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INVESTIGATION OF SOME PROBLEMS AFFECTING EIEMENTARY SCHOOLS

OF A

SMALL CITY IN A DEFENSE AREA DURING WORLD WAR II

WITH

PARTICULAR REFERENCE

TO

SAN IEANDRO, CALIFORNIA

Ву

Harry E. Shaffer
Stockton AMM

1946

A Thesis

Submitted to the Department of Education College of the Pacific

In partial fulfillment of the Requirements for the Degree of Master of Arts

APPROVED

Chairman of Thesis Committee

June 13, 1946

J. William Harris by g. M.g. DEPOSITED IN THE COLLEGE LIBRARY:

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CHAPTER I

INTRODUCTION

During the present war period, most of our attention seems to have been focused upon the direct war activities, including those of the armed services, the services of supply, and the governmental agencies directing such varied and extensive activities as shipbuilding and atomic research. To a great extent, the problems of the less spectacular forces of community life have slipped below the horizon of our attention, but they, like a great iceberg, may be so vast under the surface that they affect great areas of apparently unrelated activities. Lest our ship of community life run afoul of these obstructions, it seems worth while to study some of these problems and plan for the future, in accord with the findings.

During the period from April of 1940 to April of 1944, the population of the City of San Leandro increased from 14,601 to 22,903, or approximately 56.8%. Farmland and other undeveloped properties, to the extent of 215 acres, mostly far removed from the former residential sections, have been turned into closely built residence areas. Some 1500 houses have been built in one such section, alone, and the total, to January 1, 1945, included 2,504 residences and 171 multiple unit dwellings. 2

¹ Special census of San Leandro, Calif. April, 1944.

² Register of Building Permits, 1940-44, City of San Leandro

War activities, within the city and the neighboring communities, have attracted large numbers of defense workers and these have been augmented by the families of men or women in the various armed services. Several thousand of the San Leandro residents have been employed in the military and neval establishments, shipyards, and the machine, food, and other industries of Alameda, Oakland, Richmond, San Francisco and other nearby cities, in addition to the four to five thousand who are manning the war industries within San Leandro. 1

The great number of working mothers, with dependent children, has created the need for child care centers and nursery schools. The twenty-four hour operation of industry has upset the normal schedule of family life, and led toward serious problems in the direction of child delinquency.

War conditions have placed new and greater burdens upon the schools. The normal problems of securing an adequate and effective personnel have been intensified by the scarcity of trained teachers and the difficulty of securing uncertificated help. Problems of providing housing and equipment have been increased greatly.

Including these various problems in the field of this investigation, it is planned to analyze each, so far as may be found practicable, indicate the method used and the pro-

List of industries engaged in war contract operations, compiled by San Leandro Chamber of Commerce, 1945.

gress made toward the solution of each, and make suggestions for future action, as indicated by the anticipated needs of the district during the fifteen year period to 1960.

Areas of school activity which will be included in this study, wholly or in part, are the physical facilities and equipment; use, care, and maintenance; program and class schedules; and personnel. The actual instructional activities will be included, to the extent that they are involved in the areas mentioned above, but no attempt will be made to make any adequate analysis of their method or effectiveness. New activities which have engaged the efforts of the school staff will be included, also.

As an approach to the present situation, a brief sketch of the beginnings and development of San Leandro, from 1790 to the 1930's, is given in Chapter II. It would appear that many present-day problems can be understood more fully, if viewed in relation to this background.

In the third chapter, some changes in population, in institutions, and in activities are outlined, and some of the attendant problems indicated. These problems are discussed in some detail in Chapters IV, V, VI, and VII, with reference to their effect upon the schools, and the progress thus far made toward their solution.

Chapter VIII includes a discussion of the needs and problems for the period from 1945 to 1960. These are based upon local and general forecasts, as indicated in the text. Suggestions are made in accord with the principle that the

school system of a community has a dual purpose, to perpetuate that which is vital and good in the past and the present, and to anticipate, and prepare its youth for, what should be in the future.

A summary of the investigation and some conclusions are given in Chapter IX.

The chief purpose of this investigation is to clarify the problems involved, and show some practical means by which they can be met in this and similar situations.

The writer is indebted to many groups and individuals for their co-operation and assistance, particularly to the Board of Education of San Leandro, for making their records available; to Superintendent Earl B. Shoesmith, for his interest and assistance in securing data; to Mr. Leslie J. Freeman, for much information from his files and his wide knowledge of the community; and to Dr. J. William Harris, for his kindly guidance and inspiration.

Ross L. Finney, A Sociological Philosophy of Education, 93

CHAPTER II

HISTORICAL BACKGROUND

The city called San Leandro is located on the "Contra Costa", which was mentioned in the records of Spanish exploration as early as 1772 and 1796. On the coastal bench which slopes gently from the eastern hills down to the Bay of San Francisco, the city now stands astride the winding San Leandro Creek. To the north, Oakland meets San Leandro at Durant (110th) Avenue, and the community of Ashland is nearest on the southeast. San Lorenzo is four miles south, Hayward six miles southeast, and downtown Oakland is some nine miles northwest of San Leandro. Oakland Airport is but three miles west, and Alameda is six miles distant. Berkeley and San Francisco are fifteen and twenty miles, respectively, from the central part of San Leandro.

There are no hills of consequence within the main part of the city, but, northeast, across MacArthur Boulevard, one of the main traffic arteries for trucks going from Oakland to the interior valleys of California, the hills rise very sharply into the residence district called Lealand Heights. Four bridges carry traffic across the San Leandro Creek, at MacArthur, Bancroft, East Fourteenth Street, and San Leandro Boulevard. These are at intervals of about five blocks and

¹ The historical account of the founding of San Leandro and its early history is selected and condensed mainly from the works of William Halley, William Heath Davis, and M. W. Wood, as listed in the bibliography.

east. Davis Street and Estudillo Avenue provide the most important cross-town artery, but Dutton Avenue serves the northeastern part of the city, and the combination of West Avenue 129, Williams Street, and Elsie Avenue may be of a similar service to the southeastern area in the future.

As mentioned above, the San Leandro area was known very early in California's history, but no settlement was made in it by white men until 1837. In that year, Don Jose Josquin Estudillo built a house near the mouth of the creek and made application to the Mexican governor for a grant of land. No action was taken, and Estudillo applied again in 1842. This time the request was granted. Governor Alvarado gave to Don Jose one square league, which was called the Rancho San Leandro. This extended from San Leandro Creek to San Lorenzo Creek, and from the bay to the hills. The Estudillo House, built for Don Jose in 1845, was, it is said, the only house in San Leandro until 1851, and served as a convenient and congenial stopping place for travellers on their way from Mission San Jose to Oakland or Martinez for many years. This historic house stood near the corner of Davis Street and Washington Avenue until it was razed in 1929, to make way for a business block.

Don Vicente de Sola, who bridged the transfer of rule

¹ The location of these cross-town streets is indicated on the "Map of San Leandro City", Plate I of the Appendix.

from Spain to Mexico, as Governor of Alta California, had granted the Rancho San Antonio to Don Luis Marie Peralta, in the year 1820. This extended over seven square leagues, and included the sites of the present cities of Oakland, Piedmont, Emeryville, Berkeley, Albany, El Cerrito, San Pablo, Richmond, and others. The portion adjoining the Rancho San Leandro was given to his son, Ignacio, by Don Luis. In 1860, a brick house, said to be the first in Alameda County, was built for Don Ignacio by William P. Toler. This house was located at the present corner of Lafayette and Leo Avenue, one block west of Bast Fourteenth Street, and about one half-mile north of the Estudillo House. The building has been remodeled somewhat, but the main structure is still in use. It is the home of the Alta Mira Club, and is used by the Rotary Club, the First Baptist Church, and others.

The period following the birth of California as a state saw great activity in the San Leandro area. By 1854, some speculators from San Francisco had developed Oakland, to their own profit, and it was incorporated during that year. Moses Weeks, T. W. Mulford, Minor Smith and William Smith had squatted on land at the mouth of San Lorenzo Creek, thus becoming the vanguard of an army of land-hungry settlers who would eventually almost drive the original owners of the land from their very homes. Other towns sprang up along the road from Mission San Jose to Oakland, which was a branch of the famous Camino Real (King's Highway). Brooklyn, Fruitvale, San Lorenzo, and New Haven (Alvaredo) are among those which

are remembered today. Alvarado served as the first county seat of Alameda County, when the latter was withdrawn from Contra Costa County in 1853. Twenty years later, Brooklyn held the same place of honor for a brief period, before she was absorbed by Oakland.

It is said that there were but a few scattering houses around the Estudillo home in 1854, but the new county government was moved to San Leandro in 1856. For a brief time, in 1854, the court and supervisors had met in San Leandro, but an irregularity in the act making the change caused a two-year delay. The new courthouse, built in 1855 at a cost of \$1200, on land donated by Don Jose Estudillo, was located on the present site of St. Mary's School, on Davis Street. In December of 1857, a new courthouse and jail, costing the sum of \$30,000, was completed and occupied. The county seat remained in San Leandro for seventeen years, despite the efforts of Oakland to make a change. In 1873, the seat was moved to Brooklyn (Twentieth Avenue and East Fourteenth Street) where it remained for a few months until Brooklyn was made a part of Cakland. The rivalry between San Leandro and Oakland, beginning in those early days, persisted for some decades, and some traces of it are still in evidence.

Industrial activity followed close after the political, and one of the two steam grist mills of the Contra Costa had been established here by 1857. The rich land of the back-country, with the shipping facilities of the bay, encouraged

the manufacture of agricultural implements. One of the first firms was the Sweepstakes Plow Factory, which employed a number of men during the 'seventies. This was followed by the Central Manufacturing Company of San Leandro, in 1875, the Baker and Mamilton Agricultural Works, and the Daniel Best Company. The latter grew from a modest blacksmith shop to the present Caterpillar Manufacturing Company. During the years, there have been added engine and machine tool works, weaving mills, wholesale bakeries, canneries, a pickle works, a venetian blind factory, a calculating machine factory, the producers of millwork and other lumber products, and some branches of automobile factories.

The press was represented in the early days by the Garzette, but it did not long survive the removal of the county seat from San Leandro. Some seven other papers attempted to establish themselves in the town before one succeeded. This was the San Leandro Reporter, which made its bow on May 15, 1878, and has completed its sixty-seventh consecutive year of publication. Numerous other local papers have been started during those years, including the San Leandro Sentinel, the Standard, the Cherry City News, the Broadmoor Community News, The Observer, and the California News. The latter's name was changed to San Leandro News and it was combined with the Observer, in 1941, to make the present San Leandro News-Observer.

Social life paralleled the political activity in San

Leandro during the early days. The Estudillo House was the scene of many memorable affairs. The annual Euchelors' Ball drew the elite of the county to join in the festivities. On July 4, 1858, the Independence Day celebration at Fruitvale was climaxed with a grand ball at the Estudillo House.

Red Cross activities of the present day follow the exemple set in 1862, when Admission Day was the occasion for
a great massmeeting to raise funds for the relief and care of
sick and wounded in the Civil War. Many notables of the state
were present, and the sum of \$5,082.25 was raised.

No organized religious work appears to be recorded until 1864. Construction of St. Leander's Church was begun in January, on land donated by the Estudillos. The original building was dedicated August 7, 1864. Several additions have been made since that time. In September of 1864, the Presbyterians incorporated for building, and, some three years later, organized a Social and Literary Association. In October of 1867, the San Leandro Amateur Dramatic Club began its meetings in the Planters Hotel. The San Leandro Library Association was organized January 16, 1872, in connection with the Presbyterian Church. This spirit of organization seems to have been a characteristic of the time, for the people of the town met in February to consider the incorporation of San Leandro. As a result, the city was incorporated May 24, 1872.

The value of the San Leandro hills, as a source of

water, was recognized by J. B. Ward, agent for the Estudillo estate, who bored a tunnel through the hills to provide the water for irrigation. The San Leandro Water Company was organized on April 17, 1869. Later a reservoir was constructed to store water for the use of San Leandro and Cakland.

During the late 'fifties and early 'sixties, the number of new residents had increased greatly. These included many of American, English, and Irish stock, as well as the native Spanish-Californians. By 1865, Portuguese were settling here so rapidly that an editorial of the time said, "A Portuguese advancing toward your premises for the purpose of negotiating a purchase adds much greater enhancement to its value than the assurance of having a railroad pass through your verandah."

Schools were among the early concerns of the people of San Leandro. Union District No. 1 was established on January 7, 1856, "upon petition of sundry citizens of Eden and Clinton townships." This district was bounded by lines one and one-half miles north and south, respectively, from the San Leandro Creek. These first boundaries had been changed or re-defined five times, by 1877, but were not changed again until April 10, 1899. The boundaries which were set at that time have served, with minor changes, until the present. The present boundaries are indicated on "Map of San Leandro and Vicinity", Plete II of the Appendix.

¹ Board of Supervisors, Alameda County, Minutes, 1, 156

Ten years later, on April 5, 1909, all lands in the old Union School District, outside the city limits of San Leandro, were annexed to the city of San Leandro for school purposes, to "be known as the San Leandro School District of Alameda County". A new schoolhouse had been built in 1896 for \$3,500 from bonds issued for that purpose. Upon annexation of the district, however, it was decided to build a new building. A bond issue of \$60,000 was voted, within two months of the annexation, "For building one school house on that certain piece and parcel of land bounded on the North by Hepburn Street, on the East by Clarke Street, on the South by Saunders Street, and on the West by Carpentier Street". Thus Lincoln School came into being.

On November 20, 1915, the voters again bonded themselves, this time for \$125,000, to construct "one or more buildings". From this action came McKinley and Washington schools.

A third major bond issue was authorized by the election of January 19, 1926, and \$200,000 was made available for building and other purposes. With these funds, additions were made to the McKinley and Washington buildings and the first unit of three rooms was built at Roosevelt in 1928.

¹ Board of Supervisors, Alameda County, XXXVII 372

² Ibid. XXXVIII 67

³ Ibid. XIVI 134

Of the eight "portables" constructed at Washington before the addition, two were remodeled to house the cafeteria
which had been started there in 1927 by the Mothers' Club.
Two others were sold, and two moved to Roosevelt School in
October 1929. The following summer, a library was built at
Washington, and a kindergarten established at Roosevelt. By
November 1931, the Roosevelt Parent-Teacher Association was
urging that an additional portable be erected there.

Roosevelt School to twelve classrooms (including portables) and an auditorium, the construction of a kindergarten building at McKinley, and one at Washington.

Meanwhile, increased development and building in certain parts of the district had created a demand for school services there. A request for a school in the Mulford Garden Tract, accompanied by an offer of property for school purposes, was discussed at the meeting of the Board of Trustees on September 14, 1927. The matter was postponed indefinitely in October, but was reconsidered in December. At this time it was decided to postpone establishment of the school until the following spring. In January, the parents of the tract requested transportation for their children, but this was refused.

In May, 1928, the heads of twenty-one femilies in the Mulford Tract signed and presented to the Board a petition

^{1 &}quot;Portables" is a local term for temporary wooden classrooms, usually unfinished inside.

requesting either a school or transportation. "The Board decided to build a school on the site offered the District as soon as finances will allow it. They hope to establish the school as soon as the Dowling Boulevard School is completed." Finances apparently never allowed it, however, and, on November 14,1928, the Board agreed to pay a Mr. Anderson the sum of fifty dollars per month for transporting the pupils from Mulford Gardens to the McKinley and Lincoln schools. Similar arrangements were made each year until 1935, at a rate ranging up to \$5553 per day. The District then purchased a bus, employed a driver, and arranged to transport pupils from Mulford Garden and from Hillcrest Knolls. This arrangement is still in effect.

A second section which carried on a definite campaign for more school facilities was located much nearer a school (Washington). West Broadmoor residents presented a request for a school in their area on November 25, 1930, but were put off on the grounds that Washington School was not then crowded. Committees, armed with plans and maps, returned at January, March, and April meetings of the Board, but action was postponed for the reason that insufficient funds were available. This matter was revived in 1934, when a petition bearing 180 names was presented to the Board at their May meeting. This petition requested that the District purchase

Board of Trustees, San Leandro School District, Minutes.
May 5, 1928.

² Ibid. November 14, 1928.

a site of 3.81 acres for the sum of \$10,000. On June 13, the Board denied the request, on the grounds that there was insufficient need for such a school, and this action seems to have closed the matter.

On April 12, 1920, there was begun an action which has had a profound effect upon the schools of San Leandro. The Board of Education of the City of Caklend petitioned the Board of Supervisors of Alameda County to annex the San Ieandro School District to the Oakland High School District. This was supported by an affidavit by Mr. H. D. Brasefield. Principal of Fremont High School, that there had been an average daily attendance of three or more pupils, from three or more families residing in the San Leandro School District, in Fremont High School during the preceding two school years. A hearing was set for May 3, 1920, and, no opposition appearing, the annexation was duly made, as provided by Section 1734-A of the Political Code of the State of California.1 This step does not seem to have been considered of much importance to the little community of 5703 population, but it has become one of serious import to the present city of some 25,000.

When Cakland began to establish the junior high school in San Leandro, active opposition arose. In April, 1927, a group of citizens appeared before the Board of Trustees of San Leandro School District with the question:

¹ Board of Supervisors, Alameda County, Minutes, XIVIII 463

"Can the Caklend High School District compel pupils of the Seventh and Eighth Grades, residing in San Leandro, to attend the Junior High School, if the trustees of the San Leandro School District continue to offer, to the pupils of these grades, instruction in the elementary school buildings?"

The Board of Trustees could not answer the question, and referred it to the Attorney General of the State of California. There is no record in the Board's minutes to show that an enswer was ever given, and the opposition flared again in June, 1928, at which time the San Leandro District turned over to the Oakland High School District the sum of \$10,265 for the education of seventh and eighth grade pupils of San Leandro during the school year. This question has recurred periodically, since that time, and was the point of a proposed election, during the years from 1942 to 1945, to establish a unified district in San Leandro. The election was not held, however. This will be discussed further in Chapter VIII.

Other educational agencies were also active in the community during the early history of San Leandro. First and foremost of these was the elementary school founded under the direction of Rev. McEvoy, pastor of St. Leander's from 1878 to 1898. St. Mary's, as the new school was called, was started in 1881, on the site of the old courthouse. In 1898

Board of Trustees, San Leandro School District, <u>Minutes</u>, April 6, 1927.

a new bell was installed in St. Leander's, and the old bell was given to St. Mary's School. This is said to be the same bell which was brought to Oakland from Spain, in 1846, for the private chapel of the Peralta family. The school was rebuilt in the twenties, and enlarged to accommodate about three hundred pupils in grades one to eight.

St. Peter's Lutheran Church also established a school in the pre-war years. It is located in the church property, at Broadmoor and Breed, and had only a few pupils.

Not least in influence has been the San Leandro Free Public Library, which has an honorable history of its own. It is enough to state here that the library has grown from a little collection of books from a private library to many thousand volumes, and a notable collection of historic material. A children's library is maintained, and it is of inestimable benefit to the children of the city.

¹ James McCaul, The Catholic Church in San Leandro

CHAPTER III

CHANGES EVIDENT DURING THE WAR ACTIVITY PERIOD 1939 - 1945

San leandro turned the century with a population of 2,253, and claimed an increasing number of new residents during the next two decades. During the prosperous 'twenties the population doubled again. The depression years showed a gain of a little more than one-fourth, to 1940, but, four years later, that had increased again by one-half. The brief interval from April 1944 to April 1945 brought a gain of almost ten per cent. The total is now more than ten times that of 1900, as shown by the table:

TABLE I
Population of San Leandro by Decades, 1900 - 1945

		The state of the s	
Census year	Population	Number	Per cent
1900	2,253	increase	increase
1910	3,471	1,218	54.06
1920	5,703	2,232	64.3
1930	11,455	5,752	100.9
1940	14,601	3,146	27.5
1944*	22,903	8,302	56.8
1945**	25,000	2,097	9.15
Total incr	ease	22,747	1000.6

^{*} Special census, by U. S. Bureau of Census

^{**} Estimated, using census factor of 3.5 per house

This increase in population has brought changes in the character and type of population. Prior to 1939, there were but few residents who were native to the "deep South" or the "far East" of this country. In large measure, the population was composed of persons of Portuguese, Spanish, Mexican, Hawaiian, or Italian birth or descent, native Californians of North European descent, and former residents of the central or western states. No Negro families resided in the city but several Negroes, who reside in Oakland, were employed in San Leandro. Before the West Coast evacuation, several Japanese families lived in and near San Leandro, and some Chinese and Koreans, are residents. Among the families of North European descent, the Irish, German, English, and French were well represented.

The new population included people from Canada, Mexico, Hawaii, and all parts of the United States, particularly the South and the North Central States. A number of families had moved here directly from the Atlantic seaboard. A large number of former residents of Cakland, Los Angeles, San Diego, and interior parts of California were also included.

In economic status, the new residents were mostly in the semi-skilled trades, technical workers, or proprietors of small business concerns. A minority were the families of men or women in the armed services, stationed in the Pacific theater. From observation, it would appear that about one-half of the adults were engaged in the shippards or other war industries, or as civilian employees of the government.

Until 1942, the growth of population in San Leandro was absorbed by the growth of "auto courts" or "motels", the construction of numerous "courts" of small apartments, the remodeling of several large houses into apartments, and the construction of individual dwellings on hitherto unoccupied lots in the residence areas. During that summer, however, building was begun in areas not hitherto considered suitable for Class "A" residences. Much of this land was outside the corporate city limits, and most of it was, or recently had been, in use for farming.

The area west of the railroads, toward the Bay, had one main street, Davis, which served the Chrysler and Automotive Fibre plants, connected with the Oakland Airport Road, and continued to the San Leandro sewage disposal plant on the Bay. Two cross streets extended south from Davis Street. The first of these, Orchard, ran from Davis Street some ten blocks to West Avenue 132, the extension of First Avenue, and was lined with houses of varied, nondescript character. Orchard Avenue had been popularly known as Kanaka Road. Pacific Avenue was much shorter, and had been built up chiefly on its western side. Between the two streets stretched open fields and orchards. On the north of Davis, just east of Pacific Avenue, Dabner Street had about two blocks of houses, mostly rather old. A block west, Preda Street was about five blocks long, with rather scattered houses, also old.

In the new developments, eight new streets, each of approximately the same length as Pacific Avenue, together

with one short street and connecting streets, were added on the south of Davis Street. On the north side, approximately fifty blocks of streets have been added. Both sides of these have been fully developed for residences, occupied, and annexed to the city.

No provision was made, in these new developments for any type of community center, school, church, park or playground. The only space reserved from residence lots was used for a "super-market" and trading center. One of the old residence properties on Davis Street, at Preda, was purchased by a church group, and a temporary building was erected. A barn or storage shed at Davis and Warden has been made available to the Boy Scouts and Cubs, by the San Leandro Rotary Club.

In the southeastern part of the city, there remained several tracts of farm land, used chiefly for orchard, market flowers, or truck crops. The attention of builders was next turned to this area, and two such tracts have now been built up in houses. These are of slightly more expensive construction than those in the "Victory Village" area along Davis Street. The earlier units, often minus garage, were intended for sale at prices ranging from \$4000 to \$5000, while the later homes were sold at from \$6000 to \$8000.

A summary of building activities shows that the peak of building individual dwellings was reached in 1942, but that of building multiple dwellings was reached a year later.

The location and size of these additions are shown by the "Map of San Leandro, Showing Recent Annexations", Plate II

Building Fermits Issued in San Leandro (1940 to 1944, inclusive)

Year	Single	Multiple*
1940	364	11
1941	419	16
1942	901	62
1943	502	74
1944	318	8
Totals	2504	171

^{*} Multiple dwelling permits included from two to eight apartments each.

Thus, since 1939, more than 2,500 individual dwellings and almost 200 multiple dwelling structures have been built in Sen Leandro. It should be noted that many houses were built outside the corporate limits of the city, and the building permit requirement did not include these. The area of new housing developments which have been annexed to the city includes 215 acres, or slightly more than one-third of a square mile. The future annexations now contemplated by developers would more than double this total.

The population of this new area has been estimated at approximately 5,000, indicating a density of more than 14,800 per square mile, while that of the remainder of the city is approximately 7,700 per square mile. This difference in density is partially due to the fact that the building lots in the new area are smaller, on the average, and that

all lots are occupied by dwellings, with the two exceptions noted earlier.

TABLE III

Area of City of San Leandro
(1940 to 1944, inclusive)

		Area		Increase	
		Acres	Sq. Mi.	Acres	Per cent
Jan.	1940	1645.707	2.571		
July	1942	1784.007	2.787	138.30	2.32
Aug.	1943	1816.99	2.839	32.987	1.84
Feb.	1944	1860.739	2.907	43.749	2.40
Tota:	ı			215.032	13.06

The total length of streets in San Leandro was increased from forty-four miles, in December of 1941, to fifty-three miles, in December of 1944. This was an increase of about 20.45 per cent. 1

This same period witnessed many changes in both number and type of business enterprises. A study of the business licenses issued during 1940 and 1944 shows totals of 1,155 and 842, respectively. This is a decrease of slightly more than 27%, in the face of an increase of 56.85% in population and an extension of area. It appears, however, that the reductions were largely in the personal services, particularly those concerned with building construction. For example, the number of building contractors licensed decreased from 116 to 47. This is especially interesting in a period of such

New streets are indicated in Plate II, in the Appendix.

intensive building activity. Small restaurants and other establishments with insufficient capital or labor resources to weather the strenuous conditions of wartime business seem to have had heavy casualties. It must be noted, however, that many firms which are established in Oakland or other nearby cities have simply discontinued their branches or services in San Leandro. This is true of trucking and delivery services, hardwood floor and gas appliance firms, especially. The dentists and doctors decreased by 18% and 25%, respectively, largely by reason of entering the armed forces.

The rapidly expanding demand for public utilities has taxed their ability to meet the new needs as they arose. The telephone connections were limited to "essential" (military, medical, public safety, etc.) services for more than two years, but became more readily available by 1945. The addition of street lights was restricted to one one-hundred candle-power light for each two blocks, in some areas. In some, the two-hundred fifty candle-power lights were installed, but some areas have been unable to secure any lights, yet.

The social side of life is well represented in the many organizations in the city. Women's clubs or societies include four which are connected with individual churches, two veterans' auxiliaries, seven lodge groups, five Parent-Teacher units, and three service clubs. Men are organized in four service clubs, four church clubs, five fraternal orders, two veterans' posts, two Dads' clubs, and two Chambers of Commerce, Additional activities engage both men and women in a

philatelic club, three improvement associations for various parts of the city, a community council of all community organizations, and a teachers' association.

Prior to 1939, there were seven organized churches in San Leandro. At the beginning of 1945, there were double that number, and six of them, including one long-established, had increased their membership to the point that new buildings are an imperative need.

The Boy Scouts, Girl Scouts, Campfire Girls, and Young Men's Christian Association have started new groups in an attempt to care for the hundreds of new children in the community. The problem of unoccupied and unsupervised children became so apparent in 1942 that the Community Council was organized to assist by co-ordinating the efforts of the various youth and welfare agencies.

Commercial recreation available has included bowling, pool and billiards, card games, dances, and, very definitely, the "movies". One theater was licensed in 1940, but two now play to crowded houses two or more times daily. The one pool-room of 1940 has been increased to three.

Private dances, recitals, concerts and parties have been arranged by various groups, but lack of suitable assembly facilities has hindered these activities. The need for information and discussion on current problems has led to the establishment of the San Leandro Town Hall, a forum sup-

Directory of Clubs and Organizations, published by the San Leandro Chamber of Commerce, April 1945.

ported by voluntary sponsoring memberships. This meets once each month and is open to all residents of the city.

The city-owned library is the possessor of many fine books, including early records of the city's history. The staff of interested and helpful librarians has been handicapped by the need for additional room at the main library. The branch library has been outgrown completely. A regular program of children's story hours is carried on, and close cooperation has been given the schools in meeting the reading needs of the children of the community.

Another community asset is the Farrelly Pool, which was built through the gift of funds from the Farrelly estate by Mrs. Maude Pestante. One of the conditions of the gift was that the pool should be kept under the control of the San Leandro School District. This condition was accepted by the Board of Trustees, and has been continued by the Board of Education since the adoption of the city charter in 1935. The pool was completed and opened in 1930. The daily attendance, during the season from May to September, varies from about one hundred, in cool weather, to more than one thousand, on warm holidays. A well-kept pool and ocean-sand beach, with careful supervision, make this a source of most healthful recreation for all ages.

Fublic playgrounds at Memorial Park, adjoining the Veterens' Memorial Building, and at Thrasher Park, on Davis

¹ Mr. Farrelly was a pioneer of this section, who settled near San Leandro in 1853.

Street, and a small pool at the latter, are also open to the children of the community. Tennis courts are maintained at Thresher Park, at nearby Estudillo Park, and adjoining Roosevelt School, by the city. At Estudillo Park, a miniature auto track has been constructed, and the twelve- to twenty-inch models roar around the circular concrete course at speeds from sixty to seventy miles per hour. The baseball park at Saunders and San Leandro Boulevard has a small but well-built grandstand and some bleachers.

Each of the four public schools has a playground, ranging from less than one-half block, at Lincoln, to several acres, at McKinley. There are a few pieces of fixed equipment on each. Much of this has deteriorated during the war years, when no replacement has been available. The junior-senior high school has a field for football or baseball, and some basketball courts. Little or no equipment has been added to any of the school playgrounds during the war. St. Mary's School has a very small playground, which is in excellent condition. Those at the public schools are in need of surfacing and repair. The increased use has accelerated the rate of deterioration, also.

One definite characteristic of the new population which was not mentioned at the beginning of this chapter is the preponderance of young people. In the large majority of fam-

Dr. Thrasher, a dentist, left his homesite and considerable funds for park purposes. This included the baseball park.

² Land for Estudillo Park was donated by the Estudillos.

ilies, both parents were under forty years of age, and often one or both were under thirty. This indicated that there would be growing children, particularly of younger years. It became apparent that the indications were not in error. Not only did these families bring children, but one doctor has reported that an average of fifty babies per week were being delivered in San Leandro in 1945.

The great number of new children caused tremendous increases in school enrollment. These are indicated in Table

IV, below:

TABLE IV

Comparison of School Enrollments for 1940 and 1945

	Enroll		
School School	September 1940	February	1945
Adventist	and the	35	
St. Peter's (Luth.)	27	75	
St. Mary's (Rom. C.) <u>360 387°</u>	432	507°
Lincoln	299	1004	
McKinley	333*	577	
Roosevelt	401*	512	
Washington	<u>512</u> * <u>1546</u> **	742	2 <u>835</u> **
S.L.Jr.Hi. (7-8 gr.) 475	720	
S.L.Jr. & Sr. Hi. (grades 7-12)	1545#	1932	

o Includes grades 1-8.

Further study of the enrollment shows that the marked

^{*} Includes pupils from Oakland and Ashland

^{**} Includes pupils of grades 1-6, and kindergarten # As of February 1940.

increase began in September of 1942, and grew steadily. The exclusion of pupils from Oakland and Ashland was not enough relief to overcome the greater increase of children within the district. The peak seems to have been reached, for the present, in February of 1945, but no great decrease has been noted. Children transferring out have been replaced by those transferring into the district, and temporary losses near the end of the year have been caused, oftimes, by parents taking the children out of school to go on trips or vacations, with the expectation of returning in the fall term.

SUMMARY

San Leandro's population increased almost 10,400 or 71.22% during the war period. It changed, likewise, in type and character. This increase led to great building activity, the development of new residence areas, and their annexation to the city. Public utilities, as well as social, religious, and recreational facilities were greatly over-taxed. The schools, especially the public elementary schools, were required to serve greatly increased enrollments. The four public elementary schools had an increase in enrollment, during the period from September 1940 to February 1945, of almost 1,300, after some two hundred were returned to their home districts. This left a net increase of 83.49%. Parochial and secondary schools also had great increases in enrollment.

CHAPTER IV

SOCIAL ADJUSTMENTS AND ASSIMILATION

The great increase in population, and its changing character, was accompanied by problems of adjustment and assimilation. Disorder and confusion could be avoided only by co-ordination of old and new elements, and the assimilation of the new by the community.

One of the first reactions to the incoming wave of population was the comment, "There are so many children in our block." This was followed by frequent reference to the "Oakies", "Arkies", and "foreigners" from other parts of these United States. Neighborhood quarrels flared up and led, in some cases, to police intervention, but no serious trouble developed.

The children of earlier residents were quick to resent and resist any real or apparent invasion of their privileges or rights, by the newcomers. An incident observed on the playground may illustrate this. A teacher noticed that two small boys were almost at blows over the use of the merrygo-round. Upon inquiring the reason for the trouble, he received the answer from the seven-year-old, locally born, son of a non-citizen immigrant, "My father paid for that, and these foreigners can't come in here and play on it." Such a spirit was resented by the new children, and it resulted in wrangling, name-calling, and a number of "gang-up" fights. Gradually, however, the insistence of the school upon fair

play and impartiality caused most of the children to accept the situation, not always with good grace, as something they must tolerate. As the children became better acquainted, new friendships were formed, and some strange combinations were the result. When a rivalry or other dispute arose between two individuals of either group, both sides drew heavily for support from the other group. Thus, Annie and Alice, recently from Arkansas, drew in Rosa, Marie, Juanita and Carmela, native San Leandrans for three generations, on their respective sides in a quarrel over whether Jimmie liked Annie or Alice better.

The early predominance of Latin peoples in San Leandro has long since been overcome by succeeding waves of incoming population, and common participation in social, business, and political affairs has broken down many of the barriers and eliminated much of the friction which may be caused by lack of understanding and difference in temperament. Inter-marriage has been common, and not much distinction is drawn between those who have lived in San Leandro for more than a generation. There are stores which cater to the Spanish- or Portuguese-speaking trade, and an occasional political campaign seeks to form a Latin bloc, or appeal to one national group or another, but in most cases, there is more active rivalry between Portuguese and Spanish elements than between Latin and non-Latin.

The rivalry or antipathy between civilians and servicemen or their families, which seems to have been present in some other communities, has not been evident in San Leandro. Perhaps this may be due, in part, to the fact that the general population is heavily represented in the armed services by husbands, sons or daughters, and, further, that there has been no conspicuous grouping of service families in any one neighborhood.

The great variety of economic and occupational groups represented in the population has made it possible for almost any person or group to find some other with common interests. This has led to greater understanding and more cooperation. As yet, however, there are but few organized or well-defined adult groups indigenous to the new areas.

An "improvement association", resembling those to be found in many small towns a generation ago, was formed in the Davis Street section in 1943. Its purpose was to solve some of the urgent problems of the area, and membership was open to all adults interested in the welfare of the section. Street lighting, bus transportation, storm sewers, traffic problems, school facilities, and kindred topics were presented for discussion and action. Representatives of the city government, schools, Community Council, and many other groups were invited to attend the meetings and take part in the discussions. Following this example, groups in the various tracts comprising the area also organized, somewhat like precinct political groups, local "improvement associations", as parts of the parent South San Leandro Improvement Association.

One such, the Timothy-Marybelle association, pooled its labor to remove weeds from approaches to the tract, to paint the bus stop shelter, to clean the storm sewer and prevent the flooding of some yards, then staged a "Fun Night" to get money for similar purposes. The Warden-Melcher group took turns in keeping porch lights burning at night, until they could secure lights for streets in their tract. The East San Leandro Improvement Association, on the other side of town, is currently investigating storm sewer and other problems of its home area.

The Parent-Teacher Association of Lincoln School was about seven years old when the wave of new pupils started to the school. There were from forty to sixty members enrolled, most of whom had attended Lincoln School in their own elementary school days. The president was chosen from the few charter members, to a great extent, and every member knew the others by their first names. New parents began to attend meetings and participate in the work of the unit. This led to inclusion of newcomers in the officers, and the election of president from that group since 1943. The membership has exceeded two hundred, and the unit received the first award for increase in membership in the Twenty-eighth District of the California Congress of Parents and Teachers.

One church has been established within the area, or at the edge of the district, rather, because of the lack of a provision for churches, schools, or other community services within the tracts. This church is sponsored by the Fruitvale Christian Church, and is of that denomination. Services were first held in a tent, but a simple temporary building is now being used. This is an active work and engages the interest of many families in the area. The Catholic, Methodist, and Presbyterian churches, long established in San Leandro, have received many new members from the new population. A Pentacostal, and two Baptist congregations have grown largely from the newcomers, but none of these has established any church in the new district bordering Davis Street. A community church, largely sponsored by Presbyterians, has been started in another new district southeast of the city.

Red Cross activities, Defense Stamp and Bond sales, and similar community projects have drawn support from both the new and the older parts of the population.

Thus, common problems, interest and work have helped to break down barriers and draw together the various elements of the population of San Leandro. One older resident said, in addressing a meeting of the South San Leandro Improvement Association, "Remember, you are now having the same problems that we had in our neighborhoods, a few years ago, so we do know and appreciate what they mean to you." This attitude, whenever present in the "old-timers", and the general spirit of cooperation to overcome difficulties, which the war conditions forced us to develop, will have a great influence in speeding the adjustment and assimilation of the newer population.

A minority of the newcomers, however, have apparently

neither wished to become a part of the community, in any real sense, nor tried to become adjusted to new conditions and ways. The chief concern of this group seems to be the day when they can go "back home". Most of these have been employed in the shippards and other defense industries, and were attracted to the area by the high wages and the ease of securing employment. Others have been here to await the return of members of the armed services. During the school year of 1944-1945, some one hundred families or more have returned from the Davis Street section to their former homes in the central or southern part of the country. This temporary population has been replaced almost immediately by new families, many of whom have purchased the property rented by the former occupants. This would seem to indicate a more stable type of population.

One other obstacle in the way of ready assimilation is the attitude of some old-time residents, who feel that the newcomers will hinder them from obtaining jobs when the war activity is over. This attitude does not seem to be very common, yet, but may be expected to increase with the cutbacks in war industries and slackening of employment in the bay area.

SUMMARY

The sudden increase in population brought frictions and antipathies between the new and the old, and between groups of each. These were gradually overcome or forgotten in the common problems and tasks. War work and related activities,

as well as community affairs, had a tendency to break down group barriers. The formation of "improvement associations" in the new areas, and the cooperation of the earlier residents with these groups, made it possible for many to find common interests and join in the solution of common problems. No friction between service men and civilians has been evident. Participation in Red Cross, Bond sales, Parent-Teacher Association, and church activities aided in the assimilative process. Only small numbers of either group have resisted assimilation, and, of these, most of the new are leaving or preparing to leave. If the economic pressure remains low, the older group will have but little influence. In general, the new population has been accepted and made an integral part of the community.

CHAPTER V

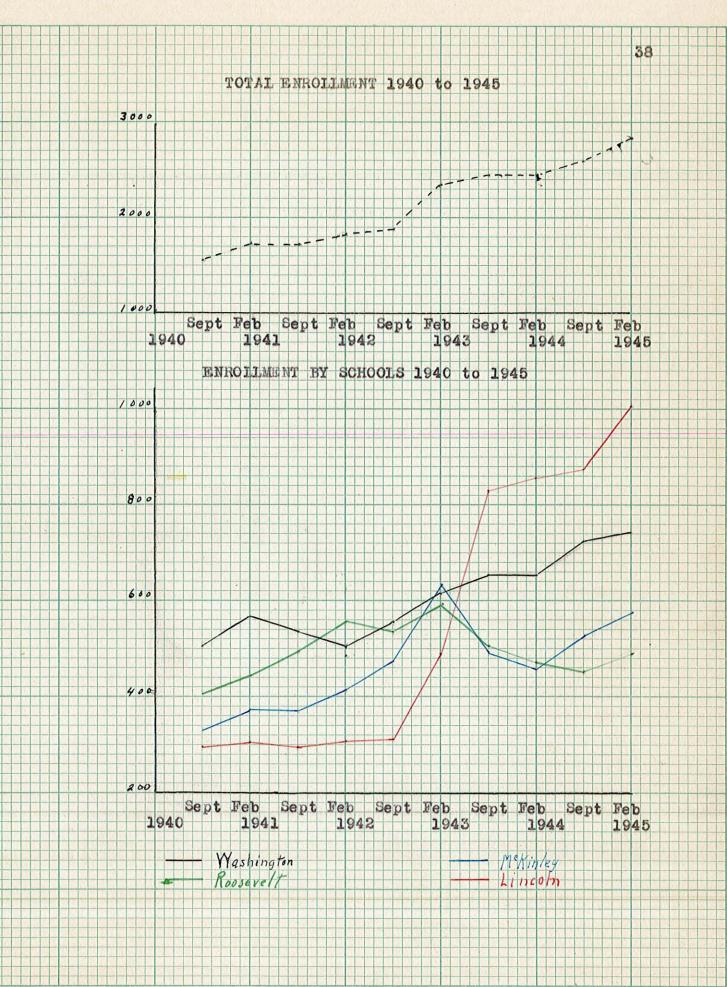
THE NEED FOR INCREASE AND EXPANSION OF PUBLIC SCHOOL FACILITIES

A. Pupil Population

The great increase in population, and particularly in the school population, put an increasing burden upon the facilities of the public schools. It was noted in Chapter III that the marked increase in school population occurred in 1942. There had been some increase from year to year, in keeping with the increase in general population, but the surge of new pupils seems to have arrived during the school years of 1941-42 and 1942-43. This was first seen in the kindergarten enrollment, which rose from 146, in February of 1941, to 295, one year later. No great increase in other grades was noted until September of 1942. At the opening of school, the enrollment had risen almost 20% above that of the previous year. Continued increases followed, and by June the enrollment in the six grades was almost one-third larger than that of the year before. The number of children who were presented for kindergarten was greater than could be accepted in the classes, which had been doubled, so waiting lists were established.

Continued building indicated further increases, and the parents of children residing outside the district, but enrolled in San Leandro Schools, were notified that those pu-

¹ See the graph on page 38.



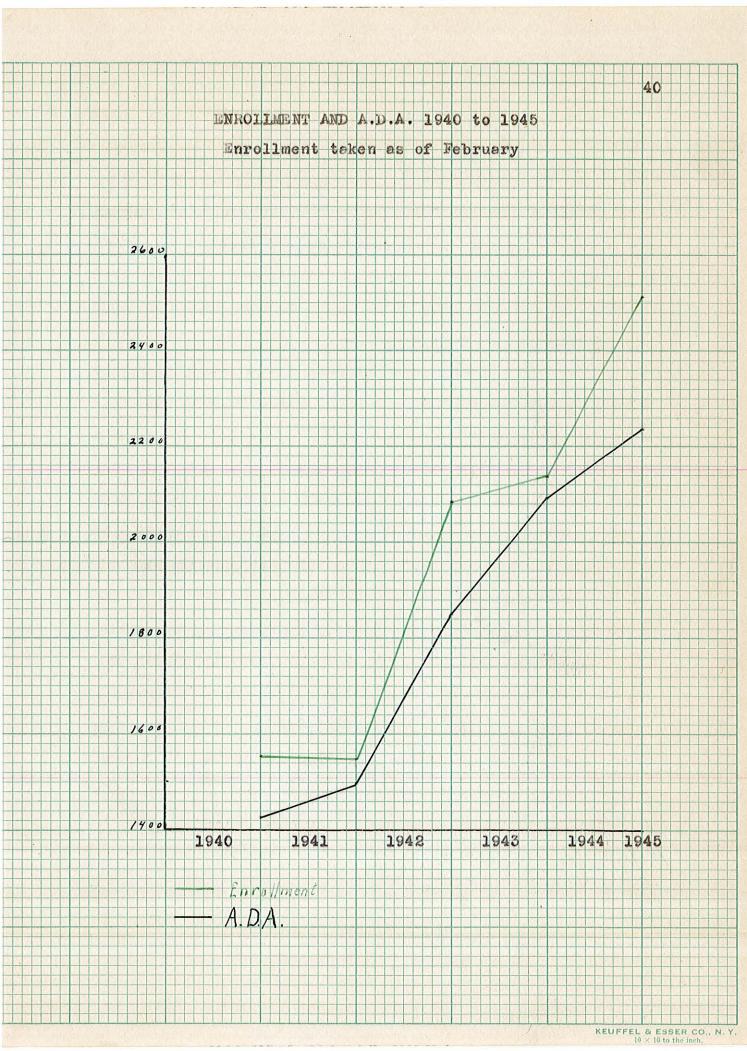
pils could not be admitted to the San Leandro schools in September of 1943. This affected approximately two hundred fifty pupils, of whom the majority were residents of southeastern Oakland. The remainder lived in the Ashland area of San Lorenzo District, adjoining San Leandro, southeasterly.

Despite this reduction, the schools opened in September with about the same enrollment as that of June, and this was increased by ten per cent during the year. A similar growth was shown the following year.

The peak of enrollment was reached in February 1945, with a total of 2,511 in the grades and 304 in the kindergartens. This was an increase of 61.37% in the grades, and of 108.24% in the kindergartens, over the enrollment of 1941. Furthermore, the 1941 enrollment included the pupils from Cakland and Ashland. The 1945 total includes thirty-two pupils from Sheffield Village, Oakland, who were accepted at Roosevelt School under an agreement between the Oakland and San Leandro districts. This agreement, reached in November of 1944, provided that pupils of grades two to six, inclusive, residing in Sheffield Village, would be accepted at Roosevelt School, and pupils residing in San Leandro, near Stonehurst School, Oakland, would be accepted at the latter.

The basis of school support from state funds is the A. D.A. (average daily attendance) in the district, during the school year. Since this is affected by every absence from school, the health and living conditions of the child, as

¹ The enrollment has continued to rise in 1945-46.



well as the usually recognized factors, are as important in school finance as in school progress.

Epidemics of measles, mumps, chicken-pox, who opingcough, colds and mild influenza have been experienced. These
causes, combined with the disruption of normal habits in the
families engaged in war employment, with the lack of home supervision, and with the distances many children have had to
walk without protection from stormy weather, have helped to
keep the A.D.A. well below the enrollment.

The A.D.A. is based upon the whole year, and is a mean between the smaller attendance of the beginning of the year and the larger at the close, in a year of expanding enrollment. Thus the A.D.A. does not present a particularly accurate picture of the attendance at any one time. The graph on the preceding page shows the relation between the enrollment and the average attendance, during the years 1940 to 1945. The A.D.A. for the year 1939-40 had been 1,278. This rose to 1,429 during the following year. The year 1941-42 showed a slight increase, and the next three years had totals of 1,848, 2,090, and 2,236, respectively. None of these totals include the kindergarten, because that is not eligible for state support. Comparison with the enrollment at midyear in the same years shows that the A.D.A. ranged from 88% to 92% of the enrollment of the current year, and, for the last three years, it was greater than the enrollment of the previous year.

The attendance in the seventh and eighth grades, during

the same period, as reported by the Oakland School Department, shows no such growth. The A.D.A. of seventh and eighth grade pupils in San Leandro during 1939-40 was 429, which was not exceeded until 1942-43, when it was 463. The large number of graduates from the elementary schools in June of 1943, and thereafter, was reflected in the seventh and eighth grade A.D.A. of 538 in 1943-44, and 596 during 1944-45.

It may be seen from the above that the increase in the enrollment was largely in the lower grades of the elementary school. This was particularly true in the newer sections described in Chapter III. The term, "Victory Village", originally used for just one of the early tracts to be developed, is currently used loosely to include all developments on or adjacent to Davis Street. This area was served by Lincoln School, only, during the early part of the period. Later, however, some of these children enrolled in the child care center at Washington School and attended that school. Some others were allowed to enroll at Washington or Roosevelt, for reasons of convenience in transportation, or of adjustment. The number of pupils enrolled in the primary grades one, two and three - of the Lincoln School rose from 85 in September of 1940 to 530 in June of 1945. Kindergarten enrollment increased from 30 to 80, with a waiting list of 20. During the same period the enrollment of grades four, five, and six rose from 184 to 400.

McKinley School's enrollment of 333 increased to 502, and the kindergarten from 32 to 80. Roosevelt's grade en-

rollment rose from 401 to 552 in June of 1943, but fell to 418, two years later. The exclusion of Oakland pupils was largely responsible. The number in the kindergarten classes grew from 31 to 67. Washington School, largest in enrollment for some years before the war, enrolled 512 in 1940. This rose to 662 in February of 1945, but dropped to 623 by June. From 53, the kindergarten had grown to 110 in 1944, but was down to 65 in June of 1945.

B. Limitations of Physical Facilities

Prior to the summer of 1942, all four schools had certain rooms which were not in use for regular classrooms, or were used for special activities, such as art, library, and music. These included two classrooms and the auditorium at Washington, one classroom and the auditorium at McKinley and at Roosevelt, and five classrooms at Lincoln. The Sunshine School, for physically handicapped pupils, occupied three portables at Lincoln. Two teachers were in charge of the 25 to 30 pupils enrolled. Two of the rooms were used as classrooms, and the third as a rest (cot) room.

The increased enrollment in 1942-43 led to the equipment and use of all available rooms at Lincoln. By June, it was apparent that these would be insufficient, so the kindergarten was moved to one of the portables, compressing the Sunshine School to two. In addition, the basement of the school was divided by partitions into three activity rooms.

Similarly, Washington and McKinley soon felt a need for

more room, but in a less acute degree. The wings of the auditoriums provided classrooms, and two interior courts were enclosed to provide additional rooms at McKinley. Roosevelt, relieved by the exclusion of the pupils from Oakland, had room to spare. Consequently, in September of 1944, the Sunshine School was installed in two portables at Roosevelt. This made two more available for regular classes at Lincoln. The enrollment of the Sunshine School has remained quite stable during the period.

The number of classes at Lincoln has increased from 7 to 27, at McKinley from 10 to 15, at Roosevelt from 11 to 13, and at Washington from 14 to 17. In addition, each school has two kindergarten classes, one in the morning, and one after noon.

Since the situation at Lincoln School was most acute, a more detailed description of it will be given, to show the growth of the problem.

In the summer of 1942, the library, which had outgrown the small room in which it had been quartered, was moved to a vacant classroom. Eight other classrooms were occupied by the kindergarten and grade classes, and the three portables were occupied by the Sunshine School. Almost immediately after the opening of school, another teacher was employed, and a classroom put into use to accommodate some of the sixty new pupils who enrolled the first week. By February, all of the classrooms except one were occupied. By June, the process of doubling classes in the primary rooms had begun. One

class used the room from 8:30 until 12:00, and another from 12:30 until 4:00.

The opening of the school term in September of 1943 was accompanied by an increase of 75% (almost 300 new pupils on the first day) over the enrollment of the preceding June. To meet this critical situation, all classrooms were used to the full capacity, including the use of the upper grade rooms by two classes. The basement was divided into three rooms, in addition to the part already in use for the carpenter shop. The kindergarten was moved to one of the portables, as was stated above. The continuing increase necessitated moving the Sunshine School to Roosevelt. This made room for four primary classes in the two portables vacated. By June of 1945, sixteen primary classes and eleven upper grade classes were housed in the fourteen classrooms, two portables, and the basement. Two kindergarten classes, of forty each, used the other portable.

Sanitary facilities in the building are sufficient for a normal load of some three hundred pupils. The entrances and stairways are inadequate, except in a highly organized and closely supervised order. The playground has less than two hundred square feet per class, and even complex schedules are unable to allow more than about seventy square feet per child.

Since the office of the Superintendent of Schools and of the Board of Education, of the three co-ordinators and a secretary, and headquarters and storerooms for the general

supplies, the district's painter, and the carpenter-cabinet-maker-locksmith are all located in the Lincoln building, the Lincoln School "office" is an enclosed hallway, from which a stairway ascends to the roof, and the school's "supply room" consists of cupboards along the walls of this hallway.

The small room, once used for a library, is now used as a workroom by those teachers who are awaiting the dismissal of other classes before they can occupy the classrooms with their own classes, or who are preparing the work of the next day, after their classes have been dismissed. The teachers' rest room is slightly larger than the hallway which serves for the office.

There is no covered play space or place of shelter from the weather, except the halls and the classrooms.

A kitchen, about 12x30, originally used as a teachers' lunch room, is used to prepare food for the children who eat the school hot lunch. The upper hall is provided with tables, seating six each, to which the children take their trays of food served from the kitchen. About one hundred can be seated at the tables at one time.

This, in brief, is a description of the facilities now available to care for the thousand-odd children who are enrolled at Lincoln School. At least thirteen more classrooms and attendant facilities are needed to house the present enrollment.

The necessity for making existing facilities serve far beyond their reasonable capacity has been very evident. This

need has not been so urgent in the other schools as in the Lincoln School, but both Washington and McKinley need more room to adequately house their pupils.

The use of rooms and building facilities earlier and later in each day presented problems in lighting and heating which had not hitherto been felt. Materials were not readily available, but some essentials were secured and installed. These included lights for some classrooms and individual heaters for classrooms for which no other provisions were available. At Lincoln, the existing hot air ducts were tapped to get heat for the rooms which had been created in the basement. This upset the controls and heating for the upper floor rooms, but was the only practical way of heating the basement. Additional lights at Washington and at Lincoln made an overload for the old wiring, so new transformers and some new wiring was required.

Problems of maintenance and custodial care, under such conditions, have been increased in proportion. The lack of free time has made it difficult to repair or replace equipment, without interfering with the school program. Also, the increase in hours and in use of the buildings has greatly hindered the proper sweeping, dusting, and other care of the classrooms, and of the buildings in general. This has been further complicated by the adoption of the forty-hour week for all non-certificated employees. A plan of staggered-hour shifts has been adopted, by which one custodian starts work at seven o'clock, or earlier, as heating may require, and

takes from two to four hours off in the middle of the day, so that he can be available for sweeping after four o'clock. The second custodian begins work at nine, in three schools, and at twelve, in Lincoln. In the other schools, both custodians leave at six, but, in Lincoln, it is necessary for one to continue until eight, because of the greater number of rooms which are used until four o'clock.

The increase in custodial work, building, replacement or repair of furniture and equipment, handling of supplies, and related work has brought about the increase in number of these employees from six, in 1940, to fourteen, with several part-time sweepers additional.

C. The Increase of Instructional Problems

Great as was the need for room, other needs appeared which were fully as important, though less apparent to one outside the school. The different range of instructional needs and new problems in behavior, introduced by the sudden massing of groups of children without their customary controls and supervision, made it necessary to expand services as well as room and equipment.

Until the year 1941-42, by far the majority of the pupils in the San Leandro public schools had been part of a rather stable population, fairly homogenous in school habits and training. The sudden influx brought pupils with a range of school experiences, and lack of them, which presented serious problems. One of the first indications seen was the

wide range of ages in each grade level. One sixth grade had pupils from ten to sixteen years of age, a fifth from ten to fifteen, a fourth from eight to thirteen, and a first from five to nine years. A testing program was needed, to check the classification of these children, and re-assign them to the proper classes. Often the pupils were found to be much under- or over-graded, as compared with local grade and age expectations. This called for an examination and evaluation of the whole field of reading instruction in the San Leandro schools. The clarification and modification of objectives and procedure in reading was apparently needed, and a coordinator was appointed to assist the various teachers in solving the problems encountered. A course in primary reading was given for the teachers by a specialist from San Francisco State College, and one in intermediate reading by a professor from the University of California. Each of these courses culminated in the construction and compilation of a reading guide, or course of study, for the field covered.

The lack of home controls, due, in large measure, to the fact that both parents were working away from the home, or to the unusual or irregular hours of employment, led to attendance problems too numerous to be properly checked and followed up by the principals of the respective schools. The problem was aggravated by the lack of telephones in the majority of the new homes. To meet this situation, it was decided to set up a more definite system of daily attendance accounting, and to appoint a teacher to serve as a part-time

attendance co-ordinator, after school hours.

Inadequate clothing, irregular meals, or lack of them, irregular or insufficient rest, and the general condition of unrest and excitement were not conducive to good health for the pupils. The work of the health department was increased accordingly. Many more cases of possible communicable disease needed to be checked, children examined to determine ailments or the need for treatment, and similar duties were greatly increased. The lack of adequate medical care, due to the shortege of doctors, added greatly to this problem. The parents began to look upon the school health department as a substitute for the family physician, who could not be seen for minor ailments, if at all.

D. Extension of Transportation

The transportation problem was greatly complicated by the increased development of outlying areas. Mulford Garden Tract had grown to such an extent that three round trips each morning and afternoon were necessary to carry all of the children to and from school. The residents of Lealand Heights and Hillcrest Knolls also expected transportation for their children, because of the distance and dangerous traffic conditions between their homes and the schools. The Victory Village people and others living between the Village and Mulford, or beyond the Village, also clamored for the bus to transport their children to school. This problem was "solved" by the rigid rules issued by the Office of Defense

Transportation that all school transportation must be cut down, as much as possible, and no new extensions made.

The increased load upon the bus, even over a restricted route, demanded increased room, and the district tried to purchase a bus of adequate capacity. Finally, after more then a year's delay, a bus has been ordered for the 1945-46 term, on priority granted by the Office of Defense Transportation. The restricted use of the bus made it necessary to transport the Sunshine School pupils in private cars of teachers or other employees of the district. To meet this need, after long search, a used station wagon was purchased and put into use in May of 1945. The third vehicle owned by the district is a pick-up which is used to carry supplies, equipment, and personnel from school to school and to make such other trips as are required.

SUMMARY

The great increase in school population created a need for increase and expansion of school facilities. This need was seen to include classrooms and equipment, school lunch facilities, custodial care and maintenance, Teaching personnel, types and methods of instruction, attendance controls, health services and transportation. To some degree, all of these, except in classroom and other building facilities, have been met, but much remains still to be done.

CHAPTER VI

THE NEW FUNCTIONS DEMANDED OF THE SCHOOLS

A. Child Care Centers

one of the first problems arising from the manpower shortage, and its attendant employment of women in numbers, was the care of minor children, particularly those of preschool age. The parents of those of school age often relied upon the school to care for them during school time, and allowed them to remain unattended from then until the parents returned from work. One of the most frequent reasons given by mothers for desiring to enroll their children in kindergarten was the need for care of the child while the mother was at work. Similarly, some of the strongest opposition to the half-day sessions of the school was based upon the fact that the children would then be without care during the time the mother worked, or that the new arrangement interfered with the working schedule of the parents.

In some cases, the lack of care by parents was but a little short of criminal. Children of all ages were to be seen upon the streets until midnight, or later, unaccompanied by adults. One teacher reported passing the local theater at six-thirty, in the evening, and hearing a parent tell two children to go to the show and stay until the end (after eleven-thirty), despite the fact that the younger one, about six, cried that he did not want to go to the show. The older, about ten years old, pulled the protesting brother across the street, and the parents drove off. Children of

similar ages frequently were found in the theater at the end of the last show, fast asleep, and had to be sent out onto the street to enable the theater to close. On one occasion, a county official reported, a radio call was sent out at two o'clock in the morning, to try to identify a twelve-year-old who had been injured in an accident in downtown Oakland. Two hundred replies came in, from as many families who had heard the call and did not know where their twelve-year-old boys were to be found at that hour.

The care of pre-school children during the hours of the mother's employment was the first new demand upon the school services. The principle of government support of nurseries or nursery schools had been established, in England, as early as 1918, by the Education Act of that year. In America, the idea was somewhat slower to gain acceptance. The depression years focused attention upon the problem, and, in 1932, government agencies began to recognize the pressing need for nursery care for small children. Many private nurseries, or "play schools", had sprung up in the meantime. In some of the larger cities, nurseries were set up as Works Progress Administration projects in relief. It was not until 1940, however, that the Lanham Act was passed, giving direct aid to public agencies for child care centers, to meet the need occasioned by defense activities.

It is interesting to note that, in each instance, these services have been instituted upon other grounds than that

U. S. Office of Education, Bulletin No. 9, 1932.

they would benefit the children. In some cases, this was a measure of relief to unemployed parents, and in the present instance, relief to the employed mothers.

The Lanham Act, passed by the Third Session of the Seventy-third Congress, on October 14, 1940, provided Federal aid for housing, establishment and extension of regular school services, recreational, health, and municipal facilities, and child care centers. This aid was dispensed through the Federal Works Administration, upon application by political subdivisions, such as states, counties, cities, and school districts.

During the period from 1934 to 1936, the Oakland Board of Education had opened a number of nurseries, with the aid of the State Emergency Relief Administration. Among these was one at Thrasher Park. This was exceptional, since the park is outside the City of Oakland, but it is in the Oakland High School District. The City of San Leandro gave the use of the lower floor of the caretaker's house, and a fence of chicken wire was erected to enclose a small play space at the rear of the house. No special provision seems to have been made for the center's needs, except to install some cots for the rest period, and some benches, tables, and a little cooking equipment. Kindergarten chairs were borrowed from the San Leandro Schools, for a short period. Under such conditions, a head teacher and from one to three assistants, a cook and a matron cared for from fifteen to forty children until May 8, 1943. Meanwhile the project had been taken over by the Federal Works Administration, after the passage of the Lanham Act.

Most of those enrolled in Thrasher Park Nursery were children of mothers who worked at Caterpillar Tractor Company or California Packing Corporation, both located in the immediate vicinity, or at Friden's, about a mile distant. A few were the children of mothers employed elsewhere in the East Bay.

On May 5, 1943, the director of the Oakland child care centers notified the parents of children enrolled at Thrasher Park that the work there would be closed on May 8, 1943. The Superintendent of Schools of San Leandro was also notified, and he immediately requested the Board of Education of San Leandro to meet in special session to consider the matter. On the morning of May 6, the Board met and accepted the Superintendent's recommendation that the work be continued under the direction and sponsorship of the San Leandro School District. The Board also participated, with the Superintendent, in a meeting with representatives of the Chamber of Commerce and of the firms interested, later that morning. At this meeting, the necessary financial support was underwritten by those firms, and the school district was requested to direct the work. An appeal to the regional office of the Federal Works Administration prevented the removal of equipment from the center, when it was closed by Oakland, on May 8.

From that time until September 1, the child care pro-

ject, including employment of personnel, securing of equipment and supplies, contacts with the Federal Works Administration and with industry, and handling finances, was under the personal direction of Mr. Earl B. Shoesmith, Superintendent of Schools. An application to the Federal Works Administration for a grant of funds, under the Lanham Act, was made and approved, effective July 1, 1943. The offer of the Federal Government was accepted by the Board of Education on August 30, 1943, and the official life of Project Cal. 4M304 began.

Prior to this date, the nursery had operated upon the fee of \$5.00 per week per child, from the parents, and the contribution of a like sum from the firms involved. When the federal support was assured, the weekly fee was reduced to \$4.50, and the contributions from industry were no longer needed. Under the terms of the grant, it was permitted to employ a director for the child care work, and Mrs. G. Tiel was employed. She resigned in January of 1944, and was succeeded by Mrs. Lois Gibson. Both of these had charge of the nursery, child care centers at the schools, and the lunch service. In the fall of 1944, the cafeterias were separated from the child care project. The latter was placed under the direction of Mrs. Elizabeth Sorenson, who had been head teacher at Thrasher Park Nursery. Mrs. Gibson continued in charge of the school lunch program.

Responding to requests for additional child care facilities, the district had opened centers at each of the four schools, on September 13, 1943. Teachers from each school were enlisted to work in shifts, before and after classes, to care for the children enrolled in the center. The enrollment, however was not up to expectation, and the centers at Roosevelt, McKinley, and Lincoln had all been closed by October 1. That at Washington was continued, as an extended day care center for children of school age. The nursery children were enrolled at Thrasher. The center at Lincoln was opened again each summer, for the cannery season.

An increasing number of applications for admittance to the nursery led to the establishment of a second nursery at 507 Dutton Avenue. A vacant store building there was rented, fitted with the necessary equipment, and opened as Dutton Nursery on June 15, 1944.

Securing proper personnel to care for the children in the several centers presented a serious problem. Teachers, nurses, cooks, and matrons were needed, but many who would have qualified for this work were occupied in war work or attendant activities. Certification as a teacher required a minimum of two years of college work. To meet the need, temporarily, teachers of regular school classes were employed before and after school hours. This group also provided some teachers for the centers during the summer months, when the schools were not in session. New teachers who entered the community during the year were also employed in the child care centers. Several of these were then employed in the regular classes, upon the opening of the following term.

The primary function of the child care centers was to care for the children of working mothers, to allow the latter to continue at work in necessary occupations. In the application of the program, however, the educative function was the more stressed. The daily schedule included activities which gave training and practice in healthy living, good social habits, community welfare, thrift, and recreational habits and skills.

The daily morning check-up, training in regular physical care and habits, insistence upon good eating practices, and the games and outdoor activities emphasized the importance of physical well-being and health. In the nursery, this was a complete course, including washing, eating, toilet and sleeping habits, taking turns and following directions. Music and graphic arts, handicraft, and supervised play were also included.

In the extended day care centers, with the older children, such an intensive program was neither desirable nor practical, and the range of activities was greatly reduced. Rest, play, handicraft, graphic art, and food conservation were the more prominent activities in the schedule. The handicraft classes and the food conservation groups produced articles of intrinsic, as well as cultural value. Many of the ornaments, bags, and similar articles were of excellent quality and workmanship. The material of which these things were made was often salvaged material of no apparent value. Handicraft included work in weaving, knotting and tieing,

sewing, embroidery, knitting, leather work, metal and plastic rings and ornaments, and costume jewelry. The food conservation groups canned and preserved several hundred quarts of fruit and vegetables for use in the centers.

The total cost of the project, from July 1, 1943, to October 31, 1945, was \$95,715.43. Of this amount, the Federal Government contributed \$56,602.40, and the local income was \$39,713.63. This would indicate an average enrollment of almost one hundred children per day, for the entire period, or a total of some 9,000 child-weeks.

The need for child care does not seem to be decreasing with the end of the war, as was anticipated. The Federal Government has indicated its intention to discontinue grants of aid for this purpose, so some other support will be needed.

B. School Lunch Rooms

One of the earliest special services to be established in San Leandro schools was the hot lunch. In the spring of 1927, the Broadmoor Mothers Club began a hot-dish service at the Washington School. On April 6 of that year, it was reported to the Board of Trustees that about one hundred sixty children were being served daily. During the next five-year period, this service was continued by the Mothers Club, with some assistance from the district. The Board ordered that two portables be remodeled for a cafeteria, and a stove purchased. This was completed in October of 1927. The report of

Board of Trustees, S.L. School District, Minutes, 4/6/27.

the first month of operation of the new cafeteria was read to the Board at the December 12 meeting, and the ladies were praised for their efforts. Similar reports were given during the ensuing four years. The report of August 14, 1931 showed a balance of \$482.23.

On May 25, 1932, however, "The opinion of the District Attorney's Office relative to conduct of cafeterias was read and arrangements ordered to carry on the work in accordance therewith." These arrangements brought the cafeteria under the direction of the district, through the principal of the Washington School. The latter took charge in the fall of that year and reported, on December 14, that the cafeteria was at that time self-supporting.

The lean thirties were weathered with the aid of the surplus commodity program, but the war bore down heavily upon the cafeteria. In January of 1943, the Superintendent accepted the recommendation of the director and reported to the Board that the cafeteria had been discontinued because of the difficulty of securing labor and food.

During the following summer, child care centers were set up at each school, as related earlier, and lunch service was instituted at each center. Thus, when the schools opened in the fall, each school was able to offer a standard plate lunch to the children. By October 1, the centers had been discontinued at all except Washington School, but the lunch

¹ Board of Trustees, S.L. School District, Minutes, 12/12/27.

² Ibid. 5/25/32.

service was maintained. Aid was received from the Federal Government, in the form of subsidies on meals and in surplus commodities. Under the federal aid program for school lunch services, a subsidy of nine cents per meal is available to those schools which serve a standard (Class A) plate lunch. This must include two vegetables, two ounces of protein, enriched or whole-grain bread, a dessert, and one-half pint of whole milk.

Facilities were fairly adequate for this service at the Washington School, but were extremely limited at the others. Bach had a small room, in which was located a sink, a gas plate or small stove, and a very little cupboard space. Gas ranges, water heaters, and electric refrigerators were installed, and some cupboards built. Serving and eating tables were built and installed wherever space permitted. An interior court at McKinley was walled off for this purpose. At Lincoln, the upper hall was equipped with small tables attached to one wall. At Roosevelt, a front hall was used, but it was so small that most of the meals must be eaten in the classrooms. From these improvised lunchrooms, complete meals are served to from three to six hundred children daily, in addition to extra milk, extra desserts, or other non-standard items. A complete meal usually included at least one second-helping of the main dish and of bread. Vegetables or salads, if any are left after the first serving, are also given as second-helpings.

The distance many pupils must go from home to school

precludes the possibility of going home for a hot lunch. So long as this is true, the need for lunch service will continue to be felt, in increasing measure.

C. The School and Community Recreation Program One part of the recreation program has been under the direct control of the school district since 1930. In January of that year, Mrs. Maude pestante offered funds from the R. S. Farrelly estate, to the amount of \$20,000, to be used for some project for the benefit of the children of San Leandro. One of the conditions was that control of the project should be vested in the school district. A swimming pool was chosen as a proper project, constructed, and turned over to the control of the Board of Trustees of the San Leandro School District. Farrelly Pool was put into operation during the summer of 1930, and has been used from May to September of each year since. It is an open pool, hence, not usable during the winter months. The daily attendance varies greatly, according to weather and other conditions, but has often exceeded one thousand. The pool is self-supporting, and all funds are handled through the school district and county offices, in a manner similar to other district funds. The operating staff is under the supervision of the superintendent of schools, and includes a manager, a cashier, a lifeguard, and locker attendants. The manager, Mr. George Knoll, the cashier, Mrs. Nettie Biever, and the lifeguard, Mr. Frank DeMello, have served in these positions for many years.

The need of some systematic or directed recreation for the children of San Leandro was felt soon after the building of Farrelly Pool. In May of 1932, the Board of Trustees set up a summer program at Roosevelt School. The playground was open from nine to twelve, and from two to five, each day except Sunday. A director was employed to supervise the use of the playground, at the rate of fifty cents per hour.

The following year, the need for a similar program, to be held after school hours, was presented to the Board, and Washington School was selected for this purpose. The grounds were open three hours per day, on each school day, and the director was paid fifty cents per hour.

There seems to have been a gap of some nine years, during which no such program used. In 1942, however, the need was evident to every one. The Community Council was organized, and gave impetus to the movement. During the following spring, the Board of Education and the San Leandro City Council jointly sponsored a summer program of directed recreation. The City Council authorized the use of city funds for half the cost, which was not to exceed the total of four thousand dollars, and the Board of Education assumed the other half. The school grounds and some equipment were made available, and teachers were used to carry on the program. At least two were employed at each school, and others at Farrelly Pool and elsewhere as needed. The direction of the program was carried by the Superintendent of Schools.

This program included music, reading, handicraft, games,

and contests. From one to three hundred children were in attendance at the school centers, daily. Teachers were paid on the basis of one dollar per hour, and the Superintendent served without additional compensation.

During the summer of 1944, a somewhat similar program was carried on, under a paid director, and, from these experiments there grew a plan, sponsored by the Community Council. This plan created a Recreation Commission, which was appointed by the Board of Education and the City Council, jointly. The Commission is in charge of the over-all program of recreation for San Leandro, and is authorized to select a director for the summer program, employ him, and furnish him with such assistance as may be needed. The budget is subject to the same limitation of four thousand dollars. This plan has been used during the summer of 1945. In October, special tax levies for recreation purposes were voted by the people of the city. This is expected to replace the present method of financing the program, as soon as it becomes effective.

D. The School's Part in the Rationing Program,
War Finance, and Conservation

During the war period, many other services have been requested of the schools. The close contact with the homes of the area made the school the natural agency for registration for rationing. During the first registration, classes were dismissed to allow the teachers to act as registrars. In the later periods, however, classes were conducted "as

usual" and the teachers served outside of class hours. The organization of workers was worked out by the principal, and parents or other co-operative citizens were secured to serve during the hours when no teachers were available. Teachers served from three to six hours each, in addition to their teaching time. To provide room for registration, classes had to be combined or re-scheduled, and carried on in restricted quarters. Pupils were used as messengers to carry instructions to their homes and those of families having no child of school age. In many cases, this was the only way of contacting these homes.

Forms were copied and mimeographed to supplement the insufficient supply received from the government, in order to enable people to make the proper applications within the required period. In many cases, teachers went to the homes of registrants to correct errors and make it possible for the applicant to receive proper credit or avoid delays. In each of the rationing periods, the administrative staff, including the superintendent and the building principals, gave almost all of their time to this work.

Prominent officials of the Office of Price Administration, in this community, have expressed the opinion that the rationing program would have been almost impossible to undertake, without the aid of the public schools.

Over a period of years, there had grown up, in the elementary schools of San Leandro, as in many other districts of California, a school savings program, intended to promote the practice of thrift through the regular and systematic depositing of small sums of money in school savings accounts carried by the various banks. These banks had promoted the program by supplying materials, appointing a collector, and opening and carrying the accounts, no matter how small. In some of the schools, pupils were given the opportunity to be tellers and receive the deposits from the children. In other schools, teachers or parents acted in this capacity.

With the advent of the national defense program, the shortage of help in the banks made it difficult to continue the school savings program. It was very natural, therefore, for the sale of stamps and bonds to take the place of that program. In each school, a plan was set up for the sale of the stamps of various denominations, and the bonds.

In the main, these plans were operated by the teachers, with the cooperation of a committee from the Parent-Teacher Association. The pupils brought their money on a given day each week. The name, the number of stamps of each denomination, and amount of money, for each child, was listed by the teacher. After totaling these items, and checking the totals with the cash, she sent the list and the money to the school office. Here, the committee combined the returns from all of the rooms and checked again. The required number of stamps and bonds was purchased from the postoffice or a bank and brought to the school. These were distributed to the teacher and she, in turn, gave them out to the children, and checked each off on the list. This made an accurate record of all

purchases by classes or individuals, but it consumed almost one-third of the primary teacher's class time for that day. To remedy this, the plan was changed to take the load from the teacher. The committee from the Parent-Teacher Association secured stamps on consignment from the bank, sold them directly to the children, and made returns to the bank. The committee also purchased such bonds as had been ordered by the pupils. In at least one school, the sale of stamps and bonds decreased noticeably after this change was made, which may indicate that the teacher and the class attitude or competition were very important parts of the plan.

During the school years from 1942 to 1945, the sale of stamps and bonds in the schools has been a small, but distinct, factor in the local support of the war finance program. Constant encouragement by the teachers has been one of the strong influences. Posters and written materials have been made by the pupils, numerous bulletins have been sent home to the parents, and a constant emphasis on both the thrift and the patriotic aspects of the program has been stressed by the schools.

The peak of such effort was reached in a city-wide bond parade of school children, in which some 2,500 pupils took a part. Each school had its own section, in which the various classifications of entries were arranged. These included doll buggy, bicycle, costume, pet, feature or stunt, and poster sections. In addition, each school entered a motorized float, sponsored by its Parent-Teacher Association.

Papers, aluminum, brass, scrap iron, tin cans, and even bottle caps have been to school, too. Drives for this, and drives for that, have been constant fare for teacher and pupils. From Bundles for Britain to Books for Russia, the list has included almost every kind of salvage material, as well as clothing, toys, reading material, soap for soldiers, razors, and washcloths. It is small wonder that one teacher was driven to cry out, "If I could only teach, but my time is so taken with all these things!"

It is true that most of these drives have been sponsored by some particular organization, such as the Junior Commandos, Boy Scouts, Girl Scouts, or some adult group, and the obligation of the school, if any, is a secondary one, but much of the promotion and activity is carried on through the school, to enable the organization to achieve its goal. This is a function which the school has been called upon to perform - to effect the participation of the whole people in other community activities - but it has not been equally recognized that it is the proper function of the school to enlist the whole community in meeting its educational needs. When it is as popular to salvage wasted opportunities for the children as it is to salvage tin cans, the school will begin to serve, more fully, the needs of the community.

SUMMARY

The new demands upon the schools are seen to be, in some instances, more accurately, the sudden, violent expan-

sion of services which may have existed for many years. Many times this has caused a decrease in the time and attention which would normally be devoted to the instructional functions. The various drives have occupied the time of both the teacher and the pupils, often with but little apparent educational value other than mere participation in an activity. This should not be taken as an indictment of the activities in themselves, but, rather, it should raise the question, "To what extent are these activities integral parts of the school program?"

The child care program and the lunch program have required new personnel, with particular qualifications for the specialized service to be rendered. The lunch program has demanded a considerable portion of the time of principals and teachers, in the sale of lunch tickets, checking of the money, and supervision of lunch periods. The improved eating habits of many of the pupils are probably of sufficient value to make it worth while, but much of this could be done by non-certificated help.

It has been necessary to purchase, repair, or improvise equipment to meet the needs of these services, and this has caused the service to be rendered under great handicaps. Only the cooperation of many individuals, and the willingness to meet and overcome difficulties, has made it possible for the schools and related activities to be maintained.

The less closely related activities, including drives of various sorts, and other community projects, have taken a

noticeable part of the time and energy of the schools. To the extent that they have made community problems a vital part of the child's experience, they would appear to be a valid part of the school program, but they may easily become a convenient way to exploit the natural enthusiasm of the children.

CHAPTER VII

THE EFFECTS OF THESE NEW DEMANDS UPON THE EDUCATIONAL FUNCTION OF THE SCHOOLS

As stated in Chapter VI, one of the most urgent needs for the satisfaction of the new demands upon the schools was that of personnel. The normal supply of qualified help was so depleted by wartime employment that almost any available help was welcomed, with little regard for normal standards or qualifications. Additional duties assumed by regular employees of the schools, both certificated and non-certificated, helped to meet these needs, but reduced the effective service in their original work.

The heavy demand for labor of all kinds in war industries had affected the attitude of workers in other fields, as well, to the extent that they could accept or reject work at will, without fear of unemployment. Thus a condition prevailed, which did not encourage the most effective use of working time.

These conditions had a natural influence upon the work of the schools, in that they added an element of unrest and instability to the whole group. This was reflected in a very high rate of turnover of employees, especially those in the non-certificated group. The actual teaching staff was affected chiefly to the extent that teachers participated in the activities, but the administration was forced to devote much time and effort to these programs, which could otherwise have been applied to the instructional program.

It must not be assumed, however, that these programs did not have in them something of benefit to the pupils, and even to the instructional function of the schools. The child care program brought to the attention of both pupils and adults the matter of proper care and supervision of children. This was the subject of much discussion in the classrooms, and pupils contributed information as well as questions to such discussions. From these discussions, they were able to develop standards of desirable practice in the care of their own younger brothers and sisters.

The school lunch was the center of much discussion of focd values, proper diet and its effect upon the body, comparative costs of balanced and casual diets, and other related subjects. The need to take places in line and await their turn was likewise the means for much training in the essential habits of citizenship and social living. Similarly, the responsibility for the return of trays and dishes, and the need to get along together at the table are both good social experiences.

There are no data available from which to make a comparative study of the health of the pupils before and after
the institution of these services, but it has been definitely established that better eating habits, and more regular
rest habits, have been acquired by the children who have
been enrolled in the child care centers. Furthermore, the
daily health check has served to disclose, at an early stage,
most common disorders, and allow them to be treated more ef-

fectively. This has served to reduce the probability of contagion and the spread of contagious diseases. The fact that children were refused the use of the child care center, if ill, also made parents anxious to keep the children at their best condition.

From the foregoing, it would seem that the value and outcome of such activities as have been instituted during this period depend not so much upon their relation to the purely instructional function of the schools, as that function existed in earlier years, as upon the educational philosophy underlying the whole program of the school.

Usually, educational objectives are outlined or set up for a given school program, and the details of the program are framed to achieve those objectives. Thus we have the "what" of education, and the "how" of it. If we do not also have the "why" of that educational process, we may easily become so engrossed in the process of "what" and "how" to teach that we lose sight of the whole purpose. This "why" may be called by many names, one of which is, a philosophy of education.

As the specific objectives of education cannot be fully understood, apart from a philosophy of education, so such a philosophy is of little meaning unless it is related to a philosophy of life, the whole of life. For centuries, this has been the great problem of those who would build enduringly for mankind. Different civilizations have been based upon different philosophies, and their ideals have ranged

from the state of entire nothingness (Nirvana) of the Buddhist, and the absolute insignificance of the individual in Nazi Germany, to the perfection of body and mind sought by ancient Greeks. Some of our modern philosophers have defined the ideal upon which our civilization is built as the realization of the worth of the individual. "Thus, the ideals of modern occidental civilization fully enfranchise the individual human unit. And this is an ideal that is new in history. It is modernism's unique contribution to social evolution. The concept and ideal of self-realization for every person is the keynote of the new civilization, the symphonic theme of the new social order."

The good of society is then, primarily, the good of individuals in society. "There is and can be no other good than the good of individuals," continues Finney. We must not forget, however that the individual good goes to make up the social welfare, and "that social welfare can have no other meaning than the greatest good of the greatest number."

If we should accept this as the social philosophy upon which we are to build the community life, then the schools should be organized in accord with that philosophy. Such schools would not be concerned, alone, with the instruction in the academic fields of learning, but also with the social, economic, and physical development of the individual child. Such educational objectives would demand much attention to

Ross L. Finney, A Sociological Philosophy of Education, 77.

² Ibid.

habits of healthful living, an increasing participation in civic activities, social experiences, from simple to complex, and a great variety of economic experiences, as well as the acquisition of skills, factual learning, and the development of judgement for the wise use of that learning.

The full implications and detail of the development of such a program are too vast for the present study to encompass, but several aspects of the present situation take new importance in relation to such a program. Recreation programs, such as are projected by the schools and the city, special services, such as the Sunshine School, child care centers, home and speech instruction, and the provisions for individual differences, which are now in practice in the San Leandro elementary schools, are all in accord with such a philosophy and educational objectives. To proceed in this direction, the district would not only maintain these services and improve them, but would greatly enlarge the health services, work toward the participation of all children in some form of regular lunch program, and expand the curriculum to include more experiences in community life. Such participation is not only conducive to learning in its own field but, also, it strongly motivates much other learning which takes on reality and meaning in relation to such experiences.

Such a program would entail an extension of library and visual education facilities, with workshop type of rooms available for exploration in science, handicraft, home-liv-

ing, and other experiences. It would also require specially trained teachers (not necessarily new ones) who are willing and able to carry on such a program. Special courses and inservice training could be used to make such trained teachers available.

Above all, such a program demands a school system and personnel, to whom the real well-being of the various children is the chief consideration. It is fully realized that the San Leandro School District has limited financial resources, but finance occupies a place secondary to considered planning and earnest endeavor. Such a plan can not be carried out upon any basis but a long-range plan, building steadily, step by step, and maintaining a continuity of general plan and purpose.

CHAPTER VIII

EFFECTS OF THE WAR PERIOD UPON LONG RANGE PLANNING
A. Physical Facilities

Some of the needs of the San Leandro School District antedate the war, notably the replacement of obsolete equipment and of the portables, but the greater part of the need is of recent origin and due, directly or indirectly, to the war activity in this area. This point was discussed at some length in Chapter III. The effect upon the future is even more definitely related to that same activity.

In addition to the great migration to the Pacific Coast caused by the development of the aircraft and shipbuilding industries here, there has been a considerable movement of population directly or indirectly attached to the armed services. This might be regarded as a temporary population increase. There has been a tendency, however, for those who have been established here for a year or more, to prefer to remain in this area when released from the service. This, coupled with the desire of many industrial concerns to establish or enlarge facilities and services in this area, has made the future of San Leandro a time of undoubted expansion and growth. One important factor in this trend is the fact that most of the desirable residence area in the City of Oakland has been occupied, and there is little room for expansion to the north. An Bast-Bay freeway, passing between San Leandro and the bay, will make this city more accessible from San Francisco and downtown Oakland. A third point, worthy of note, is the announced expansion or location of some significant industries in the San Leandro industrial area.

For some time before cessation of hostilities, it was thought by many that the end of the war would be the signal for a tremendous exodus of the newcomers from this area. It is true that several hundred families have left the district. but the fact remains, that there is not a single house available for rent in the city, and, as rapidly as they are made vacant by renters the houses are sold to new settlers. In addition to this, a total of almost 1,500 more new homes are being built, in tracts varying from 36 to 500 homes each. All of these are tributary to the San Leandro Schools, and it is estimated that they will house more than 1,700 children, of whom from one-third to one-half will be of elementary school age. Most conservative estimates concede that seventy per cent of the war population will remain, and that the general population will increase at about 1,000 per year. Using such a formula, it is estimated that the population of San Leandro, in 1960, would be 35,370, and, in 1970, about 42,000 to 45,000. From similar data, Dr. Almack estimated an increase of fifteen or twenty per cent in school population during the next decade.

On the basis of these two population studies, it seems reasonable to expect that the school population will increase

M. Bernardine Quinlan, Survey of Information Relating to Potential Population of the San Leandro School District

² John C. Almack, Report on the S. L. Elem. School District

to not less than 3,300, during the period from 1945 to 1960. Other factors, such as the development of new industries or changes in the district boundaries, might make the total a great deal larger.

The present normal capacity of the San Leandro schools is 1,855, which is now exceded by 51.5%. The overload in the several schools is as follows: Washington - 6%, McKinley -39.28%, Roosevelt - 48.85%, and Lincoln - 127.47%. Therefore, just to house the present enrollment, twenty-seven new rooms would be required. To provide for the presently expected immediate increase would require an additional eighteen more, and some provision should be made for later additions to accommodate the increase anticipated during the next decade. On the basis of the expected enrollment, the district should have, by 1960, a minimum of fifty regular classrooms more than the present fifty-three. Provision should be made, too, for supplementary rooms, such as library, cafeteria, auditorium, enclosed play space, storeroom, and administration rooms. In some cases, these rooms can be adapted for more than one use. Music and visual education are often given in the auditorium, and art and handicraft can often be accommodated in the same room.

The location for the needed new facilities is roughly indicated by the development of certain specific areas. Prior to 1944, the greater part of the new building had been in the Davis Street area. New developments, during 1944 and in 1945, include areas on the southeastern and southern out-

skirts of the city. The first need is for the Woodrow Wilson School, on a site of 10.05 acres, on West Avenue 129, near Wayne Avenue (extended), to serve the Davis Street area and the new developments south of that site. At least twenty rooms should be built there, immediately, with provision for later additions. Mulford Gardens, with some 120 pupils now being transported to Washington School, and the thirty children in the primary room located in the clubhouse, is probably next in urgency. A site of 6.45 acres has been purchased for this school. A third site, at Bancroft and 142nd Avenue, would accommodate the 600 pupils expected from that area as soon as the development is completed. If this should be developed more rapidly than now anticipated, it might be advisable to build there before Mulford Gardens, since there is, at present, a solution for the Mulford problem, unsatisfactory though it may be.

Additional rooms at McKinley will be needed to care for the pupils from some 400 additional homes being built in the area between Bancroft Avenue and MacArthur Boulevard. Roosevelt has five old portables, which should be replaced by modern classrooms, and the auditorium should be enlarged to accommodate at least half of the pupils at one time. The Washington School would not need additional rooms, if the pupils from Mulford Gardens and Hillcrest Knolls were removed to the Mulford and "Southeast" schools, respectively.

The administrative offices and the general services to the schools are greatly in need of adequate housing. At the

perintendent and his administrative assistant, the Board of Education office, with the assistant secretary and a clerk, three coordinators and a secretary. The office used by the latter four is also used for the executive sessions of the Board. The storerooms of the Lincoln School are occupied by the supplies for the whole district, waiting to be sent out on order to the various schools. The district's carpenter has his shop in the Lincoln School, where repairs to, or new construction of, cabinets, bookcases or furniture is done. Lincoln School is likewise the headquarters for the mowing machine, the scrubbing machine, the eraser cleaning machine, the visual education equipment, and the district painter. These are in addition to thirty classes of pupils.

The school district's motor vehicles, a bus, a station wagon, and a pick-up, are housed in rented quarters, and repairs, when needed, are made at privately owned garages. If the district were to establish its own quarters for the motor vehicles, with a driver-mechanic in charge, the result would seem to be to the advantage of the district. Whereas, repairs must, under the present arrangement, await the time when garage service is available, if the district mechanic were in charge, such repairs could be made as needed, or they might be anticipated, and the equipment maintained with no loss of time.

B. District Organization

The present trend in school organization, in California, is toward the unified type of district, in areas where such districts are practicable. A number of factors are to be considered, including the size of the area, the population, and the assessed valuation. There are four unified districts in Alameda County, which vary widely in these factors. The following comparison with San Leandro indicates that the San Leandro District is the median in all except area:

District	Sq. Mi.	Population	A.D.A.	Assess. Val.
Berkeley	8.4	100,024	10,518	81,752,823.
Alameda	6.7	89,906	8,186	30,483,525.
San leandro	13.1	28,913#	3,534*	19,908,000.
Albany	1.6	14,893	2,651	7,892,230.
Piedmont	1.8	11,000**	1,670	14,801,170.

^{# -} Estimate based on comparison of registered voters in the city and the school district

It will be noted from the above that the San Leandro District has an assessed valuation approximately two and one-half times that of Albany, or one and one-third that of Piedmont. Of the separate high school districts in Alameda County, only Oakland and Hayward Union exceed San Leandro in the assessed valuation.

After making a survey of the needs and resources of the district, Dr. John C. Almack recommended that the unified

^{* -} Does not include pupils of grades 9-12, inclusive

^{** -} Estimate of City Tax Collector's office

type of district be established. This would unite all school levels in San Leandro, including elementary, junior high, and senior high, into a single district, with one Board of Education, one Superintendent, and one continuous plan of instruction. The Board of Education is faced with a very serious obstacle to the adoption of this course, however.

The San Leandro School District was annexed to the Oak-land High School District, by action of the Board of Supervisors of Alameda County, May 3, 1920. Thus, the peculiar situation exists, whereby the elementary and high schools of San Leandro, a city of the third class, by population, are still under a type of organization permitted only to cities of the sixth class or smaller.

This matter has been under discussion since 1926, and, as noted in Chapter II, an election was proposed to allow the people of San Leandro to set up a unified district, if they so desired. Meanwhile, a bond election was held by the Oakland High School District, and bonds for some eight million dollars were approved. Something over one million of this was said, during the bond campaign, to be planned for a new high school in San Leandro.

If the people of San Leandro should vote, now, to withdraw from the Oakland High School District, those funds would, undoubtedly, be withheld from use in San Leandro, but

The city charter, granted San Leandro in 1934, removes the city from the sixth class, but some provisions of the charter still conform to provisions for such cities.

the taxpayers of the San Leandro School District would still be required to pay their pro rata share of the bonds. Hence, no action seems likely to occur for some years, by which the San Leandro District might withdraw. The Oakland Board of Education now has a very effective means of holding off such action, in the power to allocate funds to alleviate the San Leandro High School situation, and, conversely, the power to withhold such funds. Whether this will become another "po-litical football" remains to be seen.

One other matter of current discussion is the extension of the district boundaries, on the south, to 150th Avenue. The present boundary is irregular, especially west of East Fourteenth Street, and, in some instances, cuts through the various tracts which have been developed. Much dissatisfaction has been expressed by residents of these tracts who are just outside the district and must, therefore, send their children some distance to the Ashland School. The proposed school at 142nd Avenue will probably add much interest to the move toward annexation of that area to the San Leandro School District.

SUMMARY

The problems of normal replacement and expansion have been greatly magnified by the war period. The tremendous growth of the school population has overloaded the present facilities as much as 127% in some instances, and there is a total overload of more than 50%.

Building trend surveys show that great additional pop-

ulation increases may be expected during the next decade or fifteen years. Therefore, the school facilities should be planned with due regard for these facts. This would involve the construction of at least three new schools, one of about twenty rooms or more on West Avenue 129, one of perhaps six rooms at Mulford Gardens, and one of ten or more rooms at Bancroft and 142 Avenue. Additional rooms will also be needed at McKinley and Roosevelt schools, probably about six at each. Those at Roosevelt are to replace the present old and inadequate portables.

The growth of the district has made it advisable and practicable to unify all school levels into one district, as a unified district, but this has been blocked by the situation created by the recent bond election of the Oakland High School District.

The question of future expansion of the district, in area, is current and may be an issue of the near future. It is proposed to include the property to 150 Avenue, and to straighten the southern boundary of the district. Such an action would clarify some present problems of attendance and would seem to be of benefit to all concerned.

CHAPTER IX

SUMMARY AND CONCLUSIONS

The City of San Leandro and the San Leandro School District had their origins in the first years of California's history as a state. The site of the city and most of the area of the school district were included in the grant made to Don Jose Joaquin Estudillo by Governor Alvarado, for the Mexican Government, in 1842. The northwesterly part was included in the grant to Don Luis Marie Peralta by Governor de Sola in 1820.

Upon the establishment of Alameda County, in 1853, the county seat was located at what is now Alvarado, but, in 1856, the county government moved to San Leandro and there it remained for seventeen years. In the same year (1856), Union School District No. 1 was formed, embracing an area bounded by a line two miles south of San Leandro Creek, a similar line one mile north of the creek, the shore of the bay, and the top of the ridge. This area has been reduced on the northern side of the creek, but still includes some 13.1 square miles, of which about three square miles are within the city limits of San Leandro.

The population of San Leandro grew rapidly during the years from 1900 to 1940, averaging almost 60% gain each successive decade. During the 1920's, the population doubled, but the next ten years added only about three thousand. In the first three years of the 1940's, however, 7300 were

added to make a total of 22,903. In April of 1945 an estimate was made, and it was found that the population had
increased more than two thousand during the year. The area
within the school district, but outside the city, has had
a similar increase.

From 1942 to 1945, the school population increased in even greater degree. The elementary grade enrollment rose 61.37%, and the kindergarten enrollment increased 108.24%, with a waiting list at each school. No additional facilities could be built, and the existing buildings were made to serve up to a full 100% overload. In all, by September of 1945, twenty-five classrooms were needed to house the overload.

To carry on an effective school program under these conditions, it was necessary to schedule classes by groups, at different hours during the day. The first plan, called "stagger classes", provided that one-half of a primary class should enter school at 8:45 in the morning and be dismissed at 1:45 in the afternoon. The remainder of the class should enter at 9:45 and be dismissed at 2:45. Thus, the teacher would have both groups together, from 9:45 to 1:45, and each group separately for an hour. This enabled her to give more intensive work to each group, which was selected on the basis of reading ability, during the hour in which she had that group alone. Such a plan was in use in all of the schools except Lincoln, by 1942.

The primary classes continued to increase in size, and the double class plan was begun, this time at the Lincoln School, which began to feel the load. Under this plan, one class convened at 8:30 and was dismissed at 12:00. The companion class was called at 12:30, in the same room, and was dismissed at 4:00. Thus the capacity of the primary rooms was doubled.

When all primary rooms had been doubled, and all the other rooms occupied above capacity, it was necessary to use these other rooms for more than one class each. This was accomplished by having the first class enter the room at 8:45 and carry on the "academic" part of their work until 11:45. After the noon hour, this class carried on an activity program, including music, library, art, visual education and physical education, in such rooms or locations as could be used for such activities. The companion class, meanwhile had carried on the activity program during the morning, from 9:25 to 11:45, and used the classroom from 12:45 to 3:45 for reading, arithmetic, the social studies, language and spelling. Under such a program, it was possible to have thirty classes at Lincoln School, in twelve classrooms, five activity rooms and three portables.

The wide range of experience of the children, who came from other communities, states, and even from the islands of the Pacific, presented problems of classification, grading and adjustment. Greater emphasis upon the basic skills

was stressed, and a reading co-ordinator was appointed. A course in primary reading was given to the teachers by a specialist from San Francisco State College, and a similar course in intermediate reading, by a member of the faculty of the University of California. From these courses were developed a primary and an intermediate course of study in reading, which were adopted by the district.

Similar problems in the teaching of arithmetic and other studies led to the adoption of the courses of study in arithmetic and social studies, which had recently been issued by the Alameda County Board of Education. A co-ordinator of arithmetic, social studies and visual education was appointed to assist the teachers in these fields.

The increased enrollment and crowded conditions laid an additional burden upon the health service and the attendance check. The two had previously been carried on by the school nurse, but it was found necessary to appoint one of the teachers, on a part-time basis, to investigate attendance problems after the dismissal of his class.

Child care centers, recreation programs and lunch rooms have been established by the schools, as the needs have become urgent. These activities have further taxed the buildings, equipment, and personnel of the district.

As a direct result of the war, the schools have, upon request, assumed other responsibilities and duties. These have included the spread of information for various govern-

ment agencies, rationing registration and other procedures, sale of stamps and bonds, Red Cross and War Chest drives and salvage drives of all types.

The general atmosphere of urgency and unrest, the lack of effective home controls in many families, and the great emotional stress, under which many children have lived all during the war period, have affected both the conduct and the scholastic achievement of the children. Teaching personnel has been difficult to procure, hence, teachers with less adequate training or experience have often been the only ones available. Longer use of the classrooms has accentuated the problem of proper custodial care. High levels of employment have also lessened the availability of suitable help. Some materials and equipment have been entirely unavailable, or available in very inadequate quantity. Nevertheless, cooperation, ingenuity, and improvisation have enabled the schools to carry on the work under even such adverse conditions.

In the usual situation, the administration is able to devote much of its effort to the supervision of instruction and the business necessary for the support of the same. In San Leandro, however, during these years, the larger burden of extra activities fell upon the superintendent and administration. Lack of adequate assistance affected the full realization of the schools* objectives.

The basic philosophy of the schools is undergoing a

change, in the direction of more social services for the pupil and the family, in addition to the purely instructional function, so long emphasized. If this new philosophy is to be fully effective, long range planning of facilities and personnel will be needed. In this matter, finance and material facilities are secondary to a properly trained and socially conscious personnel.

Despite the recommendations in the survey by Dr.

Almack and the growing trend in other parts of the state,
as evidenced by the Strayer report, it does not seem likely
that the San Leandro District will soon separate its
junior and senior high schools from the Oakland High
School District and become a unified district.

Prospective development of industrial and residential properties within the district, with attendant increases in population, indicate the need of at least three more schools and additions to the present buildings, in the near future. Repair and replacement of overtaxed or obsolete equipment is also urgently needed. These matters were the basis for a bond issue of \$850,000, which the district approved on January 15, 1946.

A small city, such as San Leandro, California, located in the immediate vicinity of war industries in war time and other more direct war activities, is subject to grave problems which may effect the schools of that city. The primary problems which appear to have most effect upon the schools are:

- 1. The extraordinary demand for labor
- 2. The sharp increase in population
- 3. The lack of adequate housing
- 4. Diversion of materials and labor from normal peace-time uses, particularly in building trades

The effects upon the schools are shown in:

- The increased enrollment, beyond normal expectations
- 2. The inability to expand facilities as rapidly as needed
- 3. Greater heterogeneity, with consequent difficulties in instruction of pupils
- 4. Lack of adequate certificated and non-certificated personnel
- 5. The need to perform additional functions, including child care, lunch, programs, and recreation, which have not hitherto been a part of the program of the school
- 6. Uncertainty as to the needs of the district, after the period is past

Such problems have been, and can be, met by co-operation and co-ordination of administration and instruction,
consolidation of resources, re-scheduling of classes to use
available rooms more effectively, increased concern toward

each individual child, careful surveys of present and probable future needs, and a sound financial program to provide for operation, maintenance and capital expenditure.

It would appear likely that similar problems might be found in any area of rapid industrial growth, even in peacetime, and that similar means might be used to solve such problems.

It would seem desirable that a district should make periodic surveys at frequent intervals to ascertain how effectively the schools are functioning, how the plan or program should be amended to meet new needs or be of more effective service to the community, and what provision should be made for future development. Such surveys should include studies of the vocational and social needs of the community, as well as the type and quality of instruction and the needs in buildings, equipment, and finance. If such a survey were made by the local staff, under the direction of a competent, unbiased director, the value to the district would probably be increased very greatly. Such a plan would require increased clerical help, and might require some relief from teaching load, temporarily, but the widespread increase in understanding of the problems of the district by the teachers and administrators would be worth more than the extra expense involved. Furthermore, such a survey would be less expensive in total cost than one made throughout by a special staff of investigators. This would allow more frequent studies without excessive cost.

Finally, the San Leandro School District presents a wide variety of problems in instruction, finance, building, and in-service training worthy of further study, and a real opportunity for educational leadership and progress. The present Study has been general and exploratory in nature. A more detailed study of each of the fields mentioned is needed to lay the foundation for a sound and constructive program for the San Leandro School District.

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APPENDIX

PLATE I.

LOCATION OF SAN LEANDRO IN RELATION TO OTHER SAN FRANCISCO BAY CITIES:

45 minutes from San Francisco business district . . . 25 minutes from downtown Oakland . . . 7 minutes from the Oakland Airport . . . 20 minutes from Alameda, the site of army and navy bases . . . 35 minutes from Berkeley and the University of California.

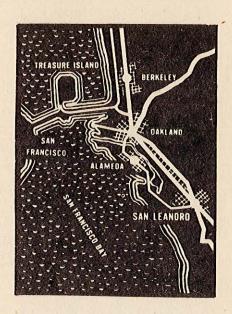
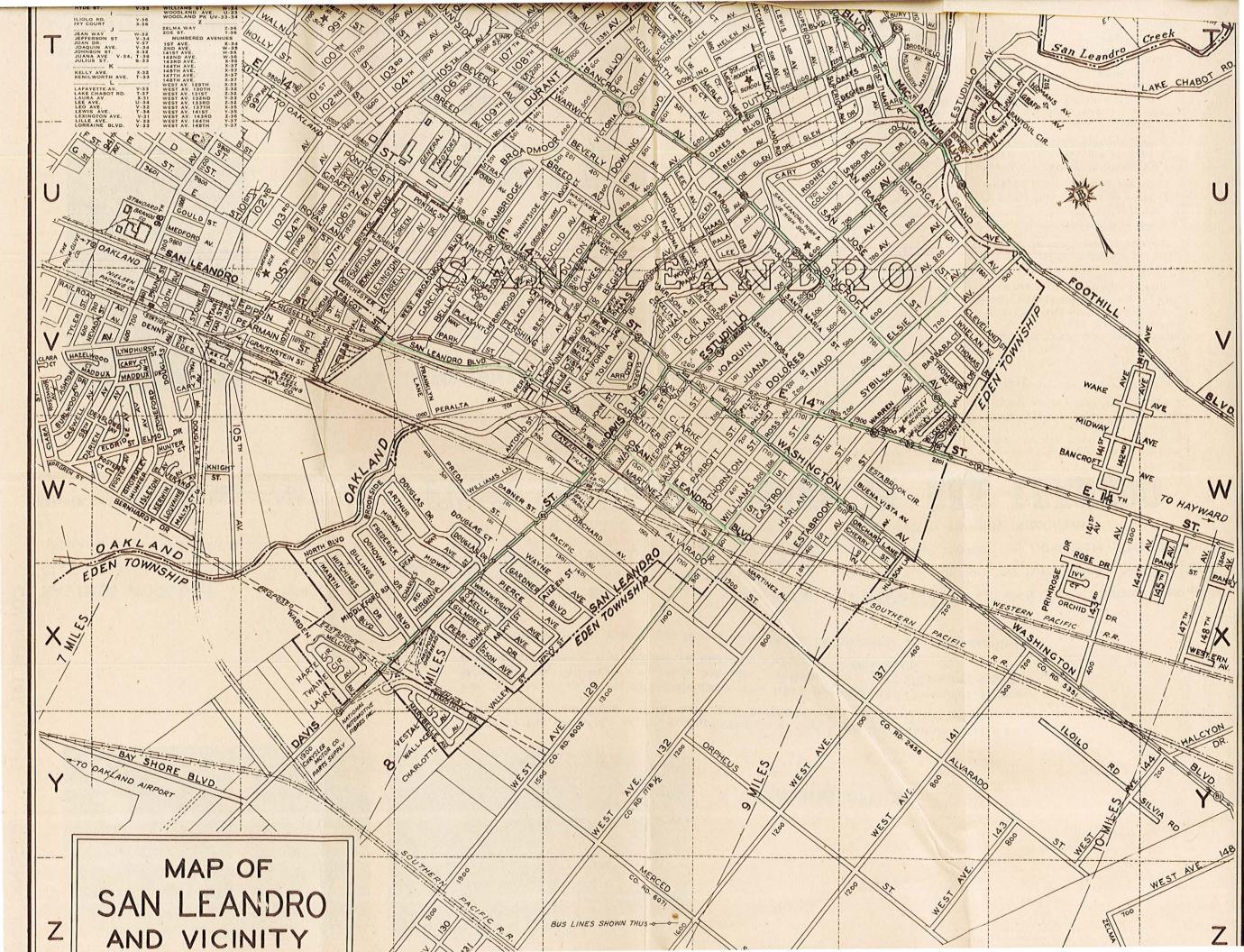


PLATE I.

MAP OF SAN LEANDRO CITY

FIRST NATIONAL BANK'S MAP OF SAN LEANDRO





Map of SANLEINING

City of Sunshine and Flowers



PLATE II.

MAP OF SAN IEANDRO AND VICINITY

