Spring 1933

The History of Education In Kansas Since 1914

Charles H. Brooks
Fort Hays Kansas State College

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THE HISTORY OF EDUCATION IN KANSAS

SINCE 1914

A THESIS

Submitted to The Department of Education and to The Graduate Council of the

FORT HAYS KANSAS STATE COLLEGE

In partial fulfillment of the Requirements for the Degree of Master of Science.

Submitted by

Charles H. Brooks.

Approved for the Department:

Dr. Robert J. McGrath
Professor of Education

Approved for the Graduate Council:

Chairman of the Council

Date Jan 25, 1933.
# CONTENTS

## INTRODUCTION

## CHAPTER 1. The Kansas State Teachers Association.
- Status in 1914
- The Need of Organization
- Reorganization
- Work done by the Association
  - The School Code Commission
  - Cooperation of the Association and the Text Book Commission
  - The Kansas Placement Bureau
  - The Kansas State Reading Circle

## CHAPTER 2. Reorganization of the State Department of Education

Status of the State Department of Education in 1914.
- Need for Reorganization
- Reorganization Effected
- Duties of the State Board of Education
- The County Superintendent
  - Term of Office
  - Duties
  - Shortcomings of the Office
  - Qualifications
  - Salary

## CHAPTER 3. Divisions of the Public School System of Kansas.
- Elementary Schools
- Districts
- Defects and Weaknesses
<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Grade System</td>
<td>58</td>
</tr>
<tr>
<td>Textbooks</td>
<td></td>
</tr>
<tr>
<td>Compulsory Education</td>
<td></td>
</tr>
<tr>
<td>Standardization</td>
<td></td>
</tr>
<tr>
<td>Courses of Study</td>
<td></td>
</tr>
<tr>
<td>The Schools and the World War</td>
<td></td>
</tr>
<tr>
<td>Medical Inspection</td>
<td></td>
</tr>
<tr>
<td>School Libraries</td>
<td></td>
</tr>
<tr>
<td>Playgrounds</td>
<td></td>
</tr>
</tbody>
</table>

IV. Divisions of the Public School System of Kansas, Continued.

The High School System
Community High Schools
Rural High Schools
Barnes High Schools
Accrediting System
Standardization
Classification
Relation of High Schools to the North Central Association of Colleges and Secondary Schools.
Normal Training
Industrial and Vocational Training
Textbooks
Tuition
Night Schools
Parochial Schools, Private Schools, and Academies

V. Divisions of the Public School System of Kansas, Continued.

Hither Institutions of Learning
State Educational Institutions
The University of Kansas
## CONTENTS (Con't.)

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>VI. Teacher Training Agencies.</td>
<td>105</td>
</tr>
<tr>
<td>Normal Institutes</td>
<td></td>
</tr>
<tr>
<td>Teachers' Reading Circle</td>
<td></td>
</tr>
<tr>
<td>Teachers' Associations</td>
<td></td>
</tr>
<tr>
<td>State Institutions</td>
<td></td>
</tr>
<tr>
<td>Denominational and Private Schools</td>
<td></td>
</tr>
<tr>
<td>Junior Colleges</td>
<td></td>
</tr>
<tr>
<td>Normal Training High Schools</td>
<td></td>
</tr>
<tr>
<td>VII. Certification of Teachers.</td>
<td>119</td>
</tr>
<tr>
<td>Certificates Authorized in 1915</td>
<td></td>
</tr>
<tr>
<td>Certificates Authorized in 1917</td>
<td></td>
</tr>
<tr>
<td>Certificates Authorized in 1923, 1925, 1927</td>
<td></td>
</tr>
<tr>
<td>VIII. Financial History.</td>
<td>126</td>
</tr>
<tr>
<td>Legislation</td>
<td></td>
</tr>
<tr>
<td>School Districts</td>
<td></td>
</tr>
<tr>
<td>Cities of the Second Class</td>
<td></td>
</tr>
<tr>
<td>Cities of the First Class</td>
<td></td>
</tr>
<tr>
<td>Rural High Schools</td>
<td></td>
</tr>
<tr>
<td>County High Schools</td>
<td></td>
</tr>
<tr>
<td>Community High Schools</td>
<td></td>
</tr>
<tr>
<td>Tuition Counties</td>
<td></td>
</tr>
<tr>
<td>Kindergartens</td>
<td></td>
</tr>
<tr>
<td>Junior Colleges</td>
<td></td>
</tr>
<tr>
<td>Problems of Taxation</td>
<td></td>
</tr>
</tbody>
</table>
## CONTENTS (Cont.'t.)

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>IX. General Summary and Conclusions.</td>
<td>147</td>
</tr>
</tbody>
</table>

### Appendix A.
- List of State Teachers' Association Meetings

### Appendix B.
- Constitution of the Kansas State Teachers' Association as Revised and Adopted in 1913

### Appendix C.
- List of the State Superintendents of Public Instruction Quoted for Authority
  - State Board of Education, 1931
  - State Board of Regents, 1931
  - State School Book Commission, 1931

### Appendix D.
- Session Laws Referred to in this Thesis

### Bibliography.

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The proposed remedies covered the school code, the budgeting law, teachers' salaries, and present status. The general summary and conclusions are presented on page 147. Appendix A lists the meetings of the State Teachers' Association. Appendix B provides the constitution of the Kansas State Teachers' Association as revised and adopted in 1913. Appendix C includes the list of state superintendents of public instruction quoted for authority. Appendix D refers to session laws in the thesis, and the bibliography is on page 171.
ACKNOWLEDGEMENTS

The writer of this thesis wishes to acknowledge all sources of information used in its preparation. He wishes to thank the following members of the faculty of the Fort Hays Kansas State College: Dr. H. B. Reed, Dr. W. H. Walker, Mr. C. H. Landrum, Dr. R. T. McGrath, Mr. F. B. Lee, Dr. C. E. Rarick, Dr. R. R. Macgregor, and Mr. F. B. Streeter for aid, advice and instruction during its preparation. He also wishes to thank the librarians of the Fort Hays Kansas State College, of the Kansas State Historical Society at Topeka, and of the Public Library of Hays, Kansas, for aid given. He thanks all state and county educators with whom he has had interviews relative to the subject matter of the thesis. He especially thanks President W. A. Lewis of the Fort Hays Kansas State College for affording the opportunity for the preparation of the thesis.
INTRODUCTION

The general problem of this thesis is to outline and to discuss a section of the history of education in Kansas, beginning with the year 1914 and extending to 1932, and to posit its evolutionary character in its proper setting.

The history of education in Kansas does not vary greatly from that of many other states of the Union. The constitution upon which it was admitted as a state in 1861 was modeled after the second constitution of the state of Ohio,\(^1\) adopted in 1851.\(^2\)

Being a product of the combined experiences of three constitutional state conventions, the constitution of Kansas was formulated into a splendid code of laws well adapted at that period for the guidance of the commonwealth.

The new constitution endeavored to provide a basic foundation for an educational system capable of meeting all possible exigencies of the future. It did its work well, so far as human provision was capable. As long as economic conditions were normal it was found fairly adequate. In the second

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decade of this century, however, its inapplicability to the growing problems of taxation, school-law "muddling," and of many social and moral questions connected with education, became more and more apparent. In brief, the constitution failed to provide for the economic and social problems which were emerging from the background of changing social and economic forces. Does this mean that the problems of civilization have outrun the intelligence of its promoters? It has been said that "education will solve the problems of civilization." This sentiment is firmly embodied in the philosophy of our educational system. But what type of education, it may be asked, can accomplish this desired consummation? What vital weaknesses in our school system must be remedied before the schools themselves are fit, and capable, of solving the difficulties underlying our social system? Although these problems are numerous, and apparently insurmountable, yet we may not take the position of the futilitarian and cry, What's the use? It must be recognized that this puzzling situation is inherent in the ever-changing dynamics of our social order.

Primarily, the reasons for beginning with the year 1914 are that Mr. Charles H. Landrum of the department of history

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of the Fort Hays Kansas State College wrote a "History of Education in Kansas" beginning with territorial times, and ending with the year 1914.

It is the plan of the writer to make this thesis, in connection with Mr. Lamrurn's thesis, a complete history of education in Kansas covering the entire period of its existence.

Secondarily, this date of 1914, on account of the impetus given to all movements and developments engendered by the World War, marks the beginning of a transitional period unparalleled in history for all types of unbridled expansion, thus giving rise to numerous specific problems in education, as well as in other fields, many of which are of grave concern.

The history of education in Kansas as outlined in this thesis is briefly covered in nine chapters. The two major subjects, viz., the "Kansas State Teachers' Association," and the "Reorganization of the State Department of Education" are developed in Chapters I and II, respectively. Incidentally, the attempt is made to show that the State Teachers' Association has been, since 1913, the predominating and motivating forces behind the educational machine of the state; and that it, through its leadership, has exerted a marked influence upon all school reorganization, legislation, and standardization. In this attempt it will be shown that the reorganization of the State Department of
Education had its inception in the foresight and consequent demands made by the Kansas State Teachers' Association.

The elementary schools, the high school system, and the higher institutions of learning are treated in Chapters III, IV, and V. Chapter VI discusses "Teacher Training;" Chapter VII, treats of "Certification of Teachers;" Chapter VIII, of the "Financial History of Schools;" and Chapter IX, the "Summary and Conclusions."

Since this thesis is narrative in nature, the historical method rather than the statistical, has necessarily been used in treating the different subjects involved. Although several of the subjects overlap in a number of instances, yet an attempt has been made to maintain a unity as far as possible, by special treatment under their respective heads.

When possible, source material has been used. The records in the library of the State Historical Society were consulted; educational officials were interviewed; biennial reports of the State Superintendents of Public Instruction, session laws, school journals, bulletins, reports of speeches, newspapers, educational theses, reports of state and private schools, and school catalogues were freely utilized. Finally, the writer has had the privilege of more than forty years of experience in the educational world. In many instances he has drawn upon his experience as
a teacher and observer for many facts and conclusions as set forth in this thesis.

"In other association in the world can boast a rank and file of finer men and women than the Kansas State Teachers' Association. They are clean, moral, respectable, desirable individuals, neither high-brow nor low-brow, and engaged in that most valuable of all occupations—the impartial education of American youth." 1

status of the association in 1914.

The Kansas State Teachers' Association is a voluntary organization. The first meeting was held at Lawrence in September, 1863. There were thirty-four teachers present. 2

Through all the years from that date to 1915-1916 the association was taken up as a matter of course except by a comparatively few of the educators of the state. Even as late as 1915 little interest was manifested by the majority of teachers. In 1915 the registered membership was only 9,971. 3 Leadership was lacking. There was no organized effort to "sell" the association to the unorganized mass of fledgling teachers who annually flocked into the school rooms from every country-side.

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CHAPTER I

THE KANSAS STATE TEACHERS' ASSOCIATION

"No other association in the world can boast a rank and file of finer men and women than the Kansas State Teachers' Association. They are clean, normal, respectable, desirable individuals, neither high-brow nor low-brow, and engaged in that most laudable of all occupations---the impartial education of American youth!"\(^1\).

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Through all the years from that date to 1912-1914 the Association was taken as a matter of course except by a comparatively few of the educators of the state. Even as late as 1913 little interest was manifested by the majority of teachers. In 1912 the registered membership was only 5,071.\(^3\)

Leadership was lacking. There was no organized effort to "sell" the Association to the unorganized mass of fledgling teachers who annually flocked into the school rooms from every country-side.

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Need of Reorganization.

For some time a group of the more eminent and far-sighted of the state's educators had been "crying from the wilderness" for relief, that action must be taken to stimulate into new life the apparently moribund body of the school system. The state had grown to the point where there was a need for better schools, both rural and urban. The country was practically developed; cities were increasing in number and population; industry was demanding a new type of education in keeping with its progress. Even agriculture was forging to the forefront, as a new science, and was lending its urge in the new order of things. Society was becoming more complex. These forces made new and far-reaching demands upon the teacher for new types of schools.

So insistent had become the demands upon the leading educators of Kansas that something should be done to bring the Kansas State Teachers' Association to a level with the other rapidly growing factors of the social order, for example, the business world, that decided steps were taken in the Fiftieth Annual Meeting of the Association at Topeka, November, 1912.

Reorganization.

W. S. Heusner, President of the Kansas State Teachers' Association, at the meeting held in 1913, appointed a committee to revise the constitution. 4 Superintendent M. E. Pear-
son, chairman of the committee, made an appeal by open letter to the members of the Kansas State Teachers' Association. In this letter he stated that the constitution must be revised to meet the increasing enrollment in the association which presented new problems and new conditions. The teachers were asked for their cooperation and approval of the movement. He stated, also, that the "teachers must have a paid secretary on the job the whole year round with an office in the State House. This person must be free and independent and a powerful advocate of the cause of education and the rights of teachers." He further stated that a council of education had "been provided for in the prepared constitution to federate the educational interests of the state." He called attention to several other important provisions in the prospective constitution, such as a Board of Directors, an Executive Committee, the annual membership fee of one dollar (it was fifty cents), and a State Educational Council. He said further, "Let us bind up all the educative influences of the state and organize for some aggressive work in education. Fifteen thousand organized teachers can in a very large measure promote the general welfare of our system of education."

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6. Ibid.
7. Ibid.
This appeal is given here at length to indicate the interest and purpose of the leading minds in the State Teachers' Association. Conditions had become intolerable to the thinking school men of Kansas. They realized that a decided movement must be made to arouse schools, teachers, and school boards from their lethargy, and to align them with other progressive social forces. How well the work was done remains to be told!

The association is a voluntary organization, and, not being dependent upon the letter of the law, its very spontaneity imbued it at that time with the emotional elements of inspiration and idealism which tended to prompt its members under adequate leadership to enthusiastic endeavor.

The hopes of its promoters proved to be well founded. When the new constitution, plead for in the open letter to the teachers of the state, was adopted, the organization began an era of colossal expansion which went far beyond the expectations of its staunchest supporters.

Work Done by the Association.

Up to 1913 fifty annual sessions had come and gone, but none had entered upon their program of educational propaganda with the bright outlook of the Fifty First Annual Meeting at Topeka, 1913. At this session State Superintendent of Public In-
struction, W. D. Ross, made his characteristic plea for better schools. He plead for the success of the new movement initiated at the Fiftieth Annual Meeting for better plans to bring about the desired educational reforms. He said in part, "The great agency in this campaign should be this great organization of teachers of the state."8.

In accord with the provisions of the new constitution, Mr. D. A. Ellsworth was appointed, 1914, permanent secretary of the Kansas State Teachers Association with headquarters at the Capitol building in Topeka. Steps were taken at once to issue the first number of "The Kansas Teacher," the new official organ of the Association. The first number came out May, 1914. The policy of this publication, as set forth in its editorials, aimed at the development of the broad and progressive principles as indicated in the new constitution. The first issue said, "The teacher in a democracy has a duty that is three-fold---to take part in the constructive political activities of the time in the same spirit in which one interprets history; to accept social agency in the community such as the vocation implies; and to perfect the profession of education to the largest possible service to mankind."

The journal soon met all expectations. It was placed in the hands of every member of the Association where it soon began to serve as a clearing house of educational ideas. From the start it served as a medium to get before the public the aspirations, and hopes, and needs of the educational interests of the state.

In June 1916 it became necessary to enlarge Volume III, Number 2, of "The Kansas Teacher" to its present size. In 1914 the membership fee of the Association was raised from fifty cents to one dollar as provided in the new constitution, which included one year's subscription to the magazine. In June 1916 Mr. D. A. Ellsworth resigned his secretaryship with the Association. Frank L. Pinet was appointed by the Board of Directors as secretary at a salary of $4200.00 annually. (It is now $6000.00.) He has held the position since that time. The reorganization of the Association brought about a decided increase in membership. In November "The Kansas Teacher" absorbed the "Western School Journal" on the death of its veteran and beloved editor, John McDonald, which occurred October 12, 1916.

The annual sessions of the State Teachers' Association were held at Topeka until 1918, when, on account of the

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9. For the constitution see Appendix B.
size of the increasing crowds and its inaccessibility to teachers from remote parts of Kansas, the meeting was sectioned by the Board of Directors to meet in four different parts of the state.

The Fifty-Second Meeting was held in 1914. With its improved constitutional machinery it felt competent to embark upon its new career of usefulness and expansion.

In accordance with the new constitutional provisions committees were authorized to draft needed legislature in the form of resolutions. These were formulated into bills which later were introduced to the forthcoming legislatures for enactment into law.

The annual sessions of the Association, "The Kansas Teacher," circular letters and authorized speakers have served from 1914 to the present, as a means to place legislative policies of the Association before the people of the state and their representatives in the legislature.

The legislature of 1915 is especially noteworthy for having enacted into law many of the most important of the proposed measures embodied in the resolutions of the Annual Meeting of 1914, among which were acts relating to certificates, institutes, and the State Department of Education.
In 1915, for the first time in the history of the Association, a woman, Miss Lillian Scott, presided as president. But she was not the last; in 1928 Miss Mary Van Zile served as "madam chairman."

The legislature of 1917 did little of importance for the schools. It enacted into law only a few of the resolutions adopted by the Fifty-Third and Fifty Fourth Annual Sessions of the Association held in the years 1915 and 1916. The two most important were those relating to the establishment of rural high schools, and tuition in high schools.

The Fifty-Fifth session of the Association, held in 1917, is noteworthy as a war-time convention. In that year the United States entered the World War. Along with the economic inflation consequent upon the War, ambitious aspirations began to take shape in the educational world. This was the beginning of that peculiarly remarkable and rapid development of educational plants, with their expensive equipment, and extensive personnel; for instance, among an almost universality of examples, the University of Missouri and the Kansas State Teachers' College of Emporia fostered, apparently without regard to present cost or future probabilities, an attitude which has aggravated the present financial and economic debacle. Everywhere institutions seemed to be myopic in this respect. But schools were only keep-

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10. See Appendix A.
ing pace with the great financial and industrial development of the times; and, hence, should share only part of the criticism.

At this session an amendment was adopted which provided that instead of one centralized meeting of the Association at Topeka, as had been the custom for fifty years, there should be four, meeting in four of the leading cities of Kansas, at the same time, subject to one set of officers, under one centralized management, and having practically the same platform talent for each meeting.\footnote{11. The Kansas Teacher, Oct. 1917, Vol. 6, p. 7.}

This four-meeting plan caused the discontinuance of the seven Congressional district associations which had met annually up to this time, but as a result, it proportionally increased the membership of the State Association.

The legislature of 1919 did not seriously consider many of the resolutions submitted to the Association in 1917, nor those drafted for the forthcoming session of 1918. One relating to better compulsory attendance was favorably acted upon. One of the most outstanding resolutions to be submitted to the meeting in 1918, was a protest against the organized efforts of the Tobacco Trust to create a demand for their wares in our new national army.\footnote{12. Ibid, Dec. 1917, Vol. 6, p. 17.} This protest met with no effective response.
On the contrary our soldier boys were deluged with a flood of cigarettes under the acquiescent, if not positive, attitude of the Red Cross.

The resolutions planned for submission to the Fifty-Fifth Annual Meeting were warlike in spirit. They endorsed President Wilson's war aims. As a sequel to the startling facts of physical defects disclosed by the selective draft of our soldier boys by the military authorities the Association endorsed a resolution for health supervision, and physical education of the youth of Kansas.

The legislature of 1920 and 1921 considered only a few of the resolutions endorsed by the Education Committee. For some time the Association had been clamoring for a teachers' employment bureau. One resolution proposed to increase the enrollment fee from one dollar to one dollar and fifty cents per year, which was eventually embodied in the constitution as an amendment.

But it so happened that the Fifty-Sixth Annual Session did not convene at the appointed time. This date marked the crisis of the influenza epidemic which raged throughout the world in 1918-1919. The severity of the disease compelled the closing of most of the schools, and the postponement of the Annual Meeting of the Association on the advice of the Kansas State
Board of Health. This postponement threatened the financial ruin of the Association, as program talent had already been bought. But who was to save the fifty-sixth Kansas State Teachers' Association? An appeal was made to the teachers of the state by the officials for the registration fee of one dollar and fifty cents each, to meet the deficit. The appeal was responded to by nearly 6000 teachers in less than sixty days. This act of generosity saved the Association. The postponed Fifty-Sixth Session was held at the previously designated cities, November 1919. A long list of resolutions was submitted. Some of these somewhat radical in nature, were tinged with a war spirit; for example, the one agitating the Americanization of our foreign element by the schools.

The enrollment of the Fifty-Sixth Session had increased to about 13,000. "It appears that under the four-meeting plan the enrollment of members of the Kansas State Teachers' Association has increased one hundred per cent." For some years the best out-of-town talent had been procured for the program. At this time there were the following departments: Modern

14. See Appendix A.
Languages, Music, Agriculture, Drawing, Social Science, Commerce, Household Arts, Elementary School Principals, Mathematics, Biology, Education, Latin, Manual Arts, Geography, Kindergarten, Physical Education, Boards of Education, Spanish, and English. A number of these had been recently added. Other departments have been added since.

The School Code Commission.—The proposal to revise the School Code came up in the Fifty-Seventh Meeting. This was prompted by the discovery that the school laws of Kansas had not kept pace with educational requirements; that they were in a hopeless muddle on account of piece-meal legislation; that the rural schools, especially, were in a desperate plight; and that something should be done to correct the deplorable situation, and to place them on a better footing. The legislature of 1921 acted under a House Join-Resolution and appointed a commission of seven members headed by Senator Sheffield Ingalls, to study the problem and to make recommendations for legislation. The Commission made several studies of the condition in Kansas in regard to the tangled school laws, as well as in other states. Nothing came of the report at this time, except the important discovery in the course of their investigations, that no legislature should take action upon any subject before full information was obtained regarding it. The State Teachers'
Association provided part of the funds for the expense, the rest was provided by the state institutions.

The resolutions of the Fifty-Eighth Session, 1921, recommended that the next legislature pass the School Code Commission Bill, and that larger educational units be established as a basis for school administration and taxation. No favorable notice was taken by the 1923 legislature of the School Code Bill. By 1927 the need for action on both the Code and its related problem, taxation, became so urgent, that the legislature of that year took up the matter and provided for another School Code Commission similar to that of 1921, with Senator G. H. Lamb, Chairman, and C. E. Rarick, Secretary. This committee, through various agencies, including the State Department of Education and the Research Committee of the Teachers' Association, made a careful study of "general educational conditions of the state." An exhaustive report was made to the legislature of 1929, including the three following categories: (1) problems; (2) recommendations; (3) the proposed Code.

The Commission did its work well. It was aided by Dr. Paul R. Mort of Columbia University. Much of the cost, approximating $10,000.00, was defrayed by the Kansas State Teachers' Association.

By this time, however, the problem of financing the schools had become so weighty, especially in connection with the provisions of the proposed School Code that the legislature of 1929 did not act upon the Code Commission Bill, but appointed another committee, The Tax Code Commission, to investigate the financing plan of the school men, with the provision that it should report on or before December 1, 1929.17.

In the months of 1930, preceding the meeting of 1931 session of the legislature, great efforts were made to put before the people and their representatives, the need of favorable legislative action on the School Code Bill. The Association had about exhausted its own customary resources. It depended now upon the individual voter to influence his legislative member to vote "right." During the year 1930-31 the Association spent $20,000.00 in disseminating literature, and sending out speakers to enlighten the people, but to no avail. The "hard times" setting in about this time, had an unfavorable reaction upon the proposed adoption of a law so inextricably bound up with the tax problem, which, at this time, absorbed the attention to the exclusion of everything else. It became evident that the problem of financing the schools must be solved before the new School Code can be favorably considered. (See Chapter IX.)

Cooperation of the Association and the School Book Commission---The often repeated resolution that the teachers be given representation on the Text Book Commission, now the School Book Commission, finally bore fruit. In order to bring about cooperation between the Association and the Commission the Board of Approvals was appointed in 1918 to recommend texts for the schools. The project was a failure, since the Commission ignored the recommendations made by the Board. A new Board was appointed in 1919 with better results. The Commission accepted the recommendations of the new Board of Approvals, and adopted high school texts. In other instances attempts were made to arouse an interest in cooperation between the Commission and the Association. One of the most notable was that in 1928 when the Association was "requested to appoint four different committees to report to the Commission on various subjects in which the selection of text books was pending. In nearly every case the Commission has selected the books, or books given first or second place on the reports of their committees." 18.

There has been much controversy as to who should constitute the personnel of the School Book Commission. Should it be composed of laymen or teachers, or both?

The Kansas Placement Bureau.---In 1920 the Kansas

State Teachers' Association organized the Placement Bureau. This Bureau was designed to aid members in finding positions. Such an organization was in keeping with the plan of expansion of the Association in 1921. About 2000 of its members have found positions through its efforts at a nominal charge of two and one-half per cent commission at a saving of $40,000.00. Teachers were not numerous and the demand was good. But in a few years conditions changed. In 1928 the expenses were but a little greater than the gross income from the Bureau. At the present time it is being run at a loss.

The Kansas State Reading Circle.---Another sub-department of the Association is the Kansas State Reading Circle. This was taken over from the State in 1925. Its object is to supply suitable books to teachers and pupils at as low a cost as possible. "It is estimated that during the four years the Kansas State Reading Circle has been in operation it has been instrumental in placing in the libraries of rural schools and in the libraries of schools of the smaller cities, about 225,000 volumes of carefully selected books for children's reading." In 1930 it had placed in the schools 300,000, doing an annual business of about $40,000.00.

By the summer of 1932 nearly one half million copies of Reading Circle books had been placed in the school libraries."  

Summary—The history of the Kansas State Teachers' Association from 1913 to 1931 shows a remarkable growth. In 1914 it had a membership of about 5000. The financial report of the secretary of the Association from October 7, 1913 to January 17, 1914, shows receipts for $6,729.11 and disbursements for $2,821.30, and a balance of $3,903.74. The Report for its Sixty-Eighth year, or the year ending with 1931 shows a membership of nearly 18,000, and financial receipts of $82,151.71, "with total to be accounted for" $121,925.31, and "total disbursements for the year" $80,266.08, with a balance on hand of $41,659.23.

In 1931 the business of "The Kansas Teacher" yielded a new income of $23,148.92. The total collections of the Placement Bureau amounted to $6,418.80. The total income from the Kansas State Reading Circle amounted to $59,570.00. At the present time there is a marked decline in receipts from the Placement Bureau, from the State Reading Circle, and from the "Kansas Teacher."

All the best educational, civic and professional

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agencies of the state have been enlisted in making the Association the best possible for its teachers; the best platform of the country has been procured each year, and the Association has been brought to the very door, as it were, of each section of Kansas so that everyone might participate and profit thereby.

That the Kansas State Teachers' Association has been, in a large measure, responsible for the interest, growth, and the present high standing of the school system of Kansas, cannot be disputed.
"If you are going to do anything for the average man, you must begin before he is a man. The chance of success lies in working with the boy, and not with the man."  

The Status of the Department in 1914.

The fiftieth anniversary of the birth of Kansas had come and gone since her constitution had provided for laying the corner-stone of the educational foundation for the schooling of her children. Like other states, she had to feel her way, and be guided by the inexorable demands of economic forces. But during these fifty years she had done much. Everywhere district and city school-houses had been built with many modern conveniences. Excellent buildings, well equipped, had been provided for the state and private schools of higher learning; improved courses of study for the different types of schools, rural, vocational and urban had been developed; the qualifications of teachers had been steadily raised; and the rural school term had been lengthened to seven months. The state provided appropriations for high schools in order to stimulate interest in approved courses in normal train-

ing, domestic science and agriculture. Interest in education was taking on new life. Legislatures enacted laws looking to-ward the improvement of schools. Yet, as the population increased and spread to all sections of the state, as the poverty inherent in pioneering gave place to plenty and to comfortable homes, there was demand on every hand for more and higher standards for school facilities. Each succeeding legislature ac-ceeded in part to these calls for educational expansion.

The legislature of 1913 passed a number of salu-tary measures among which were provisions enabling Boards of Education in cities of the second class to build, or add to, school houses, by a tax not to exceed 2 mills; 2 for increasing the compensation of county superintendents of public in-struction, and furnishing office help under certain conditions, 3 for free night schools in any district which should see fit to maintain them, 4 for raising the standards of the different county certificates, 5 for an uniform course of study for rural schools, 6 for the creating of a State Board of Administration to displace the several Boards of Regents, and which was to have charge of all the higher State Educational Institutions,

2. Session Laws, 1913, Chapter 120, Section 1.
3. Ibid, Chapter 197, Section 5.
4. Ibid, Chapter 267, Section 1.
5. Ibid, Chapter 268, Section 1.
6. Ibid, Chapter 272, Section 1.
7. Ibid, Chapter 287, Section 1.
including the Schools for the Deaf and the Blind, \(^7\) for state publication of school books and the appointment of a State School Book Commission which should take over the powers and authority of the School Text Book Commission, and for censoring moving pictures or reels.

But a new era was ushered in in the momentous year of 1914. In this year there were gathering those forces, economic and political, national and international, which were to mark a new epoch for weal or woe in the world's history. Kansas was not excepted from this kaleidoscopic transformation.

Edward T. Fairchild, who held the office of State Superintendent of Public Instruction from January 1907 to November 1912, had been insisting with characteristic vigor for sometime upon the betterment of education for the boys and girls of Kansas. His hopes were not fulfilled during his incumbency. But better times were at hand. In November, 1912, W. D. Ross became State Superintendent of Public Instruction. At that time there was little incentive in the way of emoluments of honor, position or salary, to induce an ambitious, self-respecting, and far-seeing citizen of the commonwealth to covet the office of State Superintendent of Schools. The demands made by the rapidly developing system of education had far outrun the limited authority vested in its executive by
the Code of 1876, and subsequent legislation prior to 1915.

The Need of Reorganization.

The burden of the duties of the State Superintendent had become so intolerable at the time of the election of W. D. Ross, that no sooner had he entered upon his work than he began to complain more energetically, of the great increase of responsibilities shouldered upon him, "with no additional provision for their performance." He further stated, "The office of State Department has been obliged to assume much of the responsibility of the work belonging to the State Board." He made a plea for an organization that would be a constructive agency, that should be "the head of all the educational interests of the state." He said that, as the situation then existed, there was too much routine work for the office of the State Superintendent; that there were no adequate means of inspection as to quality and scope of work required in high schools and other accredited institutions. To indicate the responsibility of the Board of Education he said that it was "charged with the expenditure of $125,000.00 in state aid to high schools for work in normal training, agriculture, and domestic science,"

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9 Ibid.
10 Ibid.
11 Ibid.
and was given no means of checking up on it. Other states had supervisors, Kansas had none. He further said that standardization of high schools should be in charge of the State Board of Education. It would be more systematic and uniform and more economical than to have faculty members from the state institutions inspecting and standardizing schools, which was the case at that time. He asserted that the present inspectors had no authority to standardize schools; that a special agency for that purpose would be more representative and effective. He recommended two supervisors to inspect the department of agriculture, domestic science, normal training, and manual training in high schools, and to set requirements for "college entrance, .... and that the expenditure of no other state funds for high-school inspection be permitted." 12 Superintendent W. D. Ross also recommended that "the State Department should be authorized and enabled to engage" 13 in the standardization of Rural Schools.

Reorganization Effected

The plea of Superintendent W. D. Ross for Educational expansion was not without a salutary effect. At its meet-


13 Ibid.
ing in 1914 the Kansas State Teachers' Association adopted a series of resolutions embodying his suggestions as follows: (1) standardization of rural schools; (2) consolidation of rural schools; (3) concentration of course of study for rural schools; (4) revision of county institute laws; (5) physical training and physical examination; (6) free high school tuition; and (7) uniform text books. 14

With a clear and far-seeing vision as to the immediate and pressing needs of the schools of Kansas, W. D. Ross had so forcibly outlined the situation that legislative action was soon forthcoming.

The Second Educational Council, a department of the Kansas State Teachers' Association, met in Topeka, January 15 and 16, 1915. Superintendent W. D. Ross presented the measures formulated by the Legislative Committee of the Association. These measures embraced the needs of educational legislation as earlier set forth in his Nineteenth Biennial Report. These measures for which he had pleaded earnestly two years before were as follows: (1) The reorganization of the State Department of Education; (2) Provision for the increase of salaries of its membership; for the State Board of Education to be increased to

seven members,—heads of the four state schools and three others, and for a secretary of the State Board of Education; (3) provision was also asked for the authorization of the State Board of Education to standardize administration, courses of study, instruction in rural, grade, and high schools, and to accredit schools, maintaining specific standards, and the appointment of supervisors. 15

In accord with these recommendations the next legislature, that of 1915, took action and reorganized the State Department of Education. William H. Andrews puts it thus: "The legislature created the State Department of Education and gave real directive power to the State Superintendent of Public Instruction. The educational policy of the state is directed by the State Board of Education, with the State Superintendent as its executive officer." 16 Note that Andrews uses the word "created." It practically amounts to that since Section 1 of the act relating to the State Department says, "The state superintendent of public instruction, the State Boards of Education, and the officers and assistants herein provided for shall constitute the State Department of Education." 17

17. Session Laws, 1915, Chapter 296, Section 5.
This act provided that the State Department of Education should consist of the State Superintendent of Public Instruction, the State Board of Education, and assistants. The State Superintendent was authorized to appoint an assistant to be designated as Assistant State Superintendent of Public Instruction. Provision was made for the appointment of a chief clerk, and two stenographers. It was also provided that the State Board of Education should consist of the State Superintendent of Public Instruction who should be ex officio chairman, the Chancellor of the State University, the President of the Kansas State Normal School at Emporia, and three others to be appointed by the governor. Provision was also made for the election by the State Board of a secretary to serve under the direction of the State Superintendent, who was not to serve as a member of the State Board, but independently as an expert in education. The duties of this secretary were to inspect colleges and universities, accredited by the State Board of Education and to have charge of all matters relating to teachers' certificates. His salary was put at $2400.00 per annum, for a term of four years, to insure a semblance of permanency and secure efficiency. Section 8 of the law of 1915 gave full authority to the State Board "to define official standards of excellence in all matters relating to the administration, the
course of study, and instruction in rural schools, graded schools, and high schools, and to accredit those schools in which the specified standards are maintained. This law became effective July 1, 1915. This is the law which gives the State Board of Education its tremendous power. Through this law the State Board has authority to make rulings which practically have the weight of legislative enactment in regard to standards, methods and administration in schools. Thus virtually it is a law-making body, and may act to a certain extent in lieu of a dilatory legislature.

It is plain that this law providing for a reorganization, or the creation, as the case may be, of the State Department of Education by the legislature of 1915, "increased the office of the State Superintendent one hundred per cent, and reorganized the Department of Education, imposing additional responsibilities and duties, and providing additional facilities." It made the superintendent the chief executive of the whole educational system of the state with powers of directing and general supervision. Besides being chairman of the State Board of Education, he is also, by virtue of his office, chairman

20. Ibid.
of the State Reading Circle Board, a member of the State School Book Commission, of the State School Fund Commission, and a member of the Board of Directors of the State Teachers' Association. He is ably assisted by his deputy, the Assistant State Superintendent of Public Instruction, who assists in office work, and the preparation of statistical tables for the biennial reports. 21

The State Board was made the legislative branch of the State Department, and given the power to fix the general policies of administration with respect to the schools of the State.

In fact the series of laws passed by the legislature of 1915 made the State Department of Education "worthy of comparison with the best organized departments of education of other states..... The legislature of 1917 continued the progressive educational program by supplementary legislation shown by experience to be demanded." 22 The legislature of 1917 altered the composition of the State Board of Education as provided for by the law of 1915. The new Board, by the legislature of 1917, consisted of the "Superintendent of Public Instruction, as ex officio chairman; the Chancellor of the


State University; the President of the Agricultural College; the President of the State Normal School at Emporia; the President of the State Manual Training School at Pittsburg; the President of the Fort Hays Normal School at Hays; and two county or city superintendents of public instruction, and a county superintendent of public instruction to be appointed by the governor. The legislature of 1921 authorized the State Superintendent of Public Instruction to appoint in addition to an assistant State Superintendent, a chief clerk, a Statistical Clerk, and two stenographers. This composition of the State Department of Education has been maintained up to the present time, 1932.

Duties of the State Board of Education

The State Board meets at the call of the State Superintendent. It has the power to prescribe courses of study for all the public schools, and for normal institutes; to revise them when necessary, make rules concerning observance of courses of study, and issue state teachers' certificates. It has sole authority to define official standards of everything pertaining to public schools in regard to their administration, course of study, instruction, and to accredit those schools in which the

23. Session Laws, 1919, Chapter 256, Section 1.

24. Ibid, Chapter 256, Section 2.
specified standards are maintained. The Board has charge of the Federal allotment of funds for vocational education. It cooperates with local communities in establishing and maintaining public vocational schools and classes.25

The County Superintendent

The county superintendents of Public Instruction are custodians of the schools of their respective counties. Their duties have increased in number and responsibility since the writing of the School Code of 1876. They are also adjuncts of the State Department of Education, since they carry out its policies of field work, and make regular reports to it of the different phases of the county educational system.

Term of Office.—The term of office of the county Superintendent is two years beginning the first Monday of July of each odd year.26

Duties.—His duties pertain only to the schools below those of cities of the second class. Although subject to the vote of the electorate of cities of the first and second classes he has no authority over their schools.

The duties of the county superintendent may be divided into two classes, general and special. Under general, he visits each school under his jurisdiction in his county at least once a year, supervising and correcting any deficiency that may exist in instruction, classification, and in physical equipment; he sees that the district officers comply with the law; he encourages associations of teachers; holds county institutes; keeps his office at the county seat open every Saturday; keeps a record of his official acts and a complete record of each teacher; keeps a record of and apportions school funds; and makes a report to the State Superintendent annually of all the transactions of his office for the year. 27. He has jurisdiction over all rural one-room schools, consolidated schools, rural high schools, Barnes high schools, and over private and parochial schools in regard to truancy and courses of study. 28.

In addition to his general duties, many of which cannot be mentioned here, the county superintendent is especially deputized by the central department of education at Topeka to make surveys pertaining to "Standard," "Superior," and "Accepted" schools, and to make regular reports concerning them to the

28. Ibid, paragraph 538.
office of the State Superintendent and to keep in touch with
these schools in the different counties. He also visits inden-
tured pupils from his county who may be in the Industrial
School.

Besides these duties mentioned, the county super-
intendents of public instruction are designated as agents of
the State Orphans' Home in their respective counties. As
agents they visit the children for whom homes have been found,
and make written reports to the superintendent of the Orphans'
Home.

Shortcomings of the Office.---Notwithstanding all
these duties as required by law and the State Department, the
office of the county superintendent meets many difficulties in
its efforts to carry out to the full those measures which may
seem required by the exigency of the situation in its juris-
diction. The superintendent is a constituted supervisor of the
schools of his county, barring schools of cities of the first
and second class, yet, due to the lack of help, time and other
facilities he is often unable to aid the average rural teacher
except to a slight degree. This fact alone, so far as super-

vision goes, places the office in a derisive light. Again, the fact that the county superintendent is a plaything of politics, that he may be in office this term and out the next, according to the vagaries of politics, does little good for the cause of the schools. A superintendent, poorly qualified by nature as well as by training, may be retained in office by political intrigue longer than is consistent with the best educational interests of his county.

It is evident that the office of county superintendent should be displaced by the county system and be made appointive; and also that he should be given help to enable him to have time to devote to the much-needed supervisory work.

Qualifications.---The minimum qualification of the county superintendent is too low. Many of these officials are operating upon a first grade or a normal training certificate. In view of the rapidly rising standards of education in general these qualifications are deficient. Can a supervisor of this type be expected, for example, to direct the school interests in a city of the third class, every member of the high school faculty of which is required by law to teach on the equivalent of a degree representing one hundred and twenty hours of college work? This situation exists in many counties of the state. It is intolerable to many third class city superintendents, who hold college degrees.
Salary of the County Superintendent.—It may be conceded that the average salary paid does not warrant any competent and qualified person seeking the office of county superintendent. However, this may be, it is no valid excuse. Since the standards in the field of education are becoming more onerous and numerous, the salary should be raised commensurately to encourage the best talent to seek the office. There are one hundred five counties in the state, and each one has a superintendent of public instruction. These counties vary in population, affording a salary ranging from $3 per day of actual work in certain western counties to a total of $3,500 per annum in Wyandotte County. Since salaries are proportionate to the school population they range from $720 per annum to $3,000 plus clerk hire, and certain other perquisites, such as expenses for stationery, postage, supplies, freight and express charges, and the sum of $600 per annum to provide and maintain a rig for the use of the superintendent. Kansas ranks 47th in salaries paid her county superintendent and 43rd to farm agents. Which official is the more important to the community at large? Legislative attempts have been made several times since 1925 to

32. Revised School Laws of Kansas, 1927. (See Session Laws, 1919, Chapter 201, and Session Laws 1925, Chapter 169, Sec. 10.)

raise the academic standard of the county superintendent to a par with that of a city superintendent and to commensurately increase his salary, but without success. The fact is, it would be a mistake to do so as long as the office is the puppet of political intrigue.

Summary.---Beginning with 1912, a pronounced agitation for a better and more efficient State Department of Education began. The legislatures of 1915 and 1917 effectively provided for the reorganization. The powers of the State Department in general, and the State Board of Education in particular, were greatly enlarged. With the development of Standardization and the accrediting of schools, interest in education grew rapidly. High schools, consolidated schools, and standard schools grew in size, number, and efficiency. The entire educational system made progress with the exception of the ordinary one-room rural school, which still presents a "problem." The solution of this problem depends partly upon increased efficiency of the office of county superintendent.
CHAPTER III

DIVISIONS OF THE PUBLIC SCHOOL SYSTEM OF KANSAS

"No printed page nor spoken plea
May teach young hearts what men should be--
But what the teachers are themselves.
For education is: Making men;
So is it now, so was it when
Mark Hopkins sat on one end of a log
And a farmer boy sat on the other." 1

The Elementary Schools

Districts.--In 1876 the School Code of 1861 was revised. 2 Up to 1914 little change had been made in the organization and government of school districts, including rural schools and cities of the third class. Even up to the present date no change has been made in the local management of this type of school. They are still run on the democratic principle of representative government in the person of the three district officers, namely, the director, the clerk, and a treasurer. The district annual school meeting, which convenes the second Friday in April is the sovereign authority. Suggestions have been made from time to time for betterment, but the patrons of


2. Session Laws, 1876. Chapter 122, Articles I-XVIII.
these schools are unwilling to endanger the stability of their
democratic prerogative of ruling their local schools. While
this attitude may be commendable in some respects, it seems
to be questionable in others. Although the dynamic forces of
progress were rapidly developing the schools in the larger
towns and cities, the country districts remained practically
inert, until leading educators of the state took steps to
bring about legislation to better rural school conditions.

While much has been done in the way of standard-
izing the course of study, in developing "Standard," "Superior,"
and "Select" schools, and in consolidation, much yet remains to
be done.

Defects and Weaknesses.—Many a "cracker-box,"
poetically (?) alluded to by sentimentalists, as "The Little
Red School House," still stands on wind-swept hills, bare of
the evidences of culture, devoid of adequate sanitary condi-
tions, short on equipment, and presided over by an eighteen
year old child, ignorant of the world and its problems.

Many of these schools are maintained at a relative-
ly high cost on account of their low pupil enrollment. Many of
the more affluent farmer residents of the districts either send
their children to the better city schools, or move there for the
school term.
In 1913 there were 7795 one-teacher schools in the state with an enrollment of 165,236. In the same year, 54 per cent of the teaching force was in the rural one-room schools. The cost per pupil was $3.22 as compared with $2.58 in the elementary two-teacher schools, and to $2.03 in the cities of the first class. These figures indicate the relative costs of these three classes of schools.

In 1930 there were 7417 one-teacher schools, with an enrollment of 108,779 in the one-room schools, a decrease of over 50,000 since 1913. The cost per pupil was $8.20 in the one-teacher school as compared with $7.28 for the two-teacher school, and $5.41 in cities of first and second class. Still there are the same, but greater, relative costs, and this seventeen years later.

It is evident from the foregoing figures that there was a "rural school problem" in 1914, and that that problem has not lessened in importance, but that it has been augmented by the addition of the tax question.

The Grade System.---The grade system, as discussed here, includes all the elementary systems of schools, viz., the

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5. Ibid, pp. 464 and 555.
ordinary grades of the two, or more, teacher schools and the
kindergartens, including the third class cities.

The position of the districts of the third class
cities is somewhat anomalous. Their government is that of the
rural districts, yet many of them support up-to-date high
schools, as well as graded and consolidated systems. In Sep-
tember, 1931-1932, there were enrolled in cities of the third
class 57,943 elementary pupils and 46,062 high school pupils
with teachers numbering 2,374 and 3,099 respectively. 6.

Kindergartens did not become very popular with
the people of Kansas until comparatively recent years. Dif-
ferent kindergarten laws were enacted, one in 1907, one in 1921,
and one in 1927. Under these laws free kindergartens may be
established and supported at the expense of the district or city.
No one "can be employed as teacher in kindergartens who has not
completed a two years' course of kindergarten training for teach-
ers." 7.

Beginning September 1922 the operation of the new
kindergarten law of 1921 became effective, and within three
months forty kindergartens were established.

In 1930-1931 there were in cities of the first

   164-175.
class an enrollment of 5,222 children in the kindergartens with 84 teachers; in cities of the second class there were 3,273 children enrolled with 97 teachers; and in cities of the third class 46 children were enrolled.

Textbooks.---In 1913 the legislature created a State School Book Commission with the powers and authority belonging to the old School Textbook Commission, and provided for the publication of school books. The legislation of 1915 provided for a complete series of text books for both elementary and high schools to be adapted or printed by the State Printer under the State School Book Commission. This law provided that local boards may purchase and handle the textbooks as free textbooks for the use of their schools.

An amendment to the textbook law was passed removing the restrictions upon the use of supplementary textbooks. The removal of this restriction materially increased the educational facilities of the schools.

At the present time the State School Book Commission consists of the State Printer, chairman, the State Superintendent of Public Instruction, President of the State Teachers' College, Emporia, President of the "Kansas State

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8. Session Laws of 1915, Chapter 297, Section 1.
College," a member of the State Board of Agriculture, and two others appointed by the Governor. (See Appendix C.)

Much controversy has arisen from time to time as to who should constitute the Commission, school teachers or laymen, and also upon the merits of the state's printing or adopting textbooks for its schools. At this writing the dispute is somewhat fervid. It has been aggravated by the charges of dishonesty on the part of the Commission. The Commission has denied the charges. The charge has been made that school books are too high, and that the price should be reduced.

Consolidation.---"Consolidated schools equalize educational opportunities by concentrating the wealth and energy of large areas," thus affording most of the facilities, and hence, the opportunities of the village, or city schools. It provides better and larger buildings, with adequate laboratory equipment; better playgrounds with apparatus for athletic exercises; better teachers and better teaching. It is a complete city school plant with a rural setting and a rural atmosphere.

The statutes of Kansas since 1897 have provided for consolidation of schools. The first consolidated school was

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organized in Ellsworth County in 1897. Ever since 1901 the law has provided for the union of two or more districts when the attendance should fall below five pupils. But there was little interest for some time. By 1915 the rural situation was becoming acute. Many rural schools were falling off in attendance. Tax inequalities were becoming more pronounced. Per capita costs were mounting. The school terms were shorter than in larger schools. Interest was lacking and teachers not well qualified. For encouragement the legislature of the years 1901, 1907, 1911, and 1919 provided for conveyance of pupils. Interest in consolidation developed slowly. By 1913 there were only 80 districts consolidated. The State Normal School at Emporia appointed M. L. Smith as Professor of Rural Education, and the Fort Hays Normal School appointed Professor C. E. Rarick as head of Rural Education. These men went about throughout the rural districts of central and western Kansas instructing the people in the way of obtaining better schools. In 1915 a law was enacted, differing little from that of 1911, with the object of increasing interest in consolidation. Whether the law had the effect, or the time and conditions were right, a new interest began to take root, and the movement spread. In 1918 there were

109 consolidated schools, combining nearly 300 smaller schools. 11. In 1922 there were 118 consolidated schools in Kansas, transporting 2,331 pupils. 12. From this time interest developed rapidly especially in central and western Kansas, termed by a Kansas State Superintendent as a significant movement in recent years upon the "Great American Desert." 13. By 1924 many splendid, fireproof buildings were constructed and bonds were voted to the amount of $1,673,000. In the western part of the state there were 58 consolidated schools which handled in the aggregate 172 motor busses, transporting 3,578 pupils on the average of 30 cents a day per pupil, or 13 cents a running mile. 14. By 1930, 551 districts had been consolidated into 73 schools, covering an area in the aggregate of 6,616 miles, with an enrollment of 28,830 pupils, taught by 967 teachers. 15. Many schools own their own garages and employ full-time mechanics to look after the busses. In many instances teacherages have been built for the teachers and superintendents. In addition to a full four-

14. Ibid.
year high school course several of these schools have organized junior high schools. As an outstanding example of the consolidated schools of western Kansas in 1924, the plant at Holcomb, Finney County, may be cited and described as follows:

"The school owns two modern school buildings, a garage, teacherage, superintendent's home, boys' dormitory, hospital and a twelve-acre farm. The high school has a Class "A" rating, employs seven teachers and has an enrollment of fifty. The elementary school employs ten teachers and has an enrollment of 425. The district owns thirteen motor busses, has an area of 125 square miles and a valuation of $3,000,000." Note that this was in 1924, in the era of inflation.

Other examples may be mentioned: Monument, plant valued at $18,000.; Russell Springs, $12,000.; Winona, $20,000.; Brewster, $100,00.; Colby, $125,000.; Gem, $70,000.; Rexford, $100,000.; Oakley, $250,000. The average length of bus routes was 16.5 miles, and the average cost per pupil for transportation was 14 cents.

These schools have cost much money. In many instances the tax levies were at the maximum. While times were

17. Ibid, p. 18, from the Oakley Graphic, J. R. Young, editor.
good their patrons were enthusiastic. Their boys and girls were obtaining an education the equal of their city cousins, but were remaining at home. The question is, can these schools be maintained at their highest rating? It seems that rural areas cannot maintain schools on a par with the highly assessable property of wealthy cities, especially in abnormal times. Some of these schools are breaking under the load.

Those consolidated districts which have been content with the elementary and grade systems only, are faring better than those which aspired higher.

Studies made by Professor Edgar Mindenham of the Kansas State Teachers' College, Pittsburg, in 1927 show "...that a very small percentage of the counties of Kansas favor school consolidation at this time. Of the one hundred and five counties, ten reported favorably; forty-eight unfavorably; twenty-eight lukewarm; seventeen expressed mixed sentiments. The reports from districts where schools of this kind were, were not encouraging." 18.

Compulsory Education.--The child labor law of 1909 was amended by the law of 1917, which makes clear what the

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rules and regulations of the Commission of Labor shall be in relation to child labor. These rules are necessarily in substantial agreement with the compulsory school law of Kansas.

The law of 1919 requires "That every guardian or other person in the state of Kansas having control over or charge of any child who has reached the age of seven years and is under the age of sixteen years, shall require such child to attend continuously a public school or a private, denominational or parochial school taught by a competent instructor...." This act does not apply to any child who has completed the eighth grade, nor to children who are mentally or physically incapacitated. No party or company can lawfully employ a child between the ages of 7 and 16 during school hours without a permit from the county superintendent of schools, or from the superintendent of a city of the first or second class in which the pupil is a resident. The compulsory educational law of 1919 was extended to apply to children until sixteen years of age.

The probate judge in each county presides over the juvenile court in which are tried the cases of incorrigible truancy and delinquency in regard to the compulsory education-

20. School Laws of Kansas, 1927, Chapter 7, Section 210, p. 60.
21. Ibid.
al law. Here we find effective cooperation of the state in the government of wayward children.

It seems to be an interesting corollary to this law of compulsory education that the state should furnish a school fitting in every respect for the education of its children. A child compelled to attend school should be given every safeguard and comfort. But such is not done in many cases. The child must attend his school no matter how poor it is, nor how far the state falls short of furnishing him with decent quarters. This is an example of injustice which should be corrected.

Standardization—"One of the greatest aids toward the improvement and betterment of the rural schools of Kansas has been found in Standardization." 22

When W. D. Ross found twenty-three states with better rural schools than Kansas he asked for legislation. In 1915 a law was passed to create a department of supervision as a part of the State Department of Education. 23 The law was put into operation July 1, 1915. Four supervisors were appointed by the State Superintendent and the Board of Education, two for the rural and grade schools, and two for the high schools. In

this chapter we are interested only with the two supervisors for the rural and grade schools. Since these supervisors are officials in the State Department they operate under regulations made by the State Board and work under the direction of the State Superintendent.

"In 1916-1917 the Standard and Superior ranking for rural and grade schools was established as a means of encouraging better schools." 24. A standard rural school must meet certain requirements in regard to the yard and outbuildings, the school house, furnishings and supplies, the organization, and the teacher. The "Standard" and "Superior" schools are rated on a basis of 1000 points distributed as follows: yard and outbuildings, 100; school building, 200; equipment, 250; the school, 450. The "Superior" school is required to score 950, and the "Standard" school 850 points. 25. The "Accepted" school was recognized in 1929. The only difference in requirements is that the "Accepted" school may have windows on each side of the building. 26.

During the year from July 1 to June 30, 1916, the supervisors gave much attention to standardization. Much work

26. Ibid.
in many communities was done educating the people in a campaign for rural school improvement. During this year out of 792 schools visited and inspected 119 were approved. On June 30, 1918, 495 schools had been standardized, a good growth, although the work was slowed-up by the World War.

Standardization put new life into schools. The length of the term was longer than in ordinary schools. Salaries were better, and, hence, better teachers were obtainable. Better civic pride in communities also resulted.

By May 1924 a standard teacher was required to have the following qualifications: (1) a three-year state certificate or better, a first-grade county certificate or a second-grade county certificate held by a graduate of a four-year high school; (2) at least two years of successful teaching experience.

It has been said that the plan is optional with each district, but that "until it is adopted by each rural and graded district school the best results cannot be obtained."²⁷ This proposition is absurd. Suppose all schools should adopt the plan, where could qualified teachers be obtained?

In 1924, 907 standardized and superior schools were approved. In 1930 there were 1,378 schools belonging to the three classes.

The two rural supervisors are aided by the county superintendents in visiting and inspecting the schools under their charge for standardization. This help given by the county superintendents forms a connecting link between the central State Department of Education and the County Systems. In this way the two organizations are kept mutually in helpful touch.

The following may demolish one of our cherished educational idols: Mrs. Myrtle Newbold, in her thesis, "A Comparative Study of Pupils, Teachers and Expenditures of Standard and Non-Standard One-Room Rural Schools of Northwest Kansas," written in 1932, at the Fort Hays Kansas State College, found through a carefully comparative survey of several hundred rural schools that there was no apparent difference in the academic acquirements between the one-room rural school and the standardized school. However, she explained this fact on the theory that the level of both classes of schools had been raised by the influence of standardization. But she gave no proof that the level had been raised. Mr. Roy Mohr in his thesis, "A Comparative Study of Arithmetic in Grades Four to Eight Inclusive in the Standard and Non-Standard One-Room Rural Schools of Western Kansas," corroborates the findings of Mrs. Newbold.

28. See Chapter II.
Courses of Study.—Courses of Study had been more or less in use in Kansas for some time prior to 1890, but rural graded one-room schools were yet unknown. After the introduction of the course in 1890 common school graduation exercises spread throughout the state. By 1913 the conviction had grown so strong that the rural and graded schools were distinct that the legislature of that year provided for a uniform course of study for rural schools, in distinction from that of the graded schools.

Examinations, known as bi-monthly examinations, are held every two months. Final examinations are given at stated times for graduation. Questions are furnished for both examinations by the State Department to the County Superintendent who distributes them among the teachers. The papers are graded by the examiners. All reasonable expenses are paid by the respective counties.

Commencement exercises are held annually, and diplomas awarded as marks of graduation. These exercises are of vast importance. They show a marked advance. Before these ceremonies were established the rural school had no defined objective for its pupils. But these exercises mark the

first objective mile-post on the road to the completion of the university. By the law of 1915 a pupil who has received a diploma of graduation from a rural or graded school must be admitted to any high school of his choice in the state without examination.

The Schools and the World War.---Like all patriotic institutions of America the schools from the kindergarten up through the university did their "bit". All responded to the call to take part in war activities, such as "making war gardens, buying stamps and baby bonds, doing Red Cross and thrift work." Many schools provided for themselves a first aid cabinet. All were made to feel from a patriotic motive that they had a part in aiding their brothers, fathers, or other relatives to bring the war to successful conclusion on the far-away fields of conflict.

"Kansas ranked first in the tenth Federal Reserve district for thrifty work, and second, in the United States."

"Americanization" of the foreign element was emphasized. The English language was established by law as the sole medium of instruction. The German language became "taboo" and was excluded from the courses of study, except in rare instances.

School Libraries.---The State Statutes provide that the district board shall purchase annually books to cost not less than five dollars. The laws of 1919 limited this by providing, "That all schools employing more than one teacher the minimum sum so expended shall not be less than five dollars for each teacher employed." 32. By the law of 1919 the money shall be used for purchasing "works in arithmetic, geography, history, literature, biography, travels, science, and two monthly journals, one to meet the needs of the primary classes and the other more advanced and general needs." 33.

Medical Inspection.---Since the early eighties when physiology and hygiene was introduced in the elementary schools to emphasize the evils of alcoholic beverages and of other narcotics very little was done in stimulating an interest in the general health of the public through the means of public education, until the World War. The startling discovery of the enormous number of physical defects brought to light through the examination of our soldier boys upon their induction into service brought the country, especially educators, to a realization of the bad health-condition of our people. Twenty-nine per cent of the men in the first draft were reject-

33. Ibid.
ed because of ill-health and bodily defects. Supt. W. D. Ross at that time said that 75% of the children then in the public schools were affected with physical defects amenable to treatment. In the light of the facts, it was resolved by all authorities of public welfare that such a situation must not be permitted to recur. The statistics showed that the work of rehabilitation must begin with the schools. The strength of our future manhood depends upon the health of our children.

Dr. Thomas D. Wood, chairman of the joint committee of the National Education Association and the American Medical Society on School Health Problems, said in a recent number of the Outlook: "The rural school, from the standpoint of health and general fitness for its important use, is the worst type of building in the whole country."

Sir Baden Powell of England said, "That nation only will win the final and ultimate victory, that is now preparing for it in its schools."

Although much in a general way had already been done before the war by the Kansas State and County Boards of Health, with regard to the control of contagious and infectious

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35. Ibid.
36. Ibid.
diseases, steps were taken as soon as possible to correct the glaring defects made evident by the War of our system of health education.

In 1919 the State Board of Health strengthened the regulations of 1909, barring the use of drinking cups and towels from public and private schools of all kinds. 37.

In 1919 a law was enacted requiring "boards of education of cities of the first and the second class and school boards of school districts to provide for free dental inspection annually for all children." 38. But the joke is that there is no penalty for failure to require dental inspection; besides there is no money provided for meeting expenses.

From the start of their work in 1915, the two rural inspector supervisors began to plan for better sanitation and other health conditions of the rural schools. For some time the county health unit consisting of a physician and a nurse had been inspecting school children, "on the first six of the nine points of a perfect child." 39. In 1920 there were eleven counties supporting these full-time health units. Dur-


ing this "year 29,778 school children were examined. More than 80 per cent of these children were found to have some physical defect."

A sad commentary on all our institutions of civilization! As soon as a school was standardized the health requirements were met in so far as possible, but outside of this group the one-teacher rural school is still a health problem as to light, heat, ventilation, outhouses and surroundings.

Playgrounds.---In direct relation to the movement for the betterment of sanitary measures in the schools, the conviction that directed physical exercise would be of great corrective, as well as of preventive value, for physical defects in the young began to take definite shape. As far back as 1915 the legislature empowered school boards of cities of the first class to purchase and to equip playgrounds with apparatus and to employ directors for systematic physical training of the children out in the fresh open air. Many rural schools since the World War have provided themselves with more or less equipment both for the younger and older children. All this is a movement in the right direction; but what can it avail in view of the almost universally defective home training and environment?

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Summary.---The legal aspects of the District System have made little progress since the writing of the School Code of 1876. In some respects many of the one-room rural schools have decreased in efficiency and increased in cost per pupil. However, in the graded schools much progress has been made, as attested by the type of work done in consolidated schools and in the schools of towns and cities. It is a mooted question whether "Standard" schools have increased general efficiency in rural schools.

Courses of study have been strengthened and modified in keeping with modern demands. To some extent medical inspection of schools has been provided for. School libraries, of a diminutive sort, have been provided for by law.

1 Wilson, E. V. "Job's Unanswered Question." In The Country Gentleman, Sept., 1928, pp. 16-17.
CHAPTER IV
DIVISIONS OF THE PUBLIC SYSTEM OF KANSAS, CONTINUED.

"One result of this standardized school system, enforced from the top down...is that education has become a series of hurdles to be jumped. Promotion depends on the right number of credits. Credit hunting has become the great adventure with most people. Standardized education consists in moving along through the machine in schedule time, checking up the requisite credits."¹

The High School System

By 1914 the high school system of Kansas was well established but much remained to be done to put high schools upon the broad and popular footing which they have been occupying. Maybe too much stress has been put upon numbers, or quantity, in discussions concerning the development of our educational system. From the primary to the university, "quantity" rather than quality has been the order of the day. From the beginning of the twentieth century high schools increased in number and size. The "poorman's college" attracted students in ever increasing numbers. As the years passed it became the "fashion" to be a high school student. Its diploma became a passport into society. Adequate buildings and equipment could

¹ Wilcox, E. V. "Job's Unanswered Question." In the Country Gentleman, Sept., 1932, pp. 16-17.
hardly be furnished rapidly enough for the additional crowds of young people demanding entrance. During the decade ending with 1914 the "number of high schools in the state preparing for college work increased from 122 to 384 or more than 300 per cent, and the number of graduates from these high schools increased from 1,978 to 5,592. The most of this increase has occurred in the last half of the decade." In 1914 there were 42,831 pupils enrolled in high schools. In 1931 113,377 pupils were enrolled in the high schools of the state. This shows an increase of 70,546 in the 17 years from 1914 to 1931, or more than 300 per cent, an increase proportionately much greater than the increase in the state's population.

Public high schools are by the State Board of Education classed according to certain peculiarities of environment or organization. There are city high schools, including junior and senior high schools, county high schools, community high schools, township high schools, rural high schools, Barnes high schools. There are, besides, certain private and parochial schools of like rank.

City High Schools.---High schools of first and second class cities are termed city high schools. Those of cities of the third class come under the rural district organi-

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2. First Biennial Report of Board of Administration, June 30, 1914, p. 10.

Since 1914 there was little special legislation for these schools except amendments to the General Statutes written before 1903, and to the Statutes since 1923, except certain laws of more or less local character in regard to bonds, taxes, buildings and equipment.

Many of the more important high school laws passed since 1914 are applicable in general to most of the high schools of the state and will be treated under appropriate headings in Chapter VI. However, there are two important developments which must receive special attention, viz., the junior high school and the junior college.

In almost all organizations where we find the junior high school, we find what is called the 6-3-3 plan, i.e., the first six grades, the junior high, consisting of the seventh, eighth, and ninth grades, and the senior high, consisting of the tenth, eleventh and twelfth grades. There are several other combinations, however, in use. The junior high school is a separate organization with a special function of its own. In some instances the seventh and eighth grades, if organized under the requirements of the junior high plan are approved as junior high schools.

It seems that the junior high school movement in Kan-
sas took the initiative without legislative authority. Neodesha was the first city to establish, 1913, by a formal action of its Board of Education, a junior high school. Chanute followed in 1914, building and equipping the first junior high school building in Kansas. 4.

The legislative action in regard to this type of school before 1925 was somewhat brief and uncertain. The legislature of 1915 enacted the following, which evidently refers to junior high schools in part:

"Each person who has completed a standard four year course approved by said institutions as referred to in section one, and who has completed the freshman and sophomore course prescribed by the faculty and approved by the State Board of Administration, shall be entitled to a life certificate to teach in the elementary schools and the junior and two-year high schools of the State of Kansas." 5.

The legislature of 1917 seemed to have this type of school in mind when it enacted the following for rural high schools:

"The rural high schools herein provided for shall follow the course of study for rural high schools by the State Board of Education, and said State Board of Education may extend the course so as to include a two-year course equivalent to the course prescribed by the State Board of Education for the last two years in the elementary schools." 6.

It appears from the foregoing that, although the rural high schools are privileged to have junior high school departments, there was no provision made for such organizations in county high schools, nor at the present time in community high schools.

In 1923 the State Board of Education, acting on circular 11-M sent out by the State Department, authorized a course of study for junior high schools. Later in the year the School Book Commission approved texts for the course. 7.

In 1925 the legislature definitely provided "for an intermediate school or junior high school, which shall be called a "junior high school...". 8.

The State Board of Education was directed to prescribe a suitable course of study for the school, and the State School Book Commission was "authorized and directed to approve or adopt suitable textbooks therefore." 9.

According to directions just mentioned above, the State Board of Education resolved that in an accredited four-year high school a junior high school must consist of the seventh, eighth and ninth grades, and that no one could teach in a junior

high school "who had not completed at least sixty semester
hours of college work."10.

As now recognized, a junior high school is a
separate, organized unit, under state regulations and inspect-
ed by the high school supervisors.

For some time educators were uncertain as to what
the course of study for junior high schools should offer. Much
experimentation was done, but finally there has come out of
this chaos of uncertainty and error a partially crystallized
type of courses which seems to embrace the functional objec-
tives of this kind of school. This type of school seems to
be a "go-between" between the elementary grades and the sen-
ior high school. The function of the elementary schools is
to furnish the fundamentals, or the tools, for future educa-
tional development of the child. The junior high school is
planned to enable the pupil to survey the broader cultural
lines of study which are found in their inception in the sen-
ior high school. It furnishes an orientation program.

In recent years the movement for junior high
schools has become popular; splendid buildings with complete
equipment have been erected in many cities and towns.

In 1930 there were 94 recognized junior high schools in the State, enrolling 17,995 pupils in cities of the first class, and 32,539 in cities of the second class. 11.

Community High Schools.--The first county high school was established in Atchison County at Effingham in 1888 under a law passed in 1887, but school was not held in it until 1891, one year after the county school began in the Dickinson County High School at Chapman.

The "twenty-three" 12 county high schools established under the law of 1887, and its various amendments, remain in operation today under the name of "Community High Schools," which name they assumed under the law of 1923.

Dissatisfaction with the old county school led to much amendment of the original law of 1886. It was too far to school from certain parts of the county, and certain towns profited at the expense of others. Towns other than the fortunate one possessing the school established high schools of their own, thus being compelled to pay a double tax, one to the county school, and one to their local school. The development of the Barnes high school grew out of this situation, as

same as that of the original county high schools, consisting of six trustees selected by the voters of the territory in which the school is established. The county superintendent is ex officio chairman of the Board of Trustees.

In 1931-1932 the following counties supported community high schools: Atchison, Chase, Cherokee, Cheyenne, Clay, Crawford, Decatur, Dickinson, Greeley, Hodgman, Labette, Lane, Norton, Rawlins, Reno, Scott, Sheridan, Stanton, Thomas, Trego, Wallace, and Wichita. 14.

In 1931 there were twenty-three community high schools in Kansas. The majority of these are situated in the western half of the state, where they seem to be more popular than in the eastern part. This popularity in the west is probably due to the fact that there are usually no towns equal in population and importance to the county seats where these schools are located.

The community high school is retained by virtue of its previous popularity. It is not increasing in numbers. The Barnes schools, consolidated high schools, and the rural high schools are meeting with greater favor.

15. Ibid, p. 42.
Rural High Schools.---Rural high schools are the outgrowth of township high and county high schools. "The first school to operate under the township high school law was Spring Township, Harper County---and is still running under the same organization." 16. This school was established in 1911.

The legislature of 1915 by much amending of the acts of 1911 and 1913 provided for township high schools. 17.

The same legislature also enacted a law establishing rural high schools based upon the idea of consolidation, in a territory containing not less than 16 square miles. The rural high school soon absorbed the township school. The purpose of the rural high school act was to give high schools to rural communities without discouraging the district elementary schools.

The increasing popularity of the rural high school led to the establishment of such schools in districts without sufficient taxable property for their support. In 1917 the legislature passed a law forbidding the organization of territory for rural high schools unless the valuation was $2,000,000 or more.

The purpose of the rural high school is to take the high school to the child, rather than the child to the high

17. Session Laws, 1915, Chapter 312, Section 1.
school. Several of these schools have developed a high valuation, fine equipment, and large attendance. Many, however, do not have territory of a sufficient valuation to tide them over the "depression" without serious difficulty. 18. State Superintendent Geo. A. Allen, Jr., says that the principal of the rural high school should have charge of the grades of his community, to bring about unity and coordination of the local school interests. However this should be, the fact is that as a result of the "depression" some rural high schools which have this combination are cutting loose the grades from general supervision; for example, at Randall.

The legislature of 1921 passed a compromise law to settle the dispute over double taxation in counties having both rural high schools or other high schools, and county high schools; hence, the rise of the community high school.

By a law of 1917 rural high schools and districts may build jointly, thus leading to consolidation.

At the present time there are more than 299 rural schools throughout the state. These schools have made possible at least one high school in every county.

Barnes High Schools.—The so-called Barnes high schools were established by an act of the legislature in 1905. The name indicates no special type of high school. It merely refers to a certain method of county taxation for the support of the high schools.

In 1917 the legislature amended the General Statutes of 1915 in regard to these schools. It empowers the county commissioners to apportion and distribute the high school funds. These shall "be sufficient to produce an amount equal to $800. multiplied by the number of teachers employed during the preceding year..." 19.

In 1925, the amount was raised to $1,200 per teacher.

A good deal of friction developed in many counties from time to time in connection with the Barnes schools, but notwithstanding this fact there were in 1914, 39 counties with 164 cities, and in 1930 there were 40 counties with 262 cities supporting Barnes high schools.

The Accrediting System.—From 1905 to 1915 Prof. W. H. Johnson was high-school visitor appointed by the University of Kansas. Finally he became head of a commission which visited the schools during 1914 and 1915. 20.

In reorganizing the State Department of Education the legislature of 1915 made possible the present efficient system of accrediting high schools. The Board of Education, the legislative section of the State Department, was given "sole authority to define official standards of excellence in all matters relating to the administration, course of study, and instruction in rural schools, graded schools, and high schools, and to accredit those schools in which the specified standards are maintained." 21.

Section 10 of the same act provides that "The superintendent of public instruction may, with the advice and consent of the State Board of Education, appoint assistants, not exceeding four, who shall serve as supervisors of the public schools of the state, including rural, graded, and high schools." 22.

Under this law the State Board of Education formulated the accrediting system now in operation.

On July 1, 1915, two high school inspectors were appointed. Soon after, a full set of standard requirements was devised for "the guidance of the supervisors." 23. Under the previous system of inspection the accredited high schools were carrying a four year course of study. Many other standard re-


quirements were in operation. These schools were first to be visited by the new inspectors.

In 1916 the first year under the new system, the inspectors reported 598 schools doing high school work. 387 of these were fully accredited.

Standardization.---Accredited high schools must meet certain standards in regard to buildings, and equipment, course of study and programs, teachers and their qualifications, credits for graduation, admission and advanced credit, length of school year, recitation periods, size of classes, records, number of teachers, support of the community, and spirit of the school. Certain standards are also set for approved high schools, which are the two- and three-year high schools. All high schools are required to have nine months terms.

The high school supervisors early adopted standards of a high character for teachers in accredited and approved high schools. It was provided that after 1916 all teachers must be college graduates. An exception was made for teachers in service because of long and successful experience. In addition to being graduates of an accredited college, teachers must hold high school certificates. In 1931 the State Board of Education ruled that Class A high schools could hire no teacher with a major or minor of less than 20 hours, and could not teach any subject with
less preparation. During the World War exceptions were made on account of the scarcity of teachers. Many permits were granted to poorly equipped teachers to fill vacancies. Special certificates were granted also in vocational subjects. Permits are no longer granted; vocational certificates are limited to renewals of only a few of special kinds, such as for teaching commercial subjects.

In October 1931 the State Board set the standard for administrators for Class A and Class B schools to be effective after September 1, 1934. After this date the principal of an accredited high school will be required to have two years of experience in successful teaching, and at least "eight semester hours of graduate credit in professional courses relating to secondary organization, administration, and supervision." 24.

The superintendent of an accredited high school and also an elementary school will be required to have had two years of successful experience in an elementary school, two in an accredited high school, and "sixteen semester hours of graduate credit in elementary work or eight hours of graduate credit in professional courses relating to secondary, organization and supervision." 25. Exception is made for administrators already


in the field. This drastic ruling indicates the trend of the intentions of the State Board of Education to limit the field of administration to well-qualified and successful school men. The Board evidently believes that teachers, as well as physicians, must not trust their peculiar problems to laymen, but must take them into their own hands for solution.

**Classification.**---Since all schools do not have facilities or equipment and the number of teachers to meet all standards, the schools are classified as A, B, C, and D, "According to the completeness with which these standards are met." It seems that the ranking of the high schools into A, B, C, and D classes is not based upon merit, but upon type. A class C school may produce as good results as a class A school. "Schools are meritorious or otherwise as they serve their communities well or ill." However, it is evident that patrons of Class C or D schools look upon them in the light of "merit rather than type" hence they hold them more or less as inefficient in proportion to those of higher mark.

**Relation of High Schools to the North Central Association of Colleges and Secondary Schools.**---The two great motivat-


ing forces back of educational progress are the legislatures and the teachers' association, state and national. The legislatures enact the laws, and provide for their execution. The associations, as voluntary organizations, direct campaigns for higher standards of excellence in character and scholarship. In this sense, the legislatures are secondary, since they, through education, take the cue for the passage of laws authorized by the demands of their constituency for better schools.

The North Central Association of Colleges and Secondary Schools is a voluntary association of colleges and high schools including twenty states with headquarters at Chicago, Illinois.

"The object of the association shall be to establish closer relations between the secondary schools and the institutions of higher education within the North Central States and such territory as the association may recognize." 28.

This implies the development of an understanding, a cooperative spirit between the colleges and the high schools, in the solution of their respective educational problems and difficulties. Since the great majority of eligible schools in its territory are members of the Association, it follows that

28. Constitution, North Central Association of Colleges and Secondary Schools, Article III.
legislatures appropriated $25,000 to meet the growing demand for industrial work in the schools. The term "industrial" here refers to courses in agriculture and home economics. Any school that had at least ten pupils enrolled each semester could apply for state aid. The State Board of Education formulated and adopted a set of regulations, concerning the amount and kind of work in agriculture, household economics, and the qualifications of teachers engaged in the work.

Schools rapidly qualified and were approved. In 1913-1914 there were 103 schools with 4,000 pupils in the work, which took up the entire appropriation.

These new courses, together with Normal Training, became very attractive to boys and girls in high schools; hence, they were popular with the patrons. A new impetus was given to secondary instruction. It seemed to be practical as compared with the time-worn Latin and Mathematics, and altogether easier. This introduction of new and popular courses was one factor which brought about the great influx of students into these schools.

In 1917 a new force was injected into the situation. In February 23 of this year, Congress passed the Smith-Hughes law:

"An act to provide for the promotion of vocational education; to provide for cooperation with the States in the promotion of such education in agriculture and the trades and industries; to provide for cooperation with the States in the preparation of teach-
ers of vocational subjects; and to appropriate money, and regulate its expenditure." 29.

In order to benefit by this act

"a state must accept the provisions of the law, appoint a board to have charge of the administration of the act, and must designate the State Treasurer as custodian of the federal funds." 30.

By an act of the legislature Kansas accepted the provisions of the Smith-Hughes act, March 12, 1917. The law provided that the allotment of funds to any state shall be "not less than a minimum of $10,000. for any fiscal year" ending June 30, 1923. This federal appropriation, ranging from $10,000. up, depending upon the population of the state, was intended for the following purposes, viz., "for the purpose of cooperating with the states in the paying of salaries of teachers, supervisors, and directors of agricultural subjects, and teachers of trade, home economics, and industrial subjects, and in the preparation of teachers of agricultural trade, industrial, and home economics subjects" 32. and for carrying on investigation in vocational education. The state adopting the scheme was expected to appropriate an equal amount.

31. Ibid.
The State Board of Education was "charged with the duty and responsibility of cooperating with the Federal Board of Vocational Education in the Administration" of the provisions of the law. The State Board was also authorized to cooperate with local schools or communities in establishing vocational subjects. In short, the State Board of Education was authorized to formulate and adopt a set of regulations to administer the provisions of the Smith-Hughes Act.

In February of 1918 a State Director of Vocational Education was appointed. During the first year under his direction sixteen schools were approved and aided for agriculture. The number was doubled the following year.

A supervisor of Vocational Agriculture was appointed in 1919. In November of the same year the appointment of a State Supervisor of Trade and Industrial work was made. In September, 1920, a state supervisor of Vocational Home Economics was appointed.

Teachers during the first few years for the different lines of vocational work were trained at the State Agricultural College at Manhattan, the University of Kansas at Lawrence, and at the State Manual Training School at Pittsburg.

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The movement grew rapidly. The expense of carrying on the vocational education for the fiscal year ending June 30, 1920, is indicated as follows: Total funds used, made up of equal parts Federal and State, $82,637.11. The money, Federal and State, used for the 68 high schools which had adopted the vocational scheme in 1921-1922 was $84,010.20.

For the fiscal year to June 30, 1925, Kansas appropriated $70,910.76 as her part in duplicating the Federal appropriations for the Smith-Hughes fund. For 1926 the appropriation by the State was $75,531.36.

In addition to agricultural education, trade and industrial education is carried on in many cities by day and evening schools. This trade education includes auto mechanics, tailoring, carpentering, shoe repairing, laundering, printing, and different phases of railroading; 5,424 students were enrolled in trade and industrial service during the fiscal year ending June 30, 1931. Home economics education was also offered. This course offered work in foods, clothing, home management, child care, interior decoration, family relationships, personality, and miscellaneous subjects. The total number of persons enrollment in these activities.

rolled in this course in 1930-1931 was 1,446.

The total amount of money used from the appropriation by the state for agriculture, trade and industry, home economics and teacher training under the Smith-Hughes and George-Reed laws for the fiscal year ending June 30, 1931, was $116,481.92. This sum in addition to $124,673.83 amounts to $241,155.75. This forms the grand total outlay for Vocational Education in Kansas for the year ending June 30, 1931.

It is evident from this report that vocational education has succeeded beyond the expectations of its promoters.

There is some question as to the advisability of the project of giving Federal aid to states for vocational education; leading educators have questioned it. State Superintendent Ernest W. Butterworth of New Hampshire, and Alexander Ingles of Harvard University, opposed the policy of granting Federal Aid as unsound and unwise. The Kansas state auditor's report for 1922 opposed the scheme as having no place in Kansas.


39. Ibid, p. 78.

State School Book Commission.---Like all other phases of the Kansas system of schools, the development of her curricula both for the elementary and high schools is a question of evolution.

The legislature of 1915 in amending Section 3 of Chapter 288 of the Session Laws of 1913, provided for a complete series of text books for the public schools of Kansas, including the high schools. The high school texts approved were as follows: Algebra, Geometry, Latin, English Literature, Ancient History, Medieval and Modern History, Rhetoric, Botany, Chemistry, Zoology, Word Analysis, Geology, Physical Geography, German, French, Astronomy, and Bookkeeping. It was also provided that dealers were to be designated in the different towns to handle the texts at a commission of fifteen per cent.

In 1917 the legislature provided that all educational institutions may adopt textbooks and have the same privileges as any other school. It was also provided that the School Book Commission should appoint at least one dealer in each county seat and in each city of the first and second class. The dealers were to be allowed a commission of fifteen per cent of the cost price. 41.

The legislature of 1925 authorized the State School

Book Commission to approve or adopt textbooks for junior high schools. 42.

Tuition.---The provision for procuring funds to run the Barnes high schools in the forty counties under that system has already been mentioned in the section on these schools. This system was in force in 1914, but was amended in 1925 to meet the increased costs of running these schools. So far as tuition is concerned, it always has been free to all pupils residing in the Barnes counties, but pupils outside were not admitted free of tuition.

In 1917 the scope of free tuition was extended. All pupils living in counties where county high schools were located were admitted tuition free, but the county commissioners were authorized to provide four dollars tuition per month for each pupil living in remote districts who attended the "nearest high school in the county or the county adjacent." 43.

The movement for further extension of free tuition had another impetus in 1921. The laws of 1917 were amended to provide that "tuition shall be free in all high schools to pupils living in counties where the high schools are located." 44.

42. Session Laws, 1925, Chapter 240, Section 1, p. 318.

Note: See Chapter II for other references to the School Book Commission.

43. Session Laws, 1917, Chapter 289, Section 1.

44. Session Laws, 1921, Chapter 239, Section 1.
Provision was made for the county commissioners to pay tuition not to exceed two dollars per week for pupils who attended the high school most convenient, whether in his community or in the adjacent county.  

Provision was also made that in all counties where there were accredited high schools taxes should be levied on the territory outside of any district or city in which was maintained a four-year high school, or rural high school sufficient to pay a tuition of two dollars per week of all eligible pupils for the following year.  

In 1925 the rate of high school tuition was raised from two dollars per week to three dollars per week.  

It also provided in the session laws of 1921 that in counties of forty-five thousand population, and an assessed valuation of sixty million dollars, discontinuing their county high schools, the county commissioners should pay eight dollars tuition per month for any pupil attending any accredited high school within the county.  

In 1923-1924 there were 39 counties operating under tuition laws, and three under special laws, viz., Montgomery, 

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45. Session Laws, 1921, Chapter 239, Section 1, p. 66.  
46. Session Laws, 1921, Chapter 242, Section 1.  
47. Session Laws, 1921, Chapter 245, Section 5.
In 1927 the tuition problem was up again. In the official paper, the Topeka Capital, for March 21, 1927, appeared the following: "Tuition shall be free in all high schools in the state of Kansas to pupils having the necessary educational qualifications to enter the same." 48.

But all friction was not eliminated. The question was again taken up by the legislature of 1931 which established uniform tuition for schools, permitting rural high school districts to join with cities in providing high schools.

Thus the long and tedious process of "muddling" along with the tuition problem by "trial and error" was finally clarified and brought to the long-coveted climax, free tuition for every eligible pupil in the state.

Night Schools.---In order to satisfy the need of school facilities for the adult workmen of the industrial centers the legislature of 1913 authorized school boards of any district to establish and maintain free public night school in connection with the public school in such district or city, the cost to be paid out of the public school fund. 49.

The law enacted by the legislature of 1919 provides

48. Session Laws, 1927, Chapter 275, Sections 1 and 2.
49. Session Laws, 1913, Chapter 267, Section 1.
that night schools must be held at night not less than three
nights a week and in a school building. 50.

Many of the industrial towns have given the night
schools a trial with fairly good results.

For the fiscal year ending June 30, 1930, seven
first class cities conducted night schools with pupils aggre-
gating 3,796, with 105 teachers instructing 99 classes made up
of penmanship, English, mathematics, home economics, art, sci-
ence, commerce, mechanics, and miscellaneous, at a cost of
$17,565.25 in salaries.

Ten cities of the second class also conducted
classes in the same branches with 1,553 pupils and 50 teachers
instructing in 49 classes, at a cost in salaries of $5,363.58.
Total, 17 cities, 5,340 pupils, 155 teachers.

Parochial Schools, Private Schools and Academies.
---As parochial and other private schools developed it became
more and more evident that they should be legally recognized and
controlled. These schools were practically independent of of-
official supervision as late as 1918. In this year Supt. W. D.
Ross, urged that all private and parochial schools be subject
to the same laws and regulations as the public schools.

50. Session Laws, 1919, Chapter 271, Section 1.
Summary.—It is probable that the high schools of Kansas have made, since 1900 and especially since 1914, a more remarkable growth and advancement than any other section of the school system of the state.

The Community High Schools (County High Schools), Rural High Schools, and the Barnes High Schools all attest to the unprecedented growth of secondary public schools. Much of this advancement is due to the accrediting, standardizing, and classifying of the schools by the State Department of Education and by the North Central Association of Colleges and Secondary Schools.

One of the most interesting and valuable features of many of the high schools is their Normal Training of Teachers. Another departure for the ordinary high school curriculum is the addition of industrial and vocational training. One of the most outstanding developments in relation to high schools has been that of the struggle for, and the attainment of, free tuition for all deservable boys and girls.
portunity for graduate work and research." For many years its growth, like that of the other state institutions, was slow, subject to variations, but in the main healthy.

In 1876 a Normal Department was organized, but it was discontinued in 1885. All the present departments were added before 1914 except the school of Business which was added in 1924.

Its organization includes the Graduate School, College of Liberal Arts and Sciences, and the Schools of Business, Education, Engineering, and Architecture, Fine Arts, Law, Medicine and Pharmacy. It has divisions of Libraries, Museums, Physical Education and Intercollegiate Athletics, Reserve Officers' Training Corps, State Science Work, Summer Session, University Extension, University Publications, and Vocations. In addition, it offers work in 61 departments. Fees required of students when enrolling range from $50.00 to $150.00 per semester.

All the state schools charge fees. The amount of these fees per student is growing larger year by year. Shall these fees soon be really tuition? Schooling in these institutions was at one time free. The tendency is now to require the student to aid the taxpayer in defraying his college expenses.

The Graduate School of the University grants the following degrees: Master of Arts and Master of Science in Busi-

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ness Administration. It also offers a Master of Science in Education which meets the requirements for teachers and supervisors and administrators. The University also offers the degree of Master of Education, of Master of Music, of Doctor of Philosophy, and several engineering degrees. It also grants the degrees of Bachelor of Arts, Bachelor of Sciences in Medicine, Bachelor of Science in Nursing and the Bachelor of Science.

The Kansas State College of Agriculture and Applied Sciences.---"The Kansas State College" as it is popularly called, has three chief aims; "to give to the young men and women of Kansas a high collegiate training in agriculture, engineering, home economics, general science, and veterinary medicine, to investigate, through its experiment stations, the agricultural and industrial problems of Kansas; and by means of the extension division to carry the full benefits of the College to the remotest parts of the state."5.

The College grants the following degrees: Master of Science, Bachelor of Science in Agriculture, Agricultural Engineering, Chemical Engineering, Mechanical Engineering, Electrical Engineering, Civil Engineering, Flourmill Engineering, Architecture, Architectural Engineering, Landscape Architecture, Home

Economics, Industrial Journalism, Industrial Chemistry, Rural Commerce, or General Science. The Degree of Bachelor of Music and the Degree of Doctor of Veterinary Medicine are also granted to those who complete the required curricula. The Regents have recently authorized the college to grant the degree of Doctor of Philosophy.

Graduate courses are offered in several of the above named departments. Certificates are granted,---not for teaching, in the Farmer's Short Course, Dairy Manufacturing Short Course, and in the one- and two-year short courses in Grades related to Engineering.

Up to 1931 the school was known as the State Agricultural College. With the generally waning interest in agricultural pursuits the college found it necessary to assume a more fitting name in order to attract students; hence, the new title, given by legislative enactment. At the present time it is officially known as The State College of Agriculture and Applied Sciences, but is popularly known as "The Kansas State College."\(^6\)

The college has as adjuncts the Fort Hays Experiment Station at Hays, the Experiment Station at Colby, one at

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\(^6\)See Chapters VI and VII, Teacher Training and Certification, for further discussion.
Garden City, and one at Tribune.

As has been said in giving the chief aims, Extension is one of the main divisions in the organization of the College. Naturally, on account of its nature, this division is one of the most highly organized in the institution. The following comparison indicates its rapid and great expansion: In the biennial 1907-1909 $10,500 were appropriated by the state for extension service; in the Biennial for 1927-1929 $203,683 were appropriated.

The rapid development of experimental work in agriculture both national and state, led to a demand on the part of the people of the state to have the results brought to their doors. In order to facilitate this extension, the Federal Government, through Congress, passed the Smith-Lever Law in 1914, "which provides for 'cooperative agricultural extension work between the agricultural colleges of the several states receiving the benefits of an act of Congress approved July 2, 1862, and of acts supplementary thereto, and the United States Department of Agriculture.'”

County-agent work in the state is provided for by the Smith-Lever Act. Under this act the Federal government paid to the state $10,000, plus, annually, which was duplicated by the

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state. This insured the cooperation of the United States Department of Agriculture and the Agricultural College, making extension national as well as state. From 1915 to the present time this cooperation has been adhered to. The sum appropriated was $101,841, for each year. Other appropriations were made for agricultural purposes. The total amount received by the state from all sources for 1928-1929, county, Federal, and state, amounted to $329,922.8

As a part of the extension equipment of the college there is the Fort Hays Experiment Station at Hays, Kansas, said to be the largest of its kind in the world, one at Garden City, one at Colby, and one at Tribune. These experiment stations carry on experiments fitting the agricultural conditions and environment peculiar to their respective localities in the semi-arid section of the western part of the state.

The Kansas State Teachers' Colleges.---These will be treated as a group since their interests, in the main, have been for many years identical. Of the Kansas State Teachers' Colleges, that at Emporia is the mother school. It was the one state training school until 1901, when, by an act of the legislature, the Normal School at Hays, and by an act of the legis-

lature of 1903 the Normal School at Pittsburg, were established as branch Normal Schools, and designated respectively, "The Western Branch State Normal School," and "The Manual School Auxiliary."

By an act of the legislature of 1913 the State Normal School at Emporia, together with its branches, passed under the control of the State Board of Administration, under whose charge they continued until 1925, when they came under the new State Board of Regents.

In 1913 the branch schools of the State Normal School at Emporia passed from under her control by act of the legislature.

In March 1914 the name of the Western State Normal School was changed to Fort Hays Kansas Normal School, and its head official was changed from Principal to President. On March 1915 the State Legislature accepted the Federal grant of August 27, 1914, which established this school independent and equal in function and equal in rank with the other State Normal Schools.

By the act of 1913 the Normal School at Pittsburg became the State Manual Training School.

As time went on the public demanded higher standards in education. Regardless of the name "Normal" these schools began to raise their courses of study and to aspire to the rank of
colleges. The agitation bore fruit in 1923 when, by an act of the legislature, they became teachers' colleges in name as well as in fact. The "State Normal School at Emporia," became the Kansas State Teachers' College of Emporia; the "State Normal Training School of Pittsburg" became the Kansas State Teachers' College of Pittsburg; and the "Fort Hays State Normal School" became the Kansas State Teachers' College of Hays. This last named school, like the Agricultural College, asked the legislature for a change of title and was honored in 1931 by the name of the Fort Hays Kansas State College. It was reasoned that the institution would carry a greater prestige if the word "Teachers'" was omitted from the title.

In 1913 these schools granted the A. B. Degree. This privilege was soon annulled by the Board of Administration. But the legislature soon authorized them to grant the B. S. Degree in Education. In 1929 they were given authority by the Regents to grant the Master of Science Degree in Education. In 1931 the Fort Hays Kansas State College and the Teachers' College of Pittsburg were empowered by the Regents to grant an additional degree, that of Bachelor of Arts. The Teachers' College at Emporia did not ask for, nor did it receive, the privilege of granting the degree of Bachelor of Arts. This gives some latitude to this school for posing, as it does, as "the only teachers' college" in the State of Kansas.
The Fort Hays Kansas State College, in addition to the teachers' course, offers a two-year "pre-med" course, a two-year "pre-law" course, and a two-year "pre-engineering" course. It is expected and hoped that, in instituting this plan, the boys and girls of the western two-thirds of the state will be induced to get at least a part of their schooling nearer home.

Municipal Colleges.--- The one four-year municipal college in Kansas is the University of Wichita. As the name implies, it is owned and supported by the city of Wichita. It is in charge of a local board of regents. It was created by a referendum vote of the people of Wichita, April 24, 1926, according to the legislative act of 1925.

But there are other municipal schools of lesser note, beyond the high schools, known as junior colleges. More than a quarter of a century ago President William R. Harper of the University of Chicago advocated these schools. In fact the University of Chicago organized its undergraduate work into the junior and senior colleges, with separate deans and a different type of administration, and as such has been in operation more than thirty years.

The junior college is an institution of higher education which gives two years of work "equivalent in prerequisites, scope and advancement to work done in the first two years of a standard college course of study."\(^{10}\).

The Session Laws of 1917 of Kansas, Chapter 283, Section 1, provides "for the extension of study in the high schools in cities of the first and second class, and county high schools, for high school graduates in advance of the course prescribed for accredited high schools."\(^{11}\). Any private institution of like rank meeting the requirements for a two-year advanced course may be accredited.

This law implies that the junior college is an extension of high school instruction and training. President Harper said in "The Trend of Higher Education":

"The work of the freshman and sophomore years is only a continuation of the academy or high school work. It is a continuation not only in subject matter but in methods employed. It is not until the end of the sophomore year that the university methods of instruction may be employed to advantage."\(^{12}\).

As early as the early 90's Dean Lange of the University of California recognized the fact that the first years

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\(^{10}\) The Establishment of a Junior College, A Survey in Atchison, Bulletin, University of Kansas, Oct. 1, 1923, pp. 7-8.

\(^{11}\) Session Laws, 1917, Chapter 283, Section 1.

of college work was merely an extension of the secondary school.  

The principal functions of the junior college are:

1. it provides preparation courses for the advanced years of the University;
2. it is a completion school;
3. it gives teachers' training;
4. it furnishes instruction for those who are not high school graduates, such as for those preparing for nurses.

Is there any justification for this type of school? Certain of these functions mentioned may be taken as justification, for the establishment of these colleges. Others may be named; as, it is both a financial saving and moral protection, to keep young people near home. It seems, however, that much of this is specious argument and will not bear rigid testing.

After the enactment of the law in 1917 standards were adopted by the Board of Education. These were revised in 1923, and again in 1927.

In 1916 the University of Kansas adopted regulations concerning the organization and accrediting of junior colleges.

The first public junior college to be organized in Kansas was established at Holton in 1917. It was discontinued at the end of three years. Marysville also started a junior col-

In 1930 there were eleven public, or municipal, junior colleges in the state. They are as follows: Fort Scott, established in 1919; Garden City, 1919; Parsons, 1921; Kansas City, colored, and Arkansas City, 1922; Kansas City, 1923; Coffeyville and Iola, 1923; Independence, 1926; Eldorado, 1927; and Hutchinson, 1928. The financing of the public junior colleges is done largely through local taxation. Outside students are charged tuition, ranging from $50.00 to $96.00 per year. The average maximum income from taxation is about $30,000. per annum. In 1930 Garden City had the smallest enrollment, 81. Kansas City had the largest, 312.

The standards as outlined by the State Board of Education, 1927, are about the same as set for the first two years of any accredited college. In fact the standard regulations are so nearly alike that the first two years of an accredited four-year college is frequently called the "junior college" of the institution.

The city superintendent is the chief administrative officer. Each junior college teacher must have "at least one year of advanced study following a bachelor's degree, based

upon four years' work in a standard fully accredited college."\textsuperscript{15}

The junior colleges are causing a decreased enrollment in the first two years in the four-year accredited institution. The fact that they are authorized to grant life certificates for teaching keeps many young people in their home towns where these colleges are located, thus depriving the larger institutions of their patronage. It appears that the four-year institutions will be compelled, in the near future, to accentuate more and more their senior colleges and bid for the patronage of the graduates of the junior colleges.

\textbf{Denominational and Other Schools.---}Besides the municipal schools of college rank there are private denominational schools, state schools, and Federal schools. The private colleges are usually sectarian. The privately-owned, accredited four-year colleges are: Baker University at Baldwin, Methodist; Bethany College at Lindsborg, Lutheran; Bethel College at Newton, Mennonite; College of Emporia at Emporia, Presbyterian; Friends University at Wichita, Friends; Kansas Wesleyan at Salina; Methodist; Marymount College at Salina, Catholic; McPherson College at McPherson, Church of the Brethren;

\textsuperscript{15}Miley, Jess W. Twenty-Fourth Biennial Report, 1923-1924, p. 103.
Ottawa University at Ottawa, Baptist; Southwestern College at Winfield, Methodist; Sterling College at Sterling, United Presbyterian; Washburn College at Topeka, Independent. All these were established prior to 1914 except Marymount College, which was opened in 1922.

The private junior colleges are Central Academy and College at McPherson, Church of Nazarene; Hesston College at Hesston, Mennonite; Highland College at Highland, private; Hillsboro Bible Academy at Hillsboro, Bible Academy Association; Kansas Central Bible College and Academy at Haviland, Friends; Kansas City University at Kansas City, Methodist; Mt. Saint Scholastica Academy and Junior College at Atchison, Catholic; Northbranch Academy at Northbranch, Friends; Saint Mary's Junior College at Leavenworth, Catholic; Tavor College at Hillsboro, Mennonite; Ursuline Academy at Paola, Catholic; Hays Catholic College at Hays, Catholic.

All but three of these were established prior to 1914.

The two Kansas Industrial Schools, Kansas Vocational School, Topeka, and Western University, Kansas City, established in 1895 and 1896 respectively, are of four-year high school rank for colored folks and are controlled by the State Board of Administration, along with the State Benevolent and Corrective

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Institutions.

Summary.—The five State Educational Institutions have had their part in the universal scheme of educational expansion. In many instances the number of buildings, amount of equipment, and number of faculty members were more than doubled. Student attendance increased in proportion. Many new departments were added in keeping with the spirit of the times.

Municipal universities, junior colleges, and private institutions multiplied.

The best in the power of the educational world was offered by these institutions.
CHAPTER VI

TEACHER TRAINING AGENCIES

"The public school system in America means three things. First, that the schools are free to all children. Second, that there is a continuous school from the primary to the university. And third, that they are the schools attended by the children of all kinds of people. The sons of the President of the United States and the children of the working man who lives in a near-by cottage get the same school in this country, and therein is the promise of the future of democracy."\(^1\)

Many of the schools already mentioned have teacher training departments. These, together with other agencies not mentioned, will now be further discussed, from the point of view of the teaching profession.

Normal Institutes.---The county superintendent in each county must hold a county institute annually of "not less than five days, nor more than twenty days, for the instruction of teachers and those desiring to teach."\(^2\)

The object of this law is to open the way for a five-day professional institute. The development of high schools with their normal training graduates, and the increasing number of college graduates, who go into the field of teaching, seemed

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\(^1\) Morgan, W. Y., In the Kansas Teacher, Jan. 1925, Vol. XX, No. 3, quoted from the Hutchinson News.

\(^2\) Session Laws, 1915, Chapter 304, Section 1.
to call for the repeal of the old system of drill in the whole schedule of subject matter, and the establishment of lectures by experts in their fields on professional phases of teaching. This makes the institute a real professional school. The innovation gradually became popular. In 1916 thirty-seven counties took advantage of the law and held the five day term.

At the present time, 1931, practically all institutes are professional five-day terms. One or two are still twenty-day drill schools, and two or three are semi-professional two-week terms. However, it may be mentioned here that in the last three years private institutes of a commercial type have developed. It seems that many young people just out of the grades and high schools demand the four-week drill type of institute for the purpose of cramming for examination for county teachers' certificates. This is another proof of need for the abolition of such certificates. Such institutes were held in the summer of 1932 at Oberlin, Abilene, and McPherson attended by students from all parts of the state.

It seems that Kansas had only the lecture type of institutes until 1877, at which time the Legislature gave to the state by statute the 'Four-weeks Normal Institute for the Instruction of Teachers and those Desiring to Teach.' Thus it is seen that Kansas had discarded by Statute the lecture
type for the four weeks institutes more than forty years ago. Since this was done without a formal repeal of the law of 1877 it seems that there is some ground for Superintendent Wooster's contention that the only legal institute is the four-week term.

The Teachers' Reading Circle.---This is purely a professional institution. It is a device whereby the county superintendents require a certain amount of professional reading by their teachers, especially non-college graduates. Annually such teachers are required to read three books each on some phase of educational work and to make a satisfactory report to the superintendent as to the result of his study.

Teachers' Associations.---The teachers associations both state and county are voluntary organizations, fostered by their respective superintendents. Their object is professional. Their purpose is to stimulate professional interest by means of personal contact, lectures, papers, round tables and publications. It is through these organizations, especially the Kansas State Teachers' Association, that the initial plans are made for needed school legislation. It is often that many education bills, originating as resolutions, are rounded out

and placed in the hands of legislative committees for introduction into the legislature at the proper time. It is through the office of this organization that "The Kansas Teacher," the official organ and the only educational publication in the state, is edited and put into the hands of the teachers of the state. All this tends to form a unity of purpose for cooperation for the best interests of the teaching profession.

The county associations serve the same purpose in their respective counties, but of course, on a lesser scale. It is by means of these county associations that the county superintendent has an opportunity to mould the educational ideals of his teachers, and to put them in touch with the wider field of their occupation.

State Institutions.---The five great schools have been discussed in a general way from the point of view of their collegiate organization. It now remains to treat of their functions of teacher training.

The University of Kansas maintains a department whose primary function is to fit for teaching positions. This is the Department of Education. This department meets "requirements of superintendents and administrators; of supervisors and measurement experts; of teachers of education in normal schools
and colleges; and teachers of special subjects in high schools and colleges." The University issues no teachers' certificates, but it grants the degrees of Master of Science in Education, of Bachelor of Science in Education, and a University Teachers' Diploma. Since the University is not authorized to issue licenses to teach, its graduates who wish to teach must apply to the State Board of Education for certificates.

Mount Oread High School was organized and equipped by the state for the purpose of furnishing actual practice teaching and observation for those students specializing in the school of education. The University runs a placement bureau through which it places many of its graduates each year in teaching positions.

In 1920 the University was approved for teacher training in vocational education. Funds were set apart from the state appropriation for the Smith-Hughes fund to train teachers in vocational home economics.

Since 1920 the work has developed until it includes training for day school teachers in child care and training; in family and community relationships; in home management; in home projects; and for teachers in evening schools.

The Kansas State College at Manhattan possesses a department of education. Its "purpose is the professional training of teachers." Graduates from the four-year college courses leading to a degree who wish to prepare for teaching are required to take eighteen hours in the Department of Education. Courses in education are offered both for undergraduate and graduate credit.

At the present time the College specializes in teacher training in the departments of Vocational Agriculture and Vocational Home Making. Nearly all of the teachers who are teaching Vocational Agriculture and Home Economics in the high schools of the state are trained at the State College, financed with Smith-Hughes funds.

The State Manual Training School at Pittsburg was approved in 1920 for teacher training under the Smith-Hughes law in trade and industrial subjects.

This school, now known as the Kansas State Teachers College at Pittsburg, carries a department of "Pre-employment training" dependent upon the Smith-Hughes fund practically the

same as that of the University. It includes child welfare, family and community relationships, home management, student teaching, and courses in related art and clothing.

The Fort Hays Kansas State College does not offer at the present time any courses in Vocational Education based upon the Smith-Hughes appropriation; hence, the schools of the western half of the state offering work in Vocational Education must look to other sources of teacher-training in vocational subjects.

The three teachers' colleges are the teacher-training institutions de luxe of the state. The preparation and training of teachers are their primary functions. They were established for that special purpose. The schools at Emporia and Pittsburg, run true to their original fundamentals, but the school at Hays has somewhat deviated from its original province. While it still carries full courses in education and while it is a true teachers' college in every respect except in name, it offers additional inducements to young people of western Kansas; such as, an A. B. degree, and a two-years' foundation in each: law, medicine, and engineering.

The legislative act of 1863 in setting forth the purpose of the State Normal School at Emporia states the general purpose of each teachers' college. The act said: "...the exclusive purposes of which shall be the instruction of persons
both male and female, in the art of teaching, and in all the various branches that pertain to a good common-school education, and in the mechanic arts and in the arts of husbandry and agricultural chemistry, and in the fundamental laws of the United States, and in what regards the rights and duties of citizens."

These objectives furnished a working basis until 1913, when, on account of the gradual introduction of higher branches the institutions took on a collegiate atmosphere. This year, 1913, degrees began to be offered based upon four years' college course. The rapid increase of high schools created a demand for trained teachers for those schools. The high schools raised their standards from time to time, making it necessary for all training schools to elevate their standards to meet the new demands. The cause became an effect, and the effect the cause. With the rapid increase of wealth after 1914, organization became rampant. School systems expanded everywhere from the kindergarten up through college and university. Many departments, such as music, physical training, vocational subjects, and

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other supposedly needed courses were added. All this made further demands for trained teachers in these fields, until finally the state institutions became powerful and imposing producers of multitudes of aspirants for the school-room.

The teachers' colleges not only provide academic training, but also training school facilities for student teachers who are candidates for the life certificates to teach in kindergartens, primary grades, intermediate grades, higher elementary grades, rural schools, and junior and senior high schools. They provide facilities for training superintendents, principals, general supervisors, and special supervisors in music, physical education and health work, and for work in educational statistics.

The Teachers' College of Emporia refused to accept the privilege of granting the Bachelor of Arts degree at the time that the other two teachers' colleges accepted the offer made by the Regents in 1930. This institution wished to keep itself whole and inviolate as the teachers' college of the state. In fact it has covertly asserted that it is the "only teachers' college in the state." This claim is evidently made on the basis that the Teachers' College at Pittsburg and the Fort Hays Kansas State College have expanded beyond their teacher-training

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9. Seen on handbills scattered throughout the country.
province to meet the exigencies of the times.

These three colleges, in addition to belonging to the North Central Association of Colleges and Secondary Schools, also belong to the American Association of Teachers' Colleges. The college at Hays was admitted February 22, 1930. This places the schools in the highest "A" list of Senior Teachers' Colleges. 10

Denominational and Private Schools.—As if the five state schools, the University, the "Kansas State College" at Manhattan, and the three teachers' colleges were not sufficient to grind out teachers for the schools of the state, every cross-road private and denominational school of college rank must also turn them out by the wholesale.

These schools must meet the required standards of the State Board of Education before they can be authorized to train teachers for the public schools. Besides the five great state training schools there are fourteen fully accredited four-year private and denominational colleges offering courses in education leading to teachers' certificates.

While the state schools are supported by public taxes, and nominal student fees, these denominational institutions are supported by churches or endowment funds.

Junior Colleges.—The seventeen public junior colleges and the twenty or more private institutions of equal rank are authorized by law to become training schools for elementary teachers, if they meet the standards set by the State Board of Education.

Normal Training High Schools.—One of the most popular movements beginning in 1909 was the establishment of Normal Training courses in those high schools that wished to meet the requirements laid down by the State Board of Education for such work. The teachers of the special subjects of this course must be teachers of successful experience, and must have special training in methods and subject matter. Methods was especially emphasized in the fundamental subjects of the elementary school. Educational psychology was required of each candidate for a Normal Training Certificate.

The object of Normal Training in the high schools was to induce young people of ability to take up the profession of teaching, primarily to improve the rural schools. The schools offering this form of training were biennially subsidized by legislature appropriations. To illustrate, the appropriation for 1916 was $75,000, and the same amount for 1917. The fact that Kansas was willing to bear the additional tax-burden indicates the popularity of high school teacher training.
In 1915-1916 Normal Training classes were maintained in 246 high schools and academies, representing 99 counties. State Superintendent W. D. Ross said the Normal Training work had not produced an over-supply of teachers, but that it had met the expectations of its advocates.\textsuperscript{11} In 1918, 90 per cent of rural teachers were high school graduates, a marked gain of 47 per cent since 1915.\textsuperscript{12} Along with this rapid gain came a decided improvement in the personnel of the teachers of the rural and graded elementary schools. Few eighth grade graduates had the presumption to teach without further training.

In a few years these teacher-training schools, in conjunction with the numerous other teacher production institutions, produced an increasing surplus of teachers. Pressure was brought to bear upon the situation by the State Board of Education, by the modification of certificate privileges. And so, by 1923-1924, the popularity of the high school Normal Training system had reached its zenith. In that year 349 schools offered the work. In the year 1925-1926 the number of approved Normal Training high schools was 301, showing a decrease of 48 in one year's time.\textsuperscript{13}

\textsuperscript{12} Ross, W. D., Twenty-First Biennial Report, 1917-1918, p. 59.
\textsuperscript{13} Miley, J. W., Twenty-Fifth Biennial Report, 1925-1926, p. 41.
Besides the withdrawal of certificate permanency there were other causes of the decrease, the most permanent of which were, (1) withholding of state aid; (2) rising standards of teacher requirements; (3) increase in the number of teachers holding degrees; (4) and an over-supply of teachers in general. By 1927-1928 the number of schools approved for Normal Training was 185. By 1930 the number had dwindled to 129.

The State Board took further action in 1931, by further removing certificate privileges, to discourage further teacher training in high schools. However, there is some question as to the legality of this action. The Board cannot repeal nor enact laws, a function which is reserved to the legislature.

Summary.—Kansas has numerous teacher training agencies. All of them aim at raising the standard of efficiency. The Normal Institutes have assumed a professionalism which, while technically sound for the professionally trained, is not practical for the average eighteen-year old who teaches upon a county certificate.

The teachers' associations are prime sources of

inspiration received through contact of fellow workers.

The State Institutions, most denominational and private schools, municipal universities, junior colleges, and many high schools, turn out annually a surplus of teachers. It is evident that this "over-production" should be regulated.
CHAPTER VII

CERTIFICATION OF TEACHERS

"Grown-up people plow and rent with tractors, thresh with steam, go to town in fifteen minutes in an automobile, and talk over the telephone, but the youngsters are still back in the thirties of the last century."¹

During the years immediately prior to 1915 the system of certificating teachers then in force became outworn. Certificates from the normal schools, colleges and universities were of little value. Teachers were not adequately prepared for their work under the rapidly rising standards. The plea made through the State Teachers Association in 1913-1914 for improvement brought results. The legislature of the following year, 1915, among other notable educational measures, passed the following measure in reference to the certification of teachers:

Board of Education:

1. Certificates Authorized in 1915.

   (a) Two kinds of three-year elementary certificates, renewable;

¹ The Kansas Teacher, Jan. 1917, Vol. IV, No. 3, quoted from the Saturday Evening Post.
(b) Three-year certificates, valid in all schools, renewable for life:
(c) Life diploma, valid for all schools;
(d) Temporary certificates, for any school, good for one year;
(e) Special certificates for teachers in kindergartens, manual training, domestic science, domestic art, agriculture, commercial branches, physical training, music, drawing, "and such highly specialized subjects as may be designated by the State Board," valid in any public school in the state.

(The State Board ruled in 1930 that in view of the teacher-surplus that after 1932, no more special certificates would be issued, except certain ones subject to examination.)

(f) In addition to these already mentioned the State Board was authorized to issue Normal Training certificates "to graduates from normal training classes in high schools and academies accredited for this purpose." These certificates were

3. Ibid, Section 7.
valid in any county in the state for two years, and were renewable for successive two-year periods under certain conditions. These certificates may be called state certificates.

The State Board directs the examinations at the end of the school year, and supervises the grading of the papers and issues these certificates. They are valid in all elementary schools.

These certificates were renewable for two-year intervals until 1921 when they were made permanent, an act virtually making them life certificates, since they were indorsable by county superintendents. However, a few years later when elementary teachers became too plentiful, the State Board removed the quality of permanency. The holder of normal training certificates may now renew them by acquiring a credit of eight college hours in an accredited college, presumably in summer terms.

As a sequel to the decrease in the number of high schools offering normal training courses, mentioned in Chapter VI, the State Board of Education authorized State Superintendent George A. Allen, Jr., to issue a bulletin, which was done in July 1931, stating that the Board had made a "tentative" ruling, that, on account of the large surplus of teachers, Kansas would quit issuing normal training certificates after June, 1933, en-
titling graduates of normal training courses in high schools to teach in elementary Kansas Schools. The Board also tightened up on the requirements for those certificates which may be issued prior to June 30, 1933.

The previously authorized certificates continued to be offered by the three normal schools of the state. All certificates mentioned in groups (a) and (b), in order to be legalized, must be signed by the State Superintendent.

The laws of 1915 authorized the continuance of first, second and third grade county certificates, as before, but with some minor changes in requirements.

After 1915, the several successive legislatures made changes from time to time in certificating laws, but with no marked improvement. Some were abolished, some modified, and some added, but the muddled situation persisted. One object of the appointment of the School Code Commission in the last decade was to obviate some of the certificating difficulties. But the proposed new School Code met with a cold reception, and nothing came of it.

In 1917 legal provision was made for the preparation of teachers of vocational subjects under requirements of the
State Board in the Agricultural College, the University of Kansas, and in the State Manual Training School. Vocational certificates were granted to students who were qualifying themselves in these institutions for teaching the vocational subjects of agriculture, home economics, and for different types of trade and industrial work. At the present time most of the teachers in vocational agriculture and home economics hold vocational certificates granted by the Kansas State College at Manhattan which has the exclusive right to grant these certificates, being in this respect the "only teachers' college" in the state.

3. Certificates Authorized in 1921.

Thirteen different kinds of certificates were issued in 1919-1920. With the increase in numbers and kinds of certificates it appears that the age-worn process of "trial and error" was being vigorously applied by our law-makers, instead of common sense.

But evolution took its own course and its own time. In 1925 a new certificating law was passed which abolished seven of the outworn kinds of certificates, an act both simplifying and

4. Certificates Authorized in 1923 and Later.

In 1923, one-year certificates were authorized to be granted to graduates of high schools who had passed an eight weeks' required course in Normal Schools, Colleges, or Universities. This was soon discontinued as it was found to increase rapidly the surplus of elementary teachers.

One noteworthy measure in the law of 1925 was the repeal of the third grade county certificate law. Attempts had been made several times previous to repeal the provisions for all county certificates, but without success. Kansas lags behind the states of Colorado, California, and others in this respect. Eighth grade graduates are still permitted to teach in Kansas without experience on a two-year second-grade county certificate.

Junior colleges, both public and private, were authorized by law in 1931 to grant life certificates to students, who have met the requirements of the State Board of sixty college hours, including the customary education subjects.

Graduates of any accredited four-year private or

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5. Session Laws, 1925, Chapter 225, Section 8.
denominational college, who have met the educational require-
ments of the State Board, may, on application to the State
Board, be granted three-year high school certificates renew-
able for life.

But with all the attempts to simplify the certifi-
cation problem little relief resulted. In 1930 the Kansas State
Board of Education granted more than twelve different kinds of
teachers' certificates "to teachers employed," which totaled
11,797. In this year the state teachers' colleges granted five
different kinds of teachers' certificates altogether, numbering
4,186. The county examining boards also granted 3,808 first-
and second-grade county certificates. 7

The State Superintendent states that there are at
the present time approximately 5,000 more certificated teachers
in the state than there are teaching jobs.

Summary.—Certification has been one of the prin-
cipal problems of education. The developing higher educational
standards naturally called for certificate legislation. New
certificate laws passed without the repeal of old and obsolete
measures led to a conflicting and muddled condition. It is
assumed that the newly proposed School Code would clarify the
situation.

7 Ibid.
"In all this welter of opinion and comment on economy in government, it is well that we retain a healthy sense of values. That the tax burden is a heavy one these critical and stressful days goes without saying. But so long as we continue to pay golden tribute to automobile manufacturers, to filling stations, to moving picture places, to ice cream parlors, to cigar stands, and to a host of other dealers in luxuries, there is little sanity or good citizenship in any movement that looks toward a curtailment of school revenues. So long as the government purposes to be a government of the people, for the people, and by the people, just so long must this government have and loyally support, at no matter how great a sacrifice, its public school system. So there should be no thought of reduction in teachers' salaries or other retrenchment which would impair the efficiency of our schools....which, when all is said and done, are the communities' best investment."¹

Along with the expansion of the school world beginning about 1914, in response to the call of the State Teachers' Association, and the consequent legislation, came the demand for means to meet the costs. Up to this time school improvements had been reasonably conservative. It was necessary to maintain a balance between taxation and educational developments. Hence, taxes were not a burden.

But with the advent of the World War period the

status quo of conservatism changed to a wild orgie of inflation and organization. All forms of school projects, city, county and rural, except the one-room variety, entered upon an era of expansion. As the standard of living arose, the material standards of education climbed in proportion. The log supporting Mark Hopkins and Garfield assumed colossal proportions, in many instances costing millions of dollars. The present was a time of unparalleled prosperity; the future was at liberty to take care of itself.

Legislation

There are two main sources of income for the support of the public schools of Kansas, from the lowest to the highest, as provided by the state constitution, the State School Fund, and taxation. The state school fund is comparatively nominal; hence the brunt of school expenses must be met by the different forms of taxation. The amount apportioned in 1929 was $500,962.08, or 92 cents per capita of school age, and in 1930 $529,976.96, or 97 cents per capita. The rising standards of school organization compelled the legislatures, from time to time, to enact laws authorizing school districts, from rural to

urban, to levy on their property for the building and support of their schools.

**School Districts.**---Although the school code of 1876 is still applicable to district organization, it has not met the exigencies of rising expenses.

The session laws of 1919 and 1923 provide weak districts with state and county aid to be raised by taxation. The special session of 1920 provided for the limiting of the tax levy for general purposes in any school district to six and three-fourths mills, excepting in cities of the third class which maintained an accredited high school for which a tax of nine mills might be voted. This legislature also provided that any school district might issue bonds for school buildings and repairs, not to exceed five per cent of its taxable property.

**City of Second Class.**---In 1915 school districts containing a city whose population was between 2000 and 2500, and an amassed valuation between $2,000,000 and $2,500,000 and a school population between 725 and 800, were authorized to

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3. Session Laws, 1919, Chapter 272, Section 1.
vote "bonds for two and one-half per cent of the total valuation for the erection of school buildings." 6

The laws of 1919 limited the bonded indebtedness in cities of the second class to $5,000 for repairs and improvements. 7

The laws of 1925 enable districts in cities of the second class to build schools by an annual tax levy for four years of not more than two mills in addition to all other taxes. 8

In 1929 any second class city of 5,000 to 6,000 population with an assessed valuation of not less than $7,000,-000 and no more than $7,500,000 and whose outstanding bonds do not exceed $6,000,000, may vote additional bonds not to exceed $75,000 for the purpose of erecting and equipping a high school building." 9

Cities of First Class.---In 1915 cities of the first class could levy one-fourth of one mill for the purchase or lease of "grounds for public recreation places and playgrounds

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7. Session Laws, 1919, Chapter 264, Section 1.
8. Session Laws, 1925, Chapter 229, Section 1.
and to establish and maintain for children on such grounds...

public recreation places..."10.

Cities of the first class with population less than 16,000 were also empowered to vote bonds to pay outstanding warrants.

In 1917 all cities were given the power to levy one-fourth of one mill for the purpose of purchasing and maintaining playgrounds.11.

The laws of 1919 provided that cities of the first class could vote bonds to pay the cost of "school sites, repairs, additions, buildings..."12.

The special session of 1920 empowered cities of the first and second class to issue for sites, repairs, buildings, and additions, not to exceed in the aggregate, including indebtedness, three per cent of the valuation of the taxable property..."13.

The laws of 1921 by amending Section 1, Chapter 55, by repeal empowered cities of the first class to vote bonds, not to exceed three per cent of the valuation, for sites, repairs,

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10. Session Laws, 1915, Chapter 309, Section 1.
additions, building or buildings..."14.

Rural High Schools.---In 1915 voters of proposed rural high school districts were given the power to vote bonds for the establishment of rural high schools.15. In the same year provision was made for the acquisition of sites for township high schools.16.

In certain counties levies were authorized to be made to meet tuition deficiencies if they should accrue to their high schools.17.

The legislature of 1915, amending the laws of 1913, authorized the boards of trustees of county high schools to levy on the assessed valuation of the county not to exceed nine-tenths of a mill for the purpose of maintaining their high schools.18.

The laws of 1917, amending Section 9352 of the General Statistics of 1915, authorized rural high school districts to issue bonds for the purpose "for the purchase of a

14. Session Laws, 1921, Chapter 237, Section 1.
15. Session Laws, 1915, Chapter 311, Section 2.
17. Ibid, Chapter 315, Section 2.
18. Ibid, Chapter 319, Section 2.
site used for the construction of a building or buildings..."\textsuperscript{19}

The rural high school board at its annual meeting "shall make the necessary levy for taxes, not to exceed six mills upon the dollar of valuation, on all taxable property of the rural high school district, to pay teachers, to create a certain fund to retire any indebtedness and pay interest on the same, to purchase a site, to build, hire or purchase a school house, and to pay the incidental expenses of said high school."\textsuperscript{20}

\textbf{County High Schools.---}The laws of 1917 gave all counties, through their county commissioners, the power to vote "bonds in a sum not in excess of three per cent---for the purpose of building school buildings..."\textsuperscript{21} Also county high schools established under the laws of 1886 "were authorized to issue bonds for the purpose of purchasing"\textsuperscript{22} sites and erecting buildings for such high schools. County commissioners were also given the power to levy a tax not to exceed four-tenths of a mill to pay off legitimate indebtedness of high schools."\textsuperscript{23} To maintain county high schools boards of trustees could levy annually a tax

\textsuperscript{19}\textsuperscript{19} Session Laws, 1915, Chapter 284, Section 5.

\textsuperscript{20}\textsuperscript{20} Session Laws, 1925, Chapter 237, Section 1.

\textsuperscript{21}\textsuperscript{21} Session Laws, 1917, Chapter 278, Section 1.

\textsuperscript{22}\textsuperscript{22} Ibid, Chapter 282, Section 1.

\textsuperscript{23}\textsuperscript{23} Ibid, Chapter 287, Section 1.
not to exceed "nine-tenths of a mill" in counties having a valuation of less than $35,000,000 but not in counties established after 1916." 24.

The law of 1919 authorized counties "to issue bonds of the county for the purpose of purchasing a site and erecting, equipping and furnishing buildings for such high schools, or to erect additional buildings......" 25. It was also provided that in every county having a county high school in the county seat, "if it should be a city of the second class, and in which there are as many as seven other four-year accredited high schools, a general county tax for the aid of all such high schools shall be levied each year......and apportioned and distributed......" 26.

The legislature of 1921 authorized county high schools to levy a special tax "not to exceed two mills" 27 to pay additional teachers and for other expenditures.

The laws of 1919 were amended to enable trustees of county high schools to estimate on or before the last Thursday in July, the amount necessary for school purposes for the ensu-

25. Session Laws, 1919, Chapter 266, Section 1.
26. Ibid, Chapter 276, Section 1.
27. Ibid, Chapter 238, Section 1.
ing year, based upon the provision that the "levy shall not exceed the rate of three-fourths of a mill upon the dollar of valuation." 28.

Barnes High Schools.—The laws of 1917 authorized the commissioners of "Barnes" high school counties to levy a tax which "shall be sufficient to produce an amount equal to $800 multiplied by the number of teachers employed during the preceding year..." 29.

In 1921 the rising cost of schools caused the legislature to increase the limit of $800 to $1,500 for each teacher of the year before.

The laws of 1927, repealing sections 72-3012, 79-1918 and 79-1919, R. S. of 1923, limited the levy of Barnes high schools having a valuation of more than $40,000,000, not "in excess of one and three and one-half tenths of a mill upon all taxable property in such county." 30.

Section 72-3106, R. S. K. 1923 was amended to provide that counties having 3000 inhabitants or less an annual should not exceed one and one-half mills, and in counties hav-

28. Session Laws, 1921, Chapter 249, Section 1.
29. Session Laws, 1917, Chapter 281, Section 1.
30. Ibid, Chapter 267, Section 1.
ing a population of 5,500 or less not to exceed two mills, and in counties of more than 5,500, not to exceed two and one-half mills, "provided that in counties of having a population less than 2,000 inhabitants, such levy shall not be less than one-half mill..." 31.

Community High Schools.---In 1925 county high schools were converted into community high schools, principally on account of the controversy over double taxation by communities having their own local schools. The law provided that the county should make a special tax to "discharge any and all indebtedness against said community high school..." 32.

Section 1 of Chapter 233, of the same laws authorized community high school districts to vote and issue bonds for the purpose of purchasing sites, erecting, equipping and furnishing buildings, provided that the bonds not issued to an amount to "exceed five per cent of taxable property of the territory." 33.

Tuition Counties.---In tuition counties the county commissioners shall levy upon all taxable property of the territory of any district or city maintaining a four-year accredited

31. Session Laws, 1927, Chapter 269, Section 1.
32. Session Laws, 1925, Chapter 232, Section 6.
33. Ibid, Chapter 233, Section 1.
high school, or rural high school, a tax sufficient to pay three dollars tuition per week for each pupil attending. 34.

This amends section 72-3803 of the Revised Statutes of Kansas for 1923.

Section 72-3803 of Revised Statutes of Kansas 1923 was amended to provide a tuition of three dollars per week for the attendance of each pupil. If the fund was not sufficient, then the fund was to be rated among schools entitled to such funds, and the deficiency meets up by a tax levy the following year. 35.

The legislature of 1929, amending section 72-3106 R. S. 1923, laws of 1927, authorized the commissioners of counties to levy on the taxable property outside any "district maintaining an accredited high school," 36. a necessary tax "not to exceed one and one-half mills in counties having a population of 3,000 or less, and not to exceed three mills in counties of more than 3,000 inhabitants." 37.

Kindergartens.—The legislature of 1927, amending

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34. Session Laws, 1925, Chapter 239, Section 1.
35. Ibid, Chapter 239, Section 1.
36. Session Laws, 1929, Chapter 236, Section 1.
37. Ibid.
Section 72-1202 of the Revised Statutes of Kansas for 1923 provided that Kindergartens, when established, should be maintained from the school funds of the district or city maintaining them. 38.

Junior Colleges.—Cities of the first and second class and county high schools were authorized in 1917 to establish a two-year extension of the high school course, and to maintain such by a tax levy not to exceed two mills, and one-tenth of a mill respectively. 39.

The five great state educational institutions, not to mention the lesser colored industrial state schools at Topeka and Kansas City, and the special schools such as the State Institute for the Blind, the State School for the Deaf and Dumb, and the State Orphan's Home, come in for their share of tax levies upon all taxable property of the state, as indicated by the following:

38. Session Laws, 1927, Chapter 262, Section 1.

Appropriation

Totals for Biennium of 1916-1917, not including buildings.

University of Kansas - - - - - - - - $1,285,000
Kansas State Agricultural College - - 1,070,850
Kansas State Normal School - - - - 330,000
Kansas State Manual Training School - 253,500
Ft. Hays Kansas State Normal School - 218,000
School of Mines - - - - - - - - 20,000
School for Blind - - - - - - - - 68,000

Total $3,245,000

For the Biennium of 1930-1931.

University of Kansas and Medical School - - $2,814,000
Kansas State Agricultural School and Experiment Stations - - - - 2,566,082
Kansas State Teachers College at Emporia - 691,100
Kansas State Teachers College at Pittsburg 695,370
Kansas State Teachers College at Hays - - 398,000

Total $7,164,552

This shows an increase of $3,919,052 between 1916 and 1931, a period of fifteen years. These figures are for the five educational institutions. The appropriations for the State Department and the other minor phases of education make the total much greater. When we add to this the taxes which defray

40. Session Laws, 1915, Chapter 45.
41. Session Laws, 1929, Chapter 40.
the upkeep of county superintendents and teachers' salaries we find a sum somewhat astounding to the imagination of the average taxpayer. Although these figures look formidable the rate to produce these amounts approximate 3½ percent of the taxable property of the state which is $40,062,203,916.00.42. The fact is, the local school taxes for the state, amounting to $23,714,621.22 43. plus $4,924,419.57 to meet Federal subsidies, are by far the largest, taking up about 42 percent of all local taxes. 44.

The following excerpts are taken from "Comparative Summary Showing Advance made by Public School since the Organization of the State," from the Biennial Report of the State Superintendent for 1929-1930, page 561:

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Teachers</th>
<th>Av. Salary per month</th>
<th>Amt. Paid for Salaries and Supervision</th>
<th>Estimated Value School Project</th>
</tr>
</thead>
<tbody>
<tr>
<td>1862</td>
<td>319</td>
<td>$24.00</td>
<td>$13.00</td>
<td>$10,432.50</td>
</tr>
<tr>
<td>1914</td>
<td>8,715</td>
<td>82.72</td>
<td>69.99</td>
<td>26,363,957.00</td>
</tr>
<tr>
<td>1930</td>
<td>18,755</td>
<td>150.65</td>
<td>135.59</td>
<td>99,279,463.12</td>
</tr>
</tbody>
</table>

42. Allen, Geo. A., Jr., Twenty-Seventh Biennial Report, 1930, p. 562. 43. Ibid. 44. For Vocational Education, See Chapter IV.
Does this tremendous array of figures indicate healthful progress? Some of our educational statistitions would have us so believe. Combine these costs of education with the other expenses of government and we have a top-heavy mechanism which perforce must, in these times of economic ills, break of its own weight.

Problems of Taxation

The three problems of taxation are (1) the rising cost of government, which includes education; (2) "poor school economy;" and (3) the inequalities of taxation. The first is the major problem. Without its solution the other cannot be solved.

As early as 1907 the tax problem began to attract attention. In this year the State Tax Commission was created to study and, if it was necessary, to revise the whole tax situation. But, although the attention of many observers was directed in that direction, by rising taxes, the tax revision did not become a major problem until 1928. For years the Tax Commission had advised the limiting of public expenses. Professor C. B. Althaus and Supt. Wm. W. McConnell made the following statement to the Research and Legislative Committee of the State
Teachers' Association:

"The total amount of taxes levied in Kansas, exclusive of special assessments, increased from $7,057,603 to $81,362,181 during the interval from 1883 to 1926."

In connection with the school interests Superintendent Geo. A. Allen, Jr., said, "No scheme of tax revision and equalization can possibly be satisfactory and omit the school tax situation, for here is the heart of the problem."

The problem of "poor school economy" is found especially prominent in the rural schools. The Topeka Capital in an editorial for April 19, 1932, stated that 605 of the rural schools had an enrollment of one to six pupils each and that more than 3500 had enrolled fewer than fifteen pupils.

The Report of the School Code Commission stated that many of the 300 rural high schools had enrollments as low as thirty-six pupils. The same authority stated that in several county districts overlapped, thus pyramiding the cost. Taxes for rural high schools increased 20½ times from 1916 to 1926. Taxes for all kinds of schools increased from 96 to 2046 per cent. The State Department of Education made a survey of rural school enrollments in 1927 and found that 832

schools having an aggregate enrollment of 4,405 pupils were run at an expenditure of $867,128.00 or $1.50 average per pupil per day.47.

The problem of inequality is shown in the diverse rates of tax levies in different districts.

According to the school law in force, districts must levy upon their assessible property for running expenses of their schools, except for hypothetical state aid, for weak schools, which is seldom forthcoming, for the law is practically a dead letter. Schools having assessible property of low valuation suffer in proportion to those in rich districts blessed with much property, such as railroads, mines, etc. Students of unequal district taxation have found the inequality to range in proportion of 1 to 33.48. This condition of course points to high levies and frequently poor schools in the weak districts; and conversely, to low levies and possibly good schools in the rich districts.

After a careful study of the tax question, the Tax Code Commission came to the conclusion that a large part of the cost of government came from the schools, and that the cost has


increased greatly in the last ten years, and that the cost is very unequally applied. 49.

Proposed Remedies

School Code.--The School Code of 1928 has already been discussed at some length in Chapter I in its relation to the State Teachers' Association. It now remains to be discussed in relation to the financial problem.

The makers of the Code soon found while drafting it that they must find a solution to the tax problem, or else the whole scheme would fail. In some way the Code must provide a method to iron out the inequalities of district taxation without altering the present organization of the district system. So the Tax Code Commission proposed a state income tax, and a levy of one and one-half mills by each district, a levy of one and one-half mills by the counties, and a distribution of $8,000,000 to be raised by the state from new sources of taxation. It was believed that the allocations would raise a tax sum not to exceed the present amount needed for the schools, but that it would decidedly relieve the districts by both lowering and equalizing the levy.

The plan was submitted to the legislature in 1929 for

consideration and passage. It was found that more study of the question was necessary. Gov. Harry H. Woodring, in response to a joint resolution of House and Senate appointed a Tax Code Commission to study the proposition of the School Code Commission in relation to the tax problem in general. It was discovered that the school tax questions must be considered as a vital part of the whole problem of taxation. The Tax Code Commission appointed by Governor Woodring reported to him their acceptance in the main of the plan of the School Code Commission. After two years' publicity and campaigning at the instance and expense of the State Teachers' Association the proposed School Code was again submitted to the Legislature in 1931. By this time the economic depression was being decidedly felt throughout the state. This, combined with a fear that the New Code meant more and higher taxation, defeated the bill. The proposed income tax was also defeated. This left the tax situation unrelieved. School men of the state were everywhere discouraged.

The Budgeting Law.---As taxes mounted higher and higher there was increasing complaint by many local districts of extravagant budgets for school purposes. In order to put a check upon such proceedings the legislature of 1931 enacted the Budgeting Law. It provides that the Boards of all kinds of
schools must prepare and publish an itemized budget of possible school expenses for the ensuing year. It is the expectation that publicity will tend to restrict unnecessarily high tax levies.

Teachers' Salaries.---Another item involved in the tax retrenchment program is reduction of the salaries of teachers. This reduction ranges from ten to twenty-five per cent and averages about fifteen per cent. Departments have been depleted by the elimination of teachers. In many instances teachers' loads have been doubled. All this seems that teachers heretofore have been slothful and dilatory in their duties. This, of course, is not the case. A wave of hysteria has swept the country under the influence of radical leaders of Tax Leagues. The result is that teachers are "grafters" in the estimation of many followers of these radicals. Teachers are tangible and easy targets. It is conceded that teachers' salaries should be adjusted in keeping with economic conditions. But why teachers should be classed as public enemies is beyond comprehension.

Elsewhere in this chapter a comparison has been made of teachers' salaries in 1862, 1914, and 1930. In 1930 they were double what they were in 1914, but of all salaries, teachers' salaries were the last during the World War to rise commensurately with the cost of living.
Present Status

In view of the failure of the passage of the new School Code the prospect is somewhat uncertain. The legislature of 1931 made provision for the resubmission of an income tax amendment at the general election in 1932 in the hope that other means besides property taxation may be found to help in solving the tax problem. The proposed "Real Estate Tax Limitation Amendment" is to be submitted at the same election, at the instance of Governor Woodring who hopes by its passage to lessen the burden of property taxes. This plan provides the limitation of taxes on real property to 20 mills in towns and 15 mills in the country districts.

At the present time comparatively few of the rural districts exceed 15 mills, but many towns exceed the proposed levy of 20 mills. In these last cases it appears that the adoption of the proposition must prove ruinous, unless the deficiency should be met by legislative enactment. 1.

1. Note: Since the above was written the proposed "Limitation amendment" was defeated at the polls, on November 8.
CHAPTER IX

GENERAL SUMMARY AND CONCLUSIONS

In the years 1913 and 1914 the Kansas State Teachers' Association entered upon a period of unparalleled influence and growth. It was reorganized at this time and placed upon an entirely new foundation. Fairchild, Pearson, Heusner, Ross and others saw the need of raising the Teachers' Association from the rut of conservatism and of placing it in the forefront of educational forces.

That this effort was successful is seen in its effect upon the legislature of 1915 and others following. Before this time the meetings of the Association were looked upon as only casual gatherings of a comparatively few pedagogues. Their influence upon law-making was nil compared with the sessions following 1913.

Through the reorganization of the Association, laws were enacted authorizing the reorganization of the whole State Department of Education. As a result a new State Board of Education developed, and formulated regulations which made possible much better organization, standardization, and administration of schools from the lowest to the highest.
That the Association has become a powerful factor in moulding education opinion goes without question. But it possesses an inherent weakness. Like all bureaucratic organizations, especially in times of economic crises, when carried beyond the levels of a safe conservatism to the heights of inordinate power and domination, it has become top-heavy, and shows signs of weakness. This is evidenced by the fact that it failed in both the legislatures of 1929 and 1931 to get enacted into law the excellent School Code Bill; and by the fact that political opposition in certain quarters developed which is demanding that the Association itself be abolished by law.

As has been mentioned, the present State Department of Education is in reality the offspring of the movement of 1913 and 1914 which produced the new Teachers' Association. At the call of the Association, the legislature authorized the organization of a new Department with more power and greater prerogatives. It has grown from six members to twenty. Through the State Board and the four school supervisors it has charge of school systems of the state. The State Superintendent is a constitutional member of the Board of Directors of the State Teachers' Association. Through this interlocking of officials, and common interests, the most splendid cooperation of the two educational bodies results.
The county superintendents are, in reality if not constitutionally, subsidiary adjuncts of the State Department. It is through them that much of the work, especially with the elementary schools, is done. The rural schools still need much help. It is impossible for one county school official, even with the help of the State Department, to give the needed supervision to his young and often inefficient teachers. The county superintendent himself, on account of political influence and lack of efficient standards of scholarship, is often inefficient.

The schools of the state are divided into three groups: (1) Elementary, (2) Secondary, and (3) College. While the organization of the district schools has changed little since the writing of the School Code of 1876, those of the high schools and colleges have made great advances. In fact the wonderful growth of high schools has taken place since the beginning of this country. Especially have the rural high schools made a phenomenal growth in numbers. Tuition is free for every qualified person. The high school has become the "Poor Man's College."

The five great state schools have left nothing undone to raise the standard of life ideally, culturally, and materially. While the University of Kansas, and the Agricultural College have only expanded their plants to meet the new demands, the three teachers' colleges have been elevated from
normal schools to college rank, equal to any in the United States, in point of work offered. Private schools and colleges have sprung up on every hand. Today the person who is not at least a high school graduate is an anomaly. It is the fashion to be a college graduate. To have a college diploma is to have a passport into the professions as well as into the business world.

Teacher-training has become an important part of education. Normal training courses in hundreds of high schools have furnished their quotas of fairly well-trained young teachers for the rural schools. This signifies that most of the elementary teachers are at least high school graduates. But with the rise of the teachers' colleges into greater prominence, with their facilities, and with the rising standards of certification, interest in normal training high school course declined. The college trained student began to take the place of the high school trained teacher. Today most of the rural teachers have more or less college work. Even college graduates are sifting down into the lower levels of school teaching and finding places in the country schools. This is as it should be.

The University and the "State College" and the private schools and colleges also have been accredited by the State Board of Education for teacher training. With so many
teacher producing institutions the production is greater than the demand; hence there is a surplus of 5,000 certificate holding individuals in the state, all of whom are potential teachers. This condition has a marked tendency to debase salaries through competition.

The problem of certification has become one of the most serious that confronts the teaching profession. Gradually from the drafting of the simple School Code of 1876 down to the present, the lawmakers have endeavored to meet the growing exigencies of higher standards of certification by repeatedly amending the statutes until no one seems to know the way out of the resulting muddle of conflicting laws, except a complete revision. The School Code Commission, appointed by the Governor for the purpose of effecting a complete revision if necessary, produced a Code which met with the approval of leading educators everywhere.

The question of financial support while maintaining the present status was rapidly becoming a problem of the gravest concern. The revision of the school laws by the Code Commission necessarily overlapped upon the tax question. The schools have been demanding more and more money for their upkeep. Taxes waxed higher and higher. The legislators of 1929, while they approved in general the proposed School Code, "passed the buck" to the newly appointed Tax Commission. The Tax Commission approved the
School Code excepting some minor points.

In the campaign of the fall and winter of 1930 the proponents of the new School Code exerted every energy to turn the people of the state to its support. The legislature of 1931 rejected the bill. Political influence, prejudice against the teaching profession, and fear of greater taxation, defeated the measure. And the case stands where it was in 1929.

What of the future? The situation appears to possess the elements of a dilemma. Can the highly developed and expensive social machine be kept running on its present plane in the face of the economic decline? Dear money and rising taxes present an apparently insurmountable obstacle. An adjustment is inevitable, but how it will be done remains for the future to solve.

The spirit of the pioneer still animates the people of Kansas. If a mistake has been made, they will rectify it some way but not at the detriment of the essentials of education for their children. Retrenchment will take place. Waste will be eliminated and non-essentials deleted. A requisite school code will be adopted. Taxation will be revised toward equity and justice. The jazzy and glamorous elements in school life will give place to a more serious, a saner, and a better balanced attitude, and people will learn that the secret of joyous living is not the ignis fatuus of wealth, power and ostentation.

FINIS
## List of Annual Meetings of the Kansas State Teachers' Associations from 1914 to 1932, Inclusive.

<table>
<thead>
<tr>
<th>Number</th>
<th>President</th>
<th>Year</th>
<th>Place</th>
</tr>
</thead>
<tbody>
<tr>
<td>52</td>
<td>L. A. Lowther</td>
<td>1914</td>
<td>Topeka</td>
</tr>
<tr>
<td>53</td>
<td>Lillian Scott</td>
<td>1915</td>
<td>Topeka</td>
</tr>
<tr>
<td>54</td>
<td>L. W. Mayberry</td>
<td>1916</td>
<td>Topeka</td>
</tr>
<tr>
<td>55</td>
<td>W. H. Johnson</td>
<td>1917</td>
<td>Topeka</td>
</tr>
<tr>
<td>57</td>
<td>W. A. Lewis</td>
<td>1920</td>
<td>Hutchinson, Topeka, Independence, Hays</td>
</tr>
<tr>
<td>58</td>
<td>A. E. Lunceford</td>
<td>1921</td>
<td>Topeka, Wichita, Salina, Pittsburg.</td>
</tr>
<tr>
<td>59</td>
<td>J. W. Miley</td>
<td>1922</td>
<td>Parsons, Topeka, Hutchinson, Hays.</td>
</tr>
<tr>
<td>60</td>
<td>E. L. Holton</td>
<td>1923</td>
<td>Topeka, Wichita, Salina, Independence</td>
</tr>
<tr>
<td>61</td>
<td>S. P. Rowland</td>
<td>1924</td>
<td>Topeka, Parsons, Hutchinson, Hays.</td>
</tr>
<tr>
<td>62</td>
<td>A. J. Stout</td>
<td>1925</td>
<td>Wichita, Kansas City, Emporia, Coffeyville</td>
</tr>
<tr>
<td>63</td>
<td>C. E. Rarick</td>
<td>1926</td>
<td>Topeka, Chanute, Hutchinson, Hays.</td>
</tr>
<tr>
<td>64</td>
<td>G. W. Gowans</td>
<td>1927</td>
<td>Topeka, Wichita, Salina, Pittsburg.</td>
</tr>
<tr>
<td>Number</td>
<td>President</td>
<td>Year</td>
<td>Place</td>
</tr>
<tr>
<td>--------</td>
<td>---------------</td>
<td>------</td>
<td>--------------------------------------------</td>
</tr>
<tr>
<td>65</td>
<td>Mary Van Zile</td>
<td>1928</td>
<td>Pittsburg, Salina, Wichita, Topeka.</td>
</tr>
<tr>
<td>66</td>
<td>L. W. Brooks</td>
<td>1929</td>
<td>Topeka, Dodge City, Wichita, Independence.</td>
</tr>
<tr>
<td>67</td>
<td>R. H. Hughes</td>
<td>1930</td>
<td>Kansas City, Hays, Topeka, Hutchinson, Parsons, Emporia.</td>
</tr>
<tr>
<td>68</td>
<td>Caleb Smick</td>
<td>1931</td>
<td>Lawrence, Manhattan, Salina, Dodge City, Wichita, Chanute.</td>
</tr>
<tr>
<td>69</td>
<td>Ira Wright</td>
<td>1932</td>
<td>Kansas City, Topeka, Salina, Dodge City, Hutchinson.</td>
</tr>
</tbody>
</table>
APPENDIX B

Constitution of the Kansas State Teachers' Association as revised and Adopted in 1913.

1. Article I. This association shall be styled the Kansas State Teachers' Association.

Article II. The object of this association shall be to promote the educational welfare of the State of Kansas and to protect and advance the interests of all teachers through the means and agencies herein provided.

Article III. Any teacher or any person interested in education may become a member of this association by enrolling with the secretary and paying the membership fee; but only persons employed in some distinctively educational work shall be entitled to vote or hold office.

Article IV. The officers of the association shall consist of a board of directors, a president, a vice president, a secretary, a treasurer, an auditing committee of three members, and an executive committee of seven members to be chosen as hereinafter provided.

1. Note: This Constitution has served as the working basis of the Kansas State Teachers' Association since its adoption November 7, 1913. It was amended in 1917, in 1920, in 1923, in 1926, and in 1931. (See appended folder containing the Constitution as revised in 1931.)
ARTICLE V. The board of directors shall consist of the following: One person selected as hereinafter provided from each of the Congressional Districts of the state, the four persons living in the state of Kansas who have served the most recently as president of the association, and the State Superintendent of Public Instruction, who shall be ex officio chairman.

The persons selected at the annual meeting of the association in 1913 as members of the nominating committee from the eight Congressional Districts shall serve as members of the board of directors until the second Saturday in January, 1915. At the annual meeting of the association in 1914 there shall be elected one member from each Congressional District; the persons elected from the odd numbered Districts shall serve for two years and the persons elected from the even numbered districts shall serve for one year; and thereafter directors to succeed those whose terms expire shall be elected each year for a term of two years. Nominations shall be made by petitions signed by twenty-five members of the association residing in the District from which the nomination is made; and nominating petitions shall be sent to the secretary of the association so that they may be in his hands on or before the second Saturday prior to the date of the annual meeting of the association. If from any Congressional District no nominating petition is received, the president and secretary of the association shall place three names on the ballot to be voted on by the members from said District.

The election shall be by ballot and the person receiving the highest number of votes cast shall be elected. Each person who registers as a member of the association shall be entitled to vote. A coupon exchangeable for the official ballot shall be attached to the membership ticket and voting places shall be provided at the headquarters of the secretary. The time for the opening and closing of the polls and the voting place, shall be announced in the printed program. The chairman of the board of directors, the president, and the secretary of the association, shall appoint supervisors and judges of the election and shall constitute a committee for canvassing the vote and for making all arrangements for the election not provided for in the Constitution and by-laws.

The board of directors shall meet in the office of the State Superintendent at two o'clock p.m., on the second Saturday in
January following the election and at such after times as the board may determine and at the call of the chairman. A majority of the board shall constitute a quorum for the transaction of business. The board of directors shall have power to fill vacancies and any person elected by the board to fill a vacancy shall serve for the remainder of the term in which the vacancy occurs. In case there shall be four ex-presidents of the association living in the state who are willing to serve as members of the board of directors, the board itself shall elect some suitable member or members of the association to fill the vacancy or vacancies.

ARTICLE VI. The board of directors shall carry into effect all orders and resolutions of the association, and shall devise and put into operation such other means as it shall deem best, not in conflict with the constitution and by-laws for promoting the purposes of the association.

ARTICLE VII. The association shall elect annually a president, vice president, an auditing committee, consisting of three persons, and five members of the executive committee, who, at the annual meeting, shall preside over the five sections of the association as follows: College, High School, Grade School, Rural School, and Primary. The officers above mentioned shall be nominated by the board of directors and shall be elected by the association in open session, provided that nothing in this Article shall prevent additional nominations in open session of the association. The president of the association shall be chairman of the executive committee and the State Superintendent shall be a member ex officio. The board of directors shall have power to fill any vacancy in any office herein provided for.

ARTICLE VIII. It shall be the duty of the president to preside at all the general meetings of the association, and of the executive committee. In case of vacancy or his absence his duties shall devolve on the vice president.

ARTICLE IX. The executive committee shall hold its first meeting on the call of the president as soon after its election as
practicable, and afterwards may meet upon its own adjournment or on the call of the president. A majority of the committee shall constitute a quorum. The executive committee shall prepare the program for the annual meeting of the association. They shall secure speakers and arrange business to come before the association. They shall provide for such round tables as may be authorized by the board of directors and no sections or round tables shall be entitled to the use of any of the funds of the association unless authorized by the board. No person shall be entitled to membership in a round table who is not also a member of the association. The executive committee shall keep a full record of their proceedings and all bills incurred in connection with the program for the annual meeting shall be approved by the president of the association.

ARTICLE X. It shall be the duty of the auditing committee to audit all accounts of the association and to make an annual report at the annual meeting of the board of directors on the second Saturday in January.

ARTICLE XI. At the regular meeting on the second Saturday of January, the board of directors shall elect a treasurer of the association who shall serve for one year and until his successor is elected and qualified; and they shall also elect a secretary of the association, who shall also be secretary of the board of directors and of the executive committee and they shall fix his compensation, which shall be paid from the funds of the association, and the term of office not to exceed four years.

ARTICLE XII. It shall be the duty of the secretary to keep a full and accurate record of the proceedings of the general meetings of the association, of the board of directors, and of the executive committee; to conduct such correspondence and other business of the association as the board of directors or the executive committee may require; to register the names of all the members of the association; to collect membership fees and pay the same over to the treasurer; to keep a permanent office in the state capitol, provided that a suitable room can be secured for this purpose; to maintain a bureau of information for the benefit of members of the association; to collect and
publish information relating to educational progress; to carry on investigations of conditions affecting the welfare of teachers and the schools; and to assist in securing legislation approved by the association and its officers.

The records of the secretary shall be accessible at all meetings of the association and the board of directors.

ARTICLE XIII. It shall be the duty of the treasurer to receive all funds belonging to the association and expend the same only on order duly signed by the chairman and secretary of the board of directors. He shall keep a faithful account of all moneys received and expended, and report the condition of the finances when called upon to do so at any meeting of the association. He shall present an annual report at the annual meeting of the board of directors on the second Saturday of January. For the faithful performance of his duties he shall give a surety bond in such amount as the board of directors may approve, the expense to be paid by the association.

ARTICLE XIV. The term of all officers of the association, except as herein provided, shall end on the second Saturday of January after the election of their successors, but the treasurer shall not deliver the funds to his successor until he receives a written notice from the chairman of the board of directors that his successor's bond has been approved.

ARTICLE XV. The funds of the association shall consist of fees for membership, annual dues, and contributions, and shall be expended as herein provided.

ARTICLE XVI. The annual membership fee of this association shall be one dollar for each member.

ARTICLE XVII. Board of directors herein provided for shall have power to fix the time and place of the annual meeting, but
nothing herein contained shall prevent the association from selecting the time and place for the next annual meeting by a majority vote; provided that notice of such proposed action shall be given not less than twenty-four hours before the vote is taken.

ARTICLE XVIII. Section 1. There shall be a delegate meeting known as the state educational council, the membership of which shall consist of one delegate from each organized teachers' association having an active membership of twenty or more persons. The president of the state association shall be the presiding officer of the council, and the secretary of the association shall be the secretary of the council. The executive committee of the teachers' association shall be the executive committee of the council and shall constitute a committee on arrangements.

Section 2. The annual meeting of the council shall be held on the third Friday in January and the Saturday following, at a place to be fixed by the board of directors. The purpose of this meeting shall be to discuss educational measures, to provide for the advancement of the profession of teaching, and to perfect plans for the effective and practical accomplishment of the general objects of the state teachers' association.

ARTICLE XIX. This constitution shall be altered or amended by a majority of the members present at any regular meeting of the association; provided, such alteration or amendment is presented to the secretary in writing and to the association at least twenty-four hours before final action; and the time for final action shall be announced when the amendment is proposed.

By - Laws

Section 1. The published program shall contain an announcement of the time and place for voting for members to the board of directors, and also the hour at which the nomination of officers shall be presented.
Section 2. The secretary may employ such assistants as may be approved by the board of directors.

Section 3. The Bond of the treasurer shall in all cases hold him responsible for the acts of any assistants he may appoint.

Section 4. The board of directors may invest on security approved by the vote of a majority of the board in a session of record, or by the individual written approval of every member of the board, unused funds of the association.

Section 5. The board of directors shall provide for the publication of the report of the secretary, the treasurer, and the auditing committee as soon as possible after the annual meeting of the board of directors.

Section 6. The board of directors may, from any funds in the treasury of the association, expend not to exceed $100.00 to maintain a state headquarters at the meeting of the National Educational Association.

Section 7. Any of these by-laws may be suspended at any general meeting of the association by a vote of two-thirds of the voting members present, or may be amended under the restrictions provided for the amendment of the constitution.
Appendix C

1. List of the State Superintendents of Public Instruction Quoted in this Thesis:

Edward T. Fairchild, Jan. 1907 to Nov. 1912.
W. D. Ross, Nov. 1912 to Jan. 1919.
Loraine E. Wooster, Jan. 1919 to Jan. 1923.
Geo. A. Allen, Jr., Jan. 1927 ---.

2. State Board of Education, 1931:

Geo. A. Allen, Jr., Chairman.
E. H. Lindley
F. D. Farrell
Thomas W. Butcher
W. A. Brandenburg
W. A. Lewis
W. T. Markham
George A. Sanders
Ray D. Hodgell

3. State Board of Regents, 1931:

C. M. Harger
B. C. Culp
W. E. Ireland
C. C. Wilson
Oscar S. Stauffer
F. M. Harris
Drew McLaughlin
Ralph T. O'Neil
Leslie E. Wallace

4. State School Book Commission, 1931:

B. P. Walker, Chairman
Geo. A. Allen, Jr.
Thomas W. Butcher
F. D. Farrell
Caleb W. Smick
A. E. Callaway
F. H. Manning
Session Laws Referred to in this Thesis by Years:

Session Laws, 1876

1. Chapter 122, Articles I to XVIII, inclusive (Entire School Code of 1876).

An act for the regulation and support of the common schools.

Session Laws, 1886

1. Chapter 147, Sections 3 to 19, inclusive.

An act relating to the establishment and maintenance of county high schools.

Session Laws, 1913

1. Chapter 12, Section 1.

An act authorizing boards of education of certain cities to levy taxes for the erection of school buildings.

2. Chapter 197, Section 5.

An act relating to salaries of county officers.

3. Chapter 268, Section 1.

An act relating to county boards of examination and the issuance of teachers' certificates.

4. Chapter 272, Section 1.

An act relating to the provision of a uniform course of study for rural schools and appointment of assistants to the State Board of Education.
5. Chapter 287, Section 1.

An act relating to the organization of the State Board of Education.

6. Chapter 288, Section 1.

An act creating a State Text Book Commission, transferring to it the powers and authority belonging to the School Text Book Commission.

7. Chapter 294, Section 2.

An act relating to moving pictures and reels.

Session Laws, 1915.

1. Chapter 296, Sections 1 to 11.

An act relating to the state department of schools---supervision of schools---standards.

2. Chapter 297, Sections 1 to 6.

An act conferring certain powers on the State School Book Commission in relation to school books and supplementary readers.

3. Chapter 296, Section 6.

An act relating to certification of teachers in public schools.

4. Chapter 299, Section 3.

An act relating to the certification of teachers by the Kansas State Normal Schools.

5. Chapter 304, Section 1.

An act relating to County Normal Institutes.

An act in relation to the voting of bonds in school districts containing cities of the second class.

7. Chapter 309, Section 1.

An act authorizing boards of education in cities of the first class to purchase or lease grounds and use public school buildings and grounds and other public buildings for public recreation and playground purposes and to levy a tax for these purposes.

8. Chapter 311, Section 2.

An act relating to the establishment of rural high school districts.

9. Chapter 312, Section 2.

An act relating to township high schools—providing for acquisition of sites for buildings.

10. Chapter 315, Section 2.

An act relating to county aid for high schools—levying taxes.

11. Chapter 319, Section 2.

An act authorizing boards of education in certain cities of the second class to purchase and hold land for the teaching of agriculture.

Session Laws, 1917.

1. Chapter 278, Section 1.

An act providing for the voting of bonds to build school houses in certain districts of Kansas.
2. Chapter 280, Section 3.

An act relating to vocational education and providing for the distribution of federal funds for such purposes.

3. Chapter 281, Section 1.

An act apportioning and distributing funds of high schools of certain counties.

4. Chapter 282, Section 1.

An act relating to high schools and the issuing of bonds and levying taxes.

5. Chapter 283, Section 1.

An act extending the course of study of high schools, and authorizing a tax levy therefor.

6. Chapter 284, Section 7.

An act relating to rural high school districts.

7. Chapter 287, Section 1.

An act relating to the indebtedness of certain high schools, and providing for the payment thereof.

8. Chapter 288, Section 1.

An act concerning the tax levy for support of high schools in certain counties.

9. Chapter 289, Section 1.

An act relating to the admission and tuition of high school students in counties maintaining public high schools.

10. Chapter 292, Section 2.

An act conferring certain powers on the State School Book Commission in relation to school text books.
11. Chapter 294, Section 2.

An act authorizing the issue of public school buildings for recreation and playground purposes.

Session Laws, 1919.

1. Chapter 256, Section 1.

An act relating to the State Board of Education.

2. Chapter 262, Section 1.

An act relating to the issuing of bonds by board of education in cities of the first class.

3. Chapter 268, Section 1.

An act relating to high schools in certain counties and authorizing the issuance of bonds.

4. Chapter 272, Section 1.

An act to promote the attendance of pupils in school.

5. Chapter 271, Section 1.

An act relating to night schools.

6. Chapter 276, Section 1.

An act relating to high schools in certain counties having county high schools.


1. Chapter 52, Section 1.

An act relating to the issuing of bonds by boards of education in cities of the first class.
2. Chapter 239, Section 1.
An act relating to tuition in high schools.

3. Chapter 249, Section 1.
An act relating to tax levy for the support of high schools in certain counties.

Session Laws, 1921.

1. Chapter 237, Section 1.
An act relating to the issuing of bonds by boards of education in cities of the first class.

2. Chapter 239, Section 1.
An act relating to tuition in high schools.

3. Chapter 249, Section 1.
An act relating to tax levy for the support of high schools in certain counties.

Session Laws, 1925.

1. Chapter 225, Section 3.
An act relating to the certification of public school teachers.

2. Chapter 229, Section 1.
An act relating to the location and building of school houses in cities of the second class.
3. Chapter 232, Section 1.

An act providing for the conversion of counties having county community high schools into high school tuition counties.

4. Chapter 233, Section 1.

An act authorizing community high school districts to vote and issue bonds for the purpose of purchasing sites, erecting, equipping, and furnishing buildings.

5. Chapter 237, Section 1.

An act relating to rural high schools and annual school election and tax levy.

6. Chapter 239, Section 1.

An act relating to tuition in high schools.

7. Chapter 240, Section 1.

An act relating to the formation of junior high schools.

Session Laws, 1927.

1. Chapter 262, Section 1.

An act relating to the establishment and maintenance of kindergartens.

2. Chapter 269, Section 1.

An act relating to the tax levy in counties under the Barnes high school law.

3. Chapter 275, Sections 1 to 4.

An act relating to tuition in all the high schools.
1. Chapter 239, Section 1.
An act relating to the payment of tuition of certain pupils attending high schools in counties other than that of their residence.

2. Chapter 243, Section 1.
An act relating to the issuance of bonds by boards of education in certain school districts containing cities of the first class.


   Kansas Educational Directory, Topeka, Educational Department. (Bulletin, 1932.)
   Contains valuable statistical data.

4. Andrews, W. N.
   A Study of the Educational Legislation and the Administration of the Public School System of Kansas.
   A Doctor's Thesis, University of Chicago, 1923.
   A discussion of the philosophy of education in Kansas.

5. Kansas State Superintendent of Public Instruction.
   S. D. Ross.

   These Reports contain valuable recommendations and data on current educational problems of the state.

These Reports contain valuable suggestions and data.


Valuable for data concerning the educational status of the state.

8. Kansas State Department of Public Instruction. 


Valuable for data and recommendations.

---- (Bulletin, Vol. XV, No. 9, 1931.)

These Bulletins contain the curricula and aims of the college.

10. Kansas Board of Vocational Education.
The Kansas Annual Descriptive Report of the State Board of Vocational Education to the Federal Board for Vocational Education. State Department of Education, Topeka. (Bulletin, 1931.)

Contains valuable data relative to the question of Vocational Education in Kansas.
11. Kansas Laws, Statutes, etc.
Brief summaries of educational laws of Kansas.

A Complete revision of the Code of 1876.

(Bulletin, 1928.)
A fine exposition of the tax situation in its relation to the educational problems of Kansas.

A Comparison in the Efficiency of the Teaching of Arithmetic in Grades Four to Eight, Inclusive, in the Standard and Non-Standard, One-Room Rural Schools in Western Kansas.

15. Newbold, Mrs. Myrtle.
A Comparative Study of Pupils, Teachers and Expenditures of Standard and Non-Standard One-Room Rural Schools of Northwest Kansas.

16. Prentis, Noble L.
A History of Kansas, Topeka, 1904.

17. Ryan, Daniel J. Ohio.
(In the Encyclopedia Americana, Vol. XX, Chicago, 1929.)
18. Session Laws of Kansas. (See Appendix D.)

These laws contain the fundamentals of the legal structure of the educational system of Kansas.

19. State Board for Vocational Education.
Plans for Vocational Education in Kansas, 1927-1932.
State Department of Education, Topeka. (Educational Bulletin, No. 7, 1927.)

Kansas State Teachers' Association, Topeka, Kansas.

Valuable for educational official information.

Smith-Hughes Act. [Public - No. 347-64th Congress.]
[S. 703.]