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A history of the super-  
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A HISTORY OF THE SUPERINTENDENCY  
OF PUBLIC INSTRUCTION  
IN THE STATE OF  
OREGON  
1849----- 1925

by  
Robert George Rayner

A THESIS  
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## PREFACE.

"History has had assigned to it the task of judging the past, of instructing the present for the ages to come. To such lofty functions this work does not aspire. Its aim is merely to show what actually occurred."--Leopold von Ranke.

No educational history of Oregon has been written. Several monographs have been prepared, such as John Almack's "History of the Oregon Normal Schools" and Shafer's "Survey of Public Education in Oregon", for the preservation of which the OREGON HISTORICAL QUARTERLY must be thanked. On a somewhat more extensive scale the present dissertation attempts to discuss another phase of public education.

The basis of any discussion of common school education in Oregon must necessarily be the biennial reports of the Superintendent and the Oregon Laws. Newspaper files and general histories of Oregon, as well as many articles in Oregon periodicals have been made to contribute a quota to the discussion. In preparing this dissertation, the archives at Salem have been examined, but with meager results. The correspondence of the Office is ill-kept in a cellar of the Statehouse. When the writer was there, the floor was wet from a leaking drain, and the pasteboard and wooden containers of the ill-arranged records bore mute testimony to the slight regard in which the educational archives are held. A single match or cigarette stub could have destroyed the entire lot. The correspondence does not go back further than the time of Superintendent Irwin (1895) and the writer has reason to believe that it has been "skinned", i. e., important papers relating to policy and conduct have been removed. In his inspection of the files, not a single criticism or complaint concerning any administration appeared. The arrangement is abominable,--outgoing and incoming mail are in separate files, so that two containers must be pulled down to

read the discussion of a single matter, in a crude alphabetical order, that is to say, all letters of a certain period to or from parties whose names begin with A, etc., may be found together. There has been no attempt to alphabetize farther than the first letter, and in many instances letters to or from the same person are not found in juxtaposition. No attempt was made to restrict each file to a definite chronological period, say of a month or a quarter. The writer believes that all State papers prior to the present administration should be in the custody of the State Librarian, and thus the archives of all departments could be arranged uniformly. Regard for records is a mark of civilization.

He who is interested in a comparative study of the Superintendency in the several states will find Dr. Reeder's resume ("The Chief State School Official," Bulletin 1924, No. 5, of the Federal Bureau of Education) helpful. In small compass, Dr. Reeder discusses: the evolution of the office; the forms of provision for the office; the official designation of the office; the qualifications for holding the office; methods of selecting the incumbent; term of office; salary; relation to the State Board of Education; powers and duties; staff; and the two-headed system of Idaho and Wyoming. The information was compiled in 1923.

Thanks are due to Miss Gertrude Boyd Crane, Dean of Women at Intermountain Union College, for a critical reading of a part of the thesis and for suggestions which improved the style of the entire paper. Dean Sheldon, of the School of Education of the University of Oregon, has read the typescript and has furnished many helpful hints. Dr. Keinoy, of the same School, Specialist in school finance, has lent his helpful criticism to the statistical and financial portions of the discussion. It is only fair to these people to remark that changes have been made in the script since they have examined it, and, hence, egregious errors may have been committed which their skill would have quickly detected. The unfailing courtesy of the library staff of the University of Oregon and the State Library has been appreciated.

## Introduction.

The first American commonwealth to create a superintendency of its public school system was New York, in 1812.<sup>(1)</sup> The title of this official was "State Superintendent of Common Schools" and the first person elected to it was Gideon Hawley. Mr. Hawley held this position until 1821, when, upon his removal, the legislature abolished the office and assigned its duties to the Secretary of State who served as a school superintendent until April 8, 1854. Due to the interruption of the continuity of the separate office in New York, the honor of having the first permanent state school official falls to Michigan, whose legislature, in 1837, under the mandate of its Constitution of 1835, created the office of Superintendent of Public Instruction, following the nomenclature used by Maryland in 1826. This particular form of the title comes out of the Prussian school system, and possesses a little broader connotation than the New York title. When the Territory of Oregon created the office of School Superintendent, in 1849, the title of its incumbent was "Superintendent of Common Schools," first borne by Dr. James McBride, who held the position from 1849 to 1851. The draftsmen of the State Constitution of 1857 did not follow this precedent but changed the title to Superintendent of Public Instruction.

When the Territory of Oregon established its Superintendency there were thirty-one States in the Union, and of these, twenty-one, as well as three territories, had already established a similar office. By 1913, every one of the forty-eight States had created as a separate office a superintendency of schools under various titles. The functions of these officials vary too widely to be noted in the present study, suffice it, then, to say that the variety of titles is somewhat indicative of the

(1) New York Laws 1812, pp.600-601, cited by Ward G. Keeder, "The Chief State School Official." Cf. Cubberley, "Public Education in the United States," p.157 f.



variety of duties. In 1925, the following titles were in use: superintendent of education, superintendent of public instruction, commissioner of education; superintendent of schools; superintendent of public schools; superintendent of free schools. By far the most common appellation is superintendent of public instruction. Where the title has not been fixed by a constitutional provision, there has been a tendency to change it from time to time. For example, Utah, which has had a separate and continuous office since 1851, has called its chief State school official Superintendent of primary schools, superintendent of common schools, superintendent of district schools, commissioner of schools, and in 1925, the title was superintendent of public instruction. Pennsylvania started her supervision by making the secretary of the commonwealth the State Superintendent of all the schools. In 1857, the two offices were separated, and sixteen years later, the title "Superintendent of Common Schools" was changed by a new constitution to "Superintendent of Public Instruction." This officer is appointed by the Governor for a quadrennium and he has nearly the same duties as Oregon's Superintendent with the exception that he may remove county superintendents for cause, fill vacancies in that office, and issue to them certificates of competency, county superintendents in Pennsylvania being required to hold a college or normal school diploma, and to have had six years of teaching experience.<sup>(2)</sup>

The Oregon Superintendent of Public Instruction is far more independent of the State Board of Education than is his brother officer in Pennsylvania. He derives his authority from legislative, rather than constitutional sources. While the Constitution of 1857 (although approved in 1859, the people of Oregon commonly speak of this document by the date of its drafting rather than by the date of its effectiveness) provided

(2) See Yetter, Educational System of Pennsylvania, 56, 57. Also School laws of Pennsylvania, 1923, section 1103.

that there should be such an official, it made the Governor that officer, ex officio, and permitted the Legislature, after five years from the adoption of the Constitution, to establish a separate office and to provide the necessary notes and bounds of its authority.

The Superintendent is coordinate with the Governor and other high officials of the State. He is directly elected by the people, and is removable only by the process of impeachment and conviction or the popular recall. His report is made directly to the legislature, yet he is in no way responsible to that body for his acts. In short, his office constitutes a separate branch of state government, ranking with that of Governor, Secretary, and Treasurer.

Yet, on the other hand, he has no power of appointment of any county or district officials, nor any direct power for their removal in case they should fail to perform their duties satisfactorily or legally. The Pennsylvania Superintendent, to whom reference has been made above, has the authority to remove county superintendents for neglect of duty or for acts involving immorality. And the Oregon Superintendent has practically no authority to decree any innovations in public education. When he exerts authority, it is as the agent of the State Board of Education rather than by his own proper authority as Superintendent of Public Instruction. At one time, as will later appear in detail, he had authority to issue teachers certificates, now (1925) he has no such power.

His relations to the Board of Education deserve careful attention. By the organic law of 1872, the Superintendent is ex officio Secretary of the Board, and in his administrative duties he is directed by that body which consists, besides himself, of the Governor and Secretary of

State. (3)

This Board of education has the power

- "1. To authorize a series of textbooks. . .
2. To prescribe a series of rules for the general government of public schools. . . .
3. To sit as a Board of Examination, at their semiannual meetings and grant life diplomas, State certificates, and two grades (1 and 2) of certificates, of the same force as those granted by county superintendents." (4)

The numerous executive and bureaucratic duties imposed upon the Governor and Secretary of State have thrown upon the Superintendent of Public Instruction the onus of the work allotted to the Board of Education.

The Board of Education in the State of Oregon manifestly exists as a check upon the Superintendent. In the sister State of Washington, an entirely different purpose is evident. There, the board is constituted with the State Superintendent as its chairman. At first, the Board consisted of the State Superintendent and four teachers appointed by the Governor. (5) The revision of the school law in 1909 abolished the Board of Higher Education and united its functions with that of the State Board of Education. Hence, the Board was enlarged to consist of

(3) Professor Cubberley (Public School Administration, 31) criticizes this type of State Board as "rudimentary and unsatisfactory" because the officers constituting it were elected for purposes other than educational control. He thinks the most desirable type is a "small appointed board, composed of citizens of the State, acting as a board of directors of a corporation would act and exercising general control over the educational system of the State, but acting through the appointed executive officers of the board." In their report on "Public Education in Maryland," Dr. Abraham Flexner and Dr. F. P. Bechman indicate their disapproval of a political board of education and recommend "a lay body representing the people in large matters of educational policy and keeping the viewpoint, experience, and need of the laymen before the school executive." But judicial and technical questions should not be settled by such a board. The present writer believes that Oregon could profitably combine the Board of Education, the Board of Higher Curricula, and the Boards of

the State Superintendent as chairman, the President of the University, the President of the State College (agricultural), a Principal of one of the State normal schools elected by all the principals, and three persons holding life certificates, one of these to be a superintendent of a first class school district, one a county superintendent, and one a high school principal. This board approved the entrance requirements of the State University and College; approved the courses of the State normal schools; accredited teacher training agencies; examined and accredited secondary schools; prepared courses of study for grammar and high schools; prepared uniform questions for county examinations and answers therefor; prepared the eighth grade examinations; and heard and decided questions of school law. Of this body, the deputy State superintendent was secretary ex officio without a vote.<sup>(6)</sup> Thus the State of Washington obtained a more professional and less political control of the school system than Oregon has enjoyed.

When the State Agricultural College was established in 1886, the Superintendent was made ex officio a member of the Board of Regents. In the organization of the University this was neglected until 1911, so that only Superintendents Alderson and Churchill have held places on the Board of Regents of the University. In 1893, the Superintendent was made ex officio a trustee of the school for Deaf-Mutes but when, in 1913, the control of this institution was placed in the State Board of Control, the Superintendent was relieved of this duty.

Unlike many of her sister States, Oregon submits no legal qualifications for holding the office of chief school official.

(3 cont'd) Regents of the various higher institutions into one board of public education which would appoint executive officers for the several fields. The heads of the several teaching units should, perhaps, be nominated by their own faculties. Unsalaried citizens could not be expected to devote sufficient time for the transaction of the business of this body.

(4) Oregon Laws, 1872, Title II, Section 17, page 145.

(5) 1897 Washington School Code, Section 24.

(6) 1809 Washington School Code, sections 7 and 11.

Montana, for example, requires constitutionally that the State Superintendent must be a United States citizen thirty years of age and a resident of the State for two years next preceding the election and statutorily adds to that requirement the qualification that the candidate must hold a State certificate recognized by the State board of education or be a graduate of a college, university, or normal school recognized by the State board.

Since the salary which the people of a State are willing to pay their officials serves as an index to the value set upon the various offices, it is interesting to note that Oregon, in 1925, paid its school superintendent \$4,000 per annum, an amount which was \$250 less than the median salary received by all State school superintendents, and \$3,500 less than its Governor received.<sup>(7)</sup>

In the fifty-two years covered by this survey of the Office, Oregon has had only eight Superintendents of Public Instruction, two of whom were appointed and six, elected. None has ever been impeached, and one only, Mr. L. R. Alderman, has resigned (up to date, 1925). Three have had more than one term. To Superintendent McElroy fell the honor of a thirteen year incumbency, while Mr. Churchill was a very close second. The men who succeeded Sylvester Simpson were: Dr. Levi L. Rowland, on September 14, 1874; I. J. Powell, on September 9, 1878; Ebenezer Burton McElroy, on September 11, 1882; the Reverend George M. Irwin, on January 14, 1895; John Henry Ackerman, on January 9, 1899; Lewis Raymond Alderman, the only native-borne Oregonian to hold this office, on January 4, 1911; and Julius Alonzo Churchill, on July 1, 1913. The detailed story of what these men did for Oregonian education is presented in the following chapters.

(7) Dr. Reeder, op.cit. who furnishes a statement as to the salaries paid, calls attention to the fact that in 1919-20 the median salary of seventy-seven presidents of State universities and colleges was \$6,000.

## Chapter I.

### The Beginnings of Education in Oregon.

#### Definitions and limitations.

The geographical term, Oregon, has three distinct connotations in the minds of the American people: first, as the name of a river, popularized by William Cullen Bryant in "Thanatopsis"; secondly, as the Oregon Country; thirdly, as the State of Oregon. The Oregon Country was that portion of territory bordering the Pacific Ocean, lying north of the 42nd parallel, south of the Russian claims, or 54° 40', and west of the summit of the Rocky (or, Stony, the earlier term) Mountains. When the territorial government of Oregon was provided, and up to the time of the segregation of Washington Territory, that is, March 2, 1853, this entire region was included which now lies within the boundaries of five states, namely, Montana, Wyoming, Idaho, Washington, and Oregon. "hercess only the western portions of Montana and Wyoming lie "west of the summit of the Rocky Mountains", all of the present states of Idaho, Washington, and Oregon lie within this region. The third usage, and that which most closely concerns the present dissertation, is that of designating the State whose territory is bounded on the north by the Columbia river and the 46th parallel, on the east by the Snake river, on the south by the 42nd parallel, and on the west by the Pacific ocean. (1)

The present educational system of Oregon (1924) consists of elementary schools, high schools, colleges, and universities, units of all four divisions being represented under both private and public control. It is somewhat misleading to speak of privately controlled education as distinct from publicly controlled education because, to a large degree, State officials regulate, either by law or example, the teaching standards, the texts, the curricula, and other mechanics of education. The only important differentiation is to be found in the

matter of financial support, yet even there it is hard to draw a line because those educational units commonly considered "public" are not averse to accepting private gifts, and not all citizens contribute to the support of the public schools. While, technically speaking, the public schools and colleges are open to all, and it is the privilege of private institutions to receive and to exclude whom they will, this distinction is merely legal. An applicant will find entry no easier into a public, than into a private, institution.

In the period which will be further discussed in this chapter, namely, from 1834 to 1859, the slight amount of formal education which was available may be characterized as cooperative but not tax-supported. School houses were usually erected by cooperative effort, when not donated by individuals, and the support of the teacher was had by tuitions paid by the pupils supplemented by the gifts of public-spirited individuals. In those days, the tuitions were known as "rate-bills", and the collection of these fees persisted in some districts of Oregon into the twentieth century. In the case of schools fostered by religious denominations, the major support was sometimes had from sources outside the Oregon country.

(1) The legal boundary of the State of Oregon as given in the

Act of admission, February 14, 1859, is:--beginning one marine league at sea, due west from the point where the 42nd parallel of north latitude intersects the same; thence northerly at the same distance from the line of the coast lying west and opposite the State, including all islands within the jurisdiction of the United States, to a point due west and opposite the middle of the north ship channel of the Columbia river; thence easterly to and up the middle channel of said river, and where it is divided by islands, up the middle of the widest channel thereof, to a point near Fort Walla Walla, where the 46th parallel of north latitude crosses said river; thence east on said parallel to the middle of the main channel of the Shoshones, or Snake river; thence up the middle of the main channel of said river to the mouth of the Owyhee river; thence due south to the parallel of latitude forty-two degrees north; thence west along said parallel to the place of beginning.

Apart from the organized private instruction given the few children connected with the early trading posts, (2) the first school in Oregon was probably that taught in 1824 by Solomon H. Smith in the home of Joseph Cervois, at Wheatland, Marion county. Smith had come from New Hampshire with Wyeth's expedition in 1832. On his arrival, he met, and, subsequently, married Calisat, the second daughter of Yeh-na-ke-sek Coboway, principal chief of the Clatsop tribe. Of this union came Silas H. Smith who did valuable service to Oregon history by preserving in the English language the three Indian legends concerning the coming of white men prior to Captain Gray's visit in 1792. (3)

In this same year, 1824, the Methodist missionary, Jason Lee, opened an Indian Mission school at a point about ten miles below the site of the present city of Salem, having been persuaded by Dr. John McLaughlin, (4) factor of Hudson's Bay Company at Fort Vancouver, to locate the mission west of the Cascade range. Arriving in October, the missionaries erected a log house 32 x 18 feet and, before the roof was completed, on November 3rd received their first pupils. These missionaries proposed not only to teach the

(2) It appears that the first school west of the Rockies was taught at Vancouver, in what is now the State of Washington but then a part of the Oregon Country, by John Ball in 1822 for the benefit of twenty-five half-breed children whose fathers were employes of Hudson's Bay Company. Solomon H. Smith served his apprenticeship in teaching by taking up the work of John Ball in this school. See Carey: History of Oregon. p.299.

(3) The three legends may be read in extenso in Horace S. Lyman's "History of Oregon", I, 164-172. Portraits of Solomon H. Smith, his wife Calisat and their son Silas, together with very interesting biographical sketches are to be found in "History of the Pacific Northwest" II, 110, 569, 570. (This reference does not refer to Professor Shafer's well-known history but to that work of the same name which was largely written by Ellwood Evans and published in 1889)

(4) Dr. John McLaughlin, 1784-1867, was Chief Factor from 1825. He is the first outstanding resident of the Oregon Country. Although a notable Roman Catholic, and made a Knight of the Order of Saint Gregory by Pope Gregory XIV in 1846, he showed much kindness to the early Protestant missionaries in Oregon. For his biography, see



Indians morality, according to caucasian standards, and religion, but also to inculcate the fundamentals of agriculture and other forms of productive labor, thereby to raise the moral, mental and physical standards of their charges. Other mission schools, both Protestant and Catholic were established within the next decade but none achieved a satisfactory degree of success in alienating the aborigines from their savagery.

One of the greatest handicaps to the education of this period, and, indeed, extending down as late as the seventies, was the lack of text-books. There were few books of any kind brought by the pioneers across the prairies, and, as may well be imagined, the diversity was great. Thus, one of the greatest events in the history of the development of civilization in Oregon was the arrival in 1839 of a printing press, the gift from Rev. H. Bingham's church in Honolulu, Hawaii, to the Papwai mission. With the press came a printer, Edwin C. Hall, who produced, so far as is now known, the first book west of the Rocky mountains, a book in the Nez Perce language. This book was followed by others in the same tongue, and later, by a book in the Spokane language. The first book in the English language to be printed in the Oregon country was produced from the press of the "Oregon Spectator" February 1, 1847, by W. P. Hudson. (5)

When the Reverend G. H. Atkinson was sent to Oregon in 1847 by the American Home Mission Society, having been instructed to educate as well as evangelize the inhabitants, he selected, after careful examination, a series of school books, consisting of Sanders' Readers, Sanders' Spellers, Thompson's Arithmetic, Davies' Algebra,

(4)(Cont'd) Frederick V. Holman, "Dr. John McLaughlin, the Father of Oregon", A. H. Clark Company, Cleveland, 1907.

Smith's Geography, Wilson's History, Wells' Grammars, and the Spenserian System of penmanship. In 1848 he shipped to Oregon two hundred dollars' worth, and shortly after, a lot, worth \$1,700 was sold through L.D.C. Latourette, of Oregon City.

Prior to 1842, there was little need of schools for white children in the Oregon Country. A few half-breeds were to be found, whose fathers were servants of the Hudson's Bay Company; a few children were to be found in the mission stations; possibly there was half-breed offspring from the American trappers who had settled in the Willamette Valley. But with the influx of 1842, 1843 and 1844, the situation changed entirely. The immigrants were bringing in large families of children, big and little, and the Puritan tradition back of these called for education. It is true, there was an element among them which did not cherish education, but they were not influential.

Private schools were set up for the little ones, and soon academies were being founded for the older children who had begun their education in the United States. The Oregon Institute was founded by the Methodists in 1842, and Tualatin Academy in 1848. From these secondary schools evolved, respectively, the Willamette University, incorporated by the Legislature in 1853, and Pacific University, in 1854.

Two quotations from the narrative of a pioneer of 1852 will suffice to give a taste of the spirit of the times: (8)

"In those early days of Oregon schools the study of science in its varied branches was present without the aid of illustration or demonstration. The textbook alone afforded instruction, with such added knowledge as our more fortunate teachers could supply.

In 1861 a small but quite complete philosophical apparatus arrived from New York from Willamette University and a holiday was granted to see the new wonder of science brought forth.

(8) Although 800 copies were bound in 1902 the librarian of the Oregon Historical Society had been unable to locate even a single copy for the Historical Library.

(9) Quoted from F. H. Grubbs, Early Oregon Schools.

The antics of the youngsters and the intense attitude of the older students as piece after piece of glass and polished brass was fitted to its appropriate part, and the awe with which they viewed the whole complete was the prophecy of a new era.

"An order was promulgated (at Willamette University) requiring young ladies and gentlemen meeting on the street to greet with merely a formal bow, and that on their way to and from school they should not approach nearer than ten feet and hold no intercourse. Unwarranted assumption, unheard-of interference, to be totally ignored! It was the first insubordination. But Bob Bybee's wit saved the situation. A neat pole, measured to just ten feet, gave the interval to be observed, and the most critical could detect no fault in the procession ten feet apart, tandem, and the ladies carrying their own parcels. Of course, there was no clasping of hands and whispered confidences, but there remained the ecstatic thrill of holding on to the same pole."

Before the treaty of June 15, 1846, had settled the matter of the boundary between Canada and the United States territory west of the Rockies, a local Provisional Government had been set up for the Willamette Valley. An attempt was made as early as 1841, but this proved largely abortive. On July 5, 1843 a form of government was accepted at Champeog, but this failed to prove satisfactory to the large migration of 1843, which, doubling as it did the population of the Valley, brought with it the capacity to control political matters. In March, 1844, the Canadian element which had theretofore held itself apart, joined the new government, and helped to bring about the revision which occurred the next year. On July 26, 1845, the people accepted a fundamental revision of their laws, entitled "Organic law of the provisional government of Oregon" which had been drafted by a legislative committee consisting of Messrs Barton Lee, Robert Newell, Jesse Applegate, J. W. Smith and John McClure. This provisional government continued in full force and authority until the establishment of the territorial government, authorized March 3, 1849. (7)

These gentlemen had before them the Ordinance of 1787 which had established a territorial form of government for the region now occupied by the states of Ohio, Indiana, Michigan, Illinois and Wisconsin. From it they copied verbatim for their Article 1, section 3, the following statement very pertinent to the present inquiry: "Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall be forever encouraged."

Under Article 2, section 6, of this compact, it is provided that "the house of representatives shall have power to ... create inferior tribunals and inferior officers necessary, and not provided for by these articles of compact." But under this grant the provisional legislature did not find it necessary or expedient to erect a common school system, or even supervisory officials.

With the establishment of territorial government came an impetus toward public common school education which had not been previously felt. The organic act of Congress, August 14, 1848, included among many important provisions the stipulation that, when the public lands shall be surveyed, the 16th and 36th sections in every township shall be set apart for the support of public schools.

Shortly after the establishment of territorial government, that is to say in the summer of 1849, a public meeting was called at the capital, Oregon City, to discuss the subject of common schools, the leaders of the movement being G. L. Curry, W. W. Buck, Dr. John McLaughlin, and Rev. G. H. Atkinson. (8). After lengthy debate it was voted almost unanimously that the establishment of a free school system was

(7) For a more extended account of the formation of the Provisional Government one may see either Clark, Down and Blue's "History of Oregon", chapter xi; or Joseph Shafer's "History of the Pacific Northwest" Chapter xi.

desirable. Those who dissented did not do so through opposition to education but because they felt that parents and wards should provide for the education of their children as they did for their clothing, without public aid.

In response to this general sentiment, Governor Joseph Lane urged, in his first message to the legislature, the passage of a school law. In accordance with these desires the legislature responded with the first school law to be passed in Oregon, the act of September 8, 1849.

(8) The Reverend George H. Atkinson, D.D., was born at Newburyport, Massachusetts, May 10, 1819, and died at Portland, Oregon, February 25, 1889. He was largely responsible for the earliest school legislation, having prepared that part of Governor Lane's message to the first territorial legislature, July 17, 1849, which dealt with educational matters, according to Joseph Gaston (Centennial History of Oregon 1811-1912, I 691). In 1852 he secured funds for Pacific University, at Forest Grove, in whose interests he long worked. It was this institution which introduced to the State that great pioneer in education, the Reverend Thomas Condon, A.M., later head of Geology at the University, for whom the new Science building at the University of Oregon is named. Thomas Condon was lecturer in Geology at Pacific University in 1872. The Reverend Mr. Atkinson was school superintendent of Clackamas County for two terms, and of Multnomah county for one term. He was at one time President of the Clackamas County Female Seminary at Oregon City. He was pastor of the Congregational Church in Portland from 1863 to 1872, and during that time was instrumental in building up the school system of Portland. In 1872, he became Superintendent of Home Missions in Oregon and Washington for the Congregational missionary society and was the first Congregational minister and missionary on the Pacific Coast. In 1876 he prepared the Centennial history of Education in Oregon, the earliest effort at compiling any educational history of the State. His portrait may be found in Oregon Native Sons, 2:348; in the same volume, page 377, is to be found a biographical sketch; and another sketch has been published in the History of the Oregon Country by Harvey W. Scott, compiled by Leslie M. Scott, II 276. See also Oregonian April 4, 1865 and February 26, 1889.

This act provided for a school fund, a superintendent triennially elected by the Legislature, three school examiners for each county appointed by the district court, the annual election of a school commissioner for each county, the annual election of three directors for each district, the certification and duties of teachers, the formation of school districts, and the powers and duties of district meetings.

The person selected to be the first public school official in and for the Oregon Territory (9) was Dr. James McBride, (1802-1875) a Tennessean by birth raised in Missouri, there becoming well acquainted with Senator Linn, who consulted freely with him regarding Linn's famous bill of 1841. Dr. McBride came to Oregon in 1846, and, settling in the Yam Hill country, became prominent in the promotion of educational enterprises and was elected to serve on the Territorial Council as member from Yam Hill county, taking office December 2, 1850. (10)

The duties of the Superintendent of Common Schools were largely supervisory of the work of the county superintendents, and since the sparse population (11) did not warrant so extensive a school system,

(9) In the Census of 1850, Oregon Territory was divided into ten counties: Benton, Clackamas, Clark, (changed from Vancouver September 3, 1849, and became Washington Territory, March 2, 1853) Clatsop, Lewis, Linn, Marion, Polk, Washington, and Yam Hill. The region east of the Cascade range, organized into Wasco county, January 11, 1854, appears to have been unrepresented in the Territorial legislature prior to that date. The history of Oregon as a territory is rather closely confined to the Willamette Valley and the Yam Hill region.

(10) James McBride was the father of Thomas Allen McBride, a Justice of the Oregon Supreme Court, and a very prominent and influential Oregonian. A biographical sketch of Dr. James McBride in Hines' History of Oregon gives his dates 1800-1874 instead of those which appear above.

(11) The census of 1850 found in all of Oregon Territory, from the Canadian to the Spanish Cession border, a total population of 13,294 of whom 207 were "free colored." There were, between the ages of 5 and 20 (the census subdivisions were in multiples of five, whereas the school age in Oregon in 1850 was 4 to 21) 73 free colored, and 4,452 white children almost evenly divided as to sex. And the number of women 1,348, aged 20 to 40 did not warrant any expectancy of a rapid increase in the school population. The results of possible immigration was a factor impossible to forecast. The population of school age increased by 1860 to 16,988.

on February 7, 1861, the office was abolished, (12) in all probability while McBride himself was present as a voting member of the Territorial Council. The bill of abolition appeared to have been crowded through in the closing hours of the session, for it was necessary to secure unanimous consent to dispense with two readings. Whatever records Dr. McBride acquired in the discharge of his duties were probably destroyed in the fire which consumed the newly-built capitol building in 1865, for Sylvester C. Simpson, in making his first report to the State Legislature in September, 1874, does not appear to have been aware of the earlier office. No report of Dr. McBride as Superintendent of Common Schools was included in the Journal of the Legislature in 1850-51, although from the public records (13) it appears that Dr. McBride drew a stipend on July 9, 1851, of \$679.54 for his services as Superintendent from 1849.

So far as the present period under discussion, 1834 to 1859, is concerned, the legislation is important principally as furnishing a ground work for a future system, rather than as a picture of a system actually under operation. This law provided that the district directors should transmit annually to the county school commissioners a report of specified school statistics, under penalty for failure therein of losing their district's share of the common school fund. The county School commissioners were ordered to transmit a copy of these reports to the superintendent of common schools and he, to the legislature. But no school reports of this early day have come to hand, for the office of superintendent, as above shown was abolished before any public schools were established, and the office of public instruction, established in 1873, did not attempt to compile statistics of conditions prior to its establishment.

(12) Iowa had a similar experience. Its territorial legislature provided in 1841 for the appointment of a Superintendent of Public Instruction whose principal duty was to be the care of the school lands but the appointee, Dr. William Reynolds, was legislated out of office within a year. Under the Constitution of 1846, a State Superintendent of Public Instruction was elected in 1847, James Harlan being the first incumbent,

A "Report of the House Committee on Education" signed by W. A. Starkweather, (14) lamented the lack of statistical data, stated that the amount of school lands selected after surveys, and amount sold, was unknown, and estimated that a school fund of two million dollars might be built up. It appeared that the county school superintendents were still (1860) selling school lands although the Constitution provided that the Governor, Secretary, and Treasurer of the State should constitute a committee to perform this function. (15)

After the principle of the desirability of a system of free schools at public expense was established, and it was not established without great opposition from those who looked upon it as a sort of charity, the next step was to finance the system. This could not adequately be done by the capitalization of the public lands, so it was necessary to provide for support from taxation. This was done by the Act of January 12, 1854, instructing the county commissioners to lay and collect through the regular channels a tax of two mills for school purposes. This mandatory act supplanted the discretionary Act of January 31, 1853, which had given the school districts permission to levy taxes for school purposes.

Hence, about 1855, free district schools began to be organized in opposition, and in supplement, to the private schools which were found in nearly every community, so that by 1874, the first year for which there are statistics, there were 686 public schools in the State

(12 cont'd) who gave way May 23, 1848, to Thomas Hart Benton, Junior, the man principally responsible for the founding of the Iowa Public schools. In addition to the duties imposed upon the Oregon Superintendent, the Iowa official had the care and distribution of school funds. In volume II of Armer's "History of Education in Iowa" Part I is given to the history of the Iowa superintendency. A somewhat similar history is to be found in Maryland. Legislation in 1825 provided for a superintendent but the new constitution of 1864 conferred powers too great upon the State Boards and the State Superintendent so that the office was abolished in 1868, and not revived until 1902. See Flexner and Bachman: "Public Education in Maryland", 6.



as compared with 79 private schools. As might be expected, the more populous counties had the larger proportion of private schools, for example, Baker's percentage of private to public schools was 50%, Coos' and Multnomah's were 33%, and Lane's 16%. But there were 3,359 pupils in the private schools and 24,354 in the public schools.

These public and private schools of 1855 to 1860 were, for the most part, ungraded. Little effort was made to segregate elementary, secondary, and higher education. In fact, the small numbers made segregation almost impossible. Then, again, the lack of sufficient text books made the organization of classes very difficult. The teachers, were, it appears, individual tutors rather than group instructors.

The few public schools which were established in this period depended wholly upon local taxation, for no disbursement was made from the common school fund of the State until February 1859. During the year 1856, the county superintendents sent to the Territorial Treasurer \$14,198.62. In December 1857, the balance in the fund was \$59,896.10, and a year later it had grown to \$32,303.09. During the year 1869, Marion, Polk, Douglas, Lane, Clackamas, Umpqua and Benton counties drew against this fund for a total amount of about \$20,000, this draft being the first territorial or state aid given the public schools of Oregon.

An abortive effort was made about this time to establish a State University. The funds accruing from the sale of university lands amounted on December 11, 1854, to \$9,060.93. Commissioners to erect a territorial university at Corvallis, the geographical center of settlement, organized for business on June 14, 1854. Having accepted from Joseph J. Freidley the donation of five acres of land, they bought of James Kinney a lot of brick and stone.

(13) Journal, House of Representatives, Fourth Session, December 8, 1852, Appendix, page 19.

(14) Appendix of the House Journal for the session beginning September 10, 1860

(15) Article 8, Section 5.

Before the building could be erected, however, a dispute as to the location of the several public buildings throughout the territory was vigorously waged with the result that the proposed territorial university was never erected.

Summary: The history of education in Oregon from 1834 to 1959 is a "Book of Genesis". In that quarter-century began both private and public education. It is distinctively the era of the founding of the private colleges and academies. Prior to 1860, Baptists, Catholics, Congregationalists, Disciples, Methodists, and United Brethren all had their own academies clamoring for support. Needless to say, several of these reduplications of effort were eliminated, but the competition was undoubtedly advantageous to the cause of education in many ways. It is highly fortunate that no one prejudice of mind was able to determine definitively the scope and content of education. In that quarter-century also was the beginning of a public university attempted, unhappily thwarted by that selfish provincialism which both makes and mars the beginnings of new communities and sometimes remains as a vestige of a cruder life to mar the civic spirit of older communities. In that period were laid the legal foundations for the present school system, for while subsequent laws have expanded and complicated the system, the principal features of local autonomy, of common support, and of state supervision remain.

## Chapter II.

## The Governor as Head of Public Instruction 1869-1873.

After a half-dozen years of territorial government, the people of Oregon began to be dissatisfied with their political relationship to the federal government. (1). The administration at Washington was not handling the Indian question to the liking of Oregonians; the postal service left much to be desired; the handling of matters relating to the land was not acceptable,--and in all these affairs Oregonians thought that their influence at Washington would be greater if they but had full representation at the federal capital. In general, the seat of government was too far away, and the communication with it was too slow to be tolerated much longer.

Furthermore, the slavery issue had injected an unusual interest in politics and Oregon was buzzing with the organization of Republican Clubs which sought to break the long Democratic supremacy and to secure the admission of Oregon into the Union only as a free state. The movement toward statehood was distinctly democratic in political complexion, hence pro-slavery, thus the abolitionists were anti-statehood. The Editor of the Portland Oregonian, Fryer, was a Whig in principle and very strongly anti-administration. When the Democrats of Oregon began to talk of statehood, the Oregonian in 1854 and 1855, opposed the movement, but late in 1856 made a complete change of attitude and came out with a strong plea for state organization claiming that Buchanan's Administration was acting as "the handmaid for the extension of slavery over free territory." (2)

In 1854, the people of Oregon defeated the motion for a constitutional convention by a majority of 869. Again in 1855, the same opinion prevailed, but with the smaller majority of 415,

9255 votes being cast. In 1856 a still smaller majority defeated the measure,--249. Thereupon, the congressional delegate, Joseph Lane, introduced into the House of Representatives at Washington a bill granting admission to statehood, which failed to pass because the House felt the population to be insufficiently large. (3) In June 1857, the people authorized a convention, which, under the leadership of Matthew P. Desdy (4) drafted a constitution in a convention which sat at Salem from the third Monday in August to September 13th. On November 9, 1857, the vote was as follows on the three measures then submitted: for ratification of the constitution, 7195, against 3195; for slavery in the State, 2645, against 7727; for permitting free negroes within the State 1031, against 3640. Accordingly, the Constitution stood adopted, containing a clause which forbade slavery, and one which forbade the presence of free negroes,--a clause which has never been repealed. (5)

The constitution, approved by Congress, February 14, 1859, introduced but one new feature into the system of public education, for the most part, merely affirming the principles adopted in the territorial legislation regarding education. That one new feature was the provision for an office of "Superintendent of Public Instruction." Article VIII, section 1, of the State Constitution

- (1) Bancroft, History of Oregon, II xvii.
- (2) Woodward, Rise and Early History of Political Parties, 95-99.
- (3) Lyman says, (IV 248) "Oregon now possessed over fifty thousand population". The next federal census, 1860, found 62,000.
- (4) Matthew Paul Desdy, easily the most outstanding jurist of early Oregon, was born in the State of Maryland, May 12, 1824, In 1849 he came to Oregon and taught school at Lafayette, Yamhill County. He began his practice of law there in 1850, and was elected in June of that year to represent Yamhill in the territorial legislature. He later served in the Council three successive terms, being President thereof in 1852-3 and chairman of the judiciary committee

reads: "The Governor shall be superintendent of public instruction and his powers and duties in that capacity shall be such as may be prescribed by law; but after the term of five years from the adoption of this constitution, it shall be competent for the legislative assembly to provide by law for the election of a superintendent, to provide for his compensation, and prescribe his powers and duties."

The legislature did not see fit to separate the offices of Governor and of Superintendent of Public Instruction until an act was passed which became effective January 29, 1873. Thus, for thirteen years, the Governor was charged with the duty of supervising public education in the State of Oregon, and it was only after his repeated requests that he was finally relieved of this important duty.

By virtue of his election to the gubernatorial office, John Whiteaker, on March 3, 1859, became the second superintendent of public instruction (6) in the State of Oregon.

(4 cont'd) at the previous sessions. President Pierce appointed him to be one of the judges of the Supreme Court of the Territory in the Spring of 1853, and in this capacity he organized the courts in the five counties of southern Oregon. In 1857, he became President of Constitutional Convention and was a very influential factor in shaping the basic law of Oregon. Following this great service to the State, he was made a federal District judge, in that capacity serving the entire Pacific coast. In 1852, he was made a code commissioner for the laws of Oregon, serving with ex-senator James W. Kelly and Governor Addison C. Gibbs, Deady doing the work of compilation and the other two assisting in its passage by the legislature. He died at Portland, March 24, 1893. See Bancroft; History of the Life of Matthew P. Deady. Also, Scott; History of the Oregon Country, II 275.

(5) In Lyman, IV 248, line eleven should read "1857" instead of "1855" for the date of the popular approval of the assembly of a constitutional convention. There is some difficulty as to the size of the vote: Carey (528) says, "7617 to 1679"; In the "History of the Pacific Northwest: Oregon and Washington, a work which is largely the work of Elwood Evans, I 357, we read, "The vote by which the people of Oregon ordered the convention to be held to frame constitution was 7202 in favor and 1616 against." and Horner uses these same figures (page 157). The present writer has been unable to find any definite primary material which would give the correct figures. The ensuing legislative journals do not contain any report of the elections.

Mr. Whiteaker ended his duties September 10, 1862, without having perceptibly influenced the course of educational progress in the State. That Governor Whiteaker did not influence the trend of educational development in the State was not due to his own neglect. Addressing the Legislature on the subject he wrote: (7)

"The subject of the common schools is one in which all feel a deep interest. By the Constitution, the Governor is made, for at least five years, Superintendent of public instruction. As yet no law has been passed prescribing his duties as Superintendent, and, as such, nothing has been done by him. At present the Legislature, and all the departments of the State, must be measurably ignorant of the condition of the common schools throughout the state, and yet no subject is of greater interest to the people at large; as a measure of eliciting information on this subject, which may enable a future legislature to pass such laws as will best promote a general system of public instruction, I recommend that it be made the duty by law for county superintendents to make a full and explicit report be made annually at some time fixed by law."

Despite these recommendations, larger interests crowded the school affairs into the background, and no action was taken by the Legislature. It must be remembered that provision had been made in 1849 and 1854 whereby the county governments could develop their own school systems independently of the State government so that this legislative neglect did not deprive the children of school advantages. Many private schools, as well as schools organized publicly under the laws referred to, were available.

(5 cont'd) Carey has an illuminating article on the formation of the State in the Quarterly of the Oregon Historical Society, xxvi 281 and xxvii 1, but he does not cite authority for the figures in question.

(6) The first was Dr. James McBride, 1849-1851.

(7) Senate Journal, September 10, 1860, page 25).

The Oregon State Teachers' Association held its first meeting in 1858 at Portland, under the presidency of the Right Reverend Thomas Fielding Scott, missionary bishop of the Protestant Episcopal Church in Oregon. From that time on, the teacher was a force to be reckoned with in educational development. In response to the desires of this body, and the first message of Governor Addison C. Gibbs, successor to Governor Whiteaker, teachers were, by the Act of October 16, 1862, given the important right of appeal from decisions of county superintendents to the State Superintendent.

California, whose settlement took place simultaneously with that of Oregon, had placed in her Constitution of 1849 provisions for a public school system very similar to the Oregon school law of September 5, 1849. But, unlike Oregon, her more rapidly growing population enabled her to build her school system more rapidly. By 1866, California had 85,000 children of school age and was teaching 38,000 of them in public schools, and 25,000 in private schools. (8) When John Swett took office as State Superintendent in December 1862, he began to work for a State school tax and, against the opposition of San Francisco, secured the passage of a law which levied a tax yielding \$65,000 for the year 1864-65 (9). This law as modified by succeeding legislatures and a few years later the revenue was yielding \$7 for each census school child. In 1864, district school boards were required to levy a district tax, which, with other revenues, would be sufficient to maintain a free school at least five months of the year. A comprehensive revision of school law was approved March 24, 1868, which set the State tax for schools at eight cents per hundred dollars of property, and a minimum county tax of \$3

(8) Biennial report of State Superintendent of Public Instruction of California, 1876-77, 21.

(9) Swett, Public Education in California, 176.

per census child, thus providing a revenue sufficient to abate "rate bills" and make the schools entirely free to all children of proper age.

The Oregon act of 1862 revised the existing school laws by providing an office of County Superintendent and regulating certain matters concerning the local school districts and the duties of their officers and employees. The county superintendent, having been elected biennially, was authorized and instructed: to lay off school districts; to collect school moneys and apportion them to the several districts; to select school lands when not already fully selected within his county; to prosecute trespassers upon school lands; to examine teachers as to their proficiency in orthography, reading, writing, arithmetic, English Grammar, geography, modern history, and mental algebra, to inquire into their morals, and, if all these matters were satisfactory, to issue to them certificates which were valid only as long as he remained in office; to visit all schools taught under his certificate (and no district might employ a teacher without such certificate) at least once very six months; to receive district reports from the clerks thereof and to compile a general report for the Superintendent of Public Instruction. Ten years later, county superintendents were drawing salaries not in excess of \$500 annually. Among the many duties stipulated for teachers, the following paragraph is interesting as showing the scope of a teacher's activities as an instructor, and reader will bear in mind that the teacher had clerical and janitorial duties as well: "labor incessantly, during the school hours, to advance the scholars in their studies to create in their minds a desire for knowledge, principle and morality, politeness, cleanliness and the preservation of physical health."



The only report of a Governor as Superintendent of Public Instruction made to the several Legislatures which is now contained in the archives was made by Governor Gibbs in connection with his message of September 15, 1864. But this unique document reveals a wealth of information regarding contemporary educational affairs.

The report shows an earnest effort on the part of a very busy man to promote the interests with which he had been charged as Superintendent of Public Instruction. He besought the Legislature to exert its constitutional right and segregate that duty into a separate office, with a salary potent to attract and hold a competent man, mentioning \$2000 as a proper figure. In February 1864, he had sent out, at his private expense, for no appropriation had been made to care for State supervision of schools, circular letters and blanks for reports,-- the first school reports ever called for by the central government of either state or territory. To this effort, the response was unsatisfactory. Wasco, Tillamook, and Curry did not respond at all, and the results from the seventeen others were imperfect, as might have been expected from a novelty. The abstract of these reports received from the seventeen county superintendents as of April 1864, was appended to the Governor's message for the information of the Legislature (10) and contained details of the following statistics:

Total taxes levied	/ - - - - -	\$26,155.19
total expenses	- - - - -	\$45,383.23
School population,		
aged 4 to 20	- - - - -	13,679
school districts	- - - - -	422
school houses	- - - - -	341
School houses value	- - - - -	\$98,682.00
academies	- - - - -	21
academies value	- - - - -	\$151,000.00
total average attendance at		
academies	- - - - -	1,205
whole number of teachers		
employed in state	- - - - -	362
average salary-male, mo.	- - - - -	\$44.50
average salary-female, mo.	- - - - -	\$28.43

The Governor further reported that lands for the common school fund had not been completely selected and that the selection of the lands in support of the agricultural school were awaiting the completion of the common school lands. (11) He closed his report by asking for a revision of the school laws, and stated that the State Teachers' Association had appointed a competent committee to draft a revision.

The Governor's message to the special session of 1866 made no reference to educational conditions or needs within the State.

By act of October 24, 1866, the control of the common school fund and the sale of school lands were put into the hands of a commission of three. In the fifth session of the legislature, September 1868, this commission made its first report, signed by George L. Woods, E. B. Cooke and S. E. May. The commission reported upon four distinct categories of land submitted to their charge:

1. The school lands proper being the reservations of the sixteenth and thirty-sixth sections of each township.
2. The university lands, seventy-two sections.
3. The 500,000 acres granted September 4, 1841, for internal improvement.
4. The 90,000 acres for the support of an agricultural college. (12)

(11) For a survey of the handling of public lands, see Bancroft; History of Oregon II 646-663.

(12) In 1864 through the efforts of B. F. Burch, the Methodist Episcopal Church, South founded at Corvallis an institution known as Corvallis College. After its incorporation in August 1868, the State Legislature subsidized it with the interest on the funds derived from the sale of the 90,000 acres of land granted the State for purposes of stimulating agricultural education (act of Congress July 2, 1862). This income proving insufficient, owing to the small amount and small value of land sold, the Legislature for several years supplemented this fund so as to make the total State aid equal \$5,000. In 1876, this school was coeducational, no communication between sexes was permitted on the campus. In his inaugural of September 1870, Governor Lafayette F. Grover suggested uniting the university and agricultural college funds in the support of a single state institution, for at this time, the state was subsidizing the privately controlled Corvallis College, and on August 31, 1870 the trustees of this school had reported that they had given no instruction as yet either in agriculture or military

Under the establishing act, all school lands were put up at auction at their respective county seats, at a minimum price of two dollars per acre. 20,885 acres were sold netting \$47,408.65. The commission reported that there were in the hands of county treasurers as school funds notes and cash amounting to \$242,228.63. They wrote, "If the State school lands are all sold, and the funds carefully managed, in a few years it will fully support a free school system". The income was then about \$2000 per month, which was more than half the total expense of the existent school system. By 1876, both income and expenses had increased to the point where the \$51,235.90 received from the State was only 13% of the school expenditures.

In 1868, it appears from the message of Governor George L. Woods, that State control of the educational system was legislative rather than administrative. He stated that he had little to communicate because "the reports from school superintendents are so meager that it is impossible for me to give you any information upon the subject. From a few of the counties full and satisfactory reports have been received, while from others statements so indefinite were returned as to be of no value, and by some no reports were made whatever." The Governor then suggested that a report form be prescribed by law.

For some unknown reason, the legislatures were unwilling to superimpose state supervision upon the county systems of common schools. Perhaps the reason lay partially or wholly in the added financial burden the erection of a state system would impose. It is entirely possible that the county superintendents raised opposition to the several gubernatorial recommendations urging the separation of the office of public instruction from that of the Governor.

(12)(cont'd) science, owing to the expense attendant thereupon.

The matter of an educational uniformity of practice throughout the state, for the maintenance of which a Superintendent of Public Instruction is almost an essential, was but a distant possibility, owing to the sparsity of population and difficulty of communication.

In September 1870, Governor George L. Woods, when making his final report to the legislature, a second time most eloquently urged the interests of the common schools: "I cannot urge you too strongly to give such care and attention to this subject as will insure to us, without further delay, the passage of a good and wise Common School law which will guarantee the incalculable blessings and benefits which alone can rise from such. In the primal organization of the State, the Governor was made Superintendent of Public Instruction. But the past history of education in Oregon clearly demonstrates that such an arrangement is ineffective and unsatisfactory. To organize and superintend a system commensurate with the wants of the State, is a task, sufficient of itself, to require all the time, attention, and thought which the very best executive ability can give. Section 1 of Article 8 of the Constitution of the State provides for the election of a superintendent of Public Instruction, and in view of the present disorganized and unsatisfactory condition of our common schools, I urge upon you the election of such Superintendent, clothed with such power, and burdened with such duties as will insure to us a thorough system of common schools. To insure success, you should give to such officer good compensation, require him to live at the capital of the State, and to give his entire attention to the duties of his office."

At the time this plea was presented, the state of Oregon had a school population, according to the federal census, of 29,400 boys and girls aged five to eighteen years. For fifteen years, common schools had been in operation under the supervision

of a county officer who gave only a part of his time to such supervision. Experience in the direction of a school system, adequate finance, and sufficient numbers of competent teachers were lacking, hence, the "present disorganized and unsatisfactory condition" of which Governor Woods complained. It is entirely probable that the schools of that time were "disorganized and unsatisfactory" only as compared with schools in those states which had enjoyed long years of preparation. The healthy discontent of pioneer communities is due to the emulation of the older and wealthier communities. If the commonwealth of Oregon should be able by the year 2000 to achieve as satisfactory a school system as New York or Illinois enjoys, that attainment should be a matter of congratulation. School systems, like oak trees, require decades for their building, although at times magicians may make both speciously to appear on the instant when a gullible public presents a plethoric purse.

#### Summary of the period.

During the administration of Governor Lafayette L. Grover, fourth Governor of Oregon, and fifth Superintendent of Public Instruction, this era of gubernatorial superintendence came to an end by the passage of the Act of October 29, 1872, which will be discussed in the ensuing chapter. For thirteen years, Governor Whiteaker, Gibbs, Woods, and Grover had, in turn, been constitutionally charged with the state wide supervision of the common schools, and, when the pioneer conditions are taken into consideration, their showing was not a discreditable one. The governors are not to be blamed for the failure of the legislatures to supply the necessary funds for clerical help and other expenses which supervision of schools would have entailed. Governor Whiteaker had ably presented to the Legislature.

the need for the compilation of information; Governor Gibbs had gone into his private purse to finance the first set of State reports on public schools, and thereby had shown the necessity for a systematic and steadily continued effort to collect the essential statistics; and Governor Woods had followed this effort with an urgent appeal to the Legislature again setting forth the need of a State School official who would give his entire time to the promotion of educational interests. (13) Finally, the objective was attained, and the office of Superintendent was segregated in response to the gubernatorial recommendation oft repeated and finally and effectually uttered by Governor Grover.

(13) It is only fair to call attention to the fact that the personnel of the Legislature changes biennially, hence the efforts of the Governors could not be cumulative.

## Chapter III

The Establishment of the Separate Office of Public Instruction,  
1872-1882

The year 1872 is, perhaps, the most important of all in the educational history of Oregon, for in it higher education was given the State University and elementary education was given statewide uniformity.

The two fundamental acts were passed within ten days of each other. On October 19th, the Legislature authorized the creation, organization, and location of a university, it being understood by all that the location would be at Eugene, where public spirited citizens had organized a corporation for the purpose of stimulating the provision of opportunity for secondary and higher education. In August, an association, known as the Union University Association, had been formed with a capital stock of \$50,000 cash. The Legislature accepted the proposition made by this association that the association would furnish and deed to the board of university directors a suitable site, with building and furniture, free of all incumbrances and of value not less than \$50,000. On October 23rd the County of Lane, of which Eugene was, and is, the county-seat was authorized by the Legislature to appropriate \$30,000 for the erection and furnishing of a University building. In fulfillment of these plans, a three story building, costing approximately \$80,000, situated on an eighteen-acre tract of land, was opened, on October 16, 1876, to students.(1)

(1) Each county superintendent and each legislator had at his disposal a free scholarship, other students paid twenty dollars per semester (twenty weeks), in advance. Entrance requirements were: "reading, writing, orthography, geography, practical arithmetic, English grammar, Greek grammar and reader, history of the United States, Latin grammar, reader and four books of Caesar, but for the present the examination in the languages may be omitted.

On October 29, 1872 was passed the law so long desired by the various governors separating the two offices, an act entitled "An Act to establish an uniform course of public instruction in the common schools of this state." This act, consisting of five titles, rewrote the preceding school laws, harmonizing, clarifying, and amplifying them, and forms the basis of the present educational structure in the state.

The first of the five divisions treats of the superintendent of public instruction in fourteen sections. Section 1 reads:

"The office of Superintendent of Public Instruction is hereby detached from the office of Governor, and created a distinct and separate office. The Superintendent of Public Instruction shall be, in the first instance, elected by a joint ballot of this Legislative Assembly, and he shall hold his office until his successor is duly elected and qualified.

Section 2 provided that the Superintendent shall thereafter be elected at the general elections quadrennially, beginning 1874, and shall receive a salary of one thousand five hundred dollars. After providing him with office room and office expenses (section 3), the remainder of Title I stipulated his duties as follows: to exercise general superintendence over county and district schools and their officials; to hold a teachers' Institute annually in each judicial district and at the state capital. to superintend the printing and transmission of such printed matter as the State Board of Education may authorize; to act as Secretary of the Board of Education; to make quarterly report to the state auditor of his travelling expenses and to be reimbursed therefor; to provide for choice by the county superintendents of uniform textbooks, quadrennially; to report biennially to the legislature certain specified educational items together with "any and all information that, in his judgment may be useful to the public and for the advancement of the educational interests of the State; and to deliver to his successor,



at the expiration of his term, all the records of his office.

The specified items above referred to as being required in the Superintendent's biennial report were:

1. The general condition of the public schools of the State;
2. The amount of school money apportioned among the several counties, and the sources whence such money was derived;
3. Amounts raised by county and district taxes, and amounts paid for teachers' salaries, buildings, furniture, etc;
4. The series of textbooks authorized by the State board, in accordance with the provisions of this act;
5. The rules and regulations prescribed by the State board for the government and tuition of the public schools;
6. The number and grade of the schools in each county;
7. The number of persons between the ages of four and twenty years;

The number attending public schools, and the number attending private schools; number not attending any school;

8. He shall collect statistics concerning the chartered educational institutions of the State, including number of pupils, property, libraries, salaries of teachers, etc., etc., this shall include all institutions under the patronage of the State;
9. Any and all information that, in his judgment, may be useful to the public for the advancement of the educational interests of the State."

With the omission of item 8, which was lifted from the school laws in 1899 the above schedule was in force in 1924.

Title III of the act of October 29, 1872, provided that "the Governor, Secretary of State, and Superintendent of Public Instruction shall constitute a State Board of Education," which, meeting semi-annually, had the power to authorize textbooks, provide general rules for school government, to sit as a board of Examiners and grant certificates of

various grades to teachers.

Title III regulated the office of county school superintendent, who was to be elected biennially by the voters of each county, with salary determined by the county court. His duties were: to control the districting of his county for school purposes; to apportion the county school fund among the several districts in proportion to the number of children of school age residing therein; to select and protect from trespass the school lands lying within his county; to examine prospective teachers and, if properly qualified in orthography, reading, writing, mental arithmetic, written arithmetic, English grammar, geography, modern history, being of good moral character, to issue temporary certificates; to visit semi-annually all the schools in his jurisdiction; to receive reports from the several districts and to compile a general report to be sent to the Superintendent of Public Instruction; to report to the county court a financial statement of receipts and disbursements. Under this same title, the County Courts were required to levy an assessment of three mills on all taxable property within the county for school purposes. It was this fund, plus whatever receipts might come from the common school fund of the State, which the County Superintendent was to apportion among the several school districts.

The organization of local school districts was the subject of Title IV. Three directors and a clerk constituted the officials, who were to be elected, one director and the clerk annually, by taxpaying males, twenty-one years of age. Also, taxpaying widows having children to educate might vote. District meetings, legally called, might levy a school tax against all real and personal property within the district, and to schools thus supported must be freely admitted all persons between the ages of four and twenty years resident within the district.

Districts failing to make the school reports to the county superintendent forfeited their share of the county school funds, and likewise forfeited this money if they failed to maintain a school for at least twelve weeks during the school year. The provision that only taxpayers could vote school taxes rendered unnecessary any limitation on the amount of school taxes that might be voted. It seems somewhat unfair to have distributed the school moneys on the basis of the number of children resident within the district instead of the number attending public schools, for the districts having a considerable number of pupils being taught in private schools thereby had an undue advantage. The directors were charged with the duty of employing teachers and of assisting in the government of the schools; of issuing warrants to the clerk for the collections of school taxes; of obtaining land and building schoolhouses and providing fuel, light and apparatus when authorized by a majority vote of the district; of auditing claims and drawing orders on the clerk for their payment; of examining and correcting the tax assessment roll as prepared by the clerk. The duty of collecting the district taxes, and of making the school reports, fell to the clerk, who received for his efforts five per cent of the moneys collected.

Under Title V, section 69, stated the duties of teachers; to maintain order in school; to conduct themselves so as to command respect; to keep a register of the pupils; "to labor, during school hours, to advance the scholars in their studies, to create in their minds a desire for knowledge, principle, morality, politeness, cleanliness, and preservation of physical health." Teachers might appeal from decisions of the county superintendents to the State Superintendent in case of "injustice on examination."

This was good legislation, based not on theory but on the

actual experience of seventeen years of operation of public schools in Oregon and the knowledge of the methods of operating schools in the older states. A free school was furnished for those who wished to avail themselves of the privilege, and there was no effort at regulation of private schools, and no invasion of the rights of parents who wished to send their children to private schools. In short, no bureaucracy was given a monopoly of education. In these present days, when socialistic theories of state compulsion and regulation of the lives of citizens have eaten deeply into the freer and more democratic institutions of the earlier days, it is refreshing to look back to times when citizens kept within their own control the ordering of their lives instead of confiding that direction to governmental officials. And one of the best proofs of the value of that legislation is the fact that no fundamental revision has been made in fifty years, except in the matter of changing free schools to compulsory schools. (2)

Although the university and the common school system were thus set up simultaneously, there was no effort to unite the two factors as integral parts of a common system of education. Each was held

(2) Compulsory education was legalized February 25, 1889. In 1923, parents and guardians were compelled to send their children, nine to fifteen, either to public or private schools, subject to certain exemptional provisos, under penalty of a maximum fine of \$25.00 and imprisonment up to ten days.

The writer believes that one of the best checks against maladministration of a school system is the presence of a parallel system of private schools to which parents have a choice of sending their children. Is it not somewhat absurd to think that a system of education can be devised which is equally valuable to all children,--so valuable, in fact, that parents should be compelled to submit their offspring to that one system of education?

discrete from the other, and, so far as the records of the time appear, there was no effort to make, figuratively speaking, of the university a capstone for the educational structure of which the common elementary school was the wall. But this was strictly in accordance with the historical development of public education in America, -- elementary and higher education totally separate and sometimes working at counterpurposes, although educators have labored earnestly to bring the two systems into harmony. Perhaps there is something to be learned regarding the fundamentals of educational control by analysing carefully the causes, and weighting scrupulously the desirability, of giving to the American state universities a corporate government, rather closely resembling the organization of an industrial enterprise, while the common school system is given bureaucratic control. Are the problems and the field of the two forms of education so essentially different as to indicate a different form of control, or has the custom of the past denoted without a logical basis?

Secondary education, it will be observed, was, by the law of 1872, placed with the university, rather than with the elementary system, no provision whatever being made for it in the statewide common school system.

The legislature having completed its work, the administration of the law became the next concern. The legislation had been crowded through during the last session and the body had failed to elect by joint ballot a superintendent as provided. Therefore the Governor exercised his constitutional power of filling state offices which were vacated between elections, and appointed thereto Sylvester C. Simpson, on January 30, 1873. This gentleman of like democratic political faith with Governor Grover, was the

son of Benjamin Simpson, who purchased, in 1866, the "Oregon Statesman" a newspaper published at Salem, and made his two sons, Sylvester and Sam L. its editors. When the State Librarianship was vacant in 1870, Sylvester Simpson was thereto appointed. The legislature of 1872 appointed him, with Matthew P. Eady, code commissioner to collect and codify all the general laws of Oregon, and when the Governor offered him the more influential and important post of the Superintendency he resigned his position as joint codifier.

During the twenty months of Professor Simpson's (3) incumbency, he laid a substantial foundation of statistical data for the study of Oregonian public and private education. He also collected, and reported in his First Biennial report to the Legislature, the opinions of eighteen County Superintendents regarding the status of the public school system. These opinions give a rather clear analysis of the conditions and needs, and their very dissatisfaction points the way to a better future. Both distance from the school house and lack of parental interest operated to prevent attendance, said the report from Baker County. Lack of parental interest was blamed by Clackamas County for irregular attendance. In some parts, reported Clatsop County, the only mode of travel was by water, and there were not always available larger children to manage a boat, a particularly difficult matter in bad weather, and some travelled by this means from two to four miles. Lack of surveys of the land, and absence of roads,

(3) Professor Sylvester C. Simpson, A.M., was professor of Medical Jurisprudence at Willamette University Medical School, the only

is reported from Curry County as operating adversely to the school interests by keeping down revenues, in the case of lack of surveys, and preventing attendance by absence of roads. Douglas County alleged that miserable school houses were a cause for non-attendance, and that the short term of three months was a reason for good teachers refusing to take schools. From Grant County the report complained of four things: 1., the want of money for school houses and apparatus; 2, the want of moral training, there being only one Sunday School in the county, although there were 400 children; 3, the want of a law to provide that each year's taxes must be applied to the current obligations; 4, the want of competent paid assistants for the examination and certification of prospective teachers. Three months school each year is not enough, thought the Josephine county superintendent, for the pupils forget, during the long vacations, most of what they had learned. Several county officers strongly advocated compulsory attendance, and Linn county seconded the desire of Grant county for more moral training. Wages were low, and accordingly, teachers were young, inexperienced and incompetent. Another superintendent mentioned the need of a state normal school to train teachers, and thought that the county superintendents should be paid a higher salary so that more time might be devoted to visiting schools. This would also involve the appointment of a deputy. The pioneers, quite justifiably it would seem, believed in spending school money on teachers rather than supervisors. Accordingly, the salaries of these part-time officials,

(3 cont'd) professional school north of San Francisco and west of the Rockies as late as 1876. Professor Simpson's connection with the University ceased prior to 1876, although he held the university chair simultaneously with his office of Superintendent.

the county superintendents, ranged from fifty dollars a year, in Tillamook county, to the princely stipend of five hundred dollars, in Douglas, Jackson, Lane, Linn, Marion, and Multnomah counties.

A genuine cry of distress arose from Tillamook county which offset the more favorable report from Multnomah. Tillamook reported,

"The present condition of the public schools in the county is very bad. The chief obstacle is the parents. They do not appear to take a proper interest in the education of the rising generation. The law allowing new districts to draw public money three years without having a school is injurious and should be repealed. It has a tendency to keep the districts too small, and too many of them. Nothing but free schools and compulsory education will meet the wants of the rising generation. But I doubt whether a compulsory education law can be passed at present. The people are hardly prepared for it yet."

The statistical data, to be further discussed in a later chapter, was decidedly unsatisfactor. There was friction all along the channel of communication from the overworked teacher, through the district clerk and the county office to the state superintendent. The necessity for the data was not fully understood, the persons who had the duty of compilation bore very lightly their responsibility for, in many instances, it was a labor of patriotism instead of a means of livelihood, and even the ability to gather and prepare the statistics was lacking, for the production of accurate statistics requires not only good-will but also long and painstaking practice. A county superintendent wrote, in 1876, "I have no time to fill out these questions," (4) and another in 1878, "the reports are so deficient that I cannot even give you an approximate report of more than I have given." (5)

The most important problems, then, which faced the superintendent of Public Instruction who succeeded Professor Simpson, as exhibited by the First Biennial report, may be summarized as follows: 1, the securing

(4) E. A. Milner, of Benton County. see p.28, Second Biennial report.

(5) H. P. Crooke, of Marion County. See p.57, Third Biennial report.



of more accurate statistics, for on these the Legislature must largely depend for guidance in its legislative activity, and the several administrative school officials must likewise look to them for direction; 2, the popularization of the idea of common public schools for the dual purpose of securing a larger revenue with which to provide better teachers, better school-houses, and better equipment, and of securing a more favorable attitude in general toward the school system; 3, the development of a teaching corps by means of teachers institutes and normal schools; 4, the metamorphosis of ungraded schools into graded schools, a duty which, while primarily belonging to the local districts, demanded statewide leadership. (5)

More remote objectives were later to be obtained by other Superintendents, such as State regulation of the textbooks, compulsory attendance, and the development of secondary education as a function of the common schools rather than of the collegiate institutions.

The outstanding things achieved by Professor Simpson in his short incumbency were; 1, the initiation of a system of reporting school statistics, and 2, the initiation of the adoption and introduction of a uniform series of textbooks. Both appear to have been equally unpopular and unnecessary. These items are to be further discussed in later chapters in relation to the expansion of both factors through the period from 1874 to 1924.

Professor Simpson was not a candidate to succeed himself in the election of 1874. The successful candidate was one of his co-laborers at the Willamette University Medical School, A. L. Rowland, A. M., M.D., F. R. S., Professor of the Science of Hygiene, and later (1876) Professor of Physiology, Hygiene, and Microscopy. In 1877, he became Dean of Medical Faculty in addition to his instructional capacity. When the school moved to Portland, a year later, he ceased his active connection therewith and became its Emeritus Professor of Physiology.

(6) J. C. Grubbs, of Polk county, a leader in education for many years, suggested that instead of permitting local decisions as to extent of the

Levi Lindsay Rowland brought to the Superintendency a wealth of educational experience. He was a native of Tennessee, born at Nashville, September 17, 1831. In 1844, he came to Oregon with his father. When the gold rush to California drew him to that region in 1849, he agreed with his father that in exchange for the privilege of going to California he would pay his parents a half of all that he made at gold-digging. The other half resulting from three years of toil he invested in Mexican cattle, the proceeds from which put him through Botetown College, Virginia. He travelled extensively and studied medicine before marrying Miss Emma J. Sanders, of Marvin, Alabama, on November 13, 1859. Of five children resulting from this marriage only one survived, Levia, who became the wife of Jay C. Smith, of Salem. (7)

On his return to Oregon, he became President of Christian College, located at Monmouth, Polk county. This school had been chartered in 1865 and organized in 1866 under the auspices of the Christian Brotherhood of Oregon. It is of interest to note that the institution which he helped to found at Monmouth later became the State Normal School. He also served Polk county as county superintendent of schools, in 1860 organizing and conducting the first Teachers' Institute held in Oregon. Mr. Rowland was man of comfortable means and broad interests. In 1883, he owned an 800 acre live-stock ranch at the Dalles. At one time, he served as vice-president of the State Agricultural Society. He organized the State Insurance Company and was its president. He received the Doctor of Medicine degree from Willamette University, and was for several years a member of its faculty of Medicine. (8)

(6 contd) school districts, the legislature provide that school districts should be some definite part of a township, say a fourth.

(7) Many of these biographical details have been taken from Eines' History of Oregon, p.1211. Others have been collected from scattered citations.

(8) Following his retirement from the State Superintendency, he went abroad, visiting Europe, Egypt, and the Orient. While on this trip, he attended, in 1879, the International Medical Association convention at Amsterdam, Holland, as representative of the Willamette University

By the time that Dr. Rowland surrendered his office at the completion of his quadrennium, September 1878, the common school system was firmly established. The statistical reports are still unsatisfactory in several respects, thirty-nine districts failed to make any report for the school year 1877-78, and there were numerous reasons for believing that many statistical errors occurred in the reports filed. Only fifty percent of the districts were using exclusively the books in the State uniform series. And only half the children of school age were attending any school, either public or private. But, on the whole a considerable progress was to be seen both in the quantity and quality of public education. Only six school years had ended since the establishment of the State Superintendency, but in that time the number of districts reporting had increased 34%, the number of pupils in attendance upon public schools had increased 29%, the number of teachers, 72%, and the total value of school property 50%. Although the number of private schools was decreasing, their attendance was increasing in about the same proportion as the public schools. Some progress was being made in the matter of Teachers' Institutes, and attempts were being made to grade the schools, notably in Portland and in Salem, but whatever was done in that direction was accomplished without the direct authority of the law.

The reports which were filed with the State Superintendent in 1878, indicate that that mythical being the "average" teacher was teaching alone in a school building, worth \$580, a group of twenty-one children, almost evenly divided as to sex, and was teaching for an annual period of 4.68 months. The teaching profession was almost equally divided between the two sexes, the preponderance being male. Men received

(6) school of Medicine. From 1891 to July, 1896, he again served the State of Oregon, this time in the capacity of Superintendent of the Insane Asylum. Mr. Rowland was an ordained minister of the Disciples of Christ, a member of the Masonic fraternity, and a republican in politics. He died at Salem, January 19, 1908.

an average monthly salary of \$45.25, and women received \$34.33. The highest average monthly salary reported for any one county was \$71.95, from Multnomah county, the seat of Portland, where the average school term was more than eight months, or twice as long as the average. It is somewhat superfluous to call attention to the fact that the average of such statistics as the foregoing fails to give an adequate picture of conditions, owing to the wide extremes of conditions. The school term varied, for example, as to county averages, between 8.1 months in Multnomah and 1.4 in Marion. Salaries for female teachers varied between \$55.42 in Multnomah and \$25.82 in Coos. The four schoolhouses in Tillamook were valued at a total of \$900, while the 77 in Linn were supposedly worth \$47,000, and the 37 in Multnomah were reported at \$104,000.

At this time, 1873, the \$239,735, received for the support of public schools was divided among five major sources in the following proportions: from district taxes, 26.4%, from county appropriations, 48.6%, from State appropriations, 12.9% from ratebills, that is to say, tuition paid by certain parents, 5.3% from miscellaneous sources, 4.9%. The later chapter dealing with the statistics of Oregon education will discuss this phase of the subject more thoroughly and more broadly.

The principal functions performed by the office of Superintendence at this period may be summarized under two heads: 1, the holding of teachers' institutes; 2, the gathering of educational statistics. Minor functions were: 3, the certification of teachers, as a part of the State Board of Examiners, and the distribution to county superintendents of the questions for the examination of teachers in the various counties.

Dr. Rowland reported, in his final report, (9) that he had, during the quadrennium, held four State Teachers' Institutes at Salem, and, besides attending and assisting at many county conventions, had held district institutes at the following places: Union, Canyon City, Jacksonville, Tillamook, Astoria, Corvallis, Forest Grove, Albany, Dalles, Pendleton,

Monmouth, St. Helens, Snowden's Mineral Spring, Prairie City, La Grande, Lafayette, Marshfield, and Eugene City. He reported that in "many places" city institutes had been held. These various institutes furnished, outside of the few denominational colleges, the only teacher-training agencies of the state.

#### The Statistical Reports.

The statistics of public schools gathered by the Office were presented to the Legislature carefully and neatly tabulated and arranged but without any percentages indicated to show what part of various wholes various details were, and without any comparison of other years' statistics with the current year presented. In short, the failure of the statistics to balance with themselves and the lack of the comparisons and percentages which an accountant would have deemed essential in a financial or statistical report indicate a professional, rather than a business man's preparation of the material. The statistics presented by Dr. Rowland were woefully inadequate, as he himself admitted, but it is difficult to guess why he did not return for correction the basic reports which were incomplete.

This condition of incomplete reports is, in itself, a good indication of the lack of inclination to enforce school law, perhaps wisely the enforcement was not pressed because the public school system was then on probation, but the basic legislation had provided very definite penalties for failure of the county superintendent to report to the state superintendent and for failure of the district clerk to report to the county officer. Perhaps, however, the penalty clauses had been overlooked, for Dr. Rowland reported:

(9) Third Biennial Report, 1878.

"Those officers must depend upon teachers for information concerning the number of children enrolled and the average attendance in the public schools. Teachers are required by statute to report to district clerks at the end of each term, and by the rule of the State Board of Education to the County Superintendent but there is no penalty for neglecting to do it, consequently, many of them fail to make a report....." (10)

(10) Act of 1872, section 25. "If any County superintendent shall fail or neglect to report to the state superintendent of public instruction, as provided for in this act, within ten days after the time specified, the state superintendent shall report the delinquency to the county Judge of the county for which such superintendent holds office; and the County Court, or a majority thereof, may declare vacant the office held by such County superintendent .....

"Section 42. "Districts shall not be entitled to their proportion of the School fund at the disposal of the county school superintendent unless they shall report to him by the first Monday, in March of each year....." When a district has forfeited its school money, no recourse whatever shall be had to obtain same.

"Section 54. "It shall be the duty of the District Clerk... to make in his record a yearly report for his district and send a copy thereof to the county school superintendent....

Section 55. "The clerk shall have for his services five per centum of the money collected by him of district taxes."

Section 56. "The clerk shall, if he fails to perform all the duties required of him by this act, forfeit the percentage allowed him, and suffer the enforcement of his bond."

Thus Dr. Rowland is technically correct in his remark that teachers are not by any penalty of law compelled to submit a report, but neither are they under penalty for failure to instruct, or to maintain discipline. It is clearly the duty of the district officials to compel their employees to make such reports as are necessary for the fulfillment of the law by the clerk of the school district.

The statistical report was made in twelve tables and contained the following items of information. Table A showed by counties the amounts and sources of school revenues and disbursements, for the first year of the biennium. Table B showed similar items for the second year. Table C showed by counties the number of organized districts, the number reporting, the school population, the attendance, both public and private, and the number of districts which were using exclusively the uniform series of text books, for the first year. Table D showed similar items for the second year. Tables E. and F, carrying each year in a separate table, showed by counties the number of months during which school was taught, the number of teachers employed, their average salary, and the number of public, and of private, schools. Tables G and H. Showed the number of school houses, and the value of them, and of their equipment. Tables I and J showed the number of applicants for teachers certificates and the number granted, in many counties the report indicated a larger number of certificates granted than had been applied for. Table K gave the names and salaries of the county superintendents for the quadrennium. Table L reported the amount of school fund interest disbursed to the various counties.

In addition to the statistical reports for the public schools, the early biennial reports of the State Office to the Legislature included a survey of the private opportunities for education. (11) For example, the First Biennial report contained the descriptions of six degree-granting institutions under the tutelage of the Catholic, Methodist Episcopal, Methodist Episcopal South, Baptist, and United Brethren denominations; six academies under the patronage of the Protestant Episcopal, Methodist Episcopal, and Roman Catholic churches; and two elementary schools under the patronage of the Episcopal church and an independent German society. The combined figures for the degree-granting institutions other than Willamette University indicated that up to and including 1874, these colleges had granted twenty-four bachelor of arts' degrees and twenty-nine bachelor of science degrees, Willamette University, in its thirty

years of existence, had graduated as Bachelors of Arts, thirty-six, as Bachelors of Science, eighty-six, as Doctor of Medicine, fifty-one,--a total of 173, of which sixty-two were women. (12)

#### The development of Teachers' Institutes

The State of Oregon in the 'seventies had three sources for obtaining trained teachers for its school system: 1, the graduates of its colleges; 2, immigrants who had received some training in the east; 3, teachers institutes. It is now, 1925, impossible to discover how many of the thousand teachers employed in 1877-78, let us say, were trained in any institution. In that school year, more teachers were granted certificates than were reported as being employed, and that fact leads to the assumption that there was no shortage of teachers. The first source of teachers mentioned above is relatively unimportant both on account of the small number of graduates, prior to 1880 less than 600 in all, and owing to the absence of any specific instruction in pedagogy. The second source, immigration, was not to be at all relied upon for trained teachers were scarce in the East. Professor Cubberley writes (13) "The first American normal school was opened at Lexington, Massachusetts, in 1839, but as late as 1860 there were but eleven such state schools in the entire United States, and these eleven were confined to eight Northern states. Teachers' Institutes, first definitely organized by Henry Bernard in Connecticut, in 1839, had been introduced into but fifteen other states by 1860, and these all in the northeastern quarter of the United States." The development of teachers' institutes as a source of supply of trained pedagogues is one of the most important matters entrusted to the care of the State Superintendent in Oregon.

(11) The latest inclusion of information concerning private schools is found in the Biennial report for 1915-16 made by J. A. Churchill.

(12) Washington Territorial University graduated its first bachelor, a woman, in 1876.

(13) "Public Education in the United States", p.262.



The holding of teachers' institutes is not discretionary with, but mandatory upon both county and state superintendents. Attendance upon them is likewise compulsory for teachers, unless the individual happens to fall within one of the three exempted classes, namely, those teaching in a district which excuses its teachers from this requirement, those who have had more than twenty-seven months' experience, and those who have been graduated by some accredited teacher-training institution. (13a)

The basic law of 1872 provided (section 5) that the superintendent of Public Instruction should hold a teachers' institute in each judicial district at least once a year, and (section 8) that he should hold annually an institute at the capitol. In conformity therewith, Mr. Simpson held, in 1873, a State Institute at Salem, and district institutes at Jacksonville, Baker City, Roseburg, and Eugene City. The Superintendent reported (14) that the Directors of the several districts were not fully harmonious, did not seem to grasp the functions of the institute, and, consequently regarded the attendance thereupon as a dereliction, rather than a performance, of duty by the teachers,--and thus attendance was discouraged by the deduction of wages for time lost by the teachers from their classrooms. This, of course, does not apply to all districts but Mr. Simpson thought that it was an important cause in making the attendance at institutes of unsatisfactory volume, and to meet this, suggested legislation making attendance compulsory and without deduction of pay. State political issues in the spring of 1874, when the Democratic party was succeeded by the Republican party in control of state politics, were so keen that they interfered with the holding of institutes in the spring, and by the time the political excitement was allayed, the schools had closed for the summer and the teachers were scattered.

During 1876, the establishment of teachers' institutes gained much headway. Dr. Rowland, State Superintendent, reported (15) having held, according to law,

- (13)a) 1923 Oregon School Laws, sections 4, 6, 75-79.
- (14) First Biennial Report, 1874.
- (15) Second Biennial Report, 1876.

an institute at the capital, and at Union, Canyon City, Jacksonville, Tillamook, Astoria and Corvallis. The viewpoint taken of these institutes in their early days is well-expressed by Dr. Rowland to the State Legislature, a body to which, to use a vulgar phrase of this present time, the entire school system still "must be sold", for the state system of education was still an experiment:

"The chief mode of man's improvement is to hold counsel with other minds. 'In the multitude of counsellors there is safety.' 'As iron shapeneth iron, so a man sharpeneth the countenance of his friend.' Such is the effect of frequent meetings of educators in council. Our law very wisely provides that the State Superintendent shall hold Teachers' Institutes in different places throughout the state. In many ways, profit accrues from these conventions. The State having no Normal School, the Teachers' Institute must, as far as practicable, supply its place. Teachers here exchange ideas, awaken new trains of thought, and often strike some of the hidden veins of mental science, revealing more simple modes of mental culture. They also afford frequent review to the whole scope of instruction, bringing together and utilizing the best experience and the ripest judgment."

These institutes were a great intellectual treat to the people among whom they were held, their attendance by no means being restricted to the pedagogical profession, but including "ministers, lawyers, doctors, and army officers." They served not only to bring before the public the needs of the school system but also stimulated the mental life of the people, for the discussions were thrown open to, and largely participated in, by the general public. The topics opened to general discussion, so far as can be learned from the sample programs which have been preserved, were broad and mentally stimulative. For example, at the State Institute, held at Salem, September 1876, general discussion was had on the topics, "Should moral instruction be a stated exercise, or be only incidentally introduced?" "Should physical culture be made one of the regular branches of instruction in our schools?"

In 1876, as before in 1874, politics interfered with the institutes, two being deferred on account of the campaign. The new state had so many vital political problems to be settled that the education of the youth was forced to take a second place while political issues were being debated. One does not

marvel at this, however, when some of the lecture topics are noted, such as, "The prodigies of the atmosphere" delivered by the Secretary of State; "Cosmic Education" by the Principal of the Deaf and Dumb School; and "The Noua" by the clerical President of one of the private colleges. But, on the whole, the topics announced were of great pedagogical interest to the persons for whom the institutes were intended, and many of the lectures were highly valuable to the general public as well as the teachers.

The first mention of any musical numbers in the programs of musical interest in the field of education came in the State Teachers' Institute held at Salem in 1876. A Committee on Music, of which the instructor in Instrumental Music of Willamette University was a member, provided not only choral singing by the entire institute but also vocal and instrumental music. Since the appreciation of music marks the attainment of a high degree of culture, this element in the Teachers' Institute of Salem speaks very well for the State and the teaching profession there present, as well as for the ability of the Committee which arranged the programs.

By 1878, the teaching profession of Oregon had available to it not only the State institutes but also county and city institutes which do not fall strictly within the scope of this study but which contributed largely to the improvement of the Oregon school system.

#### The qualifications of teachers.

Why should a State specify certain requirements and qualifications for teachers and neglect to specify requirements for judges and legislators? Shall we say that it is because the teachers work as individuals while the legislators work en masse and, as a consequence, only the teacher is chargeable with his errors? Or because the professional pride of teachers leads them to urge upon the Legislature the adoption of higher standards

for the purpose of narrowing competition? Or because teaching having evolved from a process of the religious ministry, which has ever held strict requirements for its candidates, has inherited from its ancestry the notion of a novitiate of preparation for the important duties which will devolve upon the professor? Perhaps no one answer will suffice, and possibly, like other philosophical questions, the answer will elude the seeker in an ever-widening circle of knowledge of the principles and traditions of educational theory. The present effort must be to trace the history of the Oregonian qualifications rather than the theory lying behind the specification of requirements. The first school law in the Territory of Oregon made certain stipulations as to qualifications of teachers which served as the basis for subsequent legislation. The district court of each county was, by that law of September 5, 1849, authorized and instructed to appoint three competent men to act for that county for a term of three years as School Examiners.

"It shall be the duty," read section II, "of said Board of Examiners to examine all persons who wish to become teachers in their counties; and no person shall be entitled to receive pay for any services rendered a teacher, out of the Common School Fund who shall not first have obtained a certification of qualifications to teach reading, writing, arithmetic, English Grammar, and geography, and also of good moral character, from said Board of Examiners or one of them; and furthermore, said Examiners shall certify what other branches the person receiving the certificate is qualified to teach." In another section it was stipulated that the securing of a certificate was a duty of the school teacher.

While this law of 1849 provided for a triennially elected Superintendent of Common Schools with territory-wide jurisdiction, it made no provision for territorial examinations, nor for a territorial Board of Education.

The next step in certification was taken during the Civil War, October 17, 1862, after territorial government had given way to statehood. The war-time atmosphere was present in the specification that the teacher must "possess a good moral character and be loyal to the United States Government." The expanding scope of education in the new state was evidenced by the new subjects in the list, "orthography, reading, writing, arithmetic, English grammar, geography, modern history, mental algebra."

The law of 1872 provided that (section 48) if any Board of school directors should draw a warrant on the school fund for the wages of a teacher who had not been duly certified, the district in whose behalf they were acting should lose its proportion of the school fund for that current year.

Temporary certificates were obtainable from the County superintendents and permanent certificates from the State Board of Examiners, which consisted of the State Board of Education (16) supplemented by "not less than four professional teachers."

The temporary certificates were of two classes, division being made on the basis of the quality of the examination written. First class certificates were good for two years, not for the term of office of the grantor as stated in the law of 1849; second class certificates were good for six months. The legislation did not provide any means of standardizing the examinations as among the several counties, but this

(18) A typical composition of an early Board of Examiners was (1880): The State Board of Education consisting of the Governor, W. W. Thayer, the Secretary of State, A. P. Earhart, and the Superintendent, L. J. Powell; and professional teachers as follows: T. M. Gatch, Ph.D.; Professor of English literature at the University, B. B. McKelroy, Superintendent of Benton County, J. D. Robb, A. M., Superintendent of Washington County, J. T. Gregg, Superintendent of Marion County, John C. Arnold, Superintendent of Umatilla County, T. H. Craxford, A.M., Superintendent of Portland city schools, I. W. Pratt, Principal of Harrison Street school, Portland, and T. C. Bell, A.M., Principal of Oregon City public schools.

feature was provided in the first set of regulations issued by the State Board of Education, February 9, 1874. Under this regulation the State Superintendent issued to the several county superintendents a uniform list of questions prepared by the State Board of Examiners. Since the answers were graded by as many groups of examiners as there were counties, there was opportunity for a wide range of answers being accepted as satisfactory. But this feature was probably not unduly distressed for practically everyone passed. The biennial reports to the legislature show that in 1874-75, 142 certificates were issued to 143 applicants; in 1875-76, 831 certificates were granted to 887 applicants; according to the statistical table presented, in 1876-77, 697 certificates were given 475 applicants (17); in 1877-78, 1,068 certificates were issued to 1,074 applicants, and 999 teachers were reported as having been employed. As the authority of the State Superintendent and his office increased, the county officials gradually lost the power of certification except as an emergency measure. In the following discussion of the authority of the State Board to grant certificates, the decline of the County officials will be seen pari passu with the rise of the State power. The fee charged for this diploma was six dollars. (18)

The first grade State certificate was good for a period of two years. To secure this certificate, the applicant was required to present credentials of good moral character, must have taught successfully at least six months, and must have passed with a grade of ninety per cent, examinations in all the subjects required for a Life diploma, except in general history, geometry, composition, English literature, and natural philosophy, from which they were exempted.

(17) for the centennial year report, Dr. Rowland supplemented the meagre funds at his disposal by money from his own pocket to hire clerical assistance in getting an accurate statistical report, but the following year (1876-77) he issued the figures just as received from the County superintendents without effort at correcting discrepancies. In the detail of this year, Multnomah county reported neither applications nor grantings; Douglas, Multnomah, Wasco, and Yamhill each reported more

The second grade State certificate was valid for six months. It differed from the first grade as to requirements only in the matter of the percentage of correct answers required having been reduced to seventy-five percent.

The Board of Examiners was authorized by law to grant, at their discretion, without examination, diplomas and certificates to those who held papers of like grade and kind from other states.

The main reliance for certification was evidently placed in the county rather than the State during the early period of development for after seven years of operation, namely, in September, 1880, the State superintendent reported that only 25 had received the life diploma, 12 the State diploma, and 17 the first grade State certificate, whereas the county superintendents in the same length of time had issued nearly 5,000.

#### The Selection of text-books.

When Superintendent Simpson took office, January 29, 1873, he found not only different text-books being used in the several schools throughout the State for the teaching of the same subjects, but teachers actually conducting classes in arithmetic, for example, where pupils were following different texts. As one observer put it, there were as many classes as there were books. The legislature had taken cognizance of this weakness and had provided a method of standardizing text books. In these present times when the American public is accustomed to inquisitorial taxes, to sumptuary legislation, and even to specification of the number of hours during which citizens are permitted to labor, the method of selecting textbooks in vogue

(17contd) certificates than applicants.

(18) The amounts of these fees are mentioned because they have since been greatly reduced, although all salaries and educational costs have greatly increased; in 1923 the fees were: Life \$3.00; Five year diploma \$2.00; Primary five-year certificate \$2.00; One year State certificate \$2.00; Special certificate \$3.00; Temporary county certificate, \$2.50.

in Oregon fifty years ago seems strangely free and democratic. The Superintendent was not authorized to gather around him a bureau or commission which might select texts and impose its selections upon the schools of the State. This procedure would seem obvious today. Instead, the State Board of Education, three democratically elected officials, was instructed to prepare a list of the studies required to be taught in public schools, and the State Superintendent was instructed to send a copy of this list to each of the twenty-two county superintendents. Each county superintendent was instructed to write opposite the subject, the name of the text he preferred; these ballots were then laid before the State board of education, and, without any discretion being allowed them except in case of a tie, the books receiving the highest number of votes in each subject were to be declared the State adoption. Every four years thereafter, the Superintendent was instructed to issue similar circulars, and no text was to be changed until some competing book received an actual majority of votes in its favor. The penalty for neglect to follow the schedule of authorized texts was the loss by the school district of its share of the school fund.

In this manner, the following texts were adopted, during the summer of 1873, as Superintendent Simpson reported (19) "adopted and introduced into all the public schools without the necessity of inflicting upon a single district the penalty prescribed by law"

Orthography--Pacific Coast Speller.  
 Reading--First, Second, Third, Fourth, and Fifth Readers  
 of the Pacific Coast Series, and Hopkins' manual of  
 American Ideas, in lieu of the Sixth Reader (optional)  
 Arithmetic--Thompson's new Graded Series, (including New Mental  
 for primary classes, New Rudiments and New Practical);  
 and Brooks' Normal Mental (for advanced classes.)  
 Geography--Montieth's Introduction to Manual and Physical,  
 and Intermediate, (both Pacific coast edition)  
 Grammar--Clark's Beginners and Normal.  
 United States History--Barnes' Brief History.  
 General History(for beginners)--"Peter Parley's" Universal.



Pennmanship--Spencerian system and copies.

For Advanced Grades.

Higher Arithmetic--Robinson's Progressive Higher.

Geometry--Brooks'

Algebra--Brooks'

General History (advanced)--Anderson's

Composition--Hart's

Physiology--Steele's "14 weeks"

Chemistry--Steel's "14 weeks".

Botany--Wood's Botanist and Florist.

Bookkeeping--Bryant and Stratton's (High School Edition).

Even a reform of so obvious value as this was not accomplished without considerable murmuring and dissatisfaction on the part of parents who were forced to buy new texts for their children, some teachers who did not like the new texts, and some who declaimed against the "School book monopoly." (20) Perhaps Mr. Simpson felt that there was considerable uncertainty as to the maintenance of the system of uniform texts owing to attacks made upon various phases of the question, for he occupied ten pages of his first Biennial Report with an argument in favor of it. In fact, one wonders if Mr. Simpson were not unduly optimistic in his statement that the texts were universally adopted, for on page 58 of the identical report wherein he announced (p.33) the universal adoption, he reported under the heading "Number of districts in which books of the Uniform State series are in exclusive use" 453, and in this report appeared statistics from 680 school districts. The report of his successor, Dr. Rowland, made in 1876, reported under this same question (p.102) 471 districts making exclusive use of these books, when 769 districts reported; and 1878, Dr. Rowland's report showed only 466, out of a possible 866. (21) The wording of the question was unfortunate for it did not make the issue clear. What the public and the legislature desired to find out was, "How many districts are using the uniform texts in the specified subjects?" Probably many schools were teaching subjects other than those for which texts were specified, and hence would be forced to reply "no" when asked, "Do you use exclusively the authorized texts?"

(19) First Biennial report, p.33.

Mr. Simpson thus explained the small number of districts using the Uniform Series. "The Figures in the table represent the number of districts in the state that actually reported the uniform series in exclusive use. Of the remaining districts a large majority had had no school up to the time of making their reports since the adoption of the book; and others had had no school at all during the year. In some of the remote counties, like Coos, Josephine, Umatilla, etc., the failure to adopt and use the uniform series was owing to the fact that the books could not be procured. At the beginning of the present school year there were probably not twenty districts in the State that had an opportunity to adopt and use the uniform series and had not done so." This kind-hearted explanation does honor to Mr. Simpson's good feelings toward his co-adjutors in public education, but, in view of the facts above-cited from later reports, appears somewhat lacking in authority.

Once established, the opposition to the uniform series appears to have died out rapidly and never to have recurred. Hon. L. J. Powell, Superintendent of Public Instruction from 1878 to 1882, (22) reported in his first report, 1880, that "with scarcely an exception the authorized text books are exclusively used in the public schools of the State. So far as I have been able to learn they are giving general satisfaction." The question of uniform text books was evidently, by 1880, a closed question. (23) The wisdom of the selections is evidenced by the fact that no changes in selections were made until 1879, and then only in the matter of the readers and spellers.

For twenty years the method above-sketches continued to be the vogue for the selection of textbooks in Oregon. The very objection first raised against the plan of uniform texts continued to operate to render the County

(22) L. J. Powell, of Linn county, was Professor of Mathematics at Willamette University, 1874-75. He was elected State Superintendent by 15,951 votes to 15,918 received by T. J. Stites, his only important competitor.

Superintendents conservative about making changes, that is to say, the element of cost. Oregon, up to 1924, had not put into practice generally the custom of furnishing free textbooks which obtained in many other states (24) 'hence, the parents brought almost continuous pressure to bear against making any changes.

Since the selection of textbooks was not a matter which had been made a duty of the State office, this study will not attempt any detailed description of the various changes made from time to time. In a subsequent chapter will be found a description of the various changes made from time to time. In a subsequent chapter will be found a description of the very radical change made by the legislature of 1899 in the method of selecting textbooks.

#### Graded courses of study for the common schools.

The advantages of arranging the curriculum of the common schools into a progressive succession of steps, or grades, was evidently obvious even to the pioneers of 1874 for the first set of "Rules and Regulations for the Government of the Common Schools" issued by the State Board of Education, effective March 1, 1874, contained an outline of a graded course of study. The disadvantages for a teacher in a small school, and such was the usual situation, who had to teach pupils who had had from none to eight years of school work were likewise sufficiently obvious, nevertheless, Oregon had a graded school system, on paper at least, from the incipency of a State Board of Education.

The first outline of a graded course of study was quite a simple affair. Less than two duodecimo pages were required from the Superintendent's report to print in full the entire outline for the seven grades. The work of the first grade was described as follows:

(23) However, in 1918, the question of uniformity was raised by the Textbook Commission, consisting of Wm. L. Brewster, John P. O'Hara, T. M. Baldwin, E. E. Bragg, and Margaret J. Cosper. This commission suggested the desirability of making the Board a permanent body by

"Alphabet, Primer or Charts--Read and spell the words; count and read number to 100. Elementary sounds begun."

The work of the second grade was more elaborated:

"First Reader --Spell all the words; six grammatical pauses. Elementary sounds completed. Thomson's Mental Arithmetic to Fractions. Easy examples in Addition and Subtraction (sic) Numberate and notate to millions; learn and form script letters. Slate writing and drawing.

This interesting outline appeared in the reports for 1874, 1876 and 1878, but did not appear thereafter. (25) One does not marvel at this omission for the problem of securing adequate finances, of promoting teacher training, and of providing for the inspection and certification of teachers' ability to teach certainly furnished work enough for the State Superintendent, unaided as he was by any clerical assistance, or any deputies. The yearly cost per head of the average daily attendance in 1880 was only \$11.15 (26), the average length of the yearly school term was only 4.48 months, and these schools were taught by 635 men whose average salary was \$44.19 per month, and 679 women whose average salary was \$33.38. Out of the 1,314 teachers of this year, 156 were teaching in graded schools; but, while these 156 teachers represented only eleven percent of the public school teachers, they taught twenty percent of the pupils of the State.

For the next twenty years, each school district was free to grade or not to grade as it saw fit, the districts of larger population found it desirable to grade, while the districts of small population, as a rule, remained ungraded. Ten years later, 1890, Superintendent McElroy

(23 contd) providing that one member should be replaced each year, thus providing that some experienced members would always be on the Board; further, this Commission questioned the desirability of the principle of uniformity, both of the Course of Study and of the textbooks.

(24) Philadelphia provided free texts for all as early as 1818, but the first State to make free books obligatory was Massachusetts (1884) which had likewise been first to permit school districts the option in the matter (1873). Cubberley, Public Education. p.152

(25) The full outline may be found in First Biennial Report. p.99-100.

recommended that county superintendents be authorized to prepare and establish graded courses of study. In his Biennial Report for 1892, he changed this recommendation of authorship from county superintendents to the State Superintendent. The idea was not original with him but had been suggested by county superintendents. Not until 1899 was a genuine State-wide curriculum prepared by the Superintendency and its adoption made legally compulsory.

(26) Fourth Biennial Report, 1880, p.4. In Washington Territory it was even lower; there it had risen only to \$9,48 by 1887. See Ninth Report, 1889.

## Chapter IV.

## Superintendent McElroy (1882-1895) and the Development of Teachers' Institutes.

By this time, Oregon was beginning to be pretty thoroughly settled. In the decade ending 1880, the population had increased 92% and the stood at 175,000. In 1873, a north and south railroad through the Willamette valley had been completed south from Portland, then a city of about 9,000, by a company headed by Ben Holladay, a familiar figure in the history of western transportation.(1) In this company, Henry Villard became interested and coming to Portland in July, 1874, saw there an "unusual number of large and solid business buildings and of handsome private residences."(2) This German capitalist, recognizing the value of the country, set about to secure its development and was largely responsible for the introduction of both capital and immigration. He conceived the idea of completing the railroad which had been started westward from Saint Paul, and Oregon was a means of bringing about the completion of the Northern Pacific Railway by this financier, a project which, when the final gold spike had been driven near Helena, Montana, in 1883, gave the Pacific Northwest a direct connection with the heart of the United States. The decades which saw the railroad building both east and south of Portland saw also a rapid development in public education. With commerce ever comes culture.

In 1882, there came to the office of State Superintendent a man thoroughly qualified to hold that important position, who did very much to promote the improvement of teaching in Oregon by means of teacher-training and inspiration in teachers' institutes. That man was Ebenezer Burton McElroy.

Professor McElroy was born in Washington county, Pennsylvania, September 17, 1842. He studied at the State Normal School of Pennsylvania and taught

(1) For some description of Ben Holladay and his work see Appleton's Cyclopaedia of American Biography. Carey "Oregon" 691-696.

(2) Quoted by Carey, 696, from the Memoirs of Henry Villard, II, 274.

public schools in that State. In 1861, he enlisted as a private in Company B, First Virginia Volunteers, and when his term of enlistment ceased in that organization, he joined the 100th Pennsylvania volunteers, with whom he served until the close of the war. After two more years in college, he taught school in Pennsylvania and West Virginia. In 1869, he married Miss Agnes McFadden. They came to Oregon in 1873, and Mr. McElroy began teaching, two years later being elected an instructor in the Preparatory department of Corvallis State Agricultural College. From July 6, 1878, he held the office of county school superintendent for a quadrennium. Of his work in this field, a contemporary said:

"As a county school official he helped to introduce teachers' institutes in the State, holding his first session in the lower hall of Corvallis College; and as State Superintendent he developed institute work from the State Association to district, county, and local institutes.....He gave special attention to young teachers, often quitting his busy office to help, aid, and assist in their work, and give greater character to the profession. He assembled teachers, school officers, and patrons, and strongly cemented the ties that bind communities into miniature universitites of usefulness. And the people grew interested, they visited their schools, put aside the ancient methods of subscription and paid their teachers according to agreement; they encouraged the teacher, held great educational gatherings, voted taxes, built commodious school houses... His theory was that the Oregon public school system should be the best in the Union since it was organized later than the others, incorporating into itself all the good and eliminating all the weak points of the school systems in other states... In recognition of his scholarship.....Christian College conferred upon him the degree of Master of Arts; and Willamette University the degree of Doctor of Philosophy." (3)

When the National Education Association held its annual meeting at San Francisco, July 17-20, 1888, interest in Oregon was greatly stimulated regarding educational problems. In 1889, Mr. McElroy headed a delegation to Nashville for a similar meeting, and again in 1890 to Saint Paul, there exhibiting crayon work and drawings produced in the Portland schools.

In addition to the long trip to Nashville, Mr. McElroy travelled, so he reported, 4,900 miles to hold the State Association meeting and the several Judicial District teachers' meetings as required by law, during the year 1889.

In 1891, when the State had a total number of teachers amounting to 2,641, 1661 of these attended the twenty-eight county institutes, an attendance of 63%. Eleven years earlier, Superintendent Fowell had reported an attendance of 57%, so that while teachers' institutes were reaching, in 1891, a larger number of teachers, in spite of the hard work of the State and county superintendents, the percentage of attendance did not show a remarkable increase.

Although there were normal schools in operation during this period, the principal reliance for teacher-training was upon the various institutes, and to these Superintendent McElroy gave an unremitting and self-sacrificing attention. The institutes served a double purpose,--that of training teachers in the newer methods and that of stimulating the public zeal for the support of education. The handicaps of distance and poor transportation facilities were great. School boards were sometimes inclined to discourage teachers from leaving their work and deduct from their already small salaries on account of the absences entailed by attendance at institutes. But the pioneer schoolmen, utilizing the institutes, steadily improved the teaching standards of Oregon.

#### More rigid standards for teachers.

In his report of January 1, 1887, Superintendent McElroy strongly condemned the current practice of giving private examinations to teachers by county superintendents. Mr. McElroy called this "our alleged system of examination" and for its correction recommended five ways of improving

(3) This eulogy was a part of his obituary pronounced by Professor J. B. Horner, of the State Agricultural College, on Decoration Day, 1901, at Corvallis. See Oregon Teachers Monthly, June 1901, and Oregon State Journal, May 11, 1901. Mr. McElroy served as State Superintendent from



the situation. First, he advocated the abolition of the private examination; second, that three grades of certificates be adopted, the first grade good for two years, the second good for one year, and the third good for six months; third, that public examinations be held quarterly as was the current custom; fourth, that contingencies ad interim be provided for by the granting of temporary permits; fifth, that no certificates or permits be renewed.

This recommendation was adopted by a law approved February 21, 1887, except that first grade certificates could be renewed once only without examination, the second grade certificate once only with examination, and the third grade and permits to be non-renewable. The increase of requirement was too sudden, however, and considerable opposition developed which resulted in amendments to save the principle of certification. Each of the next two sessions of the legislature altered the law of 1887 somewhat by their acts of February 25, 1889, and February 21, 1891. As finally amended, the new provisions for certification provided three grades of certificates and a temporary permit. The first grade certificate valid for three years, was issued to those eighteen years of age or over who had taught twelve months, who had made a general average of ninety per centum, and who had not fallen below seventy per centum in any one branch. The second grade certificates valid for two years, went to those who are seventeen years of age or over who had taught three months, who had made a general average of not less than eighty per centum, and who had not fallen below sixty per centum in any one branch.

(3) September 12, 1882, to January 14, 1885. He then served the University of Oregon as Professor of English Literature to 1887 and from 1897 to October 1900, as Professor of Logic, when he was succeeded by Dr. Henry Davidson Sheldon. The report of the President of the Board of Regents to the Governor, 1899-1900, admitted that in exchange for a salary of two thousand dollars per annum, Dr. McElroy conducted twenty-two recitations a week and spent ten hours additional in examination of the students' written work. Dr. McElroy died at his home in Eugene, May 4, 1901, and was buried at Corvallis in the Odd Fellows' cemetery. Mr. McElroy was a Free Mason, Odd Fellow, Elk, a comrade of the G.A.R., and a member of several other orders.

The third grade certificate valid only one year, was issued to those, without regard to age, who had made a general average of not less than seventy percent and who had not fallen below forty percent in any one branch. The temporary permit was to be granted only in case of necessity, and valid only until the next regular quarterly public examination, and then not to persons who had failed at the last regular examination. No certificate of any kind was renewable.

After three years' successful teaching, the holder of a first grade certificate was entitled to receive, without further examination, if recommended by his County superintendent and County board of examiners, the first grade State certificate. After teaching four years on the first grade State certificate, the holder might secure the State diploma, after passing an examination in bookkeeping, composition, and physical geography. This State diploma was good for six years. Upon its lapse, the holder might obtain a life diploma, after a minimum of six years of teaching in the public schools of Oregon, provided that he successfully passed an examination in algebra, English literature, Oregon school law, and general history.(4) In commenting upon this new law, Superintendent McFlroy pointed out that teachers could teach six years without writing for the state certificates and that this was the average duration of teaching life; further, that one fourth of all teachers were beginners each year.(5) The law of February 25, 1889, added to the list of subjects in which teachers should be examined Theory of teaching, Physiology, and Hygiene.

In order to encourage more thorough preparation for teaching, the legislature, by a law approved February 20, 1891, enacted that all persons who had been graduated from an Oregon educational institution and had passed such examination as had been approved by the State board of education, should receive a State diploma; and after six years of successful

(4) Note that no provision was made for the private school teacher who wished to go into public teaching, except to let him start at the bottom.

teaching, should receive the life diploma. Thereupon the State Board authorized the County examiners to test applicants under this law on the set of questions furnished for applicants desiring the State diploma in the following subjects: bookkeeping, composition, physical geography, algebra, English literature, Oregon school law, general history, theory and practice of teaching. This regulation applied to former graduates. Regulations concerning undergraduates were specified to the heads of the several institutions.

The files of the State Board of Education regarding the recognition of certificates issued in other States showed that, up to 1894, the State Board had recognized only 500 foreign certificates. (5a) California ranked highest as a source of teacher supply, having 101; her nearest competitor was Pennsylvania, with thirty-four certificates; then New York with thirty-three, and Michigan with twenty-nine. The recognition of foreign certificates (by the State Board, these figures do not include recognitions by county superintendents) never ran higher than ten a year until 1884. After that time it rapidly mounted until in 1896 seventy-six certificates were recognized. It was the practice to recognize these foreign papers only after a probationary period of teaching in Oregon. But even with this precaution, a feeling of hostility against "Easterners" led to objections and closer examination of teachers who came bearing foreign certificates. Some palliation of this inhospitable attitude may be found in the fact that work of all kinds was scarce during the 'ninties, but, on the whole, it must be admitted that Oregon has never welcomed teachers trained in other states.

#### Establishment of State Normal Schools.

An epochal event in the improvement of teaching took place when the

- (5) Biennial report of the Superintendent of Public Instruction, 1890, p. 219.  
 (5a) Unpublished material in Archives.

normal schools were established. An Act approved October 26, 1882, declared that the private schools then operating under the names of "Oregon Normal School" at Wonsouth, and "Ashland College and Normal School" at Ashland, should be recognized as the State normal schools, although continuing to operate under their present boards, and receiving no state financial aid. The regulations for discipline were to be prescribed by the Faculty of each institution, subject to the approval of the State Board of Education. The curriculum was to be prescribed by the State Board and the presidents of the said normal schools jointly. (6) Graduates of the prescribed curriculum, after passing such examination as was specified by the State board, were entitled to receive the State diploma; and after six years of successful teaching, a life diploma. One years' residence was required, and no diploma could be issued to a man under 21 or a woman under 18.

A law approved February 6, 1885, similarly declared the Oregon Normal School at Drain to be a State normal school. And twenty days later, the Eastern Normal School at Weston, Wasilla County, was included. In 1889, the Wasco County Academy, a private school at the Dalles, was added, making five in all. No financial support was provided by the State for any of these schools under the laws above mentioned, and consequently, the normal schools struggled along until the State took them over completely, one by one; Wonsouth, February 21, 1891; Weston, February 20, 1893, Ashland, February 20, 1899; and Drain, February 20, 1899, but abolished in 1909, and the property conveyed to the public school district.

(6) While the ambiguous wording of the original law might be taken to mean all normal school presidents meeting jointly with the State Board, the amendment of February 26, 1885, provided that each president jointly with the State Board would determine the curriculum for his own institution.

Compulsory Attendance upon schools.

The sending of one's children to the district school had been looked upon as a privilege. On February 25, 1889, it became a legally-imposed duty. More than a decade previously, superintendent Rowland had written: (7)

The voluntary principle is, as yet, our strength. An act compelled is never a success, or, at most, but seldom, unless the compulsion is a moral force such as the parent uses..... the loss of respect to a family or a person for neglect of school duty, is of more power than a sheriff's authority; and it is a far more pleasant mode of its execution. Let us exalt and perfect the system, and the seats will be filled; since in the cities, where the most is done for the public schools, is found the largest percentage of attendance.

This attitude of mind has not utterly disappeared from the America which once so loved individual freedom of action. While the words of Dr. Rowland above quoted fall strangely upon twentieth century ears, here and there are <sup>to</sup> be found even yet voices protesting against the extremes of governmental paternalism to which the preaching of socialism has led the American people. For example, Dr. William McDougall, as late as 1924, wrote in the same vein: (8)

"I would make the State system of education free to all but compulsory on none, trusting that the desire for the privileges of full citizenship would be sufficient incentive to all, or almost all, who are fitted by natural endowment to profit from the educational opportunities offered freely by the State." (For he would exclude from citizenship all illiterates.)

The Compulsory School Attendance Act was revolutionary, in the sense that it changed the principle of school attendance from the motivation of a voluntary seizure of opportunity to the motivation of a compulsory obedience to the superior authority of the State. One may grant the full right of the State to compel attendance upon schools, one may even admit the desirability of having no illiterates in our midst, and yet question the wisdom of such a compulsion for the purpose of securing so highly desirable an end as the abolition of illiteracy.

(7) In his Biennial Report for 1876.

The spirit of the people of Oregon struggled against such legislative usurpation of parental prerogative. So much, in fact did they protest that Superintendent McElroy, who himself had advocated the measure, (9) admitted that it had largely failed of enforcement, and said, "the very name 'compulsory' seems to be offensive to many people of the state."

Increase of routine office duties.

Although the office of the State Superintendent had become, with the development of confidence in that institution, a kind of "court of last resort" for people seeking advice and information, and this had entailed an enormous amount of desk work, the legislature had made no provision for clerical help of any kind. Not even a secretary was provided. To the Superintendent's desk came the problems of parents, of school-district clerks, of school-district boards, and of teachers. Appeals from decisions of the county superintendents were not unknown and it had been specifically provided by law that the Superintendent should be an Appellate Court for teachers who thought they had been unfairly dealt with in county examinations. As the burden of the clerical and judicial work increased, Superintendent McElroy was forced to announce, in his preface to a codification of the school law, published in 1891, that, school complications having become so numerous, he was forced to refuse to pass upon questions not previously considered by the county superintendents. While the result of this announcement was not immediately apparent, the correspondence of his successor was laden with many trivialities which could have been settled locally, in time the Superintendency was freed from the lesser details of local school problems. Experience brought solutions to many problems, and legislation settled with a mass of school law many more.

(8) Ethics and Modern World Problems, page 201. Putnam's, 1924.

(9) For the details of the measure see infra, page

In the year 1887, the Superintendent's salary was increased by three hundred dollars, making the annual stipend \$1,800. The female teacher who taught an average term of school, five months a year, received approximately one-tenth of this sum as her compensation for a school year's work; hence, by comparison, the Superintendent was not ill-paid.

Summary of the Superintendency 1882-1895

When Professor McElroy took up his task in 1882 he evidently regarded the improvement of the teaching staff as the principal desideratum. His whole effort was certainly given to attain that end. He made the teachers' institutes a means of educating not only the teaching staff but the entire adult community, a work which the coming of the railroads facilitated by making it possible for competent speakers to get about the State more easily. The establishment of normal schools during this period made possible the setting of high standards for teachers and assisted greatly in improving pedagogy. The period developed an increased centralization of educational control in the State Office. (10)

(10) During the time of Professor McElroy's administration in Oregon, public education had its most rapid development in that other portion of the Old Oregon Country now known as the State of Washington. A fairly good school system was enjoyed by the territorial population but when Statehood was granted, November 11, 1889, the people felt the need of a more thorough system of public education. They provided that the State should raise, either by the interest on school lands or state-wide taxation, or both, as proved necessary, a fund amounting to six dollars per annum for each child. With twelve years, the state contribution to common school education was increased to ten dollars per child, or thirty per centum of the entire amount spent. Standardization of the public schools, certification of teachers, and other administrative matters in Washington followed very much the same lines as in Oregon. Although Washington was later than Oregon in being settled, the educational system of the northern state rapidly caught up with the older sister, and educational opportunities in the two states were about equal by 1895.

## Chapter V.

## The Administration of George M. Irwin, 1895-1899

In the Spring of 1894, political activities in the State were directed toward a triangular battle among populists, democrats, and republicans. Governor Penoyer, whose democratic administration had controlled the State since 1888, had turned populist, thus dividing his party and giving the republicans a chance at the gubernatorial chair. Although democrats had filled the chief office for a major portion of the time, republicans had held uninterruptedly since the inauguration of Dr. L. L. Rowland the office of the Superintendent, an unbroken regime of twenty years, and, moreover, were destined to hold that office for at least another thirty years.

At the republican convention of 1894, the nominations as far down the ticket as Superintendent of Public Instruction went to men in western Oregon, hence it was deemed advisable to nominate for the Superintendent a man from eastern Oregon,-- this being good tactics for the additional reason that people were accustomed to give this office to a republican, and hence the contest would be easier for this relatively unimportant office, unimportant, at least, in the eyes of politicians because it controlled no appointments. Accordingly, on Wednesday, April 11, 1894, an exceedingly "dark horse" was trotted out for this office, the Reverend George M. Irwin, of La Grande.

Mr. Irwin was born November 11, 1833, at Dayton, Ohio. In his youth he attended Ohio Wesleyan University, at Delaware, Ohio. After he had passed middle age, he went to Walla Walla, Washington, and, later, to the eastern Oregon towns of Union and La Grande. After serving in these towns as Methodist Episcopal pastor, he became a Presiding Elder. In 1876, he assisted in founding the Blue Mountains



University and served as its president for several years. He left church work to become superintendent of the Chemare Indian Training School, near Salem, having been thus rewarded for political work in the Blaine campaign. This position gave him opportunity to strengthen his reputation as an educator, and it was at this stage in his career that he received the nomination and election to the Superintendency.

State-wide school conditions.

Superintendent Irwin found, on the inception of his duties, January, 1895, a school system involving approximately 58,000 children in daily attendance. These children were taught by 3,230 teachers, about one-third of whom were men. Their 1,853 schoolhouses were almost wholly frame buildings, only seventeen brick and 193 log-houses were reported. These schoolhouses and their equipment were by no means expensive, the average value of the schoolhouses, with the grounds they occupied, was only \$1,326, including all city schools as well as the one-room buildings in rural districts. Yam Hill county school, largely rural, averaged only five hundred dollars. The total equipment owned by the school system for instructional purposes, other than buildings and grounds, amounted to less than six dollars a pupil. As a matter of comparison, it may be noted that the value of equipment per pupil in 1924 amounted to approximately twenty-seven dollars. If, however, the teacher's salary be taken as a criterion of the purchasing power of money, the difference becomes more apparent than real. The average salary of a female teacher in 1895 was \$37.88 per month. In 1924, the salary was reported to be \$122.33. Hence the proportion in salaries was 1 to 3.2, while the proportion of value of equipment per pupil was 1 to 4.6.

Mr. Irwin dealt with public school problems through thirty-two county superintendents. Since the State Superintendent was almost

wholly dependent upon the county officials for his contacts with the local schools, the capacity and personnel of the county superintendents was an important consideration. If \$300.00 per annum be considered the minimum compensation for full-time work, then only fourteen counties were served by superintendents who devoted full time to the work, because eighteen county superintendents received salaries ranging from \$500.00 to \$25.00 a year. The highest paid county superintendent served Multnomah county at \$1,350 a year, while the State Superintendent received \$1,800.00.

The wide variation in the salaries paid the county superintendents, namely, from \$25.00 to \$1,350.00 was paralleled by other variations which directly affected the quantity of schooling received. The average number of months varied from four months a year in Crook, Curry, Gilliam, Lincoln, Morrow, and Wallowa counties to eight months in Multnomah county. The average for the State was five and a half months, and the median, six.

While it is commonly assumed that, taking a large number of schools together, the quality of instruction will be approximately proportioned to the quantity of instruction, the salaries paid teachers is probably a more accurate indicator of the quality of teaching done. Here, again, a reservation must be made that the best teachers are not always the highest paid. Of female teachers, the highest average paid was to be found in Lake county rather than in Multnomah. And of the six counties above mentioned as having the shortest average length of school, the ranking as regards salaries was: Crook, 28; Curry, 9; Gilliam, 25; Lincoln, 31; Morrow, 14; and Wallowa 23. Linn, a centrally located and fairly wealthy county, paid the lowest average salary, \$22.80 per month.

While the salaries of county superintendents, length of school year, and teachers' salaries showed wide variation, there was a factor in public education which served to bind the school system together, namely, a uniform state-wide adoption of text-books, a condition which had obtained since 1874. But there was, as yet, no state-wide eighth grade examination to unify the results of using these uniform texts.

Mr. Irwin's correspondence frequently warned teachers in other states that Oregon had plenty of teachers; ~~but~~ the need was for good teachers and not more teachers. Effort was being made to improve the quality of teaching, and, during the year 1896, 917 persons failed to obtain certificates for teaching out of the 2,145 who applied.

The teaching experience of Oregon teachers, as indicated by the certificates in force at this time was fairly satisfactory; 11% held State certificates or diplomas, indicating, among other things, that the holder had taught at least three years in Oregon; an additional 35% held first-grade county certificates which could not be lawfully obtained without having taught at least twelve school months; and another 25% had had, to judge from their second-grade certificates, at least three months' teaching experience. The 28% who held either third-grade certificates or temporary permits were, presumably, some competent and experienced teachers, by removal from their county of original certification, might have been included in those teaching under permits. For county certificates were valid only in the county of issue.

A new form of teacher-training institution was presented to

Oregon under the administration of Superintendent Irwin, a serious attempt to combine business with pleasure by holding a summer institute at the ocean resort of Newport. A Summer Educational Association was formed in which all teachers who attended were required to hold membership. A Board of Control was formed composed of the foremost educators of the State, namely: G. M. Irwin, chairman; C. E. Chapman, President of the State University; S. B. Miller, President of the State Agricultural College; Prince Lucien Campbell, President of the State Normal College at Monmouth; and Mr. S. G. Irwin. The first session was held during August, 1897, offering 25 departments of education, and the following summer saw a repetition of the effort on the same scale, and with the same leadership. During the summers of 1898 and 1900, no sessions were held, but in 1901 the plan was revived as a private venture by Professor J. H. Horner, of the State Agricultural College. Although this was entirely on the responsibility of Mr. Horner, the school enjoyed the co-operation of the State Board of Education, which is to say, Superintendent J. H. Ackerman, Mr. George Bathers, county superintendent of Lincoln County, who held the Lincoln County institute in connection with this summer school, and various other educators of the state. After this time, summer schools became a regular feature of other educational institutions of the state, and the competition of summer schools held in institutions which could furnish adequate libraries and laboratories, to say nothing of comfortable classrooms and lecture halls, proved to be too much for the Newport scheme.

The difficulty in securing attendance from all parts of the State, due to the large extent of territory involved, led to the

dichotomy of the State Teachers' Association into an Eastern and a Western Division, the first meeting of the Eastern Division being held at La Grande, November 1 to 3, 1898. At the first meeting of the western division, held at Salem, December 27 to 29, of the same year, the Association was honored with a paper from Mrs. Eva Emery Dye, perhaps the best known Oregonian of the time in the United States, on the "Study of Local History."

#### Normal Schools.

The normal schools gave rise to several problems of the Superintendency during Mr. Irwin's administration. Two of the normal schools were owned, supported, and controlled by the State, namely, at Monmouth and at Weston. Two others were under quasi control until a later administration, namely, at Ashland and at Drain. Monmouth, under the presidency of Prince Lucian Campbell, who later became the head of the State University at Eugene, was the most advanced and had a three years' course, the addition of the third year having been due to efforts of State Superintendent Irwin(1). The Act of October 26, 1882, establishing Monmouth and Ashland as normal schools, specified that the curriculum was to be prescribed by their presidents and the State Superintendent jointly. In Superintendent Irwin's time, the practice appears to have been that each president prepared his own curriculum and submitted it for approval. Under date of September 6, 1895, Mr. Irwin wrote to President Campbell asking for the Course of Study at Monmouth in order to make it "the basis on which I desire the other normal schools to grade their own course of study." (2).

(1) Unpublished correspondence in the files of the State Superintendent's office, letter to Gus Newbury, October 3, 1895. The present writer takes this opportunity to acknowledge his indebtedness to the courtesy of State Superintendent Churchill and Staff in granting access to these files.

(2) Unpublished correspondence, State files.

The matter of the certification of normal school graduates was a vexatious problem for the Superintendency. These difficulties were enhanced by the lack of financial strength in the institutions to command adequate faculty, thus making it undesirable to decide on a permanent policy while conditions were in a state of flux.

Superintendent Irwin urged upon the legislatures the necessity of adequately supporting the normal schools and did not attempt to conceal their incompetence as teacher-training institutions. In 1898, effort was made to get the Legislature to establish a permanent and irreducible normal school fund, but this plan failed and the schools were left to struggle without such foundation, ultimately failing in the unequal task.

Not only did the lack of finance and its consequent weakening of the faculties of the schools furnish a reasonable objection to the normal schools, but also another factor gave rise to a less reasonable objection. Teachers who had spent several hard years in getting the necessary teaching experience to secure the State certificate grumbled when a much easier way of obtaining the same certificate was opened by the normal schools to youngsters who could afford the normal school training and were in this manner spared the grueling apprenticeship. Many of these older teachers were men of considerable political weight who were in position to make their prejudices effectual.

#### Troublesome appellate duties.

The duty of adjudicating appeals from decisions and rulings of the county superintendents brought to the Superintendency some difficult and delicate questions. It should be borne in mind that the Superintendency is strictly a political office within the gift every quadrennium of a majority of those voting, and an office in which one who had lost the confidence either of the legislature or of the county superintendents would be badly handicapped. And no Superintendent has been elected to

another state office, following his occupation of the Superintendency. That fact is not necessarily indicative of the creation of unpopularity but might lend color to the belief that a State Superintendent had more opportunities to make enemies than to make friends. A Specific instance of the difficulties attending the adjudication of appeals will give some idea of the embarrassments.

One Mrs. Dora G---after teaching several years, failed to pass an examination for the state diploma with a grade of 85% as required. Her brother, a schoolman and politician, brought pressure on Superintendent Irwin to revise the decision in her favor, claiming that the papers were entitled to more than 90%. The Superintendent, somewhat hastily perhaps, promised to give the teacher a second examination, and relying on that promise the candidate did not try for another certification in the next following examination so that, when Mr. Irwin delayed decision in the matter, the teacher had to be given a temporary permit. The County Superintendent involved requested of the Superintendent a consideration of the correctness of the grading, and two months after the first presentation of the case received from the State Office a statement that "I have taken pains to have the papers re-examined....and come to the conclusion that your decision was correct." Similar information was sent to the teacher concerned. In the meantime, insinuations of collusion and unjust dealings had been made by friends of the teacher, but no particular reason was alleged for the unfair practice s. The Superintendent could probably have avoided some criticism if he had made his decision more promptly and had promised less, but his error was the very human one of trying to avoid making an unpleasant decision as long as possible. The consideration which weighed heavily with Mr. Irwin is indicated by his words "I feel very much disposed to stand by my lieutenants in this matter of examination for

certificates.."

The root of the difficulty of adjudicating such disputes lay in the attitude taken regarding the "Leutenancy" of the county superintendents. Was that county superintendent any more the "lieutenant" of the State Superintendent than the teacher herself? While it is natural that the closer contact of the two offices of superintendence should lead to a feeling of nearer relationship, such a feeling is inimical to that unbiased and judicial frame of mind which is necessary in the State Superintendent to secure the fairest results to appellants.

#### Minor Problems of Administration.

Much of the Superintendent's time was consumed in correspondence attempting to educate new county superintendents in the duties of their office the interpretation of school laws, and the making of their annual reports. The county office was not highly remunerative, in many cases it did not even pay for the full time of the officer. Hence, changes were frequent, and every change meant a new man for the State Superintendent, to train.

Many questions which might properly have gone to the county superintendent were sent to the State office, and, in order to give prompt service, were answered directly instead of being remanded. This procedure of direct answer did not apply to many legal and administrative questions which were referred for the county superintendent's decision. One district clerk wrote stating that he had been paying school bills on the instruction of the chairman, who had not been in the habit of holding meetings of the district board. In fact, no meetings had been held for two years. The clerk, knowing the law, was beginning to get nervous about his legal liability in case some one protested that he lacked authority for the disbursements.

Another person inquired if children might be charged tuition when



they had moved from the district wherein they were enumerated and had been entered in the school of the district of their new residence. This question was not unique, for the school districts were inclined to resent the introduction of pupils who had not been enumerated in their own district and, therefore, brought to the district treasury no state or county apportionment.

Few questions asked Superintendent Irwin were as frivolous as two propounded to his successor. One teacher, perhaps induced by pedantry, inquired as to the correct map of Ecuador and the proper pronunciation of Mallova.

But many teachers complained that their gradings were too low on their examinations and were almost uniformly assured that the grading was correct. Superintendent Irwin was anxious to raise the standard of teaching, and he was in a position to do so for the dull times urged many eastern teachers to apply in Oregon and the supply of native teachers was far above the demands.

A more serious matter of correspondence brings to light a darker side of the educational problem. On November 12, 1898, a physician complained that two teachers, names specified, had been "punishing children by striking them on the head or of boxing their ears, despite the fact that Steele's physiology which they pretended to teach enumerates the dangers of so doing."

"Shall we wait until our children are rendered deaf or idiotic, shall we take the affair in our own hands and threaten personal punishment to the offenders, or is there a legal method of conducting such proceedings?" Mr. Irwin had to reply that there was no law relevant to the mode of punishment (3) and he recommended civil procedure. He made it clear that he disapproved such punishments and believed school directors should see to it that children were not so punished. A

reasonable amount of corporal punishment has never been frowned upon in the State of Oregon as it has in some more affete commonwealths.

The volume of correspondence left little time for more constructive thinking and doing. The \$1,500 allowance for clerical expenses of the office made it possible to hire a stenographer and an additional clerk. (4) However, the development and increasing complexity of the school system soon counterbalanced this aid yet a decade thereafter the allowance remained the same.

#### Office-seekers.

Mention has been made of foreign teachers seeking the Superintendent's assistance in securing positions in Oregon. But the placement activities were not confined to the public schools by any means. The Superintendent, in addition to his duties in connection with the common elementary schools, was a member of the various groups of men who made the appointments for the reform school, the deaf-mute school, the normal schools and the agricultural college. Hence, his influence was sought by persons interested in a wide range of positions.

Men frankly reminded the Superintendent of his political obligations and requested his aid in securing the appointment of men to offices quite outside the field of education as well as in it.

(3) And there was none enacted up to 1925.

(4) The correspondence files of the Office go back no further than 1895. It is quite possible that the typewriter was introduced at that date into the Office, for many institutions were still writing their letters in longhand. During all of the Irwin administration and part of the following regime letters received were filed in separate cases from the copies of letters sent so that the tracing of a correspondence is difficult. No effort was made by the file clerk to segregate all letters sent to or received from a given individual.

By the School Law of 1878, districts having a school population of one thousand or more were authorized to set up high schools. At that time, Portland was the only city having the requisite number. By 1890, Astoria had reached the necessary density of population to warrant the more expensive extension of educational privilege, and during that decade, Baker, Pendleton, and Salem attained it. (5)

The first recognition by the Superintendentcy of secondary public schools was in the Thirteenth Biennial Report (1898) wherein were listed seven cities having grades above the eighth, namely, Astoria, Baker City, Portland, the Dalles, Albany, Ashland, and Salem. Eugene and Corvallis did not need high schools for the State institutions for higher education, The University and the Agricultural College, in their academies supplied that local need. Many other communities had privately owned and operated secondary schools whose existence hindered the growth of sentiment favoring public education by furnishing a much less expensive substitute. (6)

In fact, the consensus of public opinion in 1896 was probably expressed by Dr. George H. Chance, a Portland dentist, who, addressing the State Teachers' Association at Portland, deprecated the taxation of the public for purposes of education higher than the elementary schools.

(5) See Charles Abner Howard on "A History of High School Legislation in Oregon to 1910" in the Quarterly of the Oregon Historical Society. 24:201-237. This article is a Master's thesis offered to the Faculty of the University of Oregon written largely from material in the Biennial reports.

(6) The Report of the Commissioner of Education, Department of the Interior, for 1895-1896, Washington, 1897, 2:1566, credited Oregon with thirteen public high schools, having 46 teachers and 1464 pupils. The Report for 1899-1900 indicated that Oregon had in that year seventeen public high schools with sixty teachers and 1916 pupils. Of private high schools there were nineteen, having 82 instructors and 798 pupils. The larger number of instructors reported in private schools, proportionate to the enrollment, is possible due to many of these teachers being engaged in teaching both elementary and secondary classes. Lack of experience in preparing report forms to cover such contingencies, or lack of experience in making such reports might well lead to apparent discrepancies. Yet the figures given for the public high schools in 1899-1900 do not appear to be correct since they show a teaching load of 32 pupils per teacher.

So highly did Superintendent Irwin regard these sentiments that he included this speech among his selections of the essays illustrative of the work of the State Teachers' Association which were included in his Biennial Report to the legislature of 1897.

Perhaps the most influential element in changing public opinion to a favorable view of public secondary education was President Charles Hiram Chapman, Ph.D., of the University of Oregon. His views were set forth in the University Catalog of 1897 (which was made a part of the Thirteenth Biennial Report, pages 77,91). In this Catalog he stated:

"It should be the aim of the public schools in every town in the State to extend their courses of study until they can prepare students to enter the Freshman year of the State University. The University is most eager to see real high school instruction develop in Oregon .... It is a well known fact that a State University cannot flourish and develop until it has a system of high schools behind it from which to draw students. The high school system of Oregon is yet in its infancy. It needs the sanction and encouragement of a well-devised statute.... Without a good high school law, education in Oregon will always be defective and backward."

#### Retirement from Office

Mr. Irwin went to the Republican Convention of 1899 expect- to be renominated for a second term but his hopes were dashed. He had become involved in an unfortunate squabble with the county superintendent of Multnomah county over the matter of the division of fees for conducting teachers' examinations. He was not personally to blame for the friction, because the State Board of Education had ordered a change in procedure which was of questioned legality, but he had the odium of having to enforce an unwelcome regulation and in doing so ran counter to the desires of the county boards of examination, particularly, the board of Multnomah county. Thus it came about that when nominations were in order, the plum fell to John Henry Ackerman, a man of many years' experience in school administration and at that

time county superintendent of schools for Multnomah County, the most important county of the State, being the county wherein is located the chief city, Portland.

Furthermore, there was some feeling in the State that the textbooks were not being properly adopted. After Mr. Irwin's retirement, this storm broke. A gentleman writing in the Oregonian January 8, 1899, accused the American Book Company of selling books in Oregon at high prices and of interfering in Portland school affairs. He gave specific figures showing that in certain instances Oregon was paying forty per centum in excess of California prices. This explains what the Oregonian editorial of January fifth had meant when it said:

"Investigation of the Oregon common school system will not stop with selection of textbooks. The battle threatened at Salem over issues of diplomas will be, from all appearances terrific.... The diploma machine at the capital (has had) its perquisites."

The complaint regarding diplomas was that some hundred of incompetent persons had been given diplomas which entitled them to teach anywhere in the State except in Portland and other cities where the school boards superimposed conditions of their own making. There had been a time when some papers from other states had been recognized without further examination, and it is possible that some of these may have furnished grounds for complaint. Further, there was considerable opposition to the State Board of Education permitting the granting of State diplomas to teach being given graduates of certain chartered institutions of the State without the writing of the State examinations. This gave rise to the Oregonian's slogan "Examinations for All." On this topic, the editor remarked:

"It is an exhibition of stupidity to tear hair over textbooks and open the ranks of pedagogy to every one who has the price of a diploma."

This last was an utterly unwarrantable libel upon a man who had conscientiously labored to improve the teaching standards of the State but who had been unfortunate enough to be the victim of circumstances not of his own creation.

#### Summary of the Irwin Administration.

Mr. Irwin's administration was one of conservation rather than innovation. He maintained and improved the educational factors which he inherited with the Office but the times were not favorable to expansion for the country had barely recovered from the panic of 1893 when free-silver and the Cuban excitement diverted men's attention. He was spared anxiety for the improvement of teaching standards because so many competent persons were idle and available for teaching positions. The normal schools, the high schools, and the summer schools attained importance during this period, and an unsuccessful effort was made to secure a permanent and irreducible normal school fund. It should be remembered that Superintendent Irwin was the first to make mention of the secondary schools in the biennial reports.

#### Mr. Irwin after retirement.

Following Mr. Irwin's retirement from office he spent a year in the East where his wife was doing post graduate work in Medicine. Upon his return to the Pacific Coast, he was appointed United States Commissioner of Instruction for Alaska, with headquarters at Douglas and Juneau. In 1904, Governor Brady appointed him representative of Alaska at the Saint Louis Exposition, and there he delivered the official oration on Alaska. In 1906, he returned from Alaska and took up pastoral work in Washington. At the time of his death, August 24, 1911, he was pastor of the Riverton Methodist Episcopal Church of Seattle. A daughter, Mrs. Arthur Dayton, of Astoria, Oregon; a son George H. Irwin, of Portland; and his widow, Mrs. Lillian C. Irwin survived him. Burial was at Salem. See his obituary in the Pacific Christian Advocate of September 6, 1911.

## Chapter VI.

Superintendent Ackerman (1899-1911) and a State-wide Curriculum.

The new Superintendent, John Henry Ackerman, an experienced schoolman, found a turmoil of problems awaiting his immediate decision, his legislative guidance, and his future direction. Before going into these matters, it is well to inquire as to the antecedent of the man upon whom this responsibility fell on January 9, 1899.

Biographical Sketch .

John Henry Ackerman was born at Toronto, Iowa, November 7, 1865, and died at Monmouth, Oregon, July 10, 1921. Before coming to Oregon he taught school in Owa, Minnesota, and Wisconsin. He completed his training as a teacher at the Wisconsin State Normal School in 1889 and then came to Oregon. He was principal of the Holladay and Harrison schools in Portland; city superintendent at East Portland; and served two terms, 1896 to 1898, as Multnomah county superintendent. He began his duties as State Superintendent on January 9, 1899, and served three quadrenniums until January 4, 1911. He was the first president of the re-established school at Monmouth, where he developed branch normal training schools and model teacher training schools. He served here until his death in 1921. He was a member of the Masonic fraternity. (1)

Educational Leadership of the Legislature.

Mr. Ackerman began his duties as State Superintendent under

(1) For biographical material see his obituary in Oregon Teachers Monthly, 26-29. His own account of his first decade served in the State Office was given in a speech made before a State Teachers' Convention. This address, under the title "Educational Development of Oregon Past and Future" is preserved in the Proceedings of the Eighth Annual Convention, Oregon State Teachers' Association, Western Division, Eugene, June 26-27, 1908.

trying circumstances, and it speaks well for his ability that he was able to get his work organized so quickly and functioning so successfully as he did. A bill which revised in many respects the educational system of the State was presented to the legislature which began its sitting simultaneously with Mr. Ackerman's induction into the superintendency. The bill was known as the Daly bill, so called from its senatorial sponsor, the Honorable Bernard M. Daly, M.D., a regent of the Oregon Agricultural College, a member of the Lakeview Board of Education, and a state senator from 1896 to 1902. Copies of this bill were circulated by Mr. Ackerman among the county superintendents and other educators before its passage so as to secure favorable opinion to promote its passage as well as to correct errors which might appear. A synopsis was published in the Oregonian of January 5, 1899. To one school man who criticized certain features adversely, the Superintendent wrote: "It has not been so much what we want as what we could get." (2) This law, approved February 20, 1899 changed the Laisser-faire milieu of the earlier decades by providing that "the Board (of Education) shall have power .... (2) to prepare a state course of study for grammar grade schools. The Secretary of State shall cause the course of study to be printed, and the State Superintendent shall send copies of the same to the various county superintendents who shall properly distribute them to the boards of directors of the several districts for use in public school work". Section 48 of this law provided as an enforcing clause:

"(9) In districts of the second and third class the boards of such districts shall adopt the course of study prescribed by the State Board of Education;

(2) Correspondence unpublished, January 16, 1899.



and any such district using any other course of study than that prescribed by the State Board of Education shall forfeit 25% of the five-mill county school tax for that or the subsequent year." (3)

From 1901 to 1924 the first class districts enjoyed the right of determining their own course of study, but were required to submit it for approval to the State Office. There was no provision for compelling them to make any change which the Superintendent might suggest. In 1924 there were 26 of these first-class districts, which were permitted to arrange their own course of study and to certify their own teachers, yet at the same time drew their proportion of state school funds.

#### Preparation of a state-wide curriculum.

In preparing to obey the mandate of the legislature concerning the issue of a course of study, Superintendent Ackerman wrote to many of the other state departments of public instruction inquiring as to their material in this field. Among others, Pennsylvania replied that she had no prescribed course of study. In stately and dignified language, the Honorable Joseph W. Southall, Superintendent of Public Instruction of the state of Virginia advised that they were requiring certain branches to be taught but were "leaving to the local authorities some latitude for the exercise of discretion in shaping courses of study to meet the demands of their respective localities. The studies required to be taught in every common school of the State are orthography, reading, writing, arithmetic, grammar, geography, Virginia history, United State history, civics, physiology and hygiene, and drawing." This correspondence was in anticipation of the passage of the act. The need of a course of study was great, not so much for the purpose of standardizing the work of the schools as to furnish a guide whereby the inexperienced teacher might measure and lay out his work. There were many requests prior to this time that such a guide

be furnished and Superintendent Irwin several years before had announced that he expected to publish such material.

The course of study first prepared by Superintendent Ackerman was based, according to his prefatory note, on the Michigan, New York, Wisconsin, and Nevada state courses, and the course of the City of Portland, Oregon. Thus Oregon was enabled to profit from the experiments and the experience of other states.

For schools of but one room, a three-division plan was arranged to cover eight years of work,--primary, intermediate, and advanced. For schools of more than one room, a yearly division plan of grading was followed. The three-division was evidently considered the basic plan, and one more useful for promotion, for the tests for promotion were suggested for each division rather than for each year. The manual contained a generous amount of aids for the teacher in addition to the syllabus of the curriculum. (4)

A paper on "Desirable Modification of the State Course" was read at the State Teachers Meeting at Albany, December 26, 1900, prepared by the Superintendent of Clackamas County, Mr. J. C. Zinser. He thought that the primary work should be described in greater detail since the primary teachers were ill-equipped. Reading and number-work, particularly, should be stressed. He asked for the teaching of the metric system "somewhere in the course"; for primary geography, including map-making and interpretation; for primary history and biography of Oregon; and for nature study. A very hasty examination of the syllabus will show the reader that Mr. Zinser probably meant that he wished a greater stress to be laid on primary geography, history, and nature study for these topics were certainly present in the original syllabus.

Three years later (1902) a revision of the Course was issued for "Rural, Graded, and High Schools." The first course

had not provided for High Schools except to list the studies which might be pursued in the first three years. The new course considerably revised the older one. Cyr's readers were used to replace Barnes'; a list of books for supplementary reading in all grades was furnished; music and drawing were introduced; four years of high school work was laid out, specifying the scope of only a part of the subjects and even those very meagrely treated.

In 1905 edition acknowledged indebtedness, in addition to that previously acknowledged, to Doub's "Topical Discussion of American History." (5) and the course of study for the Salem (Oregon) public schools. History for the first six grades was discontinued and a generous syllabus based on Thomas' "History of the United States" (6) and Channing's "Student History" (7) was furnished for the seventh and eighth grades. As to the method of teaching history, it is unfortunately significant (8) that the seventh suggestion to the teacher was,

"Teach important dates thoroughly. As fast as learned, these dates should be placed in a chart and three or four minutes each day should be devoted to their review by the whole school. The number of these should not exceed fifty. The following are suggested:--important dates---1492, 1497, 1513, 1534, 1539, 1542, 1588, 1604, 1607, 1619, 1620, 1636, 1643, 1649, 1664, 1676, 1689, 1713, 1754, 1763, 1765, 1767, 1774, 1775, 1776, 1791, 1783, 1787, 1794, 1798, 1799, 1812, 1814, 1820, 1832, 1845, 1846, 1850, 1854, 1857, 1861, 1865, 1867, 1883, 1898."

There was no improvement in the scanty sketch of the high school work.

(4) See the appendix for the complete curriculum.

(5) William C. Doub, --Atopical Discussion of American History, San Francisco, 1904.

(6) Allen C. Thomas, --A History of the United States, Heath, Revised edition 1900.

(7) Edward Channing, --A Student's History of the United States, MacMillan, Revised edition 1904.

(8) History is vastly more than mere chronology, and it is one of the tenets of present day historical pedagogy that the most certain way to make a pupil dislike the study of history is to attempt to offer him chronology in place of history. In fairness to Mr. Doub, whose work was used as a basis for the history syllabus, it should be stated that nothing in his work suggested the atrocity described above.

The improvement of the syllabus in geography was an outstanding feature in the 1908 revision of the Course of Study. This was acknowledged as due to the assistance of Miss Cornelia Marvin, Secretary of the Oregon Library Commission. A new heading, "History and Literature," appeared, which was scheduled for children from the first to the fourth grades inclusive, doubtless intended to replace the curriculum in history which had been dropped from the 1905 syllabus. The improvement by expansion of the high school syllabus was a noteworthy feature, and gives the historical student of these syllabi an impression that high school work was beginning to be taken more seriously.

A new method of selecting textbooks.

In 1901 the power of selecting textbooks by the democratic method heretofore outlined was removed from the county school superintendent acting through the medium of the State superintendent and was bestowed upon a commission of five textbook commissioners appointed by the Governor. The commissioners were not, by law, required to be schoolmen,--the governor's power of appointment was not limited by the specification of any qualifications. The commissioners held office for an indeterminate period, met every two years in a public session, and selected textbooks to be used for the ensuing six years. They reported their findings to the State Board of Education, being required to deliver one copy to the Governor and one to the State Superintendent. The State board then entered into contracts with the several publishers whose texts were adopted to supply those texts at a given price for a period of six years, the publisher being required to maintain a depository in each county of the State where these texts might be purchased. The law of 1923, which thoroughly revised this

matter of textbook selection, carried no penalty for failure to use the standard textbooks. Paragraph 5350, Oregon Laws, read in part:

"If any teacher shall willfully violate any of said provisions, he shall be deemed to have violated the terms of his contract with the district. Any taxpayer.....parent, or guardian... may bring any proper proceedings.. to compel the board of directors of his district, or teachers in his school, to perform the duties enjoined upon them by this act, in relation to textbooks."

The change in method, which was to become effective in January 1901, appeared to have been highly acceptable to the teaching profession, although probably many citizens shared the opinion of the Albany Herald that the new commission consisted too largely of "business" men rather than teachers.(9) An insight to the public mind may be gained from an editorial which appeared in the Oregonian January 8, 1899:

"Your average 'educator' is a man usually of scholastic rather than practical ideas and ideals. He may be and probably is useful in the classroom but that is far from saying that he is a suitable man to make public policies as to education.....The educator is usually a mere drillmaster... Our overgrown, idealistic and impractical system of education a system which robs the blacksmith shop and the fields to make poor lawyers and the race of professional politicians-- is largely an outcome of leaving education to 'educators'.

A wiser course would be to form our educational policy upon considerations of public interest, making use of the 'educator' for the carrying out of such plans as practical sense and judgment shall outline."

To one Judge Lowell, who, having been appointed a member of the Textbook Commission declined to serve on the grounds that he knew nothing about school books and thought the matter should be left to teachers to decide, the Governor replied that the people of the State had expressed their dissatisfaction through the Legislature

(9) The first commissioners were: P.L. Campbell, educator; William Colvig, district attorney, who had been county superintendent of Jackson, 1882-86; W. M. Ladd, banker; H. W. Scott, editor; and C. A. Johns, lawyer. Messrs. Campbell and Johns had both been recommended by the editor of the Oregon Teachers Monthly. (see 5:64)

with the old plan of having teachers select the texts, and, hence, His Excellency thought that an entirely different group of men should be given control of this important agency of instruction. (10) One might question why the State Superintendent was not given the duty of selecting the textbooks if any change were desired (11)

The State Teachers Association which met December 26, 1900, and was still in session when the appointees were announced, ~~was~~ congratulated the Governor upon the wisdom of his appointments. Likewise the editor of the Oregon Teachers Monthly applauded the commission, saying:

"The high standing of the gentlemen composing the commission and their frank and open manner in their work, precluded any suspicion of partiality, or notions that were not in harmony with the best interest of the schools. The Commission saw fit to make almost a complete change of textbooks, and the result of its deliberations has been received by the public press with expressions of satisfaction."

The law creating the textbook commission was amended, relative to this matter, in 1907, 1921, and 1923, without changing the principle of selection.

#### Uniform Eighth Grade Examinations.

In 1905, it became the duty of the State Superintendent to prepare the eighth grade examination questions. The imposition of this duty implies an expectation that the Superintendent will have brought to the office teaching experience, although the law makes no such requirement. In fact no Oregon law has ever laid down any qualifications for the State Superintendent, ---county superintendents must be licensed teachers, --but not so the State Superintendent. The experience of Oregon has justified the boldness of trusting to the common-sense of the electorate in selecting competent officials, and the State has had no cause to rue the results of popular election unhampered by qualification specifications.

New duties of the superintendent.

Notwithstanding the fact that the routine of the Superintendent's office had considerably increased and that his allowance for clerical assistance was only \$1,500.00 per year, his duties were again enlarged, in 1907, by making him a member of the Board of Regents of the normal schools. Thus the Superintendent was a member (1911 to 1925) of the controlling boards of the higher educational institutions of the State as well as supervisory head of the elementary and secondary work.

It would seem logical that the Superintendent should have been made a member, if not the chairman, of the Board of Higher Curricula, when that board was organized in 1909 to prevent duplication of courses in the higher institutions of learning under public control of the State of Oregon. However, on the contrary, the stipulation was made in the establishing act (laws 1909 Special Session, Chapter 4) that no member of the Faculty or of the Board of Regents of any of these institutions should be a member of the Board of Higher Curricula. It would appear the part of wisdom to have relieved the Superintendent from his membership on the controlling boards, if necessary, in order that he might be free to exercise the supreme control constituted in the Board of Higher Curricula, as head of Public Instruction.

The Superintendent was also involved in certain library interests. By the act of February 23, 1901, the Board of Education was required to prepare lists of books for school libraries, and the Superintendent to furnish said lists to the county superintendents for distribution. This was due to the interest Superintendent Ackerman had taken in the

(10) Oregon Teachers Monthly, January 1901, p.56

(11) In 1924, the chief school official recommended the textbooks in five States, and in twenty others he was a member or officer of the State textbook commission.

establishment of school libraries. He himself wrote this law,<sup>(12)</sup> Four years later, the Oregon Library Commission was constituted, and of this body the Superintendent was made a member ex officio.

#### Classification of districts by population.

By the act of February 20, 1901, the field of activity of the Superintendent was narrowed by the exclusion of first class districts from several points under the jurisdiction of the Superintendent. First class districts were defined as those having more than a thousand pupils, so that, since 1901, the State Superintendent has been in reality Superintendent only of the village and rural schools of the State. This law permitted the first class districts to arrange their own course of study, certify their own teachers, and select textbooks additional to those selected by the State Board of Education, thus exempting them from those points wherein the influence of the State Superintendent might be felt as a standardizing agency.

#### The Discipline of a Teacher by the State Board.

Mr. Ackerman's administration had the primacy in an unenviable duty, namely, the discipline of a recalcitrant teacher. The story is told so clearly and so tersely by the editor of the Oregon Teachers' Monthly (April, 1901), page 46) that it is reproduced here verbatim:

"The State Board of Education has made a decision in the case of A. B. MacPherson, a teacher in the public school at Westfall, Malheur county. MacPherson was charged with drunkenness, gambling, and immoral conduct generally, and the complaint was made by patrons of the school at Westfall for the purpose of securing a revocation of his life diploma as a teacher, given him by the Board on August 8, 1898. The Board revoked the diploma to date from March 13, 1901. So far as known, this is the first life diploma ever revoked in Oregon."

#### Correspondence regarding local matters.

Superintendent Irwin, of the former administration, had been

(12) See Oregon Teachers Monthly, §161.



burdened with many matters of purely local administration which could have been settled by the county superintendents, and as the county officers began to increase their importance by closer supervision it was but natural that the number of local matters going to the State Office should decrease. An exception to this condition revealed a difficult local situation which, perhaps, deserves mention here.

A letter dated February 14, 1909 reads:

"Dear sir, had a man a rite to vote at school meetings that has a little property say enough to pay tax if he was esenser (assessed). Should come around to seas them why I ask the question is we have some old baches (bachelors) in District that has a little property but dont pay any tax and they run our School and they use up our School money in a way that dont do the children much good they insist on havin a part of the School taught in the winter and the sint but a few of the children esn go in the winter for they have so far to go and are barfooted and to smel to go now if we that had children to send to school could run the school we would have the school would have it all taught in warme wether the School law sais on which tey pay a tax now does the law mean wat it reads please let us know before School meeting youres with respect."

In reply to this, Mr. Ackerman sent a copy of the school laws.

#### Training and Certification of Teachers. (13)

By 1905, the work of the normal schools was established with sufficient premmence to indicate what their probably future value to the state would be. Oregon then added approximately

(13) For the certification of teachers in other states see the Bureau of Education's Bulletin No. 22, 1921. "State Laws and Regulations Governing Teachers' Certificates" by Katherine M. Cook. The study of the experience of the sister commonwealths was doubtless a valuable corrective for the Superintendency in Oregon. There has been nothing novel in the handling of Oregon's teacher-training and certifying problems.

(14) Superintendent of Public Instruction Biennial Report, 1905, p.138. The whole number of graduates 1883 to 1904 was 716; 481 female, of whom 21 were deceased, 162 married and 317 in educational work in 1904; 235 graduates were males, of whom 128 were then in educational work. No statistics were published in this report for Weston and Brain relating to the number of graduates. Ashland had graduated 194 with a class of 21 in 1904.

700 new teachers every year to recruit the force of 4,000 then employed, and the total number of graduates in Konmouth's twenty years of history had been 716. (14)

Where, then, were the teachers coming from? An act approved February 27, 1901, provided that all students of State normal schools and chartered institutions in Oregon who were graduated before September 1, 1899, and had complied with the requirements of the acts in force February 1, 1899, should be entitled to receive a State, or Life, diploma. When the Superintendent of Public Instruction reported the names of 85 persons who received the Life diploma under this provision, he indicated the institutions graduating as follows: from the normal schools, 30; University of Oregon, 7; Agricultural College, 2; Portland University, 13; thirteen other private schools and colleges, 33. If these figures may be taken as indicative, the answer is apparent,--Oregon teachers of complete preparation had come, prior to 1899, very largely from the private schools and colleges. There were then (1905) in Oregon, thirty private schools and colleges, jointly having graduated (exclusive of the 2,500 reported by the Portland Business College) 4,554 students since the founding of the earliest, Willamette University, in 1844.

Some idea of the trend of the satisfaction of teaching qualifications may be gained from the comparison of the various kinds and numbers of certificates granted over a period of twenty years. (15)

(15) Admitting that the examinations were of equal difficulty and were granted with approximately the same standards. Herewith are appended some typical examination questions.

Number of teachers employed- - - - -	1891	1901	1910
	2641	4018	4734
	(2654)	(4046)	(4908)
Holding State certificate or diplomas- - - - -		1594	1305
% of the whole - - - - -		39.4	26.63
First grade certificates - - - - -	1035	889	1263
% of the whole - - - - -	39.0	22.0	25.73
Second grade certificates - - - - -	784	689	1107
% of the whole- - - - -	29.54	17.02	22.53
Third grade certificates- - - - -	560	499	569
% of the whole - - - - -	21.1	12.33	11.61
Primary certificates - - - - -		32	97
% of the whole - - - - -		6.75	1.96
Permits-temporary - - - - -	275	343	567
% of the whole - - - - -	10.36	8.50	11.54

The figures given in parenthesis under first item are the sums of the various items. The figures without parenthesis are the official totals. All figures are taken from the Biennial reports.

The cost of the certification of the teachers, that is, the expenses and per diem of the examiners, was paid out of the fees remitted by the teachers themselves. In the biennium ending September 30, 1904, the receipts from this source amounted to \$2,608. In the biennium ending October 1, 1910, the receipts were \$2,284, the shrinkage, no doubt, being due to the increasing number of teachers who were certified as a result of their completion of the normal courses which obviated several of the preliminary steps to a life certificate and thus reduced the number of certificates granted.

Beginning in specialization.

Up to 1901, no effort was made, legally, to differentiate teaching functions, although, in some of the larger towns, the ninth, tenth, eleventh, and twelfth grades were being offered, as well as such specialized work as music, penmanship, drawing and manual training. Further, the progress of scientific education, in the United States as a whole, had advanced to a point where primary teaching had been differentiated from the upper elementary grades, --the division usually being made between the third and fourth grades.

The law of February 20, 1901, authorized the issue of a teachers' certificate for primary specialists. Persons over eighteen years of age, who had taught twelve months, might receive certificates valid throughout the county in which their examination was taken, if they averaged above 35% and had not fallen below 70% in any one branch. They were examined as to their proficiency in: reading, writing, orthography, arithmetic, physiology, art of questioning, theory and practice of teaching, and methods. This certificate authorized its holder to teach in the primary grades, not beyond the third grade, as an assistant teacher. Thus the primary certificate was equivalent in requirement and value to the ordinary first grade county certificate, except in a narrowed field of teaching.

There had been a few high schools established prior to 1901 in some of the large towns. On February 26th of this year, the legislature authorized the submission of the question of higher instruction than the eight "grammar grades" to the people, either of a district or of a county, if requested by petition. If the establishment were approved by a majority of the electors, the school district, or the County court might set up the desired secondary education, --not necessarily four years, but one, two, three or four as desired.

The State Superintendent laid down the curriculum for the two years of required work, and high school teachers were required to be certified (1) as graduates of the State normal schools, as (2) graduates of some institution of collegiate or university grade, or (3) as the holders of state certificates or diplomas. While this did not immediately differentiate the qualifications for high school teachers from the qualifications for elementary work, except as it recognized collegiate graduation as valid in itself as a teaching preparation, it opened the way for the division which was made in the law of 1911 between elementary and secondary teaching qualifications.

Another step in differentiation of function was made in the act of February 22, 1906, which provided that, upon application of any district board of school directors, the State Superintendent might, at his discretion upon receiving due evidence of capacity, issue certificates without examination to teachers employed to teach exclusively any one of the following subjects: music, foreign languages, drawing and painting, manual training, and penmanship. The certificates thus issued were valid only in the district which made request for the certificates.

Further amendments to the school laws affecting certification were made in 1907, but these related to details and did not affect the principle of the laws nor the duties of the State office.

A considerable amount of the time of Mr. Ackerman and his assistant Mr. E. F. Carleton was taken up with answering questions concerning the certification of teachers, particularly in regard to the interpretation of the new laws. This correspondence was somewhat simplified by the use of a series of standard form letters in replying to inquirers, a use made possible by the frequent repetition of the same questions.

The certificates from other States were carefully scrutinized. Only those which had been issued on examination by state boards could be validated without further examination. In a letter to one applicant is to be found the statement, under date of March 15, 1905, "Replying to yours of late date, will say that our law does not authorize us to risk a diploma from the University of Chicago in lieu of an examination." And this attitude is characteristic of Oregon respecting institutions in other states.

#### Professional Contacts Extra- and Intra-State.

The Pacific Northwest celebrated its Centennial of the visit of the Lewis and Clark Expedition at Portland in 1905. Among the many interesting and enlightening features of this great fair was the Congress of Education held from August 28 to September 2,--a congress which served the double purpose of showing visitors from other parts of the United States, and from foreign countries, what Oregon had achieved, and of bringing new ideas to Oregonian educators concerning the developments in education in other states. On account of this meeting, the preceding legislature had granted permission to the several counties to suspend their institutes during 1905 and apply part of their funds to the expenses incident to representation of their work at the exposition. Twenty-five out of the thirty-three county superintendents availed themselves of this permission. (15)

The State Teacher's Association for ten years was under the personal direction of the several State superintendents, but on the recommendation of Mr. Ackerman, the incumbent at the time, the Association began, in 1901, to elect its own officers annually, the first president being Mr. Frank Higler, Superintendent of the Public Schools of the City of Portland. Thus the Association meetings came to be less and less of an activity of the State Office, although the legal responsibility still exists (1924) in the Superintendent to promote its holding, and the

expenses of the meeting are partly met from State funds. The Oregon High School Debating League was one of the movements sponsored by the Association, and the League having been organized at its Salem meeting of 1907.

In the Presidential address of Miss Aphia Dimick, at that meeting, (17) the speaker referred to the drafting by Superintendent Ackerman of a compulsory education law, the establishment of a school for defective youth, and the establishment of juvenile courts, --all measures supported by the Association. This furnishes an example of the way in which the State Superintendents secured co-operation for the new policies which they desired to present, for these Association meetings together with the reports biennially made to the Legislature, furnished the Superintendent with a forum from which he could promulgate, explain and defend his policies.

Perhaps the reader is entitled to place some significance upon the fact that one of the prominent speakers in the 1908, 1909, and 1910 conventions was Mr. L. H. Alderman, of whom the Oregon Teachers Monthly wrote in September, 1910.

Mr. L. H. Alderman was indorsed for state school superintendent in July by the assembly at Portland. He had already been indorsed by the teachers of Oregon. On September 24, he will be indorsed by the Republicans of Oregon, and on November 8 he will receive the votes of the people of Oregon. Mr. Alderman is a general favorite, //...etc.

(16) Among the distinguished guests present were: William T. Harris, Commissioner of the Bureau of Education; Andrew S. Draper, Commissioner of Schools for the State of New York; and Samule M. Lindsay, of the University of Pennsylvania. Prominent local men who took part on the program were: W. M. Ferrin, President of the Pacific University; E. D. Kessler, President of the Monmouth Normal School; E. V. Littlefield, President of Oregon State Teachers Association; Henry D. Sheldon, of the University of Oregon; R. H. Robinson, Superintendent of Multnomah County; Frank Wigler, City Superintendent of Portland; A. J. Church, City Superintendent of Baker City; P. L. Campbell, President of the University of Oregon; and J. H. Ackerman, State Superintendent.

Thus it appears that the State Teachers' Association is not an unimportant factor to be considered by superintendents and would-be superintendents.

The Association did not consider itself to be merely a mutual cultivation society, but also the guardian of the educational interests of the State. Hence it was not ashamed to attempt to influence legislation which it deemed advantageous to those interests, and went so far as to press upon the legislature, in January 1919, a bill providing a minimum salary of \$75.00 per month for every teacher in the public schools of the State, and was happy to see this measure passed.

A recent achievement of the Association was the publication of the Quarterly, which issued its first number in March, 1919, under the editorship of Dean E. D. Kessler, of the Oregon Agricultural College, the secretary and treasurer of the teachers' organization.

#### The closing of the normal schools.

As has been previously indicated, the position of the several normal schools had been precarious for several years. The school at Drain had already been abolished and many educators and legislators thought it to be in the interests both of economy and efficiency that a further consolidation of normal training should occur. The legislature of 1909 was asked to appropriate \$321,600 for normal training, to be spread over the three schools, located at Monmouth, Ashland, and Weston, and the request of this disproportionately large sum brought on a legislative investigation. The legislature had difficulty in understanding why so large a sum was required for the training of the small number of students (only 650 in 1907-08) then enrolled in the

(17) Proceedings of Seventh Annual Convention, Oregon State Teachers Association, (Western Division), Salem, Oregon, July 1, 2, 3, 1907.



three schools. There was lengthy debate as to the advisability of relocating the Monmouth school and discontinuing the other; this debate lasted until the time for adjournment came without any appropriation having been made, and, accordingly, all three schools closed their work in the Spring of 1909 with no plans for reopening in the Fall. (18)

A year later, that is, on June 10, 1910, an act proposed by initiative petition was filed with the Secretary of State. This measure, carried at the following election of November 8, 1910, with 50,191 votes favoring and 40,004 votes opposing, provided that the Oregon Normal School at Monmouth be supported by a tax of one-twenty-fifth of a mill per dollar of all taxable property, and operated according to the law of 1907 (see chapter 189)

Thus, from June 1909, to September 1912, the State of Oregon operated no normal teacher training school, and the overwhelming popular mandate in favor of teacher training at public expense. It must be borne in mind that the question was not, Shall we have trained teachers? but, rather, Shall we train teachers at public expense? The law requiring the operation of the public schools by trained teachers only was in no way affected, and the people of the State of Oregon who voted against the measure of June 10, 1910, are not to be accused of any unfriendliness toward the common school system. Publicly supported normal schools are not a necessity, they serve merely to enable district school boards to hire teachers for less money than they would be forced to pay if the expense of professional training had been borne by the individual teacher rather than by the State. The question, then, becomes one of the incidence of taxation.

(18) See the Oregonian, Portland, February 5, 11, 20, 20, 1909 and January 30, 1910.

Summary of the Duodecennial Administration.

The administration of Superintendent Ackerman was, in many respects the most important in the history of the Superintendency. In 1899 and 1901, the school law was largely rewritten. A uniform and State-wide curriculum was established. A new method of selecting textbooks was inaugurated. A uniform eighth grade examination was provided which served to promote the uniformity, both quantitative and qualitative, of the work of the elementary schools. The first-class districts were removed from the supervision of the State Superintendent in several important matters. The development of the public secondary schools was a notable feature of the period. The closing of the normal schools, and the re-establishment of one of them under a different system of support, were events of sufficient importance to mark one administration as notable if there had been no other happenings.

Mr. Ackerman relinquishes the Superintendency.

Mr. Ackerman deemed twelve years of service as State Superintendent enough, and, consequently, did not seek re-election in 1910. If he were already looking to the possible presidency of a revived normal school, there is now no documentary evidence of such foresight and anticipation. His successor, Mr. Lewis R. Alderman, was nominated and elected by a two-to-one vote over his democratic opponent, Professor John B. Horner, before the revival of the normal school at Monmouth was a certainty.

## Chapter VII.

## The Superintendency of Lewis Raymond Alderman (1911-1913).

By the time that the first decade of the twentieth century had passed, Oregon could no longer be said to be pioneering in education. A basic school law had been laid down in 1872, and revised in 1899 to meet the needs of a new generation. Superintendent Ackerman had organized a State-wide curriculum. The qualifications demanded of teachers compared favorably with older and wealthier states. And, most important of all, the tax-paying public had become accustomed to the idea of education at public expense, even if it had not become an enthusiastic supporter of the educational system.

They, too, the capacity of the State to support an educational system had been greatly enlarged. Whereas, in 1870, the taxable wealth was valued at only \$30,000,000, it had increased in forty years to \$800,000,000. The following table shows the growth in wealth and population by decades:(1)

Year	Wealth	Population	Decennial increase	% increase for U.S.A.
1850	-----	13,294	-----	-----
1860	\$ 23,356,951	52,465	294.7	35.6
1870	29,587,346	90,923	73.3	22.6
1880	48,463,174	174,768	32.2	30.1
1890	114,077,788	317,704	81.8	25.5
1900	117,804,874	413,536	30.2	20.7
1910	344,887,703	672,765	62.7	21.0
1920	1,040,839,049	783,389	16.4	14.9

Although the taxable wealth increased between 1900 and 1910 717%, the taxes levied were only doubled. Thus, while the population was increasing 50%, the State taxes increased 100%, and the taxable wealth 717%. How is the rapid increase in wealth to be explained? In 1901,

(1) The population figures are from the federal decennial Census Reports, the estimates of taxable wealth are furnished by the Biennial Reports of the Secretary of the State of Oregon for 1862, 1872, 1882, 1893, and 1925. The figures for 1880 were kindly obtained for the writer by a member of the Staff of the Oregon State Library.

the State had accepted the terms of the Carey Irrigation Act and this, with the passage of the federal Reclamation Act, stimulated agriculture so that in two years 400,000,000 acres of projects under the Carey act were begun. The Klamath and Umatilla projects were started in 1904 and 1906. (2) The federal Census of 1910 (3) found that the total value of farm property, including livestock, had increased 206%; the value of manufactured products 253%, but it should be remembered here that the farm property was five times as valuable as the manufactured product. But the weightiest reason for the great increase in taxable wealth as reported by the assessors is probably to be found in the new interest taken in the equalization of tax levies by the legislatures of this decade, an interest resulting in new tax laws and a State Board of Tax Commissioners, and, in turn, this interest doubtless had the effect of making tax assessors more careful to get complete statements as well as opening up new sources of revenue by the increased taxation of corporation holdings. (4)

The new Superintendent in 1911 was a man thoroughly experienced in educational administration, as one may observe from a quick perusal of his biographical sketch.

Lewis Raymond Alderman, was born at Dayton, Oregon, October 29, 1872, a significant date in Oregon educational history. He received his education at McMinnville (now Linfield) college, and the University of Oregon from the latter of which he received his baccalaureate degree. (5) He taught school at Halsay and Brownville; was assistant superintendent at McMinnville, and superintendent there for four years; county superintendent of Yamhill county, 1904-1907; then superintendent at Eugene; he was professor of

(2) Horner, History of Oregon, 249

(3) Abstract, with supplement for Oregon, 609.

(4) See the First Biennial Report of the Board of State Tax Commissioners to the Legislative Assembly of the State of Oregon, 1911.

(5) See Oregon Teachers Monthly 24:525.

Education and Director of the Correspondence School at the University, 1908-1910. He served as State Superintendent from January 1, 1911, to June 28, 1913, when he resigned to become superintendent of the public schools of the city of Portland where he served six years. (3)

He was the author of "School Credits for Home Work." His most significant administrative achievement was the creation of interest in farm life among school children and the promotion of industrial education generally.

Revisions in the course of study.

The first course (1911) issued under Superintendent L. R. Alderman was largely the handiwork of Mr. E. F. Carleton, the Assistant Superintendent of Public Instruction. The tripartite division system was dropped so that the subdivisions were by grades under each subject. "I would ask the teacher to remember always that she should teach not textbooks, nor courses of study, but boys and girls," requested the Superintendent. While it must be recognized that these State syllabi stated aims rather than attainments when they were published from the Superintendent's Office, the student of educational history is always interested in knowing what ideal was presented even though the actual performance was very much below the ideal. Hence an interest attaches to Mr. Alderman's statement:

"The points emphasized throughout this manual are that the child should be taught to form the habit of keeping the body and clothing clean, of taking plenty of exercise, and breathing pure air; to form the habit of spelling correctly the words of his written vocabulary; and of using and understanding the best forms of expression. In geography the child should be taught the simple facts of climate and relief, and should form the habit of thinking objectively, so that he can have an accurate mental picture of geographical terms. The pupil should be taught silent reading, so that he can read rapidly and thoroughly, and he should be able to read aloud for the pleasure of his friends. Special emphasis in the study of arithmetic is placed upon the importance of drill work and the omission of all that is not necessary to our needs. In civics, the aim is to teach the proper respect for the law and for the responsibilities of citizenship."

History came back in 1911 as a subject to be taught in all grades. The first two years laid the basis for American history by presenting the Amerind culture, the third year made the acquaintance of Hebrews and Greeks, the fourth year, age ten, took up hero tales, such as Siegfried, King Arthur, Cornelia, Father Marquette, Joan of Arc, Lewis and Clark, Marcus Whitman. In the fifth and sixth grades, the work of history and reading was partly combined in the study of Thomas' Elementary History. In the seventh and eighth grades, the syllabus followed a portion of Doub's syllabus in American history. A new topic, civics, appeared for eighth graders, with a good syllabus furnished, but open to the objection that it dealt exclusively with federal constitutional government,(7) which is, perhaps, that feature of political science farthest removed from the practical needs of the pupils in grammar grades. Another new topic was that of agriculture combined with nature study in all grades, but with particular emphasis on agriculture in the seventh and eighth. Industrial work was another new topic, comprising work in weaving and sewing, with paper-cutting and folding, and modelling in clay for the first and second grades.

In this 1911 edition of the Course of Study also appeared a rural-school program carefully worked out into subdivisions of the time from nine A.M. to four P.M. These subdivisions, varying from ten to twenty minute periods, were calculated to enable one teacher to carry the work of all eight grades.(8).

The importance of high schools had increased so that a separate pamphlet was issued in 1911, the first separation of elementary and secondary outlines; and an enlarged syllabus was published in 1918 giving an outline of the secondary courses with a syllabus of the Teachers' Training Course for high schools and of the four years' work in English, the latter prepared by Miss Bessie E. Applegate.

(6) From 1919 to 1924, Mr. Alderman was the Educational Director of the United States Navy. In 1924, he was appointed Specialist in Adult Education in the Federal Bureau of Education.

The first thorough syllabus of high school subjects was prepared in 1915 under Superintendent Churchill, a 112-page pamphlet.

The "Course of Study" syllabus had, by 1911, reached a degree of perfection which required, in the opinion of the State Office, very slight changes thereafter; so that the syllabi published in 1913 and 1914 and subsequently (new syllabi appeared in 1916, 1919, 1920, and 1922) had much of the same general nature, with such revisions as were necessary to keep them in touch with the new text and reference publications. In the 1914 syllabus, first appeared the interesting division, "The Why, What, and How of Story Telling" with a "suggestive list of stories" appended which was carried through five editions with but slight modifications.

#### The revival of the Normal School.

The temporary abatement of the normal school at Monmouth, accompanied by the closure of the other two schools, has been briefly sketched in the preceding chapter. Mention has likewise been made of that popular mandate which created anew this branch of public education and provided the essential finance. The tax levies of 1911 provided funds whereby the Monmouth Normal School might be reopened in September, 1912. To Ex-Superintendent Ackerman fell the duty and privilege of reorganizing the School, and perhaps no better man could have been found for the task. Technical knowledge was not sufficient, the institution required a head who could develop public sentiment favorable toward the school, and crystallize this sentiment into a willingness to bear the extra tax-load which it necessitated. President Ackerman organized a faculty of seventeen persons so as to offer seven distinct courses, to wit, (1) a standard normal course, (2) a supervisor's course, (3) an elementary course, (4) a rural school course, (5) a primary course, (6) a domestic science and art course, and (7) a library course. To understand how these courses met the needs of (7) Was this because the school authorities feared that the discussion of state and local politics would lead to partisan dispute? Teachers were specifically warned against partisanship.

Oregon's school system is to envisage that system in its entirety. The standard normal course required five years of study above the ninth grade and conferred upon its graduate a one-year State certificate issued without examination, and provided for a gradual extension of this certificate as teaching experience was gained to eventuate in a life certificate.

The supervisor's course substituted work in school administration for the practice teaching required in the standard course, but had the same standards and certificates. The elementary course required only 144 weeks above the eighth grade for completion, and eventuated in a one-year State certificate carrying no extension privilege other than a single renewal. Hence, it was incumbent upon a teacher who would continue to teach elementary work that he should return to normal school after teaching one or two years on the elementary certificate and complete the standard normal course.

The rural school course was another "cheap" course, yielding a certificate similar to the elementary course. The curriculum followed was the differentiating factor. The primary course was intended to give work in a specialized field and yielded a certificate good only in the lower grades.

The course in domestic science and art was designed "to fit teachers to teach such subjects in rural schools, small graded schools, and in city systems as assistant to supervisors". This course carried the elementary certificate, that is to say, a one-year certificate subject to only one renewal. The library course was a similar specialized course, and earned a like certificate.

The admission requirement of the Monmouth normal school was completion of the ninth grade, and this was raised, September 1913, to tenth grade for the heavier courses. Four years later, the Normal School closed its

(8) This program was the work of L. R. Truver, of Seattle, Washington, and was originally presented to the teachers of Oregon by the Oregon Teachers Monthly, in September, 1910.



doors to those who had not completed a high school course, and thus became a collegiate, rather than a secondary, institution.

Certification of teachers.

The law of February 14, 1911, completely revised the former laws relating to certification. By this enactment, all certificates were State certificates except the Portland certificates (district of the first class, i. e., having a thousand pupils) and the temporary county certificate which might be issued to teachers coming from other States with due and proper papers, and valid only until the next public examination. Under this law, the examination questions were prepared by a Board of not more than nine professional teachers, and graded by a group of teachers appointed by the State Superintendent. These two groups constituted the State Board of Examiners, who were paid five dollars a day while occupied with these duties, from the funds received from the fees charged for certificates.

Five certificates were available. The lowest of these was known as a Special District Certificate. This was valid only in the district for which requested, and was issuable, at the discretion of the State Superintendent, without examination, to specialists in the following topics: library, music, agriculture, art, manual training, penmanship, kindergarten, domestic science and art, typewriting, stenography, bookkeeping, and physical culture.

The next certificate was the One-year State Certificate. This required no teaching experience. It required a general average of 75% and set a minimum in any subject of 60%. The examination was given in the following subjects: arithmetic, civil government, geography, grammar, United States history, orthography, physical geography, reading, school law, theory and practice of teaching, and writing. Further, this certificate

was granted to applicants without examination who had completed the equivalent of four years in an accredited high school, provided, that they had in this course included and completed the standard teacher training course as specified elsewhere in the Act. After six months (i.e. one school year) of successful teaching, the certificate could be once only renewed.

The Primary Five-year Certificate, valid for five years only, and only in the first three grades, was obtainable by those who, having successfully taught twelve school months, passed examinations with a general average of 85% and no grade lower than 70%. Examinations were given in the following subjects: methods in reading, in arithmetic, in language, and in geography; theory and practice of teaching; writing; orthography; physiology; psychology. A thesis was required to be written on a topic selected by the candidate from a list of topics prepared by the State Superintendent.

The Five-year State Certificate was similar to the certificate above-mentioned, except that it covered a different range of subject matter, being intended for those who desired to teach all elementary grades. Candidates were examined in the subject required in the One-year State Certificate and in those additional thereto: physiology, psychology, American literature, algebra, and composition. Both of these five-year certificates were renewable by attending an institution of higher learning for thirty-two weeks (i.e. one college year) within six years of its original issue, if satisfactory work had been done in at least four subjects, and might, by repetition of this process, be renewed again and again.

The highest certificate was called the Life State Certificate. It was granted to those having not less than sixty months of successful

teaching experience, fifteen months of which must have been in Oregon, who had passed an examination, with an average of not less than 85% and no grade lower than 70%, in all of the following subjects in addition to those required for the five-year certificate above mentioned: English literature, plane geometry, botany, physics, bookkeeping, general history, geology and history of education. If the candidate already hold a five-year certificate, which was extremely likely, he was not asked to write on subjects on which he had previously been examined.

Certificates, under this law, were also issuable to graduates of standard colleges or universities, without examination, permitting teaching in high schools; also to graduates of standard normal schools, without examination, permitting them to teach "in any grammar school, or in any one, two, or three-year high school.

The specification of certain privileges attaching to graduation from a "standard college" and "standard normal school" involved the definition of such institutions. "A standard college, university, or normal school is one that shall be standardized by the United States Bureau of Education of Washington, D. C." read the act, which went on to specify that if the said Bureau should fail to prepare a list of standard institutions, (which to date, 1925, it has failed to do), a board for such standardization should be created, which should "pass upon the standard of any college, university, or normal school of other states seeking recognition in this state" as well as prepare a list of what they considered to be the standard institutions of Oregon. This latter specification, the standardization of Oregon institutions, was delegated to the Bureau of Education at Washington, which accepted and performed the duty. The board of standardization thus established consisted of the Superintendent of Public Instruction and six other

specified (9) educational administrators of the State, thus adding an important duty of examining into the educational qualifications of institutions in other states to an officer already overburdened with a variety of duties. In 1915, and again in 1918, a list of standard colleges and universities was published.

As stated above, the United States Bureau of Education performed the duty of examining the Oregon colleges with reference to their fitness as teacher-training agencies. Late in 1911, the Specialist in Higher Education of this Bureau visited Oregon, upon invitation of the State Superintendent. He investigated and reported that the State University, Pacific University, and Willamette University were to be considered as meeting the requirements of a standard college or university according to the State law. The report also indicated wherein seven other institutions fell short. (10) The State law to which the Specialist referred, the Act of February 14, 1911, being 1911 Laws chapter 58, provided that a standard teacher training institution should have: (a) for entrance, four years' work above the eighth grade in a secondary school; (b) for graduation, two years' additional work, including a thorough review of the common branches and training in a practice school; (c) the maintenance of a well-equipped training school for observation and practice, such school to cover work in the eight elementary grades; (d) the total attendance in the secondary school and normal school must be 216 weeks above the eighth grade, provided, that the normal school might accept satisfactory credits covering twenty weeks above the eighth year.

(9) The Board consisted of the presidents of the State University, Agricultural College, and State Normal, the city superintendent of Portland, representatives of the Independent College Presidents Association of Oregon and of the Catholic Educational Association, and the Superintendent of Public Instruction.

(10) United States Bureau of Education, Report 1912, page 96.

All institutions recognized as standard and desirous of having their graduates certified were required to file annually a sworn statement that all provisions for standardization had been met.

Superintendent Alderman reported, in 1913, (11) "many trained teachers from other States are coming to Oregon because the graduate of a standard normal school, or of a university having a department of education, may receive without examination a certificate to teach in this State." In view of the opposition in earlier times to immigrant teachers, this statement was probably to be interpreted as a protest against such a policy.(12)

#### Rural School Supervision.

In the Fall of 1910, a committee of county superintendents decided that the reason for the better schools of the towns lay in their more thorough supervision. Accordingly, a rural supervisory bill was drawn up and presented to the next Legislature, which passed the desired measure with but slight opposition.

This legislation provided for a County Educational Board in every county having more than sixty school districts, sixteen at that time. This Board was authorized to employ supervisors other than the county superintendent, to act as a board advisory to the county superintendent, and to aid in holding educational meetings. Each Board was authorized to divide its county into supervisory districts containing not less than twenty, nor more than fifty, districts; it was further authorized to employ supervisors of specified qualifications to work under the direction of the county superintendent, to enforce the State course of study, and to devote their entire time to supervising the schools within their own supervisory districts.

(11) Biennial Report, page xv.

Under date of December 31, 1912, Superintendent Alderman lauded this system as giving general satisfaction and doing much to increase the efficiency of the work in the rural schools. "The supervision has cost the State the last year something like \$23,000 in salaries. A careful investigation will show that we have saved in actual money, to say nothing of the improved conditions brought about, a large sum of money. It is a notorious fact that the school districts in this State, and in most States where there is little supervision, squander a great deal of money in supplies that are not needed.....In almost every rural school in this State there are expensive charts, globes, and other apparatus that was not needed for which the school districts paid from three to five times the actual catalog price. I have seen school districts in this State with but nine feet of blackboard with no erasers, with no maps, and with no water supply, that had recently paid \$75.00 for a chart, \$39.00 for an expensive globe, and \$30.00 for mathematical blocks that were not needed by any of the children attending school." Undoubtedly, Mr. Alderman in his zeal for securing more efficient handling of public school moneys overlooked the fact that what he was condemning was the democratic principle of public administration,---that a democracy invariably pays for its freedom with inefficiency and waste. The paradox of American education is that it asks for education for all, yet urges that control of the educational system be placed in a bureaucracy, --it is unwilling to trust itself in the hands of its finished product, asking for state control when it has local control and national control when it attains state control.

(12) For certification practice in other States see Harlan Updegraff, "Teachers' Certificates Issued under General State Laws and Regulations," United States Bureau of Education, Bulletin 1911, number 18.

To the Legislature of 1915, Superintendent Churchill reported that fourteen counties were employing one or more supervisors and that the system was giving satisfaction. However, he was inclined to favor standardization (13) as a means of securing the desired results. Evidently the cost of the supervisory system was bearing heavily, for the Legislature made the dissolution and reestablishment of both supervisors and county boards optional with the district school directors affected by the proposed changes.

In 1924, Mr. O. C. Brown, Superintendent of Clackamas County, said:

"The splendid educational program of the past few years could never have been put over without the aid of the indispensable service of the supervisor. We have been fortunate in the selection of able helpers to fill the office of supervisor. For the past five years this work has been handled by my wife."

#### The Growth of Vocational Education.

The public schooling which had been popularized by forty years of earnest effort, by which the public had been won to the financial support of elementary education, was a schooling which emphasized "readin', 'ritin', and 'rithmatic". The educational program of the twentieth century included a much broader and more extensive training, a training which looked toward a substitute in the public school system for the already obsolete apprenticeship system whereby boys had in former times learned a trade. Vocational education was the latest style in pedagogy.

While Superintendent of Yamhill county, Mr. Alderman started the Children's County Industrial Fair, (1905) the first of its kind in the United States. When he became State Superintendent, he was able to do for the children of the State what he had done to stimulate

(13) For Mr. Churchill's plan of standardization see the next chapter.

, agricultural interest in the children of Yamhill.

In November, 1911, the State Bankers' Association asked for suggestions as to how it might cooperate in bringing about a more practical education in the State and thus indirectly develop and increase the resources of Oregon. Mr. Alderman's reply was an outline of a plan of industrial contests for each county, with the winners of county championships vying for State honors at the State Fair. The Bankers Association and the Union Stockyards of Portland each gave \$2,500.00 which was used to employ field-workers and clerical assistance. The State Fair Board appropriated \$1,000.00 for prizes for the children's exhibits, which was supplemented with \$2,500.00 donated by various individuals and associations. A hundred thousand bulletins of the Agricultural College describing the methods of raising vegetables were distributed through the schools to the children interested. It was estimated that 75,000 children competed in the eighty-eight local fairs for prizes aggregating \$20,000. One of the results was an exhibit at the State Fair of seventy-five coops of chickens raised by school children. Several years later, Mr. Alderman said: (14)

"If every child in a country school would keep thirty chickens the revenue produced from the eggs and sale of chickens would pay the entire cost of running that school."

While this enumeration of unhatched fowls seems dubious, the success of Mr. Alderman's potato-raising contest is a legally attested proof of a seemingly impossible operation. A. Mr. Kippel, near Salem, furnished one seed potato to each child in the contest. Eugene Dumond, aged fourteen, raised eleven boxes (presumably bushel boxes, although the report does not so state) of potatoes from the single potato given him by cutting his thirteen-eyed seed potato most advantageously and planting in (14) quoted in Oregon Daily Journal of Portland, July 27, (page 8) and July 28, (page 4) 1919.



a cold-frame. By pulling off the shoots as they appeared he produced replacement shoots, and altogether obtained plants enough for 300 hills, thus using a method he had read of used with sweet potatoes.

Mr. Alderman sponsored not only potato clubs, but also pop-corn clubs, watermelon clubs, corn clubs, and pig clubs. A tribute to this scheme was paid by Professor C. H. Lane, assistant in agricultural education at Washington, D. C.:

"Oregon has started this work on a broader scale than any other state. I have never found a state in which bankers, breeders, and business men have given industrial education such liberal support at the outset. The next step should be to make the work an integral part of the public school system."

This was the "practical education" which had been desired by many opponents of the classical education, and the Legislature promptly responded with three bills which promoted industrial training. A bill authorizing the Portland school board to establish trade schools for girls (15) and "manual training schools, vocational schools, schools of trades, evening schools, and schools for deaf and backward children.(16)

A far more important bill, (17) authorized the State Superintendent to employ two assistants to travel throughout the state supervising and promoting such studies as agriculture, manual training, home economics, and promoting industrial school fairs and school garden contest in cooperation with the State Agricultural College. The appropriation to cover this new expense was generous, \$6,000.00 per annum. (18)

(15) 41 Oregon 1913

(16) 258 Oregon 1913

(17) 110 Oregon 1913.

(18) In addition to this appropriation, provision was made for the other expenses of the State Office during the biennium 1913-1914 as follows: \$6,000 for the salary of the State Superintendent; \$2,000 for Superintendent's travelling expenses; \$5,520 for salaries of clerks and stenographers; \$2,000 for general contingent expenses; \$500 for expenses of the State Teachers Association.

The history of the administration of this industrial education will be found in the following chapter, in the history of the administration of Superintendent Churchill.

#### Reading Circle Courses.

An interesting innovation of Mr. Alderman's superintendency was the establishment of reading circle courses for the stimulation of professional alertness among the teaching fraternity. There is at all times and in all places, "polymeros kai polytropos" as the ancient Greek writer succinctly phrased it, a danger that teachers once having completed their required professional training preparatory to certification will fail to keep abreast of the times and neglect professional literature. To meet this need, reading circle courses were inaugurated, the first one being issued for the year 1911-1912.

The list of books selected for this purpose is of some interest in showing the food on which the intellects of Oregonian teachers was feeding. Some of them have stood the test of fifteen years and are still deemed very profitable, a fact which speaks well for the wisdom of the selection in 1911. The list was:

- W. H. Allen; Civics and Health. Ginn, 1909.
  - G. M. Betts; The Recitation. Houghton, 1911.
  - F. Chubb; The Teaching of English. Macmillan, 1906.
  - H. W. Foght; The American Rural School. Macmillan, 1910.
  - F. M. McMurray; How to study and Teaching How to Study. Houghton 1910.
- and the following, which, if selected, must count as one book:
- W. H. Smith; The Evolution of Dodd. Rand McNally, 1884.
  - G. H. Palmer; Self-cultivation in English. Houghton, 1909.
  - A. W. Wray; Jean Mitchell's School. Public School Publishing Co, 1902.

The course was expanded at irregular intervals until, by 1918, it consisted of twenty selections, of which every teacher was required to read one during the year. The pamphlets describing the courses contained brief reviews of the work, reviews which served to guide the teacher in his selection of a book. The University of Oregon and the State Agricultural College jointly supervised the reading and, upon examination, issued certificates which were recognized by county superintendents, with whom they had to be filed.

Teachers were required to make formal enrollment, and to write an "open-book" examination when the reading had been completed. The supervising institutions prepared outlines to guide the readers to the important factors in each book.

Retrospect of the biennium.

When making his report for 1913, Mr. Alderman fairly characterized the development of the public school system under his administration in the following words.

"A deep and widespread interest in the study of agriculture, domestic science and manual training; a steady increase in the number of high schools; a vigorous attempt on the part of the teachers of the State to bring the school and the home into a closer relation by the home credit plan, and the securing of a firm and permanent position in our educational system of a State Normal School are some of the most interesting signs of progress in the work of our public schools."

Mr. Alderman and the State might both have been proud of the showing made in the two and half years of his administration. Unfortunately for the State of Oregon, this administration was interrupted by Mr. Alderman's acceptance of the city superintendency of the public schools of Portland. However, the vacancy in the State Superintendency was wisely filled by the appointment of Mr. J. A. Churchill, a schoolman whose wide experience admirably equipped him for the important position.

## Chapter VIII

The administration of Julius Alonzo Churchill, 1913-1925.

When Superintendent Alderman resigned in June, 1913, the duty of filling the office fell to Governor Ostwald West. Governor West went outside the ranks of his own party and appointed to that important office Mr. J. A. Churchill, a schoolman ripe in years and experience.

Julius Alonzo Churchill was born at Lima, Ohio, October 14, 1862. He married Miss Florence B. Jennings, October 18, 1887, who died in 1916. His second wife was Miss Inez Depew, whom he married March 2, 1922. After Ohio Northern University graduated him a Bachelor of Science in Civil Engineering, he taught rural and village schools in Ohio for six years, was Principal of the Crookston, Minnesota, high school from 1885 to 1888, and was Superintendent of the schools at Baker City, Oregon, from 1891 to 1913.(1)

#### Improvement in School Buildings.

Superintendent Simpson's report in 1874, the First Biennial Report, complained that little attention had been paid to school architecture; that many people apparently thought any kind of a building was good enough for a school house and that a school house should never be located on a piece of good land; "every man and boy....the possessor of a jackknife... feels at liberty to exercise his skill upon the doors and windows and furniture of the school-house, and if he happens to be the owner of a lead pencil, and is lucky enough to find a clean place on the wall, he tries his hand, occasionally, at drawing or scribbles some choice couplet of vulgar rhyme." To get a picture of what the school houses of 1874 looked like, the reader must turn to some of the county reports. One from Josephine county said:

(1) These details are to be found in *Who's Who in America*, 1924. In the Spring of 1925, Mr. Churchill resigned, effective 1926, to become President of the revived Ashland Normal School. Mr. Churchill was affiliated with the Republican party, the Protestant Episcopal Church, and the order of Elks.

"The present condition of our school houses is bad. Our citizens are not of the most wealthy class of human beings in the world. If they were, I think we would have better school houses. Some of them (the school houses), were originally built of logs, and others of lumber, called 'box-houses'. All are furnished with seats of various kinds, from the strong and durable slab with four stout two-inch legs, to the genuine 'sugar-pine' bench with the slivers planed off. Most of the houses are liberally furnished with desks."

Little interest was manifested by the biennial reports of the subsequent superintendents in the physical equipment of the school system beyond the reporting of the number of log, frame, or brick school houses erected in the biennium, and not all of the reports troubled to list this information. Superintendent Churchill in 1914 reported that the county Superintendents in their annual meeting at Salem, June, 1914, had adopted State Standards for rural and village schools. Items mentioned were:- flag, lighting, heating and ventilation, pictures, neatness of grounds, sanitation of water and outbuildings, the teacher's qualifications, library, attendance and punctuality, (2) and an eight months' term.

Another step in the improvement of the physical plant was taken when, in 1916, Superintendent Churchill issued a much needed book of building designs entitled "School Architecture, One-, Two-, Three-, and Four-Room Buildings." The Oregon Chapter of the American Institute of Architects conducted a contest for designs, and thus supplied the material for a highly useful book. It constituted a most valuable contribution from the State Office to one of the serious school problems, and one marvels that there has been no revision and expansion. The need for a more up-to-date handbook on school architecture was partly supplied by the publication of Fletcher B. Dressler's "American School Buildings" (Bulletin 1924, 17, of the Federal Bureau of Education), a brochure issued in 1925.

(2) Attendance to be not less than 92% of enrollment, and tardiness 2%.

Shortly after the distribution of the 1916 book of school plans, the nation plunged into the European War and interests foreign to the matter of education occupied the attention of Oregonians. In 1920, a more stringent set of requirements was issued, this time as adopted by the State Board of Education. The 1923 report first listed certain details of school improvement, while the next, 1925, report showed that out of 1,060 schools inspected, 1,007 had an adequate heating plant, 872 had ventilating window boards, 64 had had the lighting improved during the biennium, (the standard adopted by the Board required that windows must equal 20% of floor space), 336 had improved their sanitary condition but 231 were unsatisfactory in this respect, and 44 districts had secured additional school grounds. This inspection covered about two-fifths of all school buildings of the State. The federal survey for 1921-22, referred to above, indicates that Oregon spent only five-eighths as much per capita of pupil attending as the average for the United States for physical equipment.

In the year ending June, 1924, sixty-six new school buildings were erected, at a cost of \$3,094,074, thus averaging more than \$46,000 a building, and practically all of this was borrowed money, so that the cost would eventually be in the neighborhood of \$80,000 a building before they would be finally paid for.

#### Elementary Teacher Training Courses.

After the basic revisions of 1911, there were no alterations of major importance in the matter of teaching qualifications and the certification thereof. A need for more elementary teachers was met by authorizing Elementary Teacher Training Courses, effective September 1, 1915, in four year high schools, standard normal schools, and standard chartered educational institutions of collegiate or university grade. Regarding another phase of this law, Superintendent Churchill said in his

Report for 1915, "On September 1, 1915, a law became operative which will do much toward raising the standard of the teaching force of the State,-- I refer to the law passed in 1913 requiring a minimum amount of professional training of prospective teachers who have not had teaching experience. Elementary teacher training courses have been established in nearly all of the high schools."

Thus the fifty-year battle for trained teachers in Oregon was won, so far as the legal status was concerned. But only continual watchfulness on the part of the supervisory officials could insure enjoyment of the fruits of the victory.

#### A State Board for Vocational Education.

An important and far-reaching addition to the duties of the Superintendent, and one involving a large expenditure of fund, came when the Superintendent was made a member of the State Board for Vocational Education. On February 23, 1917, the federal Congress passed the National Vocational Education Act, known also as the Smith-Hughes Bill, which offered to the several states grants of money for the promotion of trades-schools. In order to secure this money, it was necessary for each state to provide a controlling organization and a sum of money equal to the federal grant. Since the Oregon legislature was not due to meet for another two years, Governor Withycombe made use of his prerogative and appointed a committee to administer the fund which he secured for the State by an emergency appropriation. The committee appointed November 1, 1917, consisted of Mr. Churchill, Mr. E. J. Stack, of Portland, Mrs. George McMATH, of Portland. The next legislature created a State Board for Vocational Education, to which the Governor was to appoint as members the members of the State Board of Education ex officio, one farmer, one employer, one employee, one woman housekeeper. The State Superintendent was made executive officer. (3) This Board administered a fund amounting to \$80,000 a year.

(3) Laws 1919, chapter 348.

As soon as these funds were made available, in the school year of 1918-19, the high school at Eugene put in a course in plumbing; the Pendleton high school started a course in gas engines and motor trucks; the Dalles, a course in printing; Benson Polytechnic, in the city of Portland, offered a machine shop course; and the Salem high school instituted a course X in home economics for the girls and a machine shop for the boys. The reports from each of these schools, presented in the State Superintendent's Biennial Report of 1919, gave the legislators and the public some idea of the work being done. Needless to say, the courses were as popular as they were expensive.

#### A curious bit of legislation.

A somewhat odd extension of the duties of the State Superintendent occurred in 1923. Notwithstanding the fact that civics had been taught in the public schools almost from the beginning of State supervision, both in the elementary and in the high schools, and, as has been pointed out, the course consisted at first entirely of federal constitutional matters to the utter exclusion of local government, a course in the federal Constitution was commanded. Perhaps the people of Oregon had become unduly sensitive regarding what other states regarded as radical tendencies such as initiative and referendum, and felt that their love of the ancient landmarks of the federal government should be thus reasserted. The act provided:

"In all public and private schools located in the State of Oregon, commencing with the school year next ensuing after the passage of this act, there shall be given regular courses of instruction in the Constitution of the United States. Such instruction in the Constitution of the United States shall begin not later than the opening of the eighth grade, and shall continue in the high school course, and in courses in state colleges, universities, and the educational department of state and municipal institutions to an extent to be determined by the Superintendent of Public Instruction."



This is the first instance in the educational history of Oregon that any attempt was made to regulate the curriculum of private institutions. It was likewise the first attempt to assert any curricular authority of the Superintendent of Public Instruction over the higher institutions of learning which were under State control. It likewise marks the end of the independence of the first class districts in prescribing their courses of study. It may be objected that the provisions relative to vocational education, made in 1919, constituted an earlier breach of this independence; but, on the other hand, the acceptance of vocational aid was wholly voluntary with the school districts, who thereby voluntarily relinquished their independence of the State Superintendency.

#### Standardization of rural schools.

One of the notable features of Mr. Churchill's administration was his promotion of the standardization of rural schools. Mention has been made above of the origin of this movement,---of how, in June, 1914, the county superintendents had prepared a list of the norms for rural schools. This idea did not originate in Oregon, the first standardization law was probably passed by Minnesota in 1897, (4) but when the advantages of the plan appeared from the experience of several other states to justify it, Oregon was not slow to adopt this method of improving school conditions.

There was nothing spectacular about persuading hundreds of obscure schools to improve themselves; the process of "conversion" from the old ways to the new ways was necessarily slow, for the school boards had to be reached to secure many of the important changes. A table herewith shows the original requirements as specified in 1915 and those stated in 1920.

During the first year of state-wide standardization more than 10,000 pieces of play apparatus were provided. In 1921, the State Superintendent reported:

The requirements have been raised by the Department of Education from year to year with the result that schools now meeting them are functioning well in the work they are expected to do. Reports from all of the county superintendents tell of school improvements in the way of modern schoolhouse architecture, better lighting and heating, more play apparatus, adequate equipment, playsheds, large school libraries, and improved sanitary conditions. Best of all is the increased interest of the people in their schools. Standardization Day in the district has become an annual school rally day."(5).

The greatest difficulty in bringing about the improvement of rural schools was the lack of competent teachers, according to Mr. Churchill's Report for 1919-1920. In it, he pointed out that rural school teachers might be divided among three classes:-first, the trained teacher who preferred rural work; second, the trained teacher who, through wrong personal qualities, failed to hold a city school and gravitated to where competition was easier; third, the high school graduate who went to the rural district to get the required experience for a better position, and thus made the rural school a training school without a critic teacher. Needless to say, the first category was very small and the last category painfully large.

In the school year 1923-24, more than a third of the schools, 692, met the standardization test in full. It should be noted that this result was achieved in Oregon without offering any of the pecuniary rewards that were held out in some other States. The only thing a standard Oregon school received was a certificate, whereas Iowa gave its standard rural schools \$6.00 per pupil, and Texas gave \$500.00 to each district having a standard school. Oregon's standardization was purely voluntary, having no statutory recognition whatever.

The requirements for a standard school.

In 1915

In 1920.

FLAG-- Must be flying, weather permitting.      FLAG--Must be flying on all school days.

1915

In 1920.

SCHOOL HOUSE--Properly lighted.

LIGHTING--The total amount of window space must equal, at least one-fifth of the floor space, and the light must only come from the left, or from the left, and rear of the room.

EQUIPMENT--Teachers desk and chair; desks for pupils properly adapted and placed; suitable blackboards; window shades in good conditions.

EQUIPMENT--For teacher, desk, substantial, large enough for books and records, fitted with locks, mouse-proof; chair, substantial, adjustable. For pupils, desks properly adapted and placed; suitable blackboards. Window shades in good condition. Each school must have a Beacon phonic chart and a Curtis cabinet, with a supply of practice pads and a teachers manual.

ROOMS--Attractive at all times.

ROOMS--Attractive at all times.

STANDARD PICTURE--One new one, unless three are already in the room, framed.

STANDARD PICTURE--One new one, unless four are already in the room, framed. A standard picture must be a copy of a picture listed in the State Course of Study, and should contain at least 100 square inches in the body of the picture, or 180 square inches including the frame.

GROUNDS--To be clean, free from paper, etc. At least three features of play apparatus. Walks if necessary.

GROUNDS--To be clean, free from paper, etc. At least three features of play apparatus as given in the Oregon Recreation Manual pp.25-32. Walks if necessary.

SANITATION--Pure drinking water, either drinking fountain or covered tank and individual drinking cups; individual, family or paper towels.

SANITATION--Pure drinking water, either drinking fountain or covered tank and individual drinking cups, individual, family or paper towels.

OUTBUILDINGS--At least two good ones to be sanitary at all times and free from marks.

OUTBUILDINGS--At least two good ones to be sanitary at all times and free from marks. Standard chemical toilet preferred; Kaustine or equivalent.

TEACHER--Must maintain good order at all times, supervise the play ground; have her work well prepared; follow State Course of Study; take at least

TEACHER--Must maintain good order at all times; supervise playground; have her work well prepared; follow State course of Study;

one educational journal; have program posted in room; keep register in good condition; be neat in attire.

take at least one educational journal; have daily program, approved by county Superintendent; posted in room within first month of school; keep register in good condition; be neat in attire.

**LIBRARY**--Good selection of books from State list. Case for the books. Books kept upright in good condition and re-ordered according to rules specified by Oregon State Library and required by law.

**LIBRARY**--Good selection of at least 100 books from State list, Part 1, excluding duplicates. Case for the books. Books kept in good condition, and recorded according to rules specified by the Oregon State Library and required by law. A set of Standard maps, at least four in number; a good map of Oregon; a globe, and an international dictionary.

**ATTENDANCE**--Average 92% per year and not to exceed 2% in tardiness per year.

**ATTENDANCE**--Average 92% per year and not to exceed 2% in tardiness per year.

**LENGTH OF TERM**--Not less than eight months of school year.

**LENGTH OF TERM**--(Length of term was raised by law to eight months.)

**SCHOOL VISITS**--Visits from members of the school Board during the school year must number four and total at least four hours.

**SUPPLEMENTARY READERS**--School library must contain sufficient sets of supplementary readers to supply the members of each class from the first to the fourth, inclusive. Supplementary readers must be selected from the official adoption.

As soon as the district fulfills any requirement it will be marked with a star. When all the requirements are fulfilled, a suitable pennant or certificate will be awarded by the county superintendent.

### The Standardization of high schools.

Under the supervision of Superintendent Ackerman a start.

(4) See the excellent study of Edith A. Lathrop, "The Improvement of Rural Schools by Standardization", Rural School Leaflet #32, Bureau of Education, Washington, 1925. Miss Lathrop showed that pioneer states in the movement were: Minnesota (1897) Illinois (1907); Missouri (1909); and North Dakota (1911). "At present (1925) 34 state Superintendents of public instruction report standardization as one of the ways by which they are attempting to better the rural schools."

(5) Biennial Report, 1921, page 9.

had been made in furnishing a State curriculum for high schools, and this rudimentary course of study developed under the Alderman and the Churchill administrations until, by 1915, it was an important factor in unifying the work offered throughout the State.

Nevertheless, an inspection of the high schools brought out the fact that they varied widely in their equipment. Some lacked an adequate library, some lacked microscopes for the biological work, and some lacked maps, without which history could not be adequately taught. Recognizing a need here, the president of the Department of Superintendents of the State Teachers Association appointed a committee which met at Salem and formulated norms for the physical equipment and the staff of high schools. These norms were adopted by the State Board of Education on March 17, 1915 (6)

Under the plan thus provided, the high schools of Oregon were divided into three classes, as follows:

Class A consisted of Standard Four-year High schools. There were specifications as to the number of teachers and their qualifications. The State Course of Study was to be followed. The class period was forty minutes or longer, and the school year not less than thirty-six weeks, with fifteen units required for diploma. A school of this class was expected to have scientific apparatus worth not less than \$450, divided as follows: for the teaching of physical geography, \$75.00; for biology, \$75.00; for physiology and botany, \$75.00; for physics, \$150.00; and for chemistry \$150.00. The library was to consist of not less than 250 books selected from the State School library list, Part II, exclusive of fiction, dictionaries, and encyclopedias; and must include either a New International Encyclopedia or a Britannica, also a New International or Standard Dictionary for each twenty pupils.

(6) As early as June 28, 1909, a County Superintendents' Convention had discussed minimum requirements for high schools.

Class B. consisted of Accredited Three-year High Schools. For these there were easier specifications as to number and qualifications of staff. The apparatus required did not contemplate offering chemistry, and, accordingly, the total value was reduced to \$300.00. The library was expected to have a minimum of 150 volumes.

Class C. consisted of High schools accredited for one or two years of work. For these the Specifications for teachers were still easier, and the required value of apparatus was reduced to \$150.00 contemplating the teaching only of physical geography and biology, or physiology and botany. The library was expected to consist of at least 75 books plus the encyclopedia and dictionaries in quantity as before indicated. During the first year of attempted standardization \$100,000 was spent by the high schools of Oregon for library and equipment, and as a result of this effort, 159 schools were standardized.

A county-high-school-tuition-fund law was enacted about this time, which had for its purpose the raising of funds in each county outside of districts having standard high schools. These funds were used to pay the tuition of pupils from districts which had not standard high school, thus providing at public expense for the further education of every boy and girl who had completed the eighth grade. Mr. Churchill himself was sponsor for this act, and he was gratified to see it result in a largely increased attendance in the high schools.

By 1919, 192 high schools had become standardized. The State Department was wont to visit as many high schools as possible and to notify their boards of directors when the schools were found weak. The enrollment in 1919-20 was 23,223, and the Russell Sage Foundation reported that Oregon stood eleventh among the States in the proportion of its enrollment in high schools. Revised standards were adopted by the State Board of Education, November 1, 1920.

Written examinations in standard high schools were required when admitting pupils from non-standard or non-accredited high schools, and the examination papers were to be filed for inspection. There were other tightenings of the rules as well. The statistics of the high schools in 1919 are interesting as showing the accomplishment of twenty years of secondary public education. Volumes in their libraries numbered 126,140. They were taught by 405 male, and 775 female, teachers. The value of their scientific apparatus was given as \$587,667.

In 1924, 83-1/3% of all pupils completing the eighth grade enrolled in the first year of high school, the eighth grade enrollment being 15,132. The ninth grade reported 12,971; and the tenth grade, 9,050; the eleventh grade, 7,059; and the twelfth grade, 5,639. While it would be unfair to consider that those who fell by the way-side were crowded out by lack of equipment and staff, yet it must be remembered that any effort made to retain these pupils would require a parallel effort to increase the financial support of the school system. More children in school inevitably means one of three things, namely, (a) more school taxes, (b) a narrowed curriculum, or (c) less efficient teaching.

#### Extra-curricular industrial training.

How Superintendent Alderman stimulated interest in industrial training has already been described in the preceding chapter. Upon this foundation was built a program which drew national attention to Oregon, and the work of the Superintendency under Mr. Churchill in developing extra-curricular vocational education is worthy of special notice. Since 1916, an annual report, known as the Red Book, and entitled "A Record of the Achievements of Boys and Girls of Oregon in Industrial Club Work" has been

issued describing in detail the progress of this work.

A bulletin issued in 1914 told how to organize clubs for the promotion of ten projects, to wit: corn growing, potato growing, canning and preserving, poultry raising, sewing, cooking and baking, pig feeding, vegetable gardens, dairy herd record keeping, and manual arts. In these clubs 12,000 children were enrolled, between the ages of ten and eighteen years, directed in their organization by the State Superintendency, with technical information furnished by the Oregon Agricultural College. By 1918, over 13,000 were enrolled in these clubs, and the value of their product was claimed to be \$68,853, produced at a cost of \$31,585, an addition by each boy and girl to the wealth of the State of two dollars, and an incalculably valuable addition to the character of each boy and girl participating in the inculcation of respect for and enjoyment of honest labor. (7). By 1924, the list of projects had increased to seventeen, adding to the original items sheep raising, calf raising, goat raising, rabbit raising, home making, wheat raising, bee culture, and rural home beautification. The manual arts project was dropped, possibly owing to its widespread inclusion in the curricula of the high schools. The enrollment had decreased to 9,000 divided among 343 clubs in 34 out of the 36 counties. But while the enrollment decreased the persistence increased, and more than 75% of the enrollment completed the project attempted, whereas in the earlier days of

(7) Shortly before this section was written, the amendment to the National Constitution authorizing Congress to forbid such activities as are here described failed of adoption. The writer believes the failure of such a prohibition of labor should be a cause for national rejoicing, thinking that any measure which tends to frown upon labor man, woman, or child is a national menace and a threat against our existence. Let us by all means teach our youth the dignity of labor for all, young and old, according to their ability, and let that teaching be both by precept and practice.



larger enrollment the majority failed to carry out their attempt. In 1924, the Superintendent said, "Seven years ago the boys and girls exhibited seventeen animals at the State Fair, two of which were pure-bred; in 1924, three barns were filled with purebred stock." Thus has the public school system of Oregon helped to justify its existence by the creation of new wealth, as well as by the higher culture of the individual.

#### War-time activities.

The War of 1917 affected considerably the school system of Oregon. In October, the school system was enlisted to aid in securing plottas for food conservation. Early in the following year, circular letters were sent from the State Office to county superintendents, and they in turn sent instructions to teachers for organizing a Junior Rainbow Regiment of children to seal thrift stamps and war savings certificates. Each child had to seal fifty dollars' worth in order to be admitted to membership, so that by the end of June, 5,300 children had sold more than \$265,000 worth of the certificates. Other means were used to promote the sale of stamps and it was claimed that the entire school system sold more than \$2,500,000 worth of government paper. By June, 1918, 58,242 children had joined the Junior Red Cross, had raised money, and made supplies for soldiers and refugees.

Early in the war period, the State legislature provided for military training in high schools at local expense, with membership in squads being voluntary, and several schools established units. A course of study for military training was issued by the Superintendent in 1918 and approved by the Adjutant-General. Every high school having thirty-five or more boys enrolled was urged to offer military instruction; at Salem, such training was made compulsory by the local school board except for those

who were physically disabled or were taking shop practice,--a program strictly in accord with the national "Work or Fight." The propaganda of the Bureau of Naturalization looking to the "Americanization" of aliens by formal educative process was likewise promoted.

#### The Question of Compulsory Public Education.

Although Oregon had had a compulsory education law since 1889, certain elements of the State were dissatisfied and in 1922 brought the question before the voters in a new form, namely, "Shall the State of Oregon compel attendance upon the public elementary schools?" In order to understand this matter, some review of the compulsory education laws is necessary.

The law of 1889 was entitled, "An Act to increase the efficiency of our common schools." It was made the duty of local school directors and the clerk to see that all children between the ages of eight and fourteen years within their district received not less than twelve week's schooling during each year, eight weeks of which were to be consecutive. Several exceptions to this rule were allowed, namely, (1) should bodily or mental condition prevent, (2) if the child were being taught at a private school or at home, (3) if the child had already acquired the education, or, (4) if the nearest public school were more than two miles by the nearest travelled road from the home of the child. Mr. McElroy in his report of December 31, 1904, (page 148) remarked that the compulsory school law had largely failed. It applied only to children of eight to fourteen years, whereas there were 124,000 children between the ages of four and twenty for whom school moneys were being distributed and whereas the ages eight to fourteen included but 42,000 of these. "The very name 'compulsory' seems to be offensive to many people of the State," said Mr. McElroy, who himself had urged the passage of such a bill.

In 1907, the law was amended to provide that the age of compulsory attendance should be nine to fourteen years, and, if not usefully employed, fourteen to sixteen. If any children were under private instruction, the school board of the eighth grade examining board should certify to the sufficiency of the study being done. The distance mentioned in the previous Act was increased to three miles, and attendance was required of those living at a greater distance when transportation was furnished by the school district. Physical incapacity had to be certified by a physician and those taught at home were required to obtain permission for such divergence from the normal practice from the county superintendent, and to report every three months for an examination. The law was to be enforced by a special truant officer. An amendment passed in 1911 required the attendance of those aged nine to fifteen years inclusive, and provided that attendance must be for the full term of school taught in the district. This law remained in force to 1925.

Effort was made in 1922, by means of a popular initiative measure, to require attendance upon public schools to the exclusion of private and parochial schools. 115,506 votes were cast in favor of this measure, and 103,885 against it. After the constitutionality of the law was challenged by the Hill Military Academy of Portland and others, the United States Supreme Court, on June 1, 1925, declared this legislation void being in contravention of "The fundamental theory of liberty upon which all governments in this Union repose." The Court deemed that this theory "excludes any general power of the State to standardize its children by forcing them to accept instruction from private teachers only. The child is not the mere creation of the State; those who nurture him and direct his destiny have the right, coupled with the high duty, to recognize

and prepare him for additional obligations." And thus perished an impudent assault upon the liberties of a free people.

It cannot be shown that the enforcement of a compulsory attendance law in Oregon has increased the percentage of attendance at school. Too many factors have been operating to the same end,--to wit, good roads, improved schools, the development of high schools, favorable public sentiment, and other causes less evident in their effect. The efficiency of the system of education taken as a whole is witnessed by the United States Census of 1920 which showed only 1,990 native-born illiterates in Oregon. In the following table of school statistics it should be noted that the difference between the "school census" and the "school enrollment" is largely due to the fact that the lower limit of the school census age extends below the legal entry age for public schools by two years and the upper limit of the census extends beyond the usual period of school attendance necessary to complete the high school curriculum by two or three years.

The school census compared with school attendance over forty years.

	School census 4--20	School Enrollment.	Av. Daily Attendance.	% of daily attendance to school census.
1886	80,018	46,107	31,005	38.7
1891	106,172	72,322	45,401	42.8
1912	189,425	130,268	112,057	59.2
1924	238,746	155,690	149,025	62.6

The widened scope of public education.

To the credit of Mr. Churchill it must be said that he broadened the office of public instruction to include education in morals, recreation,

fire prevention, and kindred topics. In his 1925 report (page 36) he mentioned having issued courses in Oregon history, Study of the Constitution, Moral Instruction, Fire Prevention, elective English, Memorial Day Annual, Agriculture, Junior High School, Physical Education, Commercial, Club Work, Arbor Day Manual, Frances Willard Manual, Teacher Training, Music Outside of School, and Bible Study Outside of School.

The "Practical Recreation Manual for Schools" was compiled by Herbert Weir and Stella Durhan, officials of the playground and Recreation Association of America, and issued by Superintendent Churchill in 1914. It dealt with equipment for plays and games, the plays and games themselves, festivals and special days, field meets and the social center, altogether an invaluable aid to teachers and recreation leaders generally. Pamphlets on physical education were issued in 1919 and 1922 containing exercises and activities suitable for all public school pupils. In the later pamphlet, the work was laid out in detail for primary grades, for each grade from fourth to eighth, and for high schools. It was prepared by a committee headed by Dr. John F. Boward, of the University of Oregon.

The appalling loss of human life by accidents led to the publication of a pamphlet (1920) on "A course of Study for Safety Education" prepared under the supervision of Mr. Hugh H. Hardman, Vice-President and General Manager of the National Safety Council in Oregon and the Columbia River Basin. This instruction was planned to be included in the course in Civics for elementary grades but could be used elsewhere. A similar course in fire prevention was prepared by Mr. Horace Sykes, connected with the Fire Marshall's Department of Oregon, and issued by the Superintendent of Public Instruction in 1921.

Moral instruction was approached from two angles. In 1917 appeared

a bibliography of stories for elementary grades suitable for moral instruction. The qualities inculcated were, in the order of their presentation: cleanliness, punctuality, truthfulness, respect and reverence, courtesy and politeness, honesty, kindness, patriotism, courage, industry, and obedience. Such a category of moral qualities cherished by a people is of permanent interest for it reveals much of the folkways of the people among whom the list was produced. Why, one may ask, were the qualities of temperance, perseverance, thrift, and generosity neglected? The stories were classified in this bibliography by grades, having been selected from material available in the public school libraries, and reference being facilitated by the listing of each book by its State Library list number, author, title, and page. The other approach to moral training was the provision of suggested courses of Bible study for pupils outside of school, issued in 1915 and reprinted in 1918. This work, while wholly optional, gave to the pupil who successfully passed a written examination a half unit of high school credit.

#### Summary of the Churchill Administration.

The outstanding feature of this administration was its effort to train boys and girls morally and socially. Upon the foundation of earlier administrations which secured a financial support <sup>to</sup> the public schools, an adequate teaching force, and a standardized curriculum, this Superintendent built a system which included the cultivation of the finer traits without neglecting the intellectual and industrial development emphasized at other times.

The physical plant of the school system was greatly enlarged and improved, larger numbers of trained teachers were produced, and rural schools were improved by standardization. Another notable feature was the thorough

organization of the industrial training begun by the preceding administration. All these changes, however, increased the cost of the educational system and thereby created a serious financial problem which remains to be discussed in the following chapter.

## Chapter II

## The Results of a Half-Century of State Control of Education.

The need of statistics, as has previously been noted, was felt in Oregon long before the establishment of the office of State Superintendent. Accordingly, one is not surprised to find listed among the duties of the State Superintendent the requirement that he shall gather and report to the legislature the statistics of education both public and private for the State of Oregon.

The State Superintendent is, and always has been, dependent upon the county superintendents for his statistics. (1) The county superintendents, in turn, are dependent upon the teachers and the clerks of the school districts under him for the material from which his own report is compiled. The accuracy, then, of the biennial state reports depends upon the competence in statistical work of more than seven thousand teachers and two thousand clerks. In view of this fact, it becomes apparent that the school statistics of Oregon, as well as other states who follow much the same process of securing their information, represent merely approximations. The users of these figures may hope that the errors will tend to counterbalance themselves, rather than to agglomerate misinformation. Although the early Superintendents had a great deal to say about the lack of accurate statistics and the desirability of having them, the teacher training courses have never included any instruction in statistical method or interpretation, nor have the Course of Study Manuals indicated any guidance in the matter. And while it is thought necessary that the teachers and the county superintendents shall swear to defend the Constitution of the United States, and of the State of Oregon, no oath is required in affirmation of the veracity of the reports rendered; although the interest from the Irreducible School Fund is divided on the basis of the number of persons of school age



resident within the several counties and districts, and the State Elementary Fund is divided according to the number of teachers, both divisors being determined from the statistical reports.

SUMMARY OF PUBLIC SCHOOL STATISTICS

	1874	1884	1894	1904	1914	1924
Number of pupils:	20,689	43,157	77,941	96,242	137,640	187,982
Number of organized districts:	680	1,206	1,890	2,169	2,427	2,369
Number of teachers:	860	1,712	3,162	4,046	5,751	7,192.
Average number of days taught	90	90	109	118	136	174.

Since the present thesis seeks only to trace the State Superintendency of Public Instruction, figures for private education have been omitted.

"The number of pupils" reported in the above table represents the school enrollment. The school attendance amounted to approximately 90% of the enrollment; the standard set by the State Board of Education being 92%.

The school population, according to the Constitution of the state consisting of all those persons between the ages of four and twenty years, is much larger than the school enrollment. The shrinkage is due not only to the truants, invalids and defectives, but principally because the schools are

(1) An exception to this statement lies in the method of gathering statistics from the chartered institutions. The Superintendent "shall visit in person when practicable, all the chartered educational institutions of the state, and shall secure such statistical information relative to number of students, teachers, value of property, libraries, salaries, and courses of study, as he may deem advisable for the advancement of education and for the information of the legislature."

This information was originally required to be presented to the legislature in the biennial reports, but the school law enacted February 20, 1899, dropped the requirement of presentation to the legislature, although it left untouched the specification demanding that the statistics be gathered.

not open to those under six years of age and because the compulsory attendance is enforceable only between the ages of nine and fifteen.

The number of organized districts decreased during the last decade probably because of the consolidation of districts, a movement in school administration which had much impetus during that decade. Automobile transportation has been one of the agencies favoring the movement toward consolidation. The rapidly increasing cost of public education has been another, for only by consolidation have many districts been able to afford the luxury of local high school facilities.

In a critical study of the Superintendent's Biennial Report certain facts are remarkable for their absence from the Report. For example, the Report does not give the Legislature or the public any means of judging the efficiency of the public school system. What percentage of Oregon pupils leave school at the close of the eighth year of work? How many of those who began high school finished it? By how much is the earning capacity in Oregon increased by the pursuit of the very expensive "vocational education?" How many of the high school graduates enter college? How many fail of entrance into those colleges which demand entrance examinations? How do the standings of those students in the University who come from the schools of the first class districts compare with the standings of those from the smaller districts? Do the students who fail in the University come from certain high schools or certain counties in larger proportions than in other counties and districts? All these are answers which would vitally affect educational policies for the general public. If such information were made public the tax-payers would be enabled to judge of the wisdom or unwisdom of certain expenditures. In view of the large amount of money being spent on Oregonian education,

the public should demand more detailed statistics, more comparative statistics from other states, and statistics more meaningful as pertaining to the efficiency of the school system. The director of a private corporation which spends twenty million dollars a year would rise in wrath against the manager who would submit to him as flimsy a report as has gone to the legislature from the Superintendency biennially for the past fifty years in the State of Oregon. The Superintendents have done largely and nobly for the public school system, but it has not been in the making of comprehensive financial and statistical reports.

The development of the finance of education.

The Superintendent of Public Instruction in the State of Oregon has had little to do directly with this most serious problem of education. His office handles none of the funds which go to support education. His own salary and expenses have been provided from the general funds, rather than the educational funds, of the Commonwealth. The Office has continually urged improvement in the educational system which have necessitated larger and larger expenditures, yet it is not the duty of the office, but of the Legislature, to find funds for this expansion. The history of the public finance of education relates to the State Superintendency then, only as a necessary concomitant of the superintendency's activities; nevertheless, it is an integral part of the educational problem.

The finance of public education in Oregon is based in the generosity of the Federal Government which provided in its act of August 14, 1848, setting up the territorial government of Oregon, that when the lands shall be surveyed the sixteenth and thirty-sixth sections of each township should be set apart for the support of schools. (2) (The organic act did not limit this gift to the support of public schools.) As no state system of public schools was set up until long after the territorial government had given way to the state government, and since the private schools did not lay claim to this support, the matter remained a potential rather than a

developed, source of income. In any event, the land would have lacked value until a population had claimed all the desirable free land in its vicinity.

The Constitution of the State of Oregon (1859) recognized this gift and provided, by Article VIII, section two, that the funds resulting from its sale should be placed in a "separate and irreducible" fund whose interests should be used solely for the support of schools. This nucleus of the common school fund of the State has had added to it from time to time various other moneys described as follows: (3)

"The proceeds of the sale of five hundred thousand acres of land to which the State is entitled by the provisions of an Act of Congress approved September 4, 1841.

All lands (sic-- here it is lands, not money, which is added to fund) selected for Capitol building purposes, under an Act of Congress, approved February 14, 1859.

The proceeds of the sale of tide and overflow land within the State.

All the moneys and clear proceeds of all property which may accrue to the State by escheat or forfeiture.

The proceeds of all gifts, devises, and bequests made by any person to the State for common school purposes.

The proceeds of all property granted to the State when the purpose of such grant shall not be stated.

Fines imposed for violations of laws regulating practice of medicine.

Fees of itinerant vendors.

Sundry fees of the Clerk of the State Land Board.

All moneys which may be paid for exemption from military duty."

(2) In addition to this gift, the Federal Government bestowed, by act of September 27, 1850, two townships west of the Cascades, one north and one south of the Columbia river for the establishment of a University (whether publicly or privately controlled is not specified), and when the territory of Washington had been erected, by act of July 17, 1854, the gift was enlarged to two townships in each of the territories.

(43) In the Biennial Report of the State Treasurer to the Thirtieth Legislative Assembly, Regular session, 1919, page 21.

This 1919 report of the State Treasurer, following the language of several previous reports, informed its reader that "the fund is invested in first mortgage loans on real property within the State, and in bonds lawfully issued by school districts within the State.(4) The income from such investments is used to aid in the support of the public schools."

The Constitution provided (article viii, section 5) that this sale of school lands should be controlled by a board of commissioners consisting of the Governor, the Secretary, and the Treasurer, of the State. The Treasurer of the State is the proper custodian of the notes as well as the cash of the school fund (5) according to a decision of the Supreme Court issued when the Secretary of the Land Board contested for possession of the notes covering the loans from this fund.

Great things were expected from this State fund in the early days. A report of the House committee on Education, signed by Mr. W. A. Starkweather, prepared in 1860, lamented that

"We find very little data on which to base any statistical report of the present condition and prospect of the common schools of this state....though our laws require school teachers to keep a register of many things of historical interest, they are left to slumber in the offices of the county superintendents..... your committee are in possession of no information by which they are able to report in detail the condition of the district schools of any one of the counties of the State.....(They do not know the amount of school lands selected, nor what have been sold).....the income to schools from this source, including the five hundred thousand acres donated to the State by Act of Congress, approved September 4, 1841, upon her admission into the Union, and also the swamp and overflowed lands donated, upon certain conditions, to the States within which they are situated, by the act of September 28, 1850 made applicable to Oregon by Act of March 12, 1860, together with what may accrue to the State by fines, forfeitures, escheats, gifts, devises, and bequests, gives us prospectively a school fund of two million dollars or more." (6)

(4) A discussion of the impolicy of such provision is not germane to this present thesis, but nevertheless deserves passing recognition!

(5) 74 Oregon, 268.

(6) Appendix of House Journal, September 10, 1860.

Was Mr. Starkweather's estimate of two millions too optimistic? The State of Oregon in 1860 had but 52,465 people, and its school fund amounted to less than fifty thousand dollars. Within a half century this fund amounted to five million dollars, and was contributing to education annually more than \$250,000. The following figures indicate the rapid growth of this fund.(7)

In 1876	\$ 32,056.30	in notes outstanding.
1880	133,178.96	" "
1885	401,101.51	" "
1895	2,067,876.43	" "
1906	4,599,460.39	Total principal of fund, September 30th
1916	6,395,705.91	" " "
1924	7,237,001.95	" " "

And although the school population has increased (see above page) the income per capita has increased more rapidly; e.g., 64 cents in 1879, 77 cents in 1880; \$1.45 in 1890, \$1.50 in 1900., \$1.92 in 1910, and \$1.64 in 1924.(8)

Although this endowment has been handled to yield approximately five per centum, and certainly no one could expect it to average more, although it has yielded a steadily increasing per capita, ways have been found to increase the cost of education so that it has never, since the introduction of public high schools generally throughout the State, been able to return as much as ten per cent of the total cost of education in the common schools (9) other ways have had to be found to raise the large funds demanded for purposes of general education at public expense.

(7) These figures are taken from the various Treasurer's reports to the Legislature. They are not given in the Biennial Reports of the State Superintendent. 1924 figures are from 27th Biennial Report of the State Land Board, p.9.

(8) State Treasurer's Report, 1916 p.171. These figures are apportioned on the number of children aged four to twenty, a number much larger than the actual school attendance. 1924 figures from State Land Report, as cited supra. A deputy of this Board informed the writer that about 700,000 acres remained of practically worthless land, hence the fund will probably be increased in the future only by excess of foreclosures over defaulted principal plus expenses and by the royalties on sand and gravel from navigable streams.

In the First Biennial Report of the Superintendent of Public Instruction, the student of public school finance discovers that of the total expense of public schools 15.4% was borne by the State fund; 42.7% by county taxes; 23.0% by the district taxes; 16.9% by "rate bills and subscriptions;" and 1.8% by unspecified sources. (10)

The term "rate bills and subscriptions" needs some explanation. By section 46 of the Act of October 29, 1872, "An Act to establish a uniform course of public instruction in the common schools of this State." the schools were made free to persons between the ages of four and twenty who were residents of the district wherein they desired to attend school, but persons from outside the district were to be admitted on such terms as the direct might direct. Hence there was a source of income owing to the comparatively small area of the State formally organized into districts. In addition to this "foreign" tuition, several schools were operating as quasi-public schools, receiving a part of their support from taxation and part from the tuitions, known as "rate bills." Other schools were supported as public expense by means of subscriptions rather than taxation. The Biennial Report of 1917 was the last one to use the term "rate bill", and whatever small amount of "foreign" tuition was received was lumped in "Miscellaneous receipts".

(9) "Of the \$322,000,000 raised by the various states in 1905-06 for the common schools, 3.6% came from income on permanent funds, but this amount differed largely among the different states. Nevada derives over 46%, Texas over 28%, Michigan over 23%, and Wyoming over 21% of their school revenues from permanent investments." Dutton and O'Connell, "The administration of Public Education in the United State," 147. It must be noted that an unwillingness to raise money by taxation for the support of schools would have the effect of raising the percentage of funds derived from investment, yet, on the other hand, a people which can so handle its assets as to gain large income deserves commendation.

(10) First Biennial Report, p.18

The county taxes for schools are the oldest mandatory form of taxation in Oregon for the support of education, the district taxation provided in the act of January 31, 1853, being merely discretionary. The act of January 12, 1854, instructed the county commissioners to levy a tax of two mills for school purposes; section 28 of the law of 1872 required the assessment of a county school tax of three mills; (11) in 1909 it was increased to aggregate a return equivalent to \$7.00 per capita for each person within the county between the ages of four and twenty (chapter 28 laws 1909); and in 1921 again raised to aggregate \$10.00 per capita (chapter 58, laws 1921). In response to this law the sum of \$2,417,00 was raised in 1924, yet this vast amount constituted only 14.7% of the total raised for school purposes. From being the most important source of school support, as it was in 1874, the county tax has fallen to second place, first rank going to the district tax.

The district tax, as above indicated, was at first discretionary. It is still (1924) discretionary in the sense that no district is compelled to maintain a school (however, a district which lapses is joined to a contiguous district and thus may be taxed by its neighbors for the support of schools, 1921 laws chapter 309.) and if the income from State and County funds be sufficient to maintain a school there is nothing to compel a district to levy a tax upon itself,---the law assuming that self-interest is sufficient to induce the majority of citizens to provide education at public expense. And experience has borne out this faith, for the district tax has advanced from being 23%, 1874, of the whole school revenues to 49% (1924) and if the revenues arising from the sale of district school bonds be added, that is to say 11% of the whole, the total amount raised by the district will be seen to amount to 60% of the total school revenues.



This condition had its objectors who believed that the district was too small a unit for tax purposes. In 1910 Superintendent J. A. Ackerman wrote (12) urging the county as the administrative unit, referring to the township unit of Indiana and Michigan as not being advantageous for Oregon because the people of Oregon were accustomed to thinking of the county as the political unit of the State. "There should be two bases for taxable purposes", believed Mr. Ackerman,

"The county and the district. The State should adopt a minimum requirement and a minimum fund to meet such requirements, which fund should be a fixed tax upon the county. This would enable the State to establish the minimum standard requirements for all schools; a definite amount to meet these requirements; provide a larger taxable unit, namely, the county...we are gradually working out this idea. This may be traced in that portion of the Hawley (13) bill which makes provision for a minimum term of six months...and also provides for at least three hundred dollars from the districts and county... here the principle that the people's interest in their local schools is best secured by means of the self levying of taxes and also of a larger taxable unit...the county, is fostered. We also find this principle in the county high school law (14). I believe we are rapidly advancing to the use of the county as a more equitable and just unit for taxable purposes, and that eventually it will be made the unit for raising all school revenue for instructional purposes."

Reference has been made above to bonding as a means of securing school funds. Not until the act of February 20, 1901, was it lawful for a school district to incur a bonded indebtedness. That act, by section 75, forbade the school directors in cities of less than 75,000 contracting a debt of more than 5% of the taxable property; and section 31 made a similar provision but worded more exactly, "in no case shall the aggregate of bonded debt in any school district

(11) "The County Court of the several counties of this State are hereby required to levy at the same time they levy other taxes, a tax upon all the taxable property in their county, for school purposes, of these mills on the dollar, which shall be collected at the same time and in the same manner and by the same officers that other taxes are collected; and such tax shall submit to its proportion of the loss through delinquency."

(12) Biennial Report 1911, xxii-xxv

(13) Act of 1909, chapter 128

(14) The reference is probably to the law of February 23, 1909.

exceed 5% of the value of the taxable property of any such district." Under this law a district election was required to issue bonds, but a majority of those voting (not a majority of the taxpayers, nor even a majority of those entitled to vote) could bond the district. The bonds were required to be twenty year maturity, registered and sold by the county treasurer. The district was required to levy a tax sufficient to meet the annual interest, and after ten years from the issue, to levy in addition for the remaining ten years a tax equal to one-tenth of the principal. As the school law stood in 1924, a majority of the voters present at any legally called school meeting could contract a warrant indebtedness, negotiable and interest bearing, to build, repair, or buy a site (Oregon Laws 5039); or the majority of voters at a legally called school election could authorize the school board to issue bonds to provide for the erection and furnishing or for the purchase of site, or to refund outstanding indebtedness. Thus the burden of taxation may be heaped upon the shoulders of future generations. What is to be done when the taxes will not longer pay interest on the accumulation of indebtedness so easily incurred?

This question has already been answered, partially at least by the legislature of 1920. That legislature authorized the levying of a state-wide tax for the support of elementary schools,--a tax of two mills on all taxable property, in addition to taxes presently levied. This revenue was distributed to the districts on an entirely novel basis, namely, according to the number of teachers of elementary schools. This state tax yielded in 1924 two million dollars, or 12.5% of all school revenues. This action suggests the possibility that in the future the additional revenues necessary to maintain the school system will be gathered from state-wide sources. (15)

It has been suggested from time to time that corporations be taxed for the benefit of the school fund, but in an agricultural state like Oregon this source could not be expected to yield largely.

Oregon was quite in fashion in the adoption of a statewide tax for school purposes. Minnesota, in 1922, provided 15.7% of her school funds from state sources; Arizona, in 1921, greatly increased her contribution from the state treasury; California, in 1920, adopted a constitutional amendment increasing the state grant from \$17.00 to \$30.00 per elementary pupil, and from \$15.00 to \$20.00 per high school pupil in average daily attendance; Georgia provided, in 1919, that 50% of all state revenues must go for school purposes; in New York, in 1905, the State furnished 9.3% of school revenues, while in 1921 the State furnished 21.9%; Pennsylvania, in 1921, passed a minimum salary law which provided that the State should furnish from 25%, in first class districts, to 50%, in fourth class districts; and many other states followed this example. (16)

(15) In the summer of 1925, the writer attended a meeting of school superintendents held at the University of Oregon. Dr. Homer P. Rainey, of the University Faculty, presented a carefully prepared paper showing that school expenses were rapidly exceeding the capacity of the State to pay in consideration of the taxable wealth. The superintendents in the discussion which followed countered this with the argument that there were other untouched sources of revenue, such as an inheritance tax, an income tax, and a severance tax, which might be used to furnish additional revenues. The superintendents, by implication if not directly, rejected Dr. Rainey's thesis that retrenchment rather than expansion was called for. The writer has been able to find no evidence that public school officials of Oregon have been at all interested in getting a larger return out of the investment at any time since a State system was inaugurated. In the minds of school men, apparently, improvement can be gained only by larger expenditures. An exception might possibly be made of the movement for the consolidation of schools, but even this movement has not resulted in the reduction of the total costs, but rather the spreading of costs more evenly which simply means that some people have had to pay more taxes to compensate for those who might possibly have been relieved. The tendency in general, however, has been to level school expenses by increasing the lower assessments rather than by decreasing the higher taxes. For a careful and comprehensive study of the problems connected with the consolidation of school districts see J. F. Abel; Consolidation of Schools and Transportation of Pupils. Bureau of Education, Washington, 1923, Bulletin #41.

### The capital account

Of the capital accounts, assets and debts, the story is quickly told as follows:

	Total debt.	Value of Bldgs. & grounds.	value of equipment	Total invested per student.
1874	None	\$ 255,086	\$ 77,678	\$ 16.09
1884	none	1,384,294	70,212	33.70
1894	none	2,370,663	336,517	34.73
1904	none	3,914,210	476,828	45.62
1914	\$4,828,342	14,221,105	1,408,869	113.55
1924	\$12,408,968	31,036,834	4,037,468	186.58

### A brief survey of school expenditures.

Public finance differs from private finance in one very basic consideration. While private finance regulates its expenditures to fit its income, public finance takes little heed of income in determining what expenditures shall be made, and, reversing the process followed in private finance, public financiers spend their money (on paper of course) and then proceed to levy taxation or float bonds to meet the appropriations. At times, legislative bodies have been known to carry out the appropriation measures very liberally but neglect the more sordid corollary, such as the embarrassment of the administrative officials. In general, the expenditure of public moneys is checked only by the fear of the wrath of the taxpayers, and in more recent times two devices have been brought into play to avoid even this hindrance to prodigality. The first device is that of ostensibly levying taxes against only a small class of citizens; such as taxing incomes greater than \$5,000, so that the majority of voters

(18) See F. H. Swift, "Public School Finance" in the Federal Biennial Survey of Education, 1924, #13.

do not feel that they are being taxed. The second device for taxation, which might fitly be called the anesthetic method because the taxpayers do not feel that they are thereby being taxed, is that of floating a bond issue. Many people vote in favor of bonding without realizing that they are paying double (25 years at 4% or 20 years at 5% equals principal) for what they buy,--in fact probably very many feel that in being offered a bonding proposition they are being presented with a choice of paying for the object out of current taxes or of making some one else pay for it by incurring a bonded indebtedness.

From the time that Superintendent Simpson was installed to the present, the school expenditures have been serious considerations of the State Office. The State Superintendent has had no direct control over any school funds. If he saw educational funds ignorantly wasted or dishonestly misappropriated, he had only the same recourse as every other citizen of the State. The expenditure of school funds has been rigidly maintained in the hands of the local directorates, of which the school law exacts no qualifications of financial ability or educational instruction. Nevertheless, all the superintendents have exhibited a keen sense of responsibility for the maintenance of a maximum efficiency in the school system in return for the expenditures made.

In presenting to the Legislature the 26th Biennial Report (1924) Superintendent Churchill wrote:

"The rapidly increasing cost of public education is a topic of discussion on every hand. The cost of this service has increased in all states much more rapidly than the population. There is not denying the fact that the cost of education today exceeds the cost of any other public service furnished by the community and the trend is still upward. It does not seem possible to reduce school costs without impairing the standards which society may rightfully demand of the schools, since the principal causes for the increase are due to causes that will not yield to wise administrative leadership, or be controlled by school officials. This is clearly understood after

an examination of the 1st annual (sic-biennial) report of the Superintendent of Public Instruction which shows the increase in buildings and equipment alone totals \$1,957,497. When we consider further that the public demand higher educational requirements for the average citizen, and a more enriched curriculum (17) for the rapidly increasing enrollment in the secondary schools, the credit for increased school expenditures must be given to an enlightened public sentiment that understands that money spent on education is an investment that will yield large returns later in the form of more efficient citizenship."

It has been pointed out (18) that almost every improvement in a school system involves a greater financial outlay. Better teachers demand larger salaries; in order to get more individual attention for each pupil, a larger number of teachers are necessary; the lengthening of the school year in rural districts, where the term is often far too short, calls for an increased payroll; new types of schools for abnormal pupils and a richer curriculum add expense; better school buildings involve a tremendous financial burden. And yet school expenditures are a form of social investment, increasing the capacity of the individual and making for public order.

(17) In this same report was published the findings of a survey which seemingly contradicted this statement. The Department of Education had asked the Oregon State Teachers Association, following the questions raised by the 1925 legislature as to the adequacy of the curriculum, to issue a questionnaire on the matter. 304 answers received from a wide scattering showed 211 in favor of no elimination of studies from the elementary course; 179 in favor of no elimination from the high school course, with the principal criticism of the minority directed against the teaching of Spanish, of Teachers' Training and of Agriculture; 217 were opposed to adding anything to the elementary curriculum; and 224 were opposed to adding anything to the high school curriculum. The subject receiving the highest number of votes (18) for addition to the curriculum was Spelling. Evidently the courses in composition and literature were not trusted to achieve the desired results. While 209 thought the public schools were not thorough in their work, the allegations concerning the cause for this condition were widely scattered. 127 thought it was due to lack of parental cooperation; 109 to the existence of too many outside diversions; 104 to inefficient teaching. Unfortunately the question of public school efficiency cannot be checked in the State of Oregon as it is in some other states by the college entrance examinations, for Oregon colleges admit by certificate rather than examination. The Russell Sage Foundation, Department of Education, reported in 1918 that Oregon ranked twentieth among the states in educational standing.

(18) By Dutton and Shelden, "Administration of Public Education, 145.

## Recapitulation of Expenditures for Fifty years, 1874-1924.

Year	Dun's index number	Average wage female teachers	Salaries	Buildings Equipment Sites	Principal and int. on war- ants	Total, including other undistrusted items
1874	----	34.46	157,102	46,609	-----	231,196
		Per capita cost of school enrollment				11.18
1884	----	35.45	286,959	129,411	-----	478,677
		Per capita cost of school enrollment				11.09
1894	83.	39.56	325,042	224,200	-----	1,396,930
		Per capita cost of school enrollment				17.78
1904	97.	42.05	1,161,348	283,634	242,755	2,046,093
		Per capita cost of school enrollment				21.26
1914	119.	62.98	3,651,211	1,314,349	735,000	7,199,471
		Per capita cost of school enrollment.				52.30
1924	185.	122.33	9,159,480	3,610,663	2,218,919	19,119,271
		Per capita cost of school enrollment				101.70

In the above table, the Dun's Index number was given in order that the reader might know the relative purchasing value of the teacher's dollar in comparing one decade with another. For example, the reader will observe that between 1914 and 1924 while prices increased, according to Dun's Index, 55% salaries increased 95%. In judging the relative wage paid, the reader will, of course, keep in mind the fact that the steady increase of gold in the United States has caused all prices of commodities and of labor to advance, except where other factors have tended to produce a depreciation in certain prices. The comparison just mentioned indicates that the teacher of 1924 was able to live as much better than the teacher of 1914 as 95% is higher than 55%. This increase in wage is probably due to the more extensive and expensive training required of teachers.

The average wage given is the wage of female teachers because the number of females has increased from 50% in 1874 to 85% in 1924 of the teaching force, and hence the female wage is more important than the male

wage. Although the Oregon school law in 1924 (O.L.5081) forbade discrimination between male and female teachers and insisted that school boards "for the same and like service shall pay female teachers the same or like compensation as shall be paid to male teachers, taking into consideration the years of successful teaching experience in the districts where the teachers are employed," the salaries of male teachers averaged in 1923-1924 \$27.36 (19) a month higher, doubtless due to longer tenures and more responsible positions. The jump in salaries between 1904 and 1914 was doubtless due to the introduction and development of public high schools in that decade, while the increase in the last decade was probably due more to the decrease in the purchasing power of money generally, although an important share of the increase was due to more expensive standards being enforced.

The increase in outlays, (sites, buildings, and equipment) indicates that Oregon is steadily increasing the expensiveness of housing her pupils. The expenditure in 1874 was \$2.25 per pupil; in 1924 it was \$19.20 per pupil. That is to say; while cost of instruction increased 360%, the cost of housing the schools increased 350%. Doubtless Oregon built much better school buildings in 1924 than in 1874 for there was, as has been discussed (supra page 145) a decided movement toward improvement of the housing of schools as well as generally higher standards for housing of all kinds. The people of Oregon furnished their children with more comfortable homes in 1924 than in 1874, and it was only consistent that the school houses should have been made more comfortable. However, it does not follow, as the reader will observe, that a boy who attends a steam-heated and electrically-lighted school is any more thoroughly educated or better fitted to face life's problems than the urchin who went to school in a pioneer log school



house. Unfortunately, not all the increased expenses of education make for more thorough training or larger outlook upon one's milieu.

Unfortunately, the school reports did not separate the principal of indebtedness refunded and the interest paid on outstanding debt, hence it is impossible to divide these items for purposes of comparison with previous years, and to determine the exact expense of education in the State. The amount of refunded indebtedness should, of course, not be included in total expenditures, for the money has already been represented as expended for equipment in some previous year. Thus, in 1924, the amount of \$2,218,919 included both interest and possibly a little less than \$2,000,000 principal, the latter of which items represented money formerly reported as being spent for buildings, or lands, or equipment, thereby causing the expenses of education to appear larger than they actually were in the year when the borrowed money was refunded. The principal is a charge against the year wherein the indebtedness is incurred, the interest is a charge against the years in which it is paid, the amortization charges should never be included as a part of the expense of education,-- but these distinctions have never been observed in reporting school finance in Oregon.

#### Expenditures for county and state administration.

In 1920-21, in addition to the expenses for education met out of school funds, Oregon spent for general control, i. e., school boards and business offices, superintendents and their offices, enforcing compulsory attendance and taking the school census, et cetera, \$291,378. (20) This sum represented 2.1% of total expenditures for school purposes; which appeared to be more economical than the average for the United States, 3.3%

(19) In 1921-22 the difference was even greater,--\$37.25 per month.  
 (20) Frank M. Phillips, Statistics of State School Systems, 1921-22, p. 28.

This expenditure was a very slow growth from the time when practically no expense was incurred by supervision. When, as in 1874, the total cost of county supervision and state supervision combined was less than \$10,000. The salaries of county superintendents ranged from \$50.00 to \$500.00 per year, and they were expected to have no office expenses. The State superintendent received a salary of \$1,500 per year. In 1885, the State Superintendent was allowed \$1,500 as salary, \$500 as traveling expenses, and the budget for that year carried a deficiency item of \$500 for back salary. By 1895, the salary had been raised to \$1,800, the travelling allowance to \$800, and a new item, that of \$1,550 for clerical assistance appeared in that year making a total for the State Office of \$4,150. The appropriation for 1905 allowed a salary of \$3,000, traveling expenses of \$900, clerical allowance \$1,500, and \$250 for the expense of holding the State Teachers Association.

In 1915 the allowance was \$3,000 for salary, \$2,760 for clerical expense, \$1,200 for traveling expenses, and \$1,000 for general office maintenance. Chapter 298 of the laws of 1915 made this very important addition:

"For the payment of salaries, traveling expenses, clerical assistance, and other expenses incident to the work of agricultural assistants for the purpose of supervising and promoting industrial work in the public schools of this State, including such subjects as agriculture, manual training and home economics, and to promote industrial school fairs and school garden contest under the direction of the Superintendent of Public Instruction and in cooperation with the Oregon Agricultural College, \$12,000."

In addition to all these items, a further appropriation was made of \$5,334 to cover the printing expenses, and \$260 for the State Teachers Association, the last-mentioned sum having been appropriated biennially for a number of years to pay honorariums to lecturers before the associations.

The biennial appropriation from January 1923 to December 1924 for the State office was: for salary of superintendent \$8,000; clerical \$7,400; travel \$1,800; office expense \$2,500; vocational education administration \$12,000; printing \$11,500; State Teachers Association \$500; State Board of Vocational Education \$40,000. Hence the annual expense of the State Superintendent's office, inclusive of grants to the high schools of vocational education aid (to match the federal Smith-Hughes fund) amounted to \$41,350.

Some statistical comparisons with the school systems of other States.

The Federal Bureau of Education issues a resume known as "The Biennial Survey of Education in the United States." From the advance sheets for the 1920-22 survey certain comparisons were available which assisted in the evaluation of the Oregon school system.

1. Oregon has not increased the proportion which her school enrollment bears to the general population, according to this survey. In 1870-71, 21.6% of her population was enrolled in public schools, while the average for the whole United States was 19.1%. In 1899-1900 Oregon had the same proportion as before while the United States as a whole increased its school enrollment to 29.5%. In 1921-22 Oregon decreased her proportion to 20.3%, which was 1% less than the average for the whole country.

2. Whether or not men teachers are better than women teachers is not for this thesis to discuss, but the fact remains that men teachers receive a higher wage than women teachers for the same positions throughout the United States except where an attempt is made to enforce by law an equal wage, as in Oregon. If it be admitted that men teachers are worth more money on account of doing better teaching, then Oregon has lost in quality of teaching by the loss of male instructors (p.15), and this

loss has been shared by the whole United States in about the same proportion. Oregon in 1870-71 employed males for 51.7% of her public teaching force, in 1899-1900 the proportion of male teachers was 28.4%, and in 1921-22 only 15.9%. However, this last percentage showed an upward trend for war conditions had lowered the male percentage to 12.8% in 1919-20.

3. The salaries of all teachers, supervisors, and principals in Oregon averaged almost exactly with the average for the nation as a whole,--Oregon \$1,190, United States, \$1,166. The highest average salary was paid by New York State, \$1,910, followed closely by California with \$1,849. Idaho and Montana pay about the same as Oregon, Washington pays \$1,475. For these salaries Oregon teachers worked 169 days, United States, 164 days, New York 185 days, California 179 days, Idaho 169 days, Montana 171 days, and Washington 178 days.

4. The percentage of expenditure for general control is low in Oregon as compared with the United States and with other states. Of total expenditures, excluding the payments of bonded indebtedness, Oregon used only 2.1% for general control although the average for the United States was 3.3%; for California 2.8%; for Idaho 3.7%; for Montana 4.9%; and for Washington 2.8%. The percentage varied in the United States from 24.3% in Florida to 0.6% in Nebraska.

5. The cost of education per pupil enrolled is varied by so many factors that it is not at all significant of the value of that education. Sparsity of population and geographical expanse raise the cost of education without compensating in efficiency. For the United States the cost in 1921-22 was \$54.85 per pupil for current expenses, plus \$13.17 for outlays; for Oregon \$73.30 and \$9.58; for California \$75.30 and \$36.22; for Idaho \$70.19 and \$10.00; for Montana \$95.24 and \$20.34; for Washington \$78.42 and \$19.77.

6. The significance of the total cost per capita of population lies in the fact that it is a measure of the burden upon the citizenry for education. Here again, it should be noted that this cost has no relation to the merit of the education received. For the United States as a whole the burden of education was \$14.47 per capita. In Oregon it was \$16.79; in California, \$25.30; in Idaho, \$20.81; in Montana, \$23.55; in Washington, \$20.99. This does not mean that Oregon, the lowest of this group of States, should set about raising more money for schools. The concentration of population in the Willamette Valley obviates much expense which is entailed by the scattering of a school population over large areas. Then, too, the capacity to bear taxation is not the same in the several States. The comparative lack of metals, coal, and petroleum in Oregon infers an inability to pay with the same ease the higher taxes borne by other Commonwealths.

#### A summary of the half-century

What has Oregon achieved as a result of all the effort put forth to give her an adequate educational system? Statistics cannot fully tell the story. It is insufficient to report that 190,000 children yearly receive their education without cost to themselves, but at an expense of twenty millions of dollars to the taxpayers, with a school system whose property value is in excess of thirty-one millions. These figures do not tell the story of the long struggle to get people to realize that public education was not a charity but an investment. They do not tell how the teaching staff came to be a highly trained body of professional people working to weave noble ideals into the fabric of the oncoming citizenry. They do not narrate how the struggle has progressed from an endeavor merely to provide elementary education to an attainment of a complete system of elementary, secondary, normal, and collegiate training.

Superintendent Simpson organized a method of reporting the essential facts of school affairs whereby the Legislature might work effectively for the improvement of the system and the public might know what was being done with their money. Messrs. Rowland and Powell perfected the work of Mr. Simpson, and a beginning was made in the grading of elementary schools. Superintendent McElroy improved the quality of teaching by enforcing higher standards for certification and by developing teachers' institutes. In Superintendent Irwin's administration, normal schools and high schools won public recognition. Under Superintendent Ackerman, a State-wide curriculum was laid down, and a uniform eighth grade examination was promulgated. Superintendent Alderman emphasized industrial education and perfected the course of study while Mr. Churchill standardized the physical plant of both elementary and secondary systems. Through the several administrations a tripartite system of district, county and State taxation, augmented by the federal endowment, was created to provide the essential finance. The principle of education at public expense appears to have been permanently established, not as a charity but as an essential to democracy.

## Appendix A

## The Biennial Report of the Superintendent.

The biennial report of the superintendent was originally intended to be a complete report to the Legislature of the activity of the State Superintendent and of the condition of education, public and private. Accordingly, that official's report was ordered to contain a statement (1) of the general condition of the public schools; (2) of finance; (3) of textbooks authorized; (4) of the regulations prescribed by the State Board of Education "for the government and tuition of the Public Schools;" (5) of the number and grade of the schools in each county; (6) of the school population and attendance, both public and private; (7) of the statistics of chartered institutions of learning, including "all institutions under the patronage of the State"; and (8) "any information that, in his judgment, may be useful to the public and for the advancement of the educational interests of the State." With the exception of the removal (in 1901) of the stipulation requiring the publication of the private school statistics, no change was made, prior to 1925, in the items specified by law.

The reports were greatly varied in their content by the several compilers. The statistician would probably say, wickedly varied, owing to the difficulty of tracing through certain statistical items. The sociologist and historian find in the variation an evidence of the evolution of emphasis placed by the several superintendents. For example, the earlier reports stress the work of the private schools, academies, and colleges, giving for these institutions an epitome of the material usually contained in catalogs. One superintendent, Mr. McElroy, (1882-1895) stressed the teachers' institutes; another

superintendent, Mr. Alderman, (1911-13) emphasized the promotion of industrial education; Mr. Churchill, during the War of 1917, stressed the wartime virtues of patriotism and thrift and exploited their exemplification by the school system. Fortunately for the historian, Dr. Rowland included in his report for 1875-76 a historical sketch of education in Oregon prepared by Rev. G. H. Atkinson, a Congregational clergyman who had been highly influential in developing the educational interests of the State.

The reaction of the public towards the developing school system may be traced through the comments of the county superintendents which were published in the reports, -- sometimes careless, sometimes hostile, sometimes adulatory, often very helpful in furnishing the superintendent argumentative weapons to use in bringing about legislative changes. Above all, the biennial reports exhibit the rapidly increasing complexity of educational problems, e.g. behind the question of regularity of attendance, lie the questions of transportation, of highways, of juvenile employment, of free textbooks, of public health. The utility of the biennial report may be divided into four distinct categories. First, it is an invaluable channel of publicity. It affords a medium whereby the State Superintendent may speak to the taxpayers concerning their school system, a medium wherein he may explain new methods and new needs, a medium whereby the sympathy of the electorate may be maintained for an institution which is continuously growing more burdensome financially. Unfortunately, the biennial report was not used for this purpose; when new legislation was wanted the easier method of direct legislative lobby was employed, a viciously undemocratic practice which consisted in moving the agent rather than



the principal, an acceptance apparently of the specious theory that the State legislature enacts such legislation as the body deems wise rather than the legislation desired by a majority of their constituents. If the body politic is to be taught democracy, and the democratic principle of government thereby perpetuated, it would seem that the public school system might justly be expected to lay its needs before the people rather than merely before their representatives. Otherwise, the public school system would lay itself open to the charge of teaching democracy to the children while treating with the legislature as if it were an oligarchy instead of an assembly of the representatives of a democratically organized citizenry. The biennial report, then, should be a handbook of educational propaganda, in the best sense of that oft-misused term.

Secondly, the biennial report should have been found useful as a guide to the administration of the school system. Many of its facts should have been carefully weighted by local boards and superintendents; many of its presentations of conditions studied by these officials, as well as the teachers under them. That this utility was a consideration in the preparation of the earlier biennial reports was evidenced by the inclusion of data concerning salaries paid for specific teaching positions,-- information which had little or no bearing upon legislative problems, and, consequently, was not of concern to the legislature. After Superintendent Alderman began the publication (in 1913) of a school directory, much of the material of interest to administrators was included in that publication and omitted from the biennial reports. Since the directories had a much wider circulation than the reports, the division of this material was undoubtedly a financial saving. One might question, however, if the material in the entire report and directory combined might not have been made profitable enough to

warrant the combination having been issued as a single document and in quantities sufficient to permit the circulation to the same extent as that of the directory.

A third utility was that of serving as a source book for the technical study of certain educational problems. The State Superintendent's staff was presumably competent to prepare a report which was both readable and accurate, a report to which the student could repair feeling certain of the verity of the material. The historian cannot form any opinion as to the amount of such usage to which these reports have in the past been put. They have served the experts of both other states and of the federal government as source material for the study of Oregonian education. They have been the basis of many monographs and theses prepared by college students studying various phases of Oregon history and educational growth. Whenever a history of education in Oregon is written, these reports will have to furnish the mainstay of the historian.

The fourth utility of the Superintendent's biennial report is in the service of Oregon legislators as informant and guide. This is the legal purpose for requiring its preparation and publication, that it may serve to put the legislature in touch with school problems and needs as well as give an account of the way in which the public money has been spent and with what results.

The value of the biennial report for all of these purposes was enhanced by the inclusion of comparative statistics wherein the statistical summaries of past years were paralleled by the figures for the current year. There was practically no attempt made to compare Oregon statistics with those of other states, (1), a comparison which would have been highly informative to all interested Oregonians. A further

criticism might be advanced that the compilers of financial data failed to present, as an interpretative side-light, the relative purchasing power of the money represented by the various figures. This factor became important owing to the depreciation of 50% in the purchase value of the dollar between 1913 and 1920.

#### Appendix B.

#### Personnel of the State Board of Education 1873-1926 (Republican except where italized)

Date	Governor	Secretary of State	Superintendent
Jan. 30, 1873	<u>Lafayette Grover</u>	Stephen F. Chadwick	Sylvester C. Simpson
Sept. 14, 1874	<u>Lafayette Grover</u>	<u>Stephen F. Chadwick</u>	Levi Lindsay
Sept. 9, 1878	<u>Stephen F. Chadwick</u>	R. P. Barnhart	Howland
1880	<u>W. W. Thayer</u>	"	L. J. Powell
Sept. 11, 1882	"	"	"
1884	Z. F. Moody	"	E. B. McElroy
1888	<u>Sylvester Pennoyer</u>	George W. McBride	"
Jan. 14, 1895	<u>Wm. Paine Lord.</u>	H. R. Kinsaid	George H. Irwin
Jan. 9, 1899	T. T. Goer.	Frank I. Lunbar	John Henry
1905	<u>George E. Chamberlain</u>	"	Ackerman
1907	"	Frank W. Benson	"
Mar. 1, 1909	Frank W. Benson (2)	"	"
Jan. 3, 1911	<u>Oswald West</u>	Ben W. Olcott	Lewis R. Alderman
June 28, 1913	"	"	Julius A. Church
1915	James Withycombe (3)	"	"
Mar. 3, 1919	Ben W. Olcott	Sam A. Koser	"
1923	<u>Walter H. Pierce</u>	"	"

#### Appendix C

#### Pioneer County Superintendents

#### Notes on the Table of County Superintendents.

The salaries paid are indicated in Column ii immediately following the county names. The salaries remained the same from 1872 to 1880 with the exception of that in Linn County which was reported in 1874 as \$600.

The asterisk following the names in the 1876 column indicate that a portion of the term was filled by the man whose name appears following in the 1878 column. In cases where the successor of 1876 electee was not elected to continue for the 1878 term, two names have been indicated

for the 1876 term.

The names in the 1874 column are those of men whose term expired July 6, 1874, hence, in some instances, do not represent those who were elected in 1872 to the office. The names are taken from the First Biennial Report, page 86.

The names in the 1876 column are those who were elected in 1874 to hold office until July 5, 1876, and those who filled out the unexpired terms in such cases as were not completed by the original electee. The names are found in the First Biennial Report, page 86, and in the Second Biennial report, pages 111-2.

The names in the 1878 column, and in the 1880 column represent respectively those elected to fill the offices until July 1, 1878, and those whose office would expire July, 1880; both of these items are shown in the Third Biennial report, pages 32-33. There is one conflict between the Second Biennial and Third Biennial reports as to the incumbent in Wasco county for the term expiring July 1, 1878. It is probable that M. H. Abbott was succeeded in his unexpired term for 1876 to 1878 by J. M. Garrison.

County Superintendents 1872 to 1880.

	1874	1876	1878	1880
Baker 300	C. L. Means	W. F. Payton*	S. H. Small.	H. H. McKenny
Benton X	A. R. Brown	E. A. Milner	E. B. McElroy	E. B. McElroy
Clackamas 200	A. Koltner.	W. W. Moreland*	J. W. Sellwood.	H. W. Randall
Clatsop 100	W. A. Tenney	J. W. Gearhart	T. A. Hyland.	S. F. McKean.
Columbia X	Joel Hamilton	J. H. Gilbreath	(L. N. McEvans (F. A. Moore	Judson Weed
Cook X	Issiah Hacker	J. H. Schroeder	J. S. Cocke	J. F. Moore
Curry 100	J. W. Canfield	Geo. Herryman.	(M. M. Bates (J. Huntley	A. M. Gillespie.

(1) Except by Mr. Powell in 1882, and Mr. McElroy in 1885 and 1887.

	1874	1876	1878	1880
Douglas 500	C. W. Todd	H. P. Watkins	John Howard	J. M. Heard.
Grant 300	J. A. Holmes	W. A. Kelley	D. R. Reinhart	J. W. Mack.
Jackson 600	W. J. Stanley	H. C. Fleming	E. J. Farlow	E. H. Anderson
Josephine 125	A. J. Adams	B. F. Sloan*	J. M. Smith	A. J. Adams.
Lake X	-----	(W. R. Jones (R. A. Brooks	H. M. Thatcher	E. O. Steel
Lane 500	T. G. Hendricks	T. C. Callison	Jas. C. Bolon	R. O. Callison
Linn 750	T. J. Stites	J. K. Weather- ford	L. Bilyen	L. N. Liggett
Marion 500	F. S. Knight	H. P. Crooke	H. P. Crooke	J. T. Gregg.
Multnomah 500	T. L. Elliot	T. L. Elliot*	J. J. Browne	I. A. McCrum
Polk 200	J. S. Tripp	J. C. Grubbs	S. F. Bennett	A. C. Sweet
Tillamook 50	J. S. Tripp	(J. S. Tripp (R. H. Renshaw	W. D. Stilwell	-----
Umatilla 100	J. W. Ingle	L. H. Lee*	J. C. Arnold	J. C. Arnold
Union X	Hajsha White	S. S. Mitchell	L. J. House	Benj. Tuttle
Wasco 250	D. D. Stephen- son	(Extra fisher (John Barragh	M. H. Abbott	A. S. Bennett
Washington 180	D. McGault	D. McGault	J. D. Robb	J. D. Robb
Yamhill 300	J. D. Robb	J. H. Carse	J. H. Carse	L. H. Baker.

(2) When Governor Chamberlain resigned to become U. S. Senator, Mr. Benson became Governor pro tempore from March 1, 1909, to June 17, 1910. From 1910 to Jan. 8, 1911, the Honorable Jay Bowersman, President of the Senate, was acting Governor, owing to the illness of Mr. Benson.

(3) Governor Withycombe died in office.

## Appendix D

## The Course of Study for 1899

## Reading:

Primary, I Barnes' First Reader to page 50.

II Barnes' Second Reader to page 100.

III Barnes' Third Reader to page 76.

Supplementary reading was suggested for all three, and specified for grade III, Teachers were instructed to "use the word and phonic method."

Intermediate, IV Barnes' Third Reader completed.

V Barnes' Fourth Reader one half.

VI Barnes' Fourth Reader completed.

"Home reading should be encouraged .... The object of reading is not to teach elocution but rather that the pupil shall be able to read understandingly and intelligently in pleasant and agreeable tones." Supplementary reading was required "because the textbook does not furnish enough material."

Advanced, VII Scott's Lady of the Lake; or Barnes' Fifth Reader one half.

VIII Evangeline and Webster's Bunker Hill Oration;  
or Barnes' Fifth Reader one half.

"Encourage pupils to see pictures in poems and with closed books paint word pictures for the class."

"Bear in mind that this is the age when pupils begin to manifest a craving for the imaginative in literature, which is too often gratified by the demoralizing trash which floods the country and corrupts the minds of the youth. Teachers must strive to counteract this pernicious tendency by furnishing something that will elevate the taste of his (sic) pupils."

## Language:

Primary, I. Lead the pupils to talk freely, conversation, lessons, copying words, sentences, reading lessons, stanzas of poetry, etcetera. The use of capitals at the beginning of a sentence. The use of I, O. Aim to secure complete sentences. Teach the use of is and are, was and were, has and have.

II. Teach had in connection with have and has. Develop see, saw, seen, go and gone, and teach that have, has, and had are used with seen and gone but never with saw or went. Teach similar forms, Writing sentences dictated by the teacher and memorized by the pupil. Teacher tells real stories which the children in turn relate.

III. Writing sentences expressing facts observed and descriptive of present actions. Children tell stories from pictures. Commit and write stanzas of poetry. Teacher places selections on the board omitting capitals and punctuation marks and requires pupils to rewrite, using capitals and marks. Teach pupils to write the names of persons, places, days and months, name of his postoffice, name of county and state, and names of familiar objects. Teach the different kinds of sentences. Teach the beginning and closing of a letter. Teach the use of such words as to, too; hear, here; no, know; son, sun; flour, flower; by, buy; et cetera.

Intermediate, IV. Maxwell's First Book in English, Part I.

V. Maxwell's First Book in English, Part II.

VI. Maxwell's First Book in English, Part III, Advanced, VII. Maxwell's Introductory Lessons, to lesson 42.

VIII. Introductory Lessons completed and book reviewed.

Arithmetic;

Primary, I. Teach numbers to fifty, all combinations in each by unions and separations and by comparisons with objects.  
 II. Teach numbers to 1000, all combinations in each to twenty by unions and separations and by comparisons with objects.

Teach 45 combinations in addition, thoroughly.

Multiplication and division tables to sixes inclusive.

Columns of three figures should be added and much work done in rapid addition.

Teach subtraction of large numbers; no borrowing.

Simple problems.

III. The four fundamental operations. Multipliers and divisors not to exceed 12. Thoroughly review the combinations required in II. Extended drill on fundamental operations.

Intermediate. IV. Fish's Arithmetic No. 1, to page 19.

V. Fish's Arithmetic No. 1, complete.

VI. Fish's Arithmetic No. 2, to page 108.  
 Brook's Normal Mental, to page 88.

Advanced. VII. Fish's Arithmetic no. 2, to page 210  
 Brook's Normal Mental, to page 126

VIII. Fish's Arithmetic No. 2, complete.  
 Brook's Normal Mental, complete.

Geography:

Primary, I. Position, direction, and distance of objects.

The seasons in their order. Common articles of food.

Clouds, fog, mist, rain, dew, frost, snow, and ice.



II. Observation of sun, moon, climate, soil, animals, plants, man. Idea of scale developed. Points of the compass.

Mapping: school room, school grounds, familiar surroundings, as roads, fields, et cetera. Measuring and learning distance of prominent objects from a central point. Means of communications: by land or water.

Surface: level or sloping. Land: plain, prairie, hill, mountain.

Water: pool, lake, brook, river, ocean. Different soils, grains, vegetables, fruits, foods, plants for clothing.

Animals: domestic, wild.

III. Imagining journeys from the home of the pupil to various parts of the state, as nearly as possible by water, teacher making blackboard map as the journey proceeds. Review cardinal points.

Cube: how differs from the sphere. Sphere: shape, revolution, rotation, size, hemisphere, latitude, the seasons, zones, longitude, sun, moon, planets, stars, comets. Grand divisions: on globes, on wall maps, on maps on (sic) books.

Intermediate. IV. North American and South America.

V. Europe, Africa, and Oceania.

VI. Asia and United States. Monteith's Elementary Geography in the hands of pupils. The first seventeen pages of the book should not be taken consecutively, but the teacher should select such paragraphs as will apply to the topic in hand.

VII. Special attention to the geography of Oregon.

Mathematical geography the first half of year. History last half of year.

### Spelling:

Primary, All new words found in reading and other lessons, both oral and written. Frequent oral and written review of the more important and difficult words. The pupil should be able to spell all the words of the reader.

The pupil should occasionally be required to write sentences dictated from books of like grade as the reader.

The first steps in connection with reading. Hence, much practice on words frequently misspelled. Words dictated by teacher for spelling should be pronounced distinctly and but once.

The oral spelling should be both by letter and by sound.

A few moments each day of vigorous phonic drill will be helpful.

Give attention to the syllabication of words and to marking accented syllables.

Intermediate, IV. Reed's Word Lessons, to page 50

V. Reed's Word Lessons, to page 83.

VI. Reed's Word Lessons, to page 113.

Advanced, VII. Reed's Word Lessons, to page 147.

VIII. Reed's Word Lessons, finish and review.

### Writing:

Primary, Copying. Tracing. Devote a few minutes each day to movement exercises. Copy Books No. 1 and 2.

Intermediate, copy Books No. 3, 4, 5. Ward, Business Forms,

1 and 2. Manson's Spelling Blanks.

Advanced, Ward's Business Forms, Nos. 3 and 4. Continue movement exercises.

Physiology and Hygiene:

Primary, Smith's Primary Physiology and Hygiene in hands of teacher. Follow the plan of the book.

Intermediate, Smith's Primary Physiology and Hygiene in hands of pupil. Follow the plan of the book.

Advanced, Steele's Hygiene and Physiology in the hands of the pupil. Review rapidly the work of the preceding divisions. Teach the following:

1. General of the location and character of the brain and nerves.
2. General outline of the digestion; show some of the changes that take place in the food, and how the digested food enters the blood.
3. Explain the heart and give a general outline of the circulation.
4. Explain in a simple way the functions of the lungs, and diaphragm; the movements and purposes of respiration; consequent necessity of pure air.
5. In each of the above show the effect of alcohol, tobacco, and other narcotics.
6. In a limited way, teach the eye and ear, giving directions for their care.

History:

Primary, J. The story of the wandering of Columbus and his little son. Consult Irving's Columbus. Tell the story in simple language and have it orally produced.  
Tell the story of the Indian girl Pocahontas.

Weave it into the narrative of the Jamestown settlement.

II. Boy and girl life in New England. Picture the frontier existence of the children, their schooling, their clothes, nut gathering, Indian dangers, plays, and amusements, et cetera.

Read and tell the story of *Evangeline*. Adapt it by omitting the reflective portions, and substituting easy words for hard ones.

III. The boyhood of Benjamin Franklin. Holmes' Grandmother's Story of Bunker Hill. Gather stories like that of the Boston boys and their protests to General Gage: Paul Revere's ride.

Intermediate, IV. Review the stories of the preceding division.

V. Barnes' First Book in History. Selections from Franklin's Autobiography.

VI. Continue Barnes' First Book in History.

Advanced. VII. Last half of Barnes' Elementary History--read, not committed.

VIII. Barnes' Brief History.

#### Civil Government:

Advanced (only) VII Peterman's Elements of Civil Government, to chapter XI.

VIII Peterman's Civil Government, completed.

#### Nature Study and Science work:

Primary: (an explanatory note indicates that there has been

no consensus formed as to scope of nature study--

"The following suggestions are elastic....."

Purpose: (a) to train in correct habits of observation,

(b) to accumulate facts which will be of service in

other study.

Water: Its flow; drops--shape and use.

Seasons ( as they pass ) : Wet season, dry season--  
healthful or unhealthful.

Animals: Habits of common animals--similarities  
and differences; Squirrel, rabbit, woodchuck.

Plants: (1) Germination of seeds --bean, corn, etc.;  
(2) Study of trees, (a) twigs and buds; (b) shape,  
bark, leaf. (Note--Take some special tree and make  
a careful study of it, then test pupils in finding  
the same kind of tree in other places.)

Insects: Butterflies and other moths; grasshopper.

Atmosphere: (1) clouds, temperature (using thermometer)  
--why does the mercury rise? (2) Winds, why do they  
blow; benefits to men; injuries to men.

Animals: (1) Appearance, habits, useful to man; (2)  
earthworm--its food, value to man; compare with  
snail as to food, protection, and locomotion.

Plants: (1) Trees--kind of wood; uses and how  
prepared for use; (2) shrubs --their difference;  
annuals, producing seeds only; biennials, storing  
nourishment. Twigs on different sides of trees,  
different color of leaves on different parts of  
trees, etc.

Intermediate: Leaves in bud: position, arrangement, etc.

Insects: the housefly and honeybee: observe the  
larval stage, methods of procuring food, habits, etc.

Animals: Study of types--1. Mollusks, 2. Radiates,  
(3) Articulata, 4. vertebrates--reptiles, fishes,  
birds, mammals.

Mineralogy: Soils, rocks, fossils, coal measures,  
precious stones.

Physics: Rainbow, spectacles, spyglass, microscope--  
the eye.

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This syllabus contained, in addition to the foregoing, suggestions for the presentation of each subject, divided by the main divisions, -- primary, intermediate and advanced. It also contained a plan for the classification and arrangement of the program; --"a temporary classification should be made the first day of school, assigning pupils to divisions, making as few classes as possible," for the majority of schools at that time were evidently one room schools, and the State Office very wisely saw the problem of teaching through the eyes of a hypothetical teacher who was responsible for the education of a group of pupils of widely varied educational training.

A three years' course of study for high schools was laid down-- just the names of the subjects to be taught, without any detail as to scope.

A paragraph highly instructive for the educational historian closed the book, a paragraph which is reproduced below:

#### Records.

In most schools it has been customary to make a record, only, of the names ages, attendance and deportment of pupils while but little if any attention has been paid to keeping a record of their classification and progress. The record of their classification, progress and promotion of pupils is essential to the establishing and maintaining a continuous course of study in schools.

A record should be kept of the classes each pupil enters, the time of entering, his standing in each class, his promotion and suggestions

to the succeeding teacher. For this purpose registers will be provided which should be scrupulously kept, for a proper classification depends on neatly-kept reports.

#### Appendix E.

##### Typical Questions in Teachers' Examinations.

Typical examination given July 1879 for Life and State diplomas, and State certificates.

##### United States History.

1. What territory did England claim on account of the discoveries of the Cabots?
2. Principal causes of the French and Indian War?
3. (a) Principal causes of the Revolution; (b) decisive battle of that war; (c) two battles in which Washington was defeated; (d) short account of first and last battles of the Revolution.
4. When did Constitution of U.S. go into operation? Who were first, third, sixth, ninth, and thirteenth presidents? When was each inaugurated? length of term?
5. Cause of Second war with England? Who was president during this war? Who led the Americans at Bunker's Lane? Decisive battle of that war?
6. What was the Monroe doctrine? What political practice did Andrew Jackson inaugurate when he became president?
7. Who commanded the Union army at the beginning of the Rebellion? At its close? Name first and last battles.
8. In what year were you born? Who was then president? How many states in the Union then? In what state or territory were you born? If a state now, when was it admitted into the Union?

9. What important events are suggested to you by the following dates:  
 1492, 1541, 1565, 1582, 1607, 1689, 1680, 1744, April 19, 1775,  
 July 4, 1776, October 19, 1781, April 30, 1789, December 14, 1799,  
 January 8, 1815, July 4, 1826, February 14, 1869, April 12, 1861,  
 April 9, 1865, April 14, 1865, July 4, 1876. (twenty credits on this)

May 1891--in Superintendent's Biennial Report, 1892.

1. What portion of the United States was first settled by the Spanish?  
 The English? The Dutch?
2. Who were the Huguenots? Why did many of them come to America?
3. Who were the first explorers of the Mississippi valley?
4. Name an important event of each year of the Revolutionary war?
5. For what purpose and by whom was Georgia settled?
6. What led to the Mexican war?
7. Of what nation did the United States government purchase Louisiana?
8. Mention something of interest relative to James Monroe?  
 Andrew Jackson, Henry Clay, John C. Calhoun.
9. Mention one specially important event of each year of the civil war.
10. With what enterprises is each of the following names associated:  
 DeWitt Clinton, S. F. B. Morse, Cyrus Fields, Ezra Cornell, M. Bartholdi,  
 N. Lesseps.

#### Appendix F.

##### School Population of Oregon 1860-1920.

1860--Aged 4 to 20, total, 16,986.  
 1870--Aged 5 to 18, 15,035 males, 14,365 females.  
 1880--Aged 5 to 18, 27,741 males, 26,112 females.  
 1890--Aged 5 to 18, 46,042 males, 45,233 females.  
 1900--Aged 5 to 18, 59,499 males, 57,524 females.  
 1910--Aged 5 to 18, 82,041 males, 78,676 females.  
 1920--Aged 5 to 18, 96,911 males, 95,417 females.



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1906, 1908, 1910, 1912, 1914, 1916, 1918, 1920, 1922, 1924.

Note:-The dates here given are the latest dates for which statistics were reported. In some instances the reports are dated with the even years, because in the earlier years the Legislature assembled in September of the even years. In the 'ninties, the Legislature began to convene in January of the odd years,--hence some of the reports are dated with the odd year on this account.

Session Laws of the State of Oregon.

Matthew P. Deady, (compiler and annotator)

The Organic and other general laws of Oregon together with the national constitution and other public acts and statutes of the United States--1845-1864.

Henry L. Pittcock, State printer, Portland, 1866.

Note:- Chapter V--Of Common Schools, contains the earliest provisions for the local elementary school system.

Matthew P. Deady and Lafayette Lane, (compilers)

The Organic and other general laws of Oregon: together with the national constitution and other public acts and statutes of the United States, 1843-1872.

Eugene Semple, State printer, 1874.

Note- The title page contains no reference to compilers but the preface states that the committee appointed for that purpose was Matthew P. Deady and Sylvester C. Simpson, and upon resignation of the latter, Lafayette Lane took his place.

William Lair Hill, (compiler and annotator)

The Codes and general laws of Oregon. Two Volumes.

Sanroft-Whitney Company, San Francisco, 1887.

Note:- This edition is complete to February 18, 1887, See particularly, chapter xvi--of Education.

Charles B. Bellinger and William W. Cotton, (compilers and annotators)

The Codes and statutes of Oregon showing all laws of a general nature, including the session laws of 1901. In two volumes.

Bancroft-Whitney Company, San Francisco, 1902.

B--General histories of Oregon.

Hubert Howe Bancroft.

History of the Northwest Coast, two volumes.

History of Oregon, two volumes.

History Company, San Francisco, 1886.

(these volumes are the most reliable of Oregonian historiography and constitute a basic history which later works have supplemented without superseding. Citations of source material are abundant.)

Charles Henry Carey.

History of Oregon.

Pioneer Historical Publishing Company, Chicago and Portland, 1922.

(The Author's Edition is in one volume. The Biographical Edition adds two volumes of sketches of Oregonians, prominent and otherwise. The History is thorough up to 1880, after that date it is somewhat thin, with the exception of a chapter of Oregon's participation in the World War. It contains a forty-page chapter on Education. Citation of authority is thorough.)

Robert Carlton Clark and others.

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Row Peterson and Company, Chicago, 1925.

(An elementary textbook whose chapter on "Social Progress in Oregon" contains material germane to the subject of education)

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(of the four volumes one is history, and three are biography. It contains material not to be found in the more scholarly works by Lyman and Carey.)

Harvey K. Hines.

An Illustrated History of the State of Oregon.

Lewis Publishing Company, Chicago, 1893.

(One of the earliest "subscription" histories of Oregon. Its most valuable contributions are the biographical sketches of leading citizens.)

John B. Horner.

Oregon Her History Her Great Men Her Literature.

Revised and enlarged edition, J. K. Gill Company, Portland, 1921.

(This volume was written largely from first sources, the author having been personally familiar with the Oregon country for more than half a century." The author is a Professor of History at Oregon Agricultural College. The work is apparently designed for school use, no citation, abundantly illustrated.)

Sidona V. Johnson.

A Short History of Oregon.

McClurg, Chicago, 1904.

(A handbook sketching Oregonian history from Ferrello's exploration in 1843 to statehood, with the addition of a chapter briefly outlining conditions in 1904. The little volume makes no pretension of any primary information, but tells in an interesting fashion the story of the explorations.)

Horace S. Lyman.

History of Oregon. Four volumes.

North Pacific Publishing Society, New York, 1903.

(The great bulk of this scholarly work describes Oregon prior to statehood. A few pages are devoted to Oregon during the Slavery dispute, to the railroad building era, and to the Spanish-American war. There is practically no citation of authority.)

Harvey W. Scott.

History of Oregon Country, by Harvey W. Scott, forty years editor of the Morning Oregonian, compiled by Leslie M. Scott. six volumes.

Riverside Press, Cambridge, 1924.

( A collection of the speeches and articles of Mr. Scott. the compiler has enriched the basic material with many valuable notes and appendices, without, however, bridging the numerous lacunae of the State's history which naturally existed by virtue of the fact that Mr. Scott made no pretension to furnishing a consecutive and complete history. This work was printed in a small edition for distribution among friends.)

C-Pamphlets of the Federal Bureau of Education.

J. F. Abel.

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Bulletin 1923 #41.

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Katherine M. Cook.

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American School Buildings, Bulletin 1924, #17.

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Alfred A. Cleveland.

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J. J. Walton.

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