HISTORY OF EXTRA CURRICULAR ACTIVITIES IN CLEVELAND

Extra curricular activities function for the regular curriculum in about the same manner that slang functions for the English Language. The whole extra curricular field might well be referred to as a "Proving ground" to find the value of debatable activities. Many activities that were once ignored, tolerated, or even outlawed by the orthodox are now in the curriculum. A number are in as separate subjects, such as dramatics and journalism; others are in as units in a regular subject, such as moving pictures; and still others are in as required subjects with no credit, such as physical education and the homeroom.

The following have been considered extra curricular activities in the Cleveland schools at some time and will be briefly treated: (1) homerooms, (2) athletics, (3) publications, (4) clubs and secret societies, (5) student councils, (6) study halls, (7) motion pictures, and (8) assemblies.

Much of the source material used here came from personal interviews and newspaper articles. When this material was organized it was checked for accuracy by individuals connected with the schools who have seen the activities introduced, improved, and accepted.¹

Homerooms. The exact date, when homeroom activity ceased to be merely an administrative method of checking attendance and began to function as the heart of the high school, cannot be determined. This idea has been a growing thing.

¹The author does not consider this an exhaustive study of extra curricular activities. No doubt items of vital interest have been omitted. However, he has become interested in the topic, and should anyone reading this thesis know of interesting facts that could be added the writer would appreciate being addressed at 2500 Green Road, South Euclid, Ohio.

Undoubtedly many of the Cleveland schools developed fine homeroom programs long before they were officially reported to the administrative offices. However, the only educator to give the benefit of good practice to others through publicity was E. T. Cockrell, Principal of Empire Junior High School. In 1923 he wrote at length for the Ohio Educational Monthly. His observations and conclusions are relevant today. The following are a few excerpts:

The homeroom holds vast possibilities beyond those of administrative character. Children entering junior high school have much more to learn outside of books than in them....The mere assignment of pupils to a teacher and setting aside time for a homeroom period does not insure wise use of that time....Teachers need to be educated to its importance so they will not spend the time in clerical duties, and the pupils find it one for idleness and disorder.

Practically all the Cleveland senior and junior high schools developed homeroom programs in or near the year 1923. A homeroom program, that gained national recognition, began to evolve in 1925 at John Adams High School later. Observations and results of experimentation during this period were published by Gordon and Seasholes in 1930. These books, The Homeroom Teacher, and the Homeroom Pupil, have been adopted by many schools throughout the United States and are considered by many teachers as the most practical writings usable in the homeroom today.

Athletics and Health. Floyd Rowe presented as partial requirement for his master's degree at Western Reserve University (1930) an extensive study of the history and development of the Cleveland Department of Physical Welfare. To date this is the most carefully worked out piece of literature on the subject of athletics and health that is obtainable for the Cleveland Schools.

In 1847, the acting school manager said, "health has been cared for, the atmosphere and temperature of the rooms have been closely observed." In 1849

the Board of Education demanded ventilation of rooms. In the school year 1861-62 the "Lewis System" of gymnastics was established. Even at that early date physical education was accepted by school men as having mental disciplinary value. For the next thirty years, 1862-1891, physical training was carried on without much change in organization or methods.

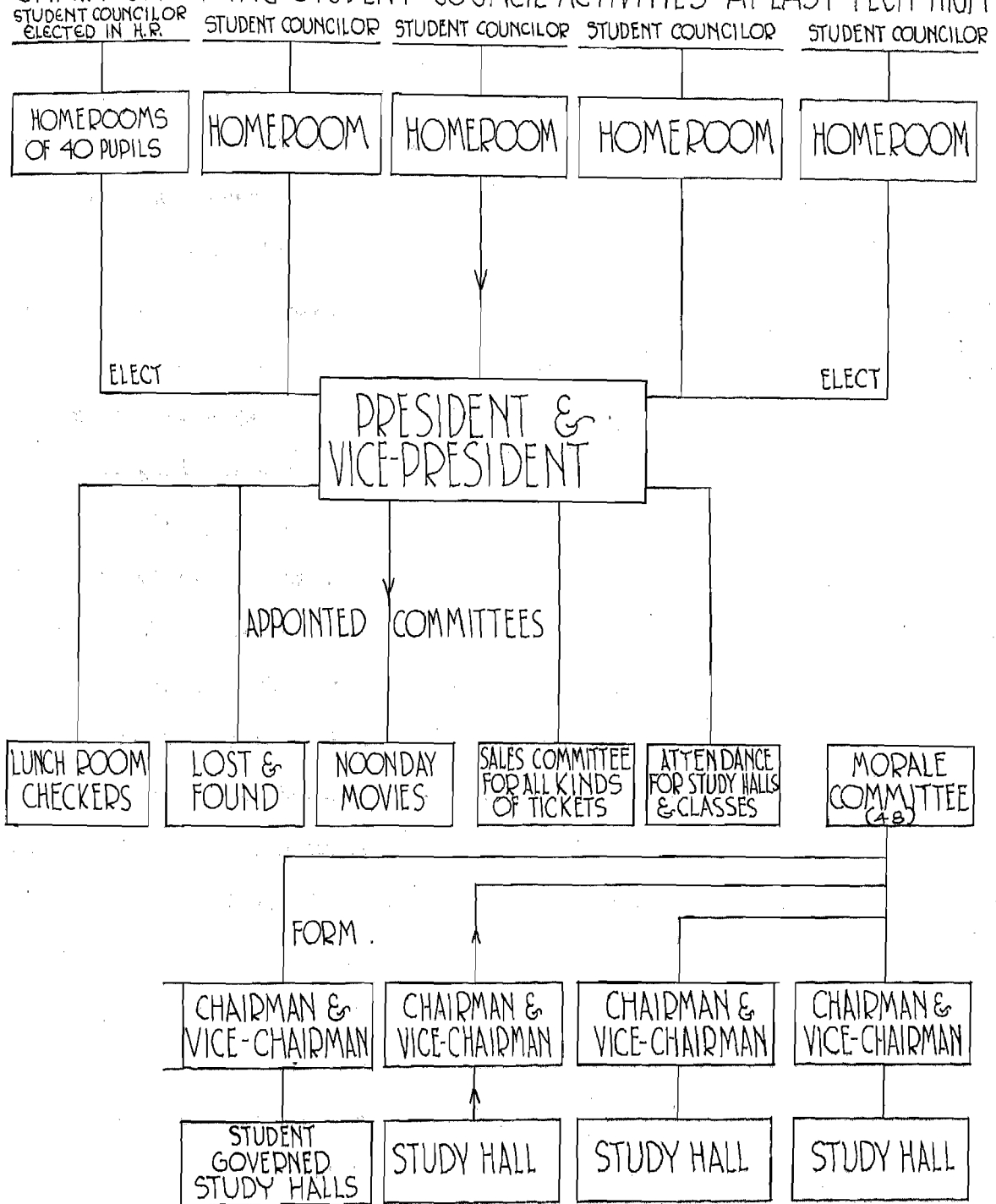
In the year 1891 a department of physical education was formed, which at once added new life to the field. In the thirty years that followed the department effected the following changes:

1. 1898-The Board of Education required that teachers be of good health. The first playgrounds of Cleveland were formed.
2. 1904-Health service under the direction of a Doctor of Medicine was first established.
3. 1907-The first community centers were established.
4. 1908-The first school nurse received an appointment.
5. 1923-The Bureau of Physical Welfare was established. Under its control came health, athletics, dental service, food for undernourished children, community centers, playgrounds, and recreational activities.

Athletics have done a great deal toward winning interest and support of education, but they have never been adopted enthusiastically and in their entirety by school men in general. Previous to 1904 athletics were more or less held in the background. In the period from 1904 to 1908 school men began to tolerate them in Cleveland, and in 1914 the Cleveland Senate was formed. This league has proved to be a model for interschool competition.

Cleveland Senate. The High School's Senate consists of the Superintendent of Schools, the high school principals, and the supervisor of physical training. This group has control of all matters pertaining to interscholastic high school games. It is the duty of this senate to adopt rules and regulations

CHART SHOWING STUDENT COUNCIL ACTIVITIES AT EAST TECH HIGH



governing the conduct of interscholastic high school games in accordance with the regulations of the Board of Education.

Special meetings of the senate may be called by the chairman or on the request of three members. A majority of the Senate constitutes a quorum.

At the present writing, ten of the thirteen high schools of the city are in the Senate league. The other three high schools are in another league which includes the large high schools of the suburbs. Each year the Senate grants a championship for each major sport. This goes to the school winning the most senate games. As the eligibility requirements are kept high the Senate organization makes an ideal school league.

To date the basis for accepting a high school to the Senate league has been one of average daily attendance. It follows then, that the younger and smaller schools are not included in its ranks. This has proven satisfactory for the league in that it might be made too large for effective competition if all the Cleveland High Schools were included. The Senate Championship in any one sport is an honor striven for by every member of the league. At present the Senate includes the following high schools: West, John Adams, East, East Technical, Glenville, South, Lincoln, West Technical, Central, and Collinwood.

Clubs. School clubs have always been part of the extra curricular activities of the schools. The first clubs to be given a part of the regular school day were the clubs at John Adams High School under Mr. P. H. Powers, now the principal of East Technical High School. In 1926 he set aside a period a week in the morning for school club activities and insisted that pupils join some sort of club. With this impetus clubs thrived and were placed

under the sponsorship of Miss Lillian Niebes, Dean of Girls.

Later the time of meeting for the clubs was changed to afternoon, and still later the clubs were restricted to those who were willing to devote their own free time to club activities. This plan eliminated many from club activities. Only pupils vitally interested in the club programs remained.

Several clubs now in operation at John Adams will be considered. One that is noteworthy is the Poster Club sponsored by Mr. O. P. Schneider. The club was organized in 1929 to meet a demand of students for an opportunity to do Poster work without credit, under supervision of a teacher. At first the membership was small but soon grew to such an extent and turned out work of such quality that regular classes were established in 1932 called Poster Club which gave credit for the work. The class did not lose the spirit of the club. The club is proving to be a service to the school in many of the school's activities. Its possible service to the individual pupil can best be illustrated by the case of a pupil who was about to be excluded from school for indifference. He was given a chance to spend the greater part of his time in the Poster Club. He made good, graduated, and went on to an art school, and has already gained national reputation for himself as an artist. Thus a club activity changed an educational misfit into a respectable and honored member of society.

The "Nortcele" club is a hiking group sponsored by Harland Bright, physics teacher at John Adams. It was originally a physics club with the purpose of studying interesting facts of physics not covered by the course of study. The name "Nortcele" is electron spelled backward. The club was organized in 1925 with the opening of John Adams High School. Early in its history the members became interested in hiking and were encouraged by their leader along these

lines. Once each week in good and sometimes quite bad weather the club would take long hikes from ten to twenty miles through the Metropolitan parks. A meal would be cooked out of doors at a pre-arranged spot. With the coming of an added interest in hiking, the membership was thrown open to any pupil who wished to join. The pupil was considered a member after he had successfully completed two hikes. This process eliminated all but those who loved to walk miles in the great out of doors. This requirement accounts for the highly selected group of pupils that now belong to the club even though membership is open to everyone. The club members meet one night after school each week to plan their hike. The hike is taken on Saturday. The club is recognized by the physical education department of the school. Points are awarded to pupils for each hike participated in and these points can then be applied toward the earning of a gymnasium letter. Both boys and girls belong to the organization. The sponsor thinks the greatest values of the club are the social contacts of the pupils, increased interest in nature, and health.

The "Vocal Ensemble" was started in 1931. It is a little group, now consisting of thirteen members. It is informal and anyone may try out for it. Those who make membership have fine soft quality voices and read music well. The group practices twice each week after school hours with no school credit. The quality of work produced is evidenced by the fact that they sing upwards of fifteen programs during the school year and always have engagements in advance. The group was organized and is trained by Thomas Roberts. This little organization is an example of a group of young people doing something for the pure joy of it.

Other music club organizations are the string quartet, woodwind quintet, operatta, and choral club. All have won recognition for quality of music.

Another club activity which has gained recognition in the state since its inception in 1929, is known as the Field and Stream Club. Under the direction of Arthur Baker the club was organized to accomplish the following purposes:

1. To provide a means whereby nature enthusiasts of John Adams High School may become better acquainted with wild life and the great out of doors.
2. To provide a means whereby the nature lovers may cooperate and exchange ideas and opinions in a common subject
3. To provide means whereby closer contacts and more intimate friendship among nature lovers may be established
4. To provide a means for the construction, accumulation or acquisition of collections of materials relating to outdoor life
5. To study wild life in relation to natural habitat

The clubs meet twice each week. Committees meet with the State Forester at various times by appointment, when they are given instructions pertaining to preservation of plants and animals. This year at John Adams a preservation program of one week, in which each pupil of the school had an opportunity to hear to programs, was sponsored by the club's leader and boys of the group.

During the program, men of National reputation in plant and wild game preservation made addresses to the high school pupils. The world's champion bate caster gave a demonstration of his art from the platform. The club has received the recognition and praise of the State Forester, the State Fish and Game Warden, and Patrolman of the Metropolitan Parks. There are fifteen members at present. Everyone is enthusiastic. There is always an increased interest in the club in the spring of the year. Here is nature study, taught as the club sponsor says it should be: by actual observation of living things in their natural surroundings.

The Chemistry Club was organized in 1926. It meets during school hours once each week during the seventh, eighth, and ninth periods. It is open only to 12B and 12A pupils. The only requirement for admission is that the pupils must have a high scholastic standing. The advance program is worked out from week to week. The sponsor meets with the club but remains, so far as possible, in the background, during the meeting. The objectives of the club may be summarized in the following statements:

1. To enable the pupils to become better acquainted with chemistry
2. To learn to use chemical apparatus to better advantages
3. To do experiments which the members secretly longed to do

Although the club is open to anyone of high scholastic standing it might be called a restricted club because of the few pupils who make exceptional grades in chemistry. The club offers an opportunity for the gifted pupil to experiment and go along the lines of his own choosing.

The few clubs listed and described in this paper are representative of the many clubs sponsored by the high schools of Cleveland. While no school credit is given in most cases the actual cultural value received by pupils may surpass that received from the classroom. Voluntary enrollment makes for an active organization.

Miss Lillian Niebes, in partial fulfillment of requirements for the degree of Master of Arts, 1929, presented a Critical Study of the Clubs at John Adams. Following is her summary on the values of a club program:

In summing up the investigations of the thesis one might point out that pupil participation in the clubs indicates that the clubs interest two-thirds of the pupils. This percentage would be higher if the school were less crowded. At the present time every available space is used for clubs during the club period and some pupils

were remaining in their clubs the second semester and about the same number were spending their third semester in the same club. Of these clubs one-sixth had at some time an opportunity to act as an officer while about one-fifth of them had acted on committees. Almost all the members had taken part in a program. Of the total membership three-fourths were vitally interested in the work of the club and had joined the club in order to further this interest.

From the standpoint of sponsors the clubs were of value in developing the interest of the pupil and in training pupils in social and civic relationships.

In the estimation of the club committee the clubs were of value because they contributed to the objectives of secondary education. In most cases the semesters programs were well planned and the clubs carried out their programs as if vitally interested in them. The clubs were found to develop leaders among pupils of low as well as high intelligence and scholarship, although pupils of high scholarship and intelligence had a better chance to become leaders. A type of pupil who often is helped by the club activity is the one who is indifferent and is about to leave school; often he is reached because of his interest in some club activity.

One phase of the club activity that has proved to be helpful to many members is the social programs. In helping pupils plan a party and supervise the acting, the sponsor has often brought to the attention of pupils the demands of convention. Often pupils are given advice which proves of great help in developing poise and ease in the presence of strangers.

Beside benefiting the pupils the club program benefits the school, because of close association in the clubs. A friendly feeling is fostered between faculty and pupils. Meeting the teacher in this informal way the pupils learn that they are real friends who are willing to help them. As a result of this friendship there is a better school spirit. In addition to this the school benefits through the efforts to serve the school. Some present programs in the auditorium while others bring recognition to the school through interscholastic activities.

Since the value of a club program depends upon the efficiency of the sponsors, the question of helping the inexperienced ones is a serious problem. This can be solved to some extent by giving them an opportunity to see an excellent club at work. A demonstration of club work might be given before the entire faculty or the individual teachers might visit the best clubs at their meeting time.

The second method seems better because it is difficult to arrange for demonstrations in schools where class periods continue until late in the afternoon; besides this any demonstration specially staged is less effective. If teachers were to visit during club period they undoubtedly would benefit from this observation.

Publications. In September 1917 the East Tech Scarab was founded by

George Taylor and Clara Ewalt at the suggestion of the Principal, Charles H. Lake. In October of that year West Tech followed the example and established the second high school paper in the city of Cleveland. In October, 1920, Central High School established The Belfry Owl, and in November 1924, the South High Beacon was founded. In September 1921 the Longwood Ledger made its first appearance. Its successor is the John Hay Ledger. On May 31, 1922 the School of Education Journal was born, and followed in September 1923 by the John Adams Journal. In December, 1922 the Collinwood Spotlight was judged the best junior high school paper in the United States by the National Scholastic Association. This honor was given the paper when it was published under the direction of Miss Rose Dietz.

In 1920 the Division of Publications was formed at the Board of Education headquarters and a successful newspaper man, Mr. Clyde Miller, was made its director. Under his direction School Topics, the house organ of the Board of Education was launched. It had a profound effect upon the morale of the Cleveland teaching force and has served as a medium of exchange of ideas within the system. Several Cleveland authors who later received national recognition attribute their start in educational writing to an article in School Topics.

In 1922 the Cleveland Association of Teachers of Journalism was formed. From that date this organization had much to do with the constant improvement in high school newspapers.

In 1929 Clyde Miller was called to Columbia University. His place was taken by Miss Annette Smith. Miss Smith had made the following summary of conditions surrounding the publications of newspapers in Cleveland High Schools.

A. General newspaper organization of Cleveland's High Schools

1. Every senior high school in Cleveland publishes a newspaper.
2. There are two 7-column papers, nine 6-column papers, and one 4-column paper.
3. Seven schools issue a paper each week; five have bi-weekly editions.
4. Conditions under which faculty advisors work vary considerably in different schools.
 - a. Eight journalism teachers have assistants to help them with advertising in the schools; four do not.
 - b. Seven have faculty assistance in securing circulation, five do not.
 - c. Six have faculty assistance with the editorial organization of the paper; six do not have such assistance.
 - d. A wide variation exists in the number of English classes journalism teachers carry, ranging from Lincoln, West, and West Tech, where faculty advisors teach no English classes to Glenville where the teacher carries four.
 - e. Faculty advisors in six schools are required to take charge of homerooms. Six schools release their faculty advisors from this duty.
 - f. With one or two exceptions, faculty advisors' time for publications in the various schools is about the same. That is, the teacher who is given no faculty assistance is not required to have a homeroom or teach English classes.
5. The amount of credit given for newspaper work also varies:
 - a. Seven schools give one credit for a year's work in Journalism. Three give $\frac{1}{2}$ point. In two schools it is considered extra-curricular; so no credit is given here for paper publications.
 - b. Journalism or newswriting classes are held in nine schools. One publishes a paper without a Journalism class but gives $\frac{1}{2}$ credit for students' work.
6. All faculty advisors report cooperation from the English department in submitting their best themes, verses, short stories, and the like for publication in the newspaper.

7. Physical conditions under which newspaper staffs and teachers work depend so largely upon the condition of the school building that it does not seem worthwhile to list their advantages and disadvantages. Physical equipment tends to improve as the school building improves.

B. Newspaper conditions surrounding a typical Cleveland High School

1. The staff

- a. The newspaper is published as a project of the advanced Journalism class. The teacher of this class has entire charge of all departments of the paper.
- b. In order to be selected as a member of the advanced Journalism class, the student must have minimum grade of 85 in elementary Journalism and pass certain competitive tests.
- c. The advanced Journalism class meets two periods daily and is organized as a newspaper staff. For the past semester (1954) the personnel was as follows:
 - (1) Four editors
 - (2) Three associate editors--news, feature, sports
 - (3) News staff of seven
 - (4) Four feature writers
 - (5) Two sports writers--boy and girl
 - (6) A manager and assistant manager of circulation
 - (7) Advertising manager
 - (8) Two artists
 - (9) Two staff stenographers
- d. Elementary and advanced Journalism are one semester courses, and each receives $\frac{1}{2}$ unit of credit.

2. The schedule

- a. The paper is issued on Tuesday
- b. Wednesday A. M., two-thirds of the copy goes to the printer
- c. Thursday A. M., the remaining third goes to print
- d. Thursday P. M., proof galleys are received
- e. Friday, the dummy goes to the printer
- f. Saturday noon, the corrected dummy is received
- g. Monday A. M., the corrected dummy is returned to the printer
- h. Tuesday 8 A. M., the papers are delivered

3. The issue

- a. Size of issue - about 2500, of which about 2400 are sold within the school.

b. Cost of an issue

- (1) Printing, \$102.25
- (2) Cuts, \$8 to \$10
- (3) Incidentals, \$2

c. Receipts per issue

- (1) Advertising, about \$35
- (2) Subscriptions, about \$85

4. The Handbook. All Cleveland High Schools have published handbooks at various times.
5. The Annual. Several high schools publish annuals, but there seems to be a tendency to eliminate. Special or senior editions of the school paper are taking their places.
6. Magazines. Every senior high school and most junior high schools have published books of creative work.

(a) The conditions surrounding the publications of a typical high school magazine may be outlined by taking the "Argosy" of West Tech as an example.

1. The magazine is considered a curricular activity of the English, art, and printing departments.
2. An English teacher acts as sponsor. The staff is selected by the sponsor upon recommendation of other teachers.
3. The cost, about \$100 gross is met through the sales.
4. The magazine is printed in school shops.
5. The purpose of the magazine is to lend inspiration to pupils.

7. Special Publications. These are published from time to time by various organizations within the Cleveland high schools. An excellent example of this type is "How Student Councils in Greater Cleveland Operate," published by the student council of East Technical High School.

Following is a summary of points covered in the Cleveland Public Schools Monograph on Publications.

1. With but two exceptions, all Cleveland Junior and Senior Schools have their own newspapers and magazines.

2. Getting out a school paper is a great educational opportunity. Pupils are interested in writing that which they know will be read.
3. City newspapers offer a splendid text for the theory of news writing.
4. School newspapers should be organized with their own staff of editors and reporters, as a real newspaper.
5. The school newspapers offer a real opportunity for truly socialized recitation.
6. Pupils learn that the time element is as important as the quality element in getting out real news.
7. Newspaper reporting and writing requires alertness. "No weekly can print news unless it is future news."
8. Pupils learn the necessity for accuracy through reporting news.
9. A newspaper writer must cultivate personal honor. He must not release news until permitted to do so.
10. The reporter learns that there is more than one point of view on life.
11. There is a definite technique to newspaper writing and editing.
12. Pupils learn that the first words must convey the significant facts, that they can not comment on news, but must simply state truths.
13. Pupils extend their vocabulary through news writing.
14. The school paper assists in putting over school project, such as bringing pupils to school games and contests.
15. Pupils must learn to finance the school paper. Definite business training results from this experience.
16. Salesmanship is learned since the pupils must solicit school advertising. The paper must be sold to fellow pupils.
17. Since the school prints its own paper, vocational guidance is offered not only in a number of fields allied to newspaper publications, but in many cases to the trade and make-up and printing.

Social Groups. Consideration will be given to the National Honor Society, The DeMolay, and Hi Y Clubs. Each of these organizations has carved out a standing with school men and now holds a distinct place in the large cosmopolitan

High School. Each of the latter organizations stress moral worthiness and adherence to high standards of living. At present it is the opinion of high school sponsors that none of the latter group has practices harmful to the individual or his school. Each has different methods of selecting members but none is restricted as most secret societies are.

Honor society meetings are held during school hours, and in school rooms with faculty members present. Election to membership is on the basis of character, leadership, scholarship, and service subject to faculty vote and restricted to the upper third of the class; however, not over 15 per cent of the senior class is finally admitted, with the possibly 5 per cent of the ranking juniors.

The DeMolay society, formed within the past twenty years and sponsored by the Masonic Order, has a membership now of about 2500 boys of high school age. There is little or no religious instruction. Meetings are held weekly by six local chapters with no geographical restrictions to membership. One or two adult advisors, Masons of high rank, are present at each meeting. The DeMolay has made an effort to effect an excellent organization by insisting upon improving personality and citizenship characteristics of its members.

Hi Y Clubs originated in Cleveland some twenty-five years ago and have since spread over a wide area. The name signifies "High School Branch of Y. M. C. A." and all club activities are under control of adult members of the Y. M. C. A. A most significant portion of Hi Y code of principle reads: "To create, maintain, and extend, throughout the school and community, high standards of Christian Character." The Hi Y clubs do have secret balloting on questions of admission of new members occasionally refusing admission; but the personnel of their membership, school authorities are convinced, indicates exceptional selection of youngsters.

The stand of the Cleveland School Board seems to be in line with the policies adopted by the most progressive school people of the country on the subject of high school fraternities.² The National Pan-Hellenic Congress of College Fraternities has taken a firm stand against high school fraternities, declaring them inimical to the best interests of high schools. The Phi Delta Theta, National college fraternity, states in its constitution that, "No person is eligible to membership if he ever belonged to any secret society in any high school where such societies are contrary to the regulations of the school."

Student Council. Student Council may mean very much or very little depending entirely upon the school in which it is considered. In some schools it is an organization to which each homeroom representative must be coaxed to attend; in other it is the school's total organization. The student council was first organized in Cleveland in 1913 at East Technical High School. This early organization had very little power and soon died out. In 1915 West Tech started a student council. It too proved to be ineffective. In 1919 a girls' council was started at East Tech. In 1921, the boys in this high school formed a council and combined it with the girls' organization to form a student council. Soon after the combined council was formed the girls were excluded from the school. At this time a teacher, who had ability as a speaker and as an artist, made several speeches and put up some posters, all directed to pupil concentration. These talks and posters aroused the boys to the possibilities that the school could offer outside of its courses of study. Miss Parmenter then formed a plan by which the students could take charge of all the school's activities. This plan can be described more effectively with a chart. (see chart, page 76)

²The policy of the Cleveland School Board has always been against secret societies of any kind in high schools.

Since the East Technical plan is a fair representation of the student council plan in Cleveland High Schools it will be used as an illustration. The president and vice president are elected by the entire student body for one year terms. The pupils who run for executive positions put on regular campaigns and the election is an important event for them. The reason for this is that the president is made the head of the school activities and the other students must abide by his decrees. As a result students try to choose the best fitted pupil.

When the student-governed study halls were started in 1922 at East Tech, pupils were asked to sign pledges of honor to live up to the rulings. In its first week five hundred pupils had pledged. Now all the study halls at East Technical High School are student-governed. Here one weakness developed. If a pupil misbehaved there was no effective procedure. The officers could only talk to him with the hopes of a reform. This weakness has been eliminated by other schools which adopted honor study hall systems later. The latter schools have some regular study halls where misbehaving pupils can be sent as punishment and put under the eyes of a teacher. This is usually in an undesirable room in a remote part of the building.

The second semester of 1933-34 the students of East Technical High School launched a new idea for improving the merit in student-governed study halls. The morale committee which is formed by the chairman and vice chairman of the study halls, reports all unruly pupils to Miss Parmenter and a warning notice is sent through the homeroom student councilor to the pupil. The homeroom councilor talks to the pupil, and aims to inspire him to show a better attitude. If a second warning slip is sent, a member of the morale committee delivers it himself; and the misbehaving pupil is requested to see Miss Parmenter. She, through persuasive talking, discovers the student's trouble and tries to find

the reason for it. When a second warning is sent a star is placed opposite the homeroom teacher's name where the warning was sent. Upon the third warning a circle is placed around the star, a thing which is embarrassing to the affected homeroom. Since the homeroom has developed a fine spirit in this regard, very few third warnings are needed.

Following the example set by East Tech many other schools have organized student-governed study halls. Some of the schools which now have successful student-governed study halls are John Hay, Collinwood, Glenville, Lakewood, and John Adams. The latter school has combination honor and regular study halls system which is considered by school people in general as a model of perfection. This study hall system is under the leadership of Miss Lena McCann.

Motion Pictures. As a part of the regular curriculum, visual aids can be obtained in the Educational Museum for every subject in the curriculum. Moving pictures for the regular entertainment of children at noon were first introduced in John Adams High School in 1925. They were silent pictures; with the advent of the talking pictures John Adams again led in the field. This school too was the first high school in the United States to have complete theatrical talking equipment in its auditorium. This statement was made in a national theatrical magazine at the time of installation and has remained unchallenged. Now practically every junior and senior high school in Cleveland and vicinity runs motion pictures for the entertainment of pupils at noontime. The pictures have been a help during the depression in that one teacher in charge can do the guarding that would require many teachers if pictures were not shown. In the spring of 1934 a two weeks unit was put into the English course. This unit has proved popular with the pupils, and if Briggs'⁵ idea "the function of the

⁵ Thomas Briggs, Teachers College, Columbia, New York.

school is to do better the things they are going to do anyway" it is true, motion pictures should have exceptional educational possibilities.

In the classroom the talking pictures are entering into the curriculum as aids in the teaching of modern languages, history, and the sciences. It is a future possibility that instead of asking pupils to pay to see a moving picture they may be given credit for seeing it.

School Assemblies. School assemblies have been with the school from the very beginning. Six Cleveland High Schools, representing the assembly practices of the city were visited to get the views of the executives as to: Number of assemblies held each year, number of public speakers engaged, use and organization of assembly committees, reasons for assemblies and nature of assemblies. It must be born in mind that the housing conditions are such in many high schools that only one third of the student body can be called together in one assembly.

Following is a generalization of the practices carried out at present as revealed by the six interviews:

1. Assemblies are held in most cases at least once each week.
2. Very few public speakers are hired now due to a lack of funds for that purpose.
3. In most cases the responsibility for assembly programs rests in the hands of one individual or a small group under the leadership of one faculty member.
4. The principal reasons for assemblies are pep meetings, athletic and scholastic awards, school publications and the many things the school organizations have to sell.
5. In the minds of the school executives interviewed, the assembly should offer an opportunity for the participation of as many pupils as possible

with the principal and other school authorities remaining in the background. It should be arranged so that as many as sixty per cent of the pupils be given a chance to take part in it. It is also generally agreed upon that the assembly program should be made up of a committee of not more than five teachers and perhaps three student representatives.

Thus one can get an idea of the trend in assembly programs in a school system where it has been impossible to keep the housing for carrying out school assemblies in pace with the rapid pupil attendance increase.

CHAPTER V

PRESENT ADMINISTRATIVE AND SUPERVISORY SET-UP OF CLEVELAND SCHOOLS.

PRESENT ADMINISTRATIVE AND SUPERVISORY SET-UP OF CLEVELAND SCHOOLS.

Introduction. The administrative and supervisory arrangement of the Cleveland Schools is unique in that it is under three heads-namely, housing and supplies, finance, and education. Sometimes that is spoken of as a "Dual system of administrative control," that is, under the Board of Education there are two principal administrative officers, the director of schools and the superintendent of schools. A third officer, the Clerk-treasurer, also appointed by and directly responsible to the board of education is not primarily an administrative officer. While these officers are expected to work together and in complete harmony, each is entirely independent of the other and subject only to the direction of the Board of Education. Should any difference of opinion arise between these officers which can not be settled by mutual agreement the difference must remain unsettled 'til the Board of Education acts as arbiter.

At no time in the history of the Cleveland Schools have all the reins of administration been placed in the hands of one individual, who was chosen because of proved ability as an organizer and leader in public school education, and was held responsible for the conduct of all matters "educational" and "business" involved in the work of public school education.

Following are the essential "high spots" in the origin and development in Cleveland which may help to a better understanding and evaluation of this form of administrative control.

History. On December 23, 1814 the general assembly of the state of Ohio passed an act to incorporate the village of Cleveland in the county of Cuyahoga. Cleveland remained a village from 1814 to 1836.

In 1836 an act was passed by the general assembly incorporating the city of Cleveland. The city council was authorized to provide for the support of the common schools. The common schools were then put under the "Board of Managers." The superintendents of schools of the city was placed in the hands of the Board of Managers appointed by the city council.

At the first city election in 1836, it was resolved that a committee be appointed to employ a teacher and an assistant to continue the Free School until a school system could be organized at the expense of the city. On October fifth, the first Board of Managers of three persons was appointed by the council.

In 1837 an ordinance was passed by the city council establishing a system of public schools. In the same year, the first annual report was made by the Board of Managers to the city council.

On June 19, 1841, the city council passed an ordinance creating the office of acting manager. Each year, upon appointment of the Board of Managers by the council, one of the board was designated as acting manager by the council. The acting manager was really a paid secretary of the Board of Managers in charge of the details of business management of the schools. Eventually it was the Board of Managers which became the present board of education. But during this period (1836-53) the authority and control now exercised by the board of education were lodged in the city council. The city council through its "committee on schools" appointed the Board of Managers as well as "visiting committees" recommended by the board. The Board of Managers was an advisory and executive committee of the council performing the duties usually associated with the office of the superintendent, and one of their number was designated by the council to be in charge of busi-

ness management. Only the acting manager received compensation, but the others demonstrated a very fine and deep interest in the work and progress of the schools. The Board of Managers nominated a "committee of visitors" to visit schools, to make reports, and to make recommendations.

By an ordinance of 1853 the city council established a board of education to take the place of the board of managers, and a new officer of "Superintendent of Instruction" was created. For the next six years the board of education continued to be appointed by the city council. In 1859 the board of education ceased to be an appointed body and became an elected one. During the period from 1841 to 1853 the secretary of the board of education became the immediate spokesman and sole executive officer, and he also kept many records. The superintendent was appointed primarily as a supervisor of instruction but soon found his executive and administrative duties the major portion of his time.

In 1868, the president's annual report described the board of education as "mere committee having the right to recommend measures to the city council but no authority to enforce them." In 1868 the council was shorn of most of its control over the schools and the board of education. A superintendent or "overseer" of school buildings was provided by law. This is the beginning of the director of schools. During the year 1879 there were fifteen standing committees appointed to assist the board of education.

By provision of a state law in 1875 the city council ceased to have any voice in affairs of the board of education. From then on the board of education derived its powers directly from the state, had its duties defined in detail by state legislation, and was made completely independent of every form of municipal control. As the board of education was elected by wards

biennially its membership ranged from 18 to 26 at this time. Between the years 1873 to 1892 the chief executive officers were: clerk, superintendent of instruction, and superintendent of buildings. In this period the clerk ceased to be a member of the board and became, like the other two officers, a salaried official chosen from without the membership of the board. Annual reports of this period point clearly to the fact that the board of education continued to be an administrative as well as legislative body. It is apparent here that the board's methods of doing business were still the same as when Cleveland was a small city.

In 1892 a type of school organization and management was introduced, which created such interest the two years later it was, in its essential features, recommended as the most desirable form of school organization by the National Education Association. The Board of Education was made to consist of a school council and school director which definitely recognized a legislative branch and an executive branch in school organization. Legislative power was vested in the school council of seven members, elected at large for a term of two years. Each received a salary of \$260 per annum. The executive department of the board, in the person of a school director, was given veto power over certain resolutions of the school council. All powers formerly vested in and performed by the board of education were turned over to the director. He was the executive officer of the Board. The city treasurer was made ex-officio treasurer of the board of education and the city auditor was made auditor of the board. The superintendent continued to be a supervisor of instruction, his one power being to appoint and discharge all assistants and teachers. He was appointed by the school director and was required to report to him.

The school code of 1904 left to the then existing board of education the decision as to the number that would constitute the new board. It was decided that the new board would be seven in number; five selected at large and two by districts. Now all are elected at large.

With this code the board could elect the director of schools. His duties were the same as before only that he could not elect the superintendent of instruction. Until 1918 the department under the director was labeled the executive department. Since then it has been known as the business department. As business manager of the schools, the director had charge of construction and maintenance of school buildings, financial accounts, and the purchase of materials and supplies. By the code of 1904 the board of education was required to appoint a suitable person to act, not as superintendent of instruction but as the SUPERINTENDENT OF SCHOOLS. This new superintendent had power to appoint teaching employees, direct and assist teachers, classify and control promotion of pupils, and act as executive officer of the board in so called "educational matters."^(513a)

The school code was rewritten in 1918 and again in 1925, and some changes were made in 1933 which definitely gave the superintendent of schools more power as an executive.

Each of the three main divisions of the administrative and supervisory arrangements, as it is operated at present, is directed by a separate board committee of four: committee on housing and supplies, committee on finance, and committee on education.

Division of Housing and Supplies. Section twelve of the 1925 administrative code of the Cleveland Board of Education provides that there shall be a committee on housing and supplies consisting of four members, which is a

majority of the seven members of the board. This committee is appointed by the president and to it are referred all matters relating to construction, to maintenance, to equipment and operation of buildings, and to the purchase and distribution of supplies. (210a) It is obvious that the director of the schools works with and under the committee on housing and supplies. Directly under him are the assistant to the director, the warehouse and transportation foreman, the superintendent of buildings and purchasing agent. Under the warehouse and transportation foreman are the stores and the laborers, bus and truck drivers, clerks and mechanics. Under the superintendent of buildings are four maintenance engineers, each having charge of the maintenance of one-fourth of the school buildings. There is also a staff of clerks and stenographers and chief of custodians. In and under the purchasing division come the coal and combustion engineer, the clerks and stenographers, the buyers and the testing laboratory staff.

Division of Finance. Section thirteen of the Cleveland School Code of 1925 provides that there shall be a committee on finance consisting of four members of the board appointed by the president to which shall be referred all matters dealing with the financial administration of the schools. (210b) The Clerk-Treasurer is designated as the secretary of the committee. The writer will not go into detail concerning the functions of these various departments. It is merely his aim to give a bird's eye view of the scope of the department.

The Clerk-Treasurer works with and under the committee on finance. This division of the school organization has twenty-eight employees consisting of one clerk-treasurer, one deputy treasurer, one statistician, one chief accountant, one deputy clerk, one pay roll clerk, six principal clerks, two senior

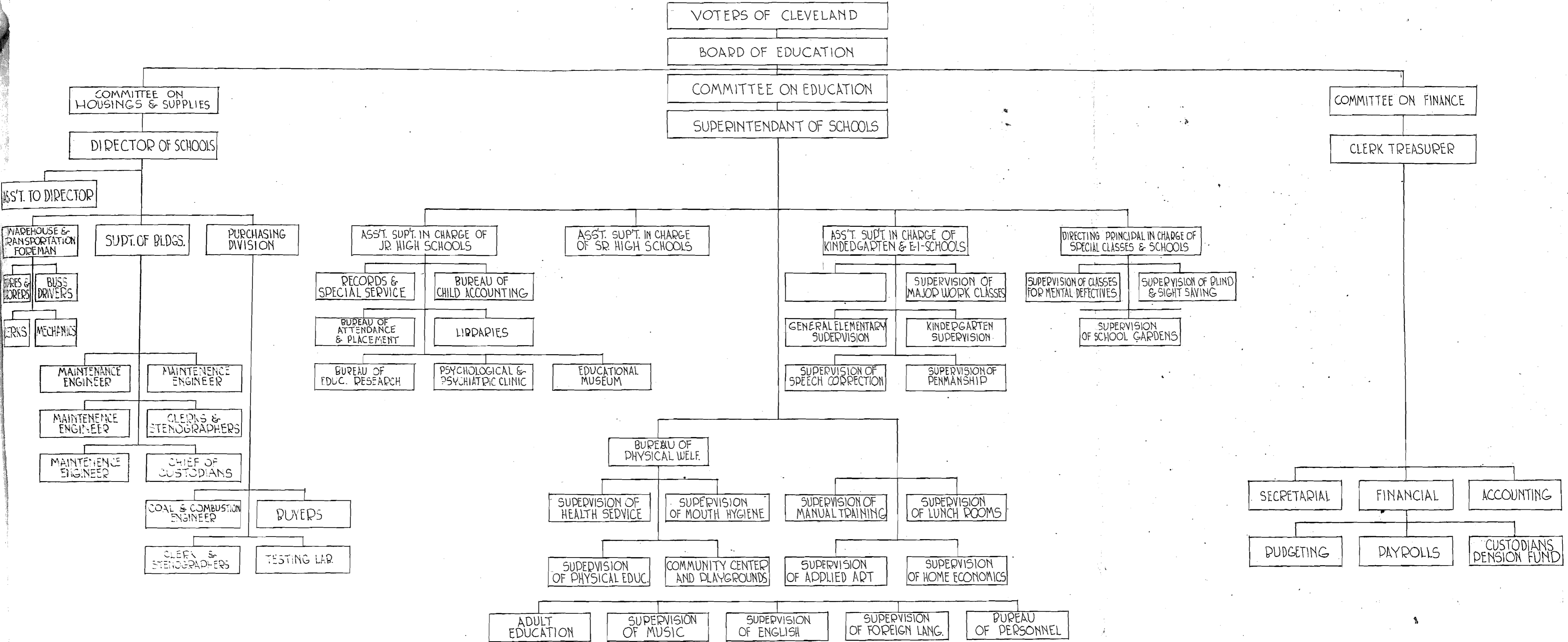
clerks, one junior clerk, one vault clerk, five senior bookkeeping machine operators, four junior bookkeeping machine operators, and one typist.

From a functional point of view the duties of the department may be divided into six divisions, all coming under the supervision of the Clerk-Treasurer as follows: secretarial, financial, accounting, budgeting, pay rolls, and custodial funds. It is difficult to arrange the office force under a supervisional plan because many of the workers will naturally be called upon for services in the six functions of the office which are controlled by different men. The accompanying chart shows the relationship of the staff from the functional point of view.

Division of Education. Section eleven of the 1925 administrative code of the Cleveland Board of Education provides for a committee on educational matters consisting of four members of the board appointed by the president to which committee is referred matters relating to the instructional administration of the schools, textbooks, courses of study and the like. The superintendent is secretary of the committee. (1c)

By virtue of authority vested in him by the board of education and the committee on education, the superintendent advises with and supervises three assistant superintendents and a directing principal. One assistant superintendent is in charge of junior high schools and acts as chief advisor to the department of records and special services. He is also in charge of the bureau of attendance and placement, the bureau of child accounting and statistics, the libraries, the bureau of educational research, the psychological and psychiatric clinic and the educational museum. The office of Director of High Schools was created in 1933. One man supervises all senior high schools. The assist-

ORGANIZATION FOR EFFECTING PUBLIC SCHOOL EDUCATION IN CLEVELAND



ant superintendent in charge of kindergartens and elementary schools also has supervision of major work classes, speech correction, and penmanship. The directing principal working under the superintendent has charge of supervision of classes for mental defectives, supervision of schools for the blind and sight saving classes, and supervision of gardens.

The administration has been changed recently (1933) so that the superintendent supervises directly the following departments: bureau of physical welfare, health service, mouth hygiene, physical education, community centers and playgrounds, manual training, lunch rooms, applied arts, home economics, adult education, music, English, foreign languages and bureau of personnel. (502)

The board of education now consists of seven members chosen by the people at large to serve terms of two years without pay. The duties of the board of education are many. It must pass upon the length of the school term, free textbooks, vacation periods, legal holidays, building sites, cost of buildings and grounds, fire insurance, amount of tuition for out of town district pupils, age of free tuition pupils, leaves of absence for employees, relationship of employees to politics, policy and scope of Cleveland School of Education, choice of textbooks, all salary schedules, building regulations, and many other items brought to it by the three committees.

Superintendent of Schools. One duty of the superintendent of schools is the preparation of an annual report of the work and the administration of his department to be presented June 13th each year. This report contains information, statistics, suggestions, and recommendations that the superintendent may deem pertinent. The report contains complete information on growth, distribution, and character of the school population and attendance, notes on curricular

pointing out changes in trends in courses of study, instructional methods and devices such as special classes, classification of pupils by capacity to carry work, auxiliary educational activities as school gardens, health and dental inspection, playgrounds, vocational guidance, education extension activities as community centers, night classes, adult education, trade schools and Americanization, the number and classification, the training and recruiting of new teachers and substitute teachers.

He also directs supervisors of particular subjects which he thinks are necessary. The administration of all normal schools through the dean of the School of Education comes under his supervision. He approves requisitions of principals and forwards one copy to the director involved. He keeps fully informed as to the provision and operation and effects of all laws and orders having to do with instruction and administration of the schools and submits to the board reports having to do with instruction and administration of the schools.

He submits to the board a report of the distribution of pupils in Cleveland schools showing anticipated growth for the next three years with anticipated needs for new buildings. He sees that accounts and inventories are kept in each school of all stocks of materials delivered for use in laboratory, shop, domestic science, or other similar classes. He maintains an up-to-date list of basic textbooks with maximum prices and dates of expiration, and recommends books for supplementary reading.

He exercises general control over raising special funds for athletics and scholarship; and all funds raised in schools must have his approval, the principal of the school serving as treasurer of such funds.

He sees that the courses of study pursued in Cleveland Public Schools are presented in conformity with state laws and that no books are used as ~~texts~~

which have not been adopted or approved by the board. He sees that complete courses of study for pupils of day schools was organized on the basis of a kindergarten and twelve grades. He sees that special attention is paid to backward and average pupils so that they do not become discouraged and that the especially gifted pupil is encouraged to do his best. He also enforces the eligibility rules of pupils in and out of the Cleveland School district as regards tuition and proper districts to attend. Child labor violations, vaccination, and physicians' certificates of pupils exposed to contagious diseases come under his care.

With the assistance of the dean of education he recommends the number of pupils to be admitted to the school of education on definite requirements outlined by the Dean of Education.

He appoints, subject to the approval of the board, all teachers and recommends salaries to be paid to each in accordance with the salary schedule. He passes on the physical condition of employees after recommendations of the physician, and may discharge any for bad character.

Director of Schools. It is the duty of the Director of Schools to submit a report to the board of education soon after July first showing the work of his department during the year ending in June. The report contains all information, statistics, and suggestions which the director deems pertinent and includes the complete information on the following subjects;

1. Real estate transactions in behalf of the Board of Education
2. New construction, new buildings and additions, design and architecture, materials and cost
3. Maintenance, repair and improvement of old buildings
4. Physical condition of property under control of the director

5. Custodial operation of school buildings
6. Purchase, storage and delivery of supplies used in the school gardens
7. Personnel and organization of the business department⁽⁵⁰⁹⁾

The director is responsible for the custody, preservation and proper use of all school property and such responsibility is exercised by him through other officers and employees of the board. He has the final work in the display of national colors in an on school property. He has charge of the use of school facilities by outside organizations and all correspondence concerning this use is directed to him accompanied by the proper deposit. He follows a schedule for use of buildings by outside organizations and does not grant uses of buildings for religious purposes nor allow fees to be taken in at the building by outside organizations.

The director purchases approved supplementary books for the Board of Education. He received requisitions and causes the requisitions to be tabulated and summarized, and determines what portion can be supplied from warehouse stock. He causes each school or office to be charged with all books issued to it and is responsible for all books turned over to them. Once the books are in the building the principal is responsible for them and does not allow them to be removed from the building except with his permission.

The director gives his approval or disapproval on budgets made by principals, corrects errors, adds alternates if need be and advises with the superintendent on them.

He has charge of and is responsible for proper performance of all duties imposed upon his office by law or resolution of the board. He appoints and employs one assistant director of schools to keep fully informed and advised as to provisions, operations, and effect of all laws and orders of construction,

operation and maintenance of buildings. Another of his duties is to keep a complete record of all real estate belonging to the Board of Education showing the following facts and figures:

1. Legal description of land
2. Date of acquisition by the board
3. How acquired: by purchase, gift, or otherwise
4. Price paid by the board
5. Amounts realized from sale of buildings or other structure
6. Date of construction of any school building or part thereof
7. Cost of such building
8. Date and cost of other permanent capital additions
9. Capacity of each such school in rooms and seats (509)

It is his duty also to see that no employee shall take part in politics except to express his political opinions and be a candidate for or a member of the Ohio General Assembly or Congress of the United States.

He furnishes all new employees with a written or printed copy of the Ohio General Code relating to political activity by persons in such service. He fixes salaries or compensations of officers and employees of the board appointed by him, who do not come under a regular salary schedule as established by the school code and changes the salary from time to time subject to the approval of the board.

In making appointments of persons employed in another department of business the director acts only when and as requested by the person in charge of such other departments. (509)

The Clerk-Treasurer. The clerk-treasurer working with and under the committee on finance has jurisdiction over the several divisions of the department

of finance. Among his many duties a few of the most essential will be pointed out.

After July first and not later than August first of each year, he prepares and submits to the Board of Education a report setting forth all pertinent information relative to the work of his office with complete financial affairs of the district. This exhibits a balance sheet for each fund, a statement of revenues and expenses and surplus account which is supported by necessary details to make it intelligible. This exhibit includes a balance sheet and statement of all funds derived from current revenues used in the operation of the school system.

He attends the session of the Board and keeps an accurate record of its proceedings and publishes the same as soon after the adjournment of each regular meeting as possible in the form of a pamphlet. A record of the next special meeting is published in the same pamphlet with the record of the next succeeding meeting; and when signed by the president and clerk, it becomes the official record of the board. The clerk-treasurer then furnishes copies of this record to all members of the board, officers, heads of divisions, principals, custodians, and Cleveland Public Library. Copies are also made available to all regular employees of the board.

He keeps an accurate index of the proceedings of the board as the record of the same is printed, and causes the index of the year ending June thirtieth to be printed with the proceedings and to be bound for each year in sufficient number to supply the requirements of the board, officers, employees, and Public Library.

He receives, opens, and properly disposes of all communications addressed to the board of education; preserves, files, and indexes all papers, communi-

cations, reports and documents of a permanent character belonging to the board. He issues certificates, notices, statements and reports required of him by law or by the resolutions or rules of the board over his signature.

He keeps a regular docket and places on it all reports due at certain periods according to the rules and regulations of the board. He places on docket all resolutions, reports, applications and communications which are referred by action of the board. He keeps the director of the schools informed as to the identity of each resolution adopted at each meeting, and the information includes the fund from which the amount is to be drawn, the amount authorized, and the person to whom permanent payment will be made.

He records the personal bonds of all officers and employees of the board except as otherwise prescribed by state law, and keeps in a safe deposit box securities owned by or deposited with the board of education. He keeps records and accounts to make it possible for the director of the schools to perform such financial duties as:

1. Receive and preserve all vouchers
2. Issue all warrants
3. Keep accurate accounts of receipts, disbursements, etc.
4. Report monthly to the board to maintain controlling accounts of all appropriations and to check and certify all claims, requisitions, orders, vouchers, warrants, checks, and commitments against the same as may be required in each case.

He prepares financial analyses, studies, and reports required by the board of any of its officers and departments, and performs such other duties as are consistent with the work of the division as may be directed by the board. He prepares an official manual of accounts which designates and identifies the several accounts to be carried upon the books of the district. These accounts are simple, consistent, and so arranged that correct summaries may be made from

the books from time to time. He receives all money due to the board and deposits it in the proper accounts but keeps in his office at all times seven thousand five hundred dollars to be used in payment of:

1. Wages due employees by reason of adjustments of corrections of prior pay rolls
2. Postage
3. Wages of employees whose services have been rendered before the pay roll is due or payable
4. Carfare
5. Revenue stamps and record fees for legal documents
6. Refunds upon proper certification of money deposited with the board of education, to the return of which the depositor is entitled
7. Emergency expenditures approved in advance by the commissioner of supplies and transportation

At the close of each school year he summarizes the reports from the various schools and submits a consolidated report to the board.

As soon as possible at the opening of school he prepares and issues a school directory containing all the pertinent information concerning schools and offices of the board of education and its officers and employees needful for convenience and economical conduct of its affairs, and furnishes copies to the schools and to proper public requests. The making of this directory is rushed so that it is available at the end of the first month of school.

He prepares and presents to the board for adoption, a resolution, informing the superintendent of the estimates of cost of carrying on the work of the board for the following school year. He prepares forms for requests for appropriations, for the use of custodians and school heads in applying to the superintendent for funds.

The clerk-treasurer makes out forms showing estimates of improvements to buildings, plant, and equipment with a proposed cost and an indication of the degree of need or economy. Historical data are shown on the budget. Each division, office activity, principal and custodian is assigned an identifying budget number which is placed on proper forms issued from the office of the clerk-treasurer. The clerk-treasurer too, causes requests for appropriations for offices and activities under his control to be prepared. When all requests have been received and determined, corrected and approved by heads of departments he prepares thorough analyses, exhibits, and summaries of them. These exhibits also include salaries, salary increase, impersonal services, supplies and additions with corresponding expenditures for the preceeding year. These analyses and summaries are submitted to the board on or before April 1, and to the director, and to the superintendent of schools with estimates of the resources of the board available for expenditures.

The clerk-treasurer prepares also, an annual appropriation resolution for the year in total amounts. The board considers and reconsiders the appropriations and keeps them within available resources. The clerk-treasurer also submits a resolution each odd year to the board to provide for the deposit of all public money coming into his hand, and advertises in a daily newspaper for bids from banks to receive and pay interest on this money. He opens and reads all bids for deposits and refers them to a committee and submits a resolution awarding contracts in behalf of the board. He also collects the interest earned at the end of each six months. He offers legally authorized bonds to the sinking fund or state industrial commission as required by law, has the bonds prepared and signed by the president and himself and later recorded in his office.

He keeps minutes of the sinking fund commission and has an abstract printed with official records of the proceedings of the board. He is treasurer of the sinking fund commission and provides for filing and preservation of official records of the sinking fund commission. He also has charge of the replacement fund running close to five hundred thousand dollars, which is spent only for repairs and replacement of supplies, furniture, buildings, and equipment. He submits a report to the board each exhibiting the condition of the replacement fund. (525)

The principals report to the clerk-treasurer all non-resident pupils admitted, and the clerk-treasurer fixes the amount of tuition due to the city, and in each case collects it.

Schools Principals. Among the many functions of the schools' principals fall the making out of budgets for maintenance and improvements and additions to the school plant and properties. These are transmitted to the school director each year. The principal also submits requisitions for books needed twice each year for the ensuing semester. Promotions throughout the grades and elementary schools are made under the immediate direction of the principal with the approval of the assistant superintendent and general supervisor in charge of the school. These are made in light of estimates, ratings, and recommendations of the teachers of the pupils concerned. The ratings of each pupil by subject is determined by the teacher and is based on oral and written work of the pupil including such tests as may be given under the direction of the principal, general supervisor, and assistant superintendent.

Pupils from schools other than the Cleveland Public Schools are admitted on trial to the grade for which their previous work, as certified by their

principal, seems to prepare them. Admission examinations may be prescribed for such pupils whenever in the judgment of the superintendent this appears to be the best method to determine the grade for which they are prepared.

Each principal is responsible for the proper assignment of pupils, enrollment and classification, and order and discipline. Whenever it appears that a boy is beyond control of his parents, he may be sent to the boys' school by the juvenile court, bureau of attendance and placement, or assistant superintendent in charge of the boys' school. In this school every effort is made to reform and reclaim him. He is carefully examined as to mental, physical, and moral status and returned to a regular school as soon as it appears he will profit by it. Until then he may be kept at the boys' school or sent to Hudson School farm by the Juvenile court. (ld)

Conclusion. The system of supervision and administration of the Cleveland Public Schools has evolved through practically one hundred years of service. Naturally the functions of the various offices and departments have changed as new situations have arisen due to the growth of the schools. New offices and departments were added from time to time to keep pace with the ever increasing demands upon the administrative staff. As a consequence, a system with three separate executive heads has evolved, rather than resulted from a carefully planned program. In the minds of many, the absence of a single-headed executive control for the operation and management of the school system is the outstanding defect in the school organization. The recommendations made by the Cleveland Foundation in 1915, by the Citizen's committee in 1922, by the Municipal Research Bureau in 1930, by the School's committee of Citizen's League in 1932, for the unified and centralized administrative control, seem near to realization at this time.

CHAPTER VI

BIOGRAPHIES OF CLEVELAND'S SUPERINTENDENTS

BIOGRAPHIES OF CLEVELAND'S SUPERINTENDENTS

It is impossible to do justice to the life work of a superintendent in the space allotted for this part of the thesis. Many interesting items were omitted. Only the high spots were touched and these high spots were necessarily a matter of opinion. If these biographies let people know just a little more about Cleveland's Superintendents than they otherwise would have known, and if they inspire some student in the future to write full, detailed biographies; then their purpose has been accomplished.

Andrew Freese 1853-1861

Cleveland's first Superintendent and Educator was Andrew Freese. He was born in Levant, Maine, in 1816, the son of a farmer of small means. His father was unable to send him to college, so he had him placed in a printing office as an apprentice. Andrew was ambitious and got himself a job teaching school in his local community. With hard work and careful saving he was able to educate himself. During his struggle for an education he became convinced that he wanted to spend his life improving educational opportunities for boys and girls. He entered with enthusiasm upon the task of perfecting himself for an educational career; and after studying the school systems then in practice, he entered upon the important business of his life. (9a)

He was not satisfied with conditions in Maine. He wanted greater responsibility. In 1840 he came to Cleveland and offered his services to the Board of Education and they were accepted. He reorganized the Cleveland School System, and began the first systematic course of study. Mr. and Mrs. John D. Rockefeller, Sr. were among his early students. Against the stubborn and

well organized opposition of a large group of taxpayers he fought for and succeeded in establishing the first free high school in 1846. It consisted of a class of forty-four and was held in the basement of a church. In this damp, dark room, heated by an old stove and furnished with long pine benches, began the real work of Cleveland's secondary education.^(25a) He firmly believed in good text material, and although his personal salary was small, he spent it freely in securing improved textbooks for the schools. He was the originator of several school outline maps and was the author of many educational works.

In 1853 the Board of Education chose Mr. Freese to be the First Superintendent of Cleveland Public Schools. He immediately made every department feel his influence. His greatest concern was to obtain teachers of the highest ability. He made many special trips to various parts of the country in his quests for the best.

Ill health compelled him to retire in 1861.

Luther M. Oviatt 1861-1863

Physical training was introduced in the curriculum by Luther M. Oviatt, who succeeded Andrew Freese as Superintendent of Cleveland Public Schools in 1861.¹ Mr. Oviatt was a graduate of Western Reserve University and had been principal of the Eagle Streets School. Under his administration the courses of study were revised and West High School was built. On his retirement from the superintendency in 1863 Mr. Oviatt became Librarian of the Public Library.

¹Oviatt also introduced the "Object Lesson." The children exercised with light wooden dumbbells, with some musical instrument to mark time. Each drill occupied from five to fifteen minutes, according to the grade of school.

Rev. Anson Smyth 1863-1866

Teachers meetings were first introduced by Superintendent Smyth, and ordained minister of the Presbyterian Church, a man of clear and broad views, a good organizer and an indefatigable worker.

He was born in Franklin, Pennsylvania, in 1812, the son of a farmer, the youngest in a family of twelve. He resolved to acquire a liberal education, and by teaching school and working at odd jobs, he was able to put himself through preparatory school at Milan, Ohio, and later through Williams College and Yale Theological Seminary.^(7a) After his ordination he held various church positions, was an editor, was superintendent of Toledo Schools, and was State Commission of Education. While serving the church he became interested in the educational affairs of Cleveland and was elected Superintendent in 1863. He showed good judgment in his choice of teachers and made improvements in the course of study. He resigned in 1866 and entered business. He died in 1887.

Andrew J. Rickoff 1867-1882

Although he was somewhat intolerant of differing opinion, Mr. Rickoff was one of the greatest school superintendents that Ohio has produced. "He may have been imperious, but he was also imperial."^(2a)

Andrew J. Rickoff, fourth superintendent of Cleveland Schools, was born in Newhope, New Jersey, August 23, 1824. When he was six years old his family moved to Cincinnati and it was there that he received his early education. He entered Woodward College in 1840. Starting his career by teaching in a country school house near Cincinnati, he later served as Superin-

tendent in the following cities: Cincinnati, Ohio; Portsmouth, Ohio; and Yonkers, New York.

The wisdom the Board of Education displayed in electing Andrew Rickoff Superintendent of the Cleveland Schools in 1867 was attested by his accomplishments during his long control of the city schools. Prior to his administration the school system lacked unity and coordination. He exercised a great influence over all teachers under him, and he caused an immediate change in the responsibility of school principals.^(25b) The work of the Cleveland Schools stood in the first rank in the educational exhibits of the Centennial Exposition of 1876. He was a powerful organizer and was considered among the very best in the United States during the latter part of the nineteenth century.

Superintendent Rickoff prepared a course of study which provided for specific work for each term in each study.⁽¹¹⁾ He created the office of supervising principal and gave the supervising principals full disciplinary power over pupils. German was introduced in the course of study and more direct attention was paid to the Fine Arts. He established a Normal School. He made a revision of the classification of pupils. A large number of school buildings were erected during his regime, many of them according to plans of his own.²

He had served his city and his cause too well, and after fifteen years of diligent service he failed of reelection because of political considerations. Following his defeat he devoted himself to literary work. He died in 1899. An elementary school, built in 1920, was named in his honor. It

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The schools built were Orchard, St. Clair, Sterling, Meyer, Detroit, Tremont, Outhwaite, Case, Central, Denison, Walton, and Broadway.

is located at Kinsman and East 146 Streets.

Burke A. Hinsdale 1882-1886

Corporal punishment was abolished in the Cleveland Schools by this former President of Hiram College, personal friend of President James A. Garfield. Burke A. Hinsdale was born in 1837 at Wadsworth, Ohio. He came from a pioneer family and gained his early education in the district school house. At the age of sixteen he was sent to the newly-established Western Reserve Eclectic Institute which later became Hiram College. Here he met James A. Garfield and they formed a life-long friendship. He taught district schools only in the winter and spent the remainder of the school year in study at Hiram. In 1870 he was chosen President at Hiram College, which position he held for twelve years.

Mr. Hinsdale was active in politics and was deeply interested in the nomination and election of Garfield, making stump speeches throughout Ohio and Indiana. After the death of Garfield, Mr. Hinsdale wrote a book entitled President Garfield and Education.

In 1882, President Hinsdale of Hiram College became Superintendent Hinsdale of Cleveland. He made good use of his four years as superintendent to better the status of teachers and to improve the instruction they gave. During his regime no radical changes were made. He reorganized the Normal School. Mr. Hinsdale also developed more earnest teachers' meetings. He systematized the night school which had grown greatly in importance because of the increased foreign population. (25c) He erected fourteen school buildings. ²

³ The fourteen school buildings built were Buhrer, Dike, Dunham, Fowler, Washington Irving, William Dean Howells, Clark, Jane Addams, Plymouth, Stanard, Union, Waring, Waverly, and Woodland Hills.

He made the school system more elastic and freer from traditional instruction rules. Hinsdale tried to lead the pupils to think and reason instead of attempting to cram them full of facts.

In August 1886 Superintendent Hinsdale retired and was elected Professor of the Science and Art of Teaching at the University of Michigan, a position which he held until his death in 1900. He wrote freely and well. Some of his most important contributions to education are: The Old Northwest, The American Government, How to Study and Teach History, Teaching the Language of Arts, Studies in Education, President Garfield and Education, Life of Horace Mann, and The Art of Study.

Lewis W. Day 1886-1892

"Wise Day" was the nickname affectionately given this former Cleveland teacher who became superintendent. Lewis W. Day was born in Richland County, Ohio in 1839 and received his early education in a little red school house. At the age of fourteen he entered Galion High School and by seventeen he began to teach. A few years later he entered Hillsdale College, but before he completed his course the Civil War broke out and he enlisted.

After the War he went back to the teaching profession and was successful as a teacher, district superintendent, supervisor, principal, and assistant superintendent. He was connected with the Cleveland School System for sixteen years prior to his election to the superintendency in 1886. (403a) He endeavored to strengthen the school system by improving the quality of teaching. The most commendable policy of his administration was the dismissal of poorly trained teachers and the placing of teachers of the highest caliber in their places. He was very conservative in his school

policies. Among his accomplishments could be included the broadening of the course of study in high schools and the improvement of the evening schools.

When Mr. Day left his position in 1892 he was elected Superintendent of the Canton, Ohio Schools, a position which he held until his death in 1899.

Andrew S. Draper 1892-1894

The Principal's Round Table was initiated by this lawyer, author, editor, legislator, judge, and teacher who was called to be Cleveland's Superintendent in 1892. He was born in Westford, New York in June 1848, and was graduated from Albany Academy and Law School. He possessed honorary degrees from Colgate, Columbia, and Western Universities and from the University of Illinois. He served as State Superintendent of Public Instruction of New York for six years before coming to Cleveland. As Superintendent of the city schools he immediately began to make many changes, increasing the responsibility of school principals, holding the teachers meetings at regular intervals, and revising completely the system of records and reports. (25d) A new course of study with instructions was written. Manual Training and science were introduced in the elementary schools. Brief courses in conduct, civics, physiology, and physical culture were introduced. Schools for unfortunate deaf and dumb children were opened.

He resigned in 1894 to accept the Presidency of the University of Illinois, a position he held until his death in 1913.

Two of his most important writings are the Rescue of Cuba and The American Education. He was editor-in-chief of Self Culture for Young People. (10 volumes)

Lewis H. Jones 1894-1902

The Superintendent's Annual Reports written by Lewis H. Jones contain sound education philosophy in readable form. If the dates were obliterated one might well believe them to be from the pen of a progressive modern-day writer.

Mr. Lewis Jones was born in Detroit, Michigan in 1856. He was superintendent of Schools in Indianapolis before being appointed Cleveland's Superintendent in 1894 by Director of Schools, H. A. Sargent. His administration developed nothing revolutionary, but by adhering closely to his plan of developing the school system as he accomplished great things. ^(405b) He opened a kindergarten department, reorganized the unclassified schools, and furthered physical culture work with the deaf and dumb.

In 1902, after eight years of active, successful service in Cleveland, Mr. Jones accepted the position of President of the State Normal College at Ypsilanti, Michigan. Much of the honor and reputation that Ypsilanti enjoys among the educational profession can be traced to the work of this former Cleveland superintendent.

Edwin F. Moulton 1902-1906

Promotion within the ranks occurred again when Edwin F. Moulton was elected Superintendent of Schools in 1902. Edwin F. Moulton was born in Canada of New England parents. While he was still a boy his family moved to Wisconsin and it was there that he received his early education. He took a preparatory course at Grand River Institute in Austinburg, Ohio and then entered Antioch College. He finished his college course at Oberlin and upon graduation be-

came Superintendent of Oberlin Schools, a position which he held for seven years. He held Superintendencies at Glendale, Warren, and Toledo before coming to Cleveland as a supervisor in 1888. To a great extent his administration was uneventful.

Stratton D. Brooks 1906-1906

Stratton D. Brooks was Superintendent of Cleveland Public Schools for a period of three months from January to March, 1906.

William H. Elson 1906-1912

Two schools, a Technical and a Commercial High School, were established during the reign of William H. Elson, Cleveland's eleventh Superintendent.⁴ Mr. Elson was Superintendent of Schools at Grand Rapids for a number of years, and his six year's of service to Cleveland produced marked progress in the city's schools. Besides starting commercial and technical high schools, he simplified the elementary course of study, reorganized the Normal Schools, and set up a Vocational School for boys under high school age. (25e)

Harriet L. Keeler 1912-1912

Miss Harriet L. Keeler, the only woman to hold the position of Superintendent of Cleveland Schools, was a teacher in the city schools for forty years.

Miss Keeler was born in South Korrright, New York in 1844. At the age of fourteen she had finished her studies at the district school and was teaching

⁴The schools were East Technical and the Cleveland Trade School.

at a salary of two dollars a week. When she entered Delhi Academy she was the only girl student. Later she attended Oberlin and was graduated from this institution in 1870. Upon her graduation at Oberlin she came to Cleveland and taught later geometry in the old Central High School. She was made a supervisor by Mr. Rickoff, then assistant principal of Central High School when this new building was opened. In 1908 she resigned with the intention of retiring from active school duties but was prevailed upon in 1912 to accept an appointment as Superintendent of Schools.

Miss Keeler was an active suffragist, an advocate of greater freedom of women, and the author of many books on botany. ^(403c) Some of her contributions to science include: Wild Flowers of Early Spring, Our Native Trees, Our Northern Shrubs, and Our Garden Flowers.

Miss Keeler passed away at Clifton Springs, New York, February 12, 1921 at the age of seventy-six. Three hundred acres in Metropolitan Park in Brecksville Woods have been set aside as a memorial for Miss Keeler.

J. M. H. Frederick 1912-1917

J. M. H. Frederick was born in 1864 on a farm in Summit County near Akron. He entered Hiram College and later went to Amherst from which he received his A. B. degree in 1886. After college he was editor of the THE LEADER for nine years. In 1895 he became Superintendent of Lakewood Schools. Mr. Frederick was Superintendent of the Cleveland School during a stormy period from 1912 to 1917.

Dr. Frank E. Spaulding 1917-1918

Cleveland's contribution to the success of the A. E. F. in France in-

cluded the city's fourteenth superintendent who went overseas in the World War as Educational Director of the American Army in France. Frank Ellsworth Spaulding was born in Dublin, New Hampshire in 1866. He enjoyed the privilege of a liberal education both in American and abroad. After receiving his A. B. degree from Amherst in 1889, he taught for awhile and then went abroad and studied education at the University of Leipzig, the University of Berlin, the College de France, and the Sorbonne. He completed studies leading to the degrees of Master of Arts and Doctor of Philosophy at Leipzig.

Before coming to Cleveland he was superintendent at Ware and Newton, Massachusetts; Passaic, New Jersey; and Minneapolis, Minnesota. During his administration he treated the public and the teachers with fairness and consideration, and in return he received their respect and confidence. (2b)

Shortly after the War, Dr. Spaulding resigned to become Director of the Yale University Department of Education and Mr. R. G. Jones, who had been acting Superintendent while Dr. Spaulding was in France, was elected to succeed him.

Dr. Robinson G. Jones 1918-1933

Robinson Godfrey Jones, Educator, was born in Kansas City in 1871, he was the son of a Methodist minister. The family moved to Columbus, Ohio when Jones was seven years old, and there he attended the public schools. At sixteen he began to teach in a one-room school house a few miles north of Columbus. He was graduated from Ohio Northern University, then from Teachers College, Columbus University.

After holding a number of executive positions in Illinois, he came to Cleveland in 1917 as Deputy Superintendent of Schools. While serving as Dr.

Spaulding's first assistant, Dr. Jones organized seventeen junior high schools in one year. Mr. Jones served as Acting Superintendent during Dr. Spaulding's leave of absence in France, and upon Dr. Spaulding's resignation after the War he was elected Superintendent, a position he held for fifteen years. A great asset to him in his career has been his ability to develop leadership and to inspire those who work with him to do their best. The best teachers obtainable, wherever they may be found, has been his ideal for Cleveland. Music in the schools received a great impetus during his regime, and he gave close attention to schools for the crippled, the mentally deficient, and for problem cases of various kinds. He improved the technical schools. By planned publicity, he informed the public concerning the works of the Cleveland School System and gained national recognition for Cleveland in educational circles. The depression and the worries which it brought took their toll of Superintendent Jones's health and in 1933 he stepped down from the major responsibility and became Director of High Schools.

Charles H. Lake 1933-

Keen, fearless, progressive, yet practical and considerate, an indefatigable worker with an almost inexhaustable fund of knowledge of the Cleveland School System; such a man is Charles H. Lake, Cleveland's sixteenth Superintendent. Few educators have entered the office of Superintendent of Cleveland's Schools with as much general approval as did Mr. Lake. In electing Mr. Lake, the Board of Education continued its policy of selecting career men in education, promoted from the ranks, to head of schools. Previous to his election, Mr. Lake had been acting Superintendent during the leave of absence granted Mr. Jones on account of ill health.

Mr. Lake was born in Licking County, Ohio, and received his early education in the district school house. He was a private in the Army during the Spanish-American War. He attended the Ohio State University and was elected to Phi Beta Kappa, the highest undergraduate scholastic honor obtainable. He received his M. A. degree from Ohio State and continued his studies at the University of Chicago. He spent considerable time investigating public school systems throughout the United States as part of his training for the educational career which he had chosen for himself. Before coming to Cleveland, Mr. Lake held administrative positions at Hamilton, Alexandria, and Columbus, Ohio.

When Mr. Lake came to Cleveland he was made Principal of East Technical High School. It was while Mr. Lake served as its principal that the school acquired a national fame for the unique work it was doing. Three years later he became First Assistant Superintendent in charge of Senior High Schools.

Mr. Lake has written many articles for educational journals and is the author of several textbooks which are pioneers in content and method, and have gained for him wide recognition. These include General Science, Minimum Essentials of Mathematics, Workbook in General Science, and Brief Course in Physics.

Education for present-day life, is what Mr. Lake believes to be the function of our schools, and the awakened interest he has already created in the social studies attests the workableness of his philosophy.

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