

UNITED STATES DEPARTMENT OF THE INTERIOR  
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OFFICE OF EDUCATION  
GEORGE F. ZOOK, Commissioner

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# HISTORY OF EDUCATION IN WASHINGTON

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## FOREWORD

Education in the United States is essentially a State function rather than a Federal function. The development of American education, therefore, can be understood only from a study of the history of education in the States.

In January 1930 a committee of the National Society of College Teachers of Education petitioned the United States Commissioner of Education to resume the policy of publishing State histories of education. The chairman of the committee was Stuart G. Noble, professor of education, the Tulane University of Louisiana. The Commissioner of Education expressed himself as in hearty sympathy with the proposal and assured the committee that if they would sponsor the preparation of histories in those States in which the educational developments would be of most importance to educators generally, he would undertake to print the volumes as bulletins of the Office of Education.

Plans for the preparation of the manuscript on "The History of Education in Washington" were developed and approved by the committee. The manuscript has been read and approved by representatives of the committee.

I am confident that students of education will find the present volume stimulating and instructive and I hereby express my gratitude to the authors for the contribution they have made to the cause of American education.

J. W. STUDEBAKER,  
Commissioner.

## Preface

This volume of the history of education in Washington is the result of many years of intermittent research by graduate students in education under the direction of the senior author. In five doctorate dissertations and about a dozen masters' theses materials have been assembled on various phases of education. The two most direct contributions were *The History of Common-School Legislation*, by Dennis C. Troth, 1926, and *The History of Early Common School Education in Washington*, by Thomas W. Bibb, 1928. Those two publications blazed the way for this more complete history of education as a whole. However, this volume is not a reprint of any parts of those or other studies. The volume is a new organization and entirely rewritten.

The facts have been secured mainly from original sources, including legislative enactments, superintendents' reports, newspaper items, regents' reports, university, State college, and normal school catalogs, courses of study, registrars' figures, State archives, etc. The sources of specific materials are indicated in the appropriate connection with the given discussion. For these reasons the general bibliography is brief. It would be undesirable to restate every reference in the general bibliography.

This volume should be followed by a score of monographs on various most interesting and important phases of the history of education in the State. Each of the higher educational institutions merits an entire volume. A biographical history of the pioneer and later leaders would be very desirable. A collection of the portions of the governors' messages on education would make an interesting and valuable monograph. Likewise a collection of the general analyses and recommendations of the State superintendents would make another important document. The annual addresses of the presidents of the State Teachers Association should also be collected.

Vast quantities of valuable and unreplaceable material are constantly going into oblivion. Steps should be taken to collect this before it is too late. Since the preparation of this volume was begun fully a dozen of the pioneer leaders, including State superintendents, county superintendents, and city superintendents, have passed away.

Grateful appreciation is expressed to all who have so generously cooperated in providing materials. Limited space has prevented the incorporation of more than a small portion of the materials made available. Likewise it is impossible to even mention individually all who have contributed.

FREDERICK E. BOLTON.  
THOMAS W. BIBB.

# HISTORY OF EDUCATION IN WASHINGTON

## Chapter I

### The Period of Discovery and Exploration

#### 1. Late Discovery

In the present state of universal geographical knowledge of the most minute details regarding almost every spot on the globe—even the polar regions—it seems almost incredible that the northwest quarter of the United States was such a terra incognita until the nineteenth century was well launched. Until after the American Revolution probably no white man had ever set eyes upon any portion of the region between the Rocky Mountains and the Pacific and north of  $37^{\circ} 48'$ , the latitude of San Francisco. Probably no white man set foot upon this terrain until 1775.

Reference to earliest maps discloses the greatest ignorance concerning the extent of this vast empire. Many of the geographic features were matters of pure imaginative conjecture and those about which some actual knowledge existed were so distorted in their relative locations that one can scarcely recognize them.

#### 2. Search for the Northwest Passage to China

From the time of Columbus for nearly three centuries there was a belief that somewhere on the Continent of America there was a continuous body of navigable water connecting the Atlantic and the Pacific. Such a body of water would provide a short route from Europe to China and the rest of the Orient. All the seafaring nations, especially England and Spain, sent out numerous expeditions in search of this supposed connecting link in the waterways.

A story gained currency that in 1592 Juan de Fuca made an expedition and discovered such a strait leading to an inland sea. The inlet was said to be between the forty-seventh and forty-eighth degrees of latitude. There is no strait at that exact location and the account is

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disbelieved by the majority of historians, including Bancroft<sup>1</sup> and Meany.<sup>2</sup>

*Sir Francis Drake.*—The first record of the proximity of a white man to the shores of Washington is from the log book of Sir Francis Drake. On his famous buccaneering expedition in 1579 he claimed to have reached 48° north latitude. This is not absolutely authentic, but in all probability he cruised the waters washing the shores of Oregon and Washington. If his report is correct he was in the vicinity of Clallam County, Wash., nearly due west of the city of Everett.

Bancroft, however, says that Drake was the first discoverer of the coast from Cape Mendocino to Cape Blanco, but no farther north. This would include only a small portion of the southwestern Oregon coast and none of the coast of Washington.<sup>3</sup>

### 3. Exploration of the Pacific Coast

*Juan Perez.*—In 1774 on June 11, Juan Perez sailed from Monterey, Mexico, under the Spanish flag, cruising for some months along the west coast of what is now California, Oregon, Washington, and British Columbia. He was instructed to go as far north as 60°, pick out the best places for eventual settlements, rear crosses, and plant bottles containing records that would later establish Spanish claims. He evidently went only to latitude 55° and then sailed southward. Here he sighted land which he named Point Santa Margarita. Bancroft says that "this is the first undoubted discovery of the territory herein designated as the northwest coast."<sup>4</sup>

On August 7, 1773, they discovered a harbor at 49°30' which they named San Lorenzo. This harbor is probably the one known now as Nootka Sound on the west coast of Vancouver Island, and which figured so prominently in the settlement of the northwest boundary question.<sup>5</sup> On resuming the southward voyage they sighted "on the 10th or 11th of August a lofty mountain covered with snow in latitude 48°7', which he named Santa Rosalia. This is supposed to be Mount Olympus, Wash., in the Coast Range."<sup>6</sup>

*Quadra and Heceta.*—In 1775 another Spanish expedition was sent northward along the west coast of the mystery country. The schooner

<sup>1</sup> Bancroft, Hubert Howe. The works of Hubert Howe Bancroft, vol. XXVII: History of the Northwest Coast, vol. I, pp. 70-81.

<sup>2</sup> Meany, Edmond S. History of the State of Washington, p. 13.

<sup>3</sup> Bancroft, op. cit., vol. I, p. 145.

<sup>4</sup> Bancroft, op. cit., vol. XXVII, p. 151.

<sup>5</sup> Bancroft, op. cit., vol. I, p. 155.

<sup>6</sup> Meany, op. cit., p. 22 and Bancroft, op. cit., p. 156.

*Santiago* was under command of Bruno Heceta with Perez as pilot and second in command. The *Sonora* was commanded by Bodega y Quadra. On July 14 Heceta landed at a point  $47^{\circ}30'$ . They erected a cross and planted a sealed bottle at the foot containing a record of the event. "This", says Meany, "was the first known time that civilized man had touched foot to the soil of this State" (Washington).<sup>7</sup> Because the Indians killed six of Quadra's sailors he named the place *Isla de Dolores* or Island of Sorrows. The name was later changed to Destruction Island. The place was evidently at the mouth of the Hob River.

Bancroft says, "Thus the whole extent of the northwest coast from latitude  $42^{\circ}$  (the eventual boundary between California and Oregon) and  $55^{\circ}$  was explored and formally taken possession of for Spain by Perez, Heceta, and Quadra, in 1774-75."<sup>8</sup>

*Captain Cook*.—Although Capt. James Cook never anchored at any point on the coast of Washington or Oregon his cruises in the waters in close proximity to their shores were of vast significance in the ultimate discoveries, the development of the fur trade and finally of settlement. "Cook in his third and last voyage, coming from the Sandwich Islands, of which he was the discoverer, on March 7, 1778, sighted the northern seaboard in latitude  $44^{\circ}33'$ ."<sup>9</sup> This was off the southwestern shore of the present State of Oregon. When Cook sailed from England he knew nothing definitely of what the Spanish navigators had accomplished, although he was aware that they had visited the northern coast. He was commissioned to try to find the water route through America by Hudson's Bay or by other routes farther north. He was instructed to avoid encroachment upon Spanish dominions, or trouble with any foreigners. His definite search for the inland passage was not to begin until reaching latitude  $65^{\circ}$ , although he was to cruise the coast from  $45^{\circ}$  onward. The English Government offered a reward of 20,000 pounds for the discovery of an inland passage to the Atlantic north of  $52^{\circ}$ .

For 6 days he was in sight of land on the southwest coast of Oregon and gave names to several capes, including Foulweather, Perpetua, and Gregory. On resuming his northward cruise he again sighted the coast in latitude  $47^{\circ}5'$  on March 22, 1778. In latitude  $48^{\circ}15'$  he discovered a cape which he named Cape Flattery. His own words which follow explain the apparent appropriateness of the name. "Between this

<sup>7</sup> Meany, op. cit., p. 23.

<sup>8</sup> Bancroft, op. cit., vol. I, p. 166.

<sup>9</sup> Bancroft, op. cit., vol. I, p. 167.

island or rock and the northern extreme of the land there appeared to be a small opening which flattered us with hopes of finding a harbour. These hopes lessened as we drew nearer; and, at last, we had some reason to think that the opening was closed by low land. On this account I called the point of land to the north of it Cape Flattery."<sup>10</sup>

Those familiar with the northwest coast readily recognize that Cape Flattery is the most northwest point of the present State of Washington and that this cape is at the southern side of the mouth of the Strait of Juan de Fuca. Strangely enough, Captain Cook did not discern this strait, although searching for an inward passage. Upon reaching Nootka to the north, when he landed he recorded in his log book, "It is in this very latitude where we now were that geographers have placed the pretended strait of Juan de Fuca. But we saw nothing like it; nor is there the least probability that even any such thing ever existed."<sup>11</sup>

Captain Cook remained at Nootka for a month. While there he studied the surrounding locality, appraising its products and gaining an acquaintance with the natives. Although he had missed the strait, the most important objective, his accurate descriptions later published were of great value in subsequent developments. Not much had become known to the world at large through the Spanish discoveries because they were so tardy in publishing. Cook took with him a small quantity of furs whose values soon became known in China and Siberia. This established the beginning of the great fur trade which for a century was one of the incentives of all American and English expeditions to this region. Cook returned for winter quarters to the Sandwich Islands (Hawaiian), where he was killed by the natives.

*Captain Barclay.*—In 1787 Captain Barclay (sometimes spelled Berkely) of the Austrian East India Company, landed at Nootka in June. After a period of trading he coasted southward. He entered the mouth of a river in latitude 47°43'. Six of his men who went ashore were killed by the Indians. He named the river Destruction River. This river was just opposite Quadra's Isla de Dolores. The river now is known as the Hoh River. Barclay's wife was with him and was the first civilized woman to visit these northwest shores.<sup>12</sup>

#### 4. Cruising in the Puget Sound

*Lt. John Meares.*—In 1788 Lt. John Meares, a retired officer of the British Navy, landed at Nootka and remained there some months building a small vessel and trading with the Indians. Sailing southward, he

<sup>10</sup> Cook, James. *A Voyage to the Pacific Ocean, 1784.* vol. II, p. 263.

<sup>11</sup> Meany, *op. cit.*, p. 24.

<sup>12</sup> Bancroft, *op. cit.*, vol. I, p. 182.

discovered a great inlet on June 29 in latitude  $48^{\circ}39'$ . Touching the southern shore, he received a visit from Chief Tatoche. To the island at that point he gave the name Tatoche. That is now known as Tatoosh and on which are located the United States lighthouse and weather station.

On July 4 he espied a snow-capped peak in latitude  $47^{\circ}10'$  which he named Mount Olympus. The next day he discovered Shoalwater Bay, now known as Willapa Harbor. On July 6 he discovered a cape in latitude  $46^{\circ}10'$  which he hoped would be the Cape San Roque, mentioned by Heceta. Finding breakers in the bay beyond, he named it Deception Bay and the cape Cape Disappointment. He did not realize that this bay was the Oregon River, the Great River of the West, the St. Roc for which he was searching—the one now known as the Columbia. He wrote: "We can now with safety assert that no such river as St. Roc exists, as laid down in the Spanish chart."<sup>13</sup>

Meany comments: "Again the Great River of the West held to her face the veil of ocean spray, although Jonathan Carver had invented for her the beautiful name of Oregon some 22 years before. The existence of the river was simply a guess on Carver's part while traveling among Indians in Minnesota, and the name itself seems, in the light of subsequent research, a pure but valuable invention."<sup>14</sup> Bancroft says that "The name sounded well, was adopted by the poet Bryant in his immortal *Thanatopsis*, and became permanent."<sup>15</sup>

*Capt. George Vancouver.*—The explorations of Capt. George Vancouver, of the British Admiralty, left more definite evidence of his activities in western Washington than that of perhaps any other navigator. His expedition also strengthened the British claim to the Oregon country more than that of any other single explorer. These results were accomplished because of his accuracy in exploration and mapmaking and also because his reports were promptly published and widely distributed.

Vancouver had been an officer with Cook, whose voyages had stimulated an interest in the fur trade. The British Government decided to send out a scientific exploring expedition and placed it in charge of Vancouver. On April 27, 1791, Vancouver examined Deception Bay and Cape Disappointment at the mouth of the Columbia, then not definitely discovered. Vancouver denied the existence of a river at that point. On the 28th he discovered a point farther north near the

<sup>13</sup> Bancroft, *op. cit.*, vol. I, p. 198.

<sup>14</sup> Meany, *op. cit.*, p. 27.

<sup>15</sup> Bancroft, *op. cit.*, p. 133.

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present village of Moclips. He named the point Grenville after Lord Grenville. He followed through the Strait of Juan de Fuca to the inland gulf which he named the Gulf of Georgia. To the southern end of this gulf he gave the name of Puget Sound in honor of Lt. Peter Puget who explored that region. The stretch of water between Puget Sound and the Strait of Juan de Fuca he called Admiralty Inlet in honor of the British Board of Admiralty. On June 4 Vancouver landed on the site of the present city of Everett. He took possession of the whole territory around and named it New Georgia. The bay washing the shore immediately in front he called Possession Sound.

On April 30 his Lieutenant Baker called attention to a snow-capped peak which Vancouver promptly named Mount Baker. On May 8 Vancouver himself descried a lofty peak further south which he named in honor of his friend, Rear Admiral Peter Rainier. On his return trip southward he discovered and named Mount St. Helens.

Meany has traced the origin of some 75 names given by Vancouver in this northwest region.<sup>18</sup> Among the additional prominent ones are Vancouver Island, Bellingham Bay, Hood Canal, Port Orchard, Port Towns(h)end, Whidbey Island. It is remarkable that so many of the names have persisted.

### 5. First American Explorers

Up to 1787 there is no account of any American discovery or exploration of the Northwest region. New England had many sailors and some of them were making history in voyages to the Orient and the Sandwich Islands. John Ledyard of Connecticut had been with Cook on his voyage to Nootka. Boston shippers began to hear of the profitable fur trade with the northwest.

*Capt. Robert Gray.*—In 1787 a company was organized to send two ships, the *Columbia Rediviva*, under Capt. John Kendrick, and the *Lady Washington*, under Capt. Robert Gray. It was to be primarily a trading expedition. They took especially copper and iron implements which they expected to barter for furs. The Indians were so eager for the metal implements that on one occasion Gray received \$8,000 worth of sea otter furs for an old iron chisel. On the cruise northward on August 14, 1788, they anchored in a bay at 45°27' north latitude. As there was a dangerous bar at the mouth, they thought it must be the *Ensenada de Heceta* or the *River of the West*. It was doubtless Tillamook Bay, off the northwest coast of

<sup>18</sup> Meany, *op. cit.*, p. 35.



Oregon. On the expedition Kendrick and Gray were at Nootka for some time. They made trips to the Orient, Gray being the first American to carry the Stars and Stripes around the globe.<sup>17</sup>

#### 6. Crossing the Columbia Bar

In 1791 while coasting southward, Gray, then in command of the ship *Columbia*, after considerable difficulty crossed the bar at the mouth of the River of the West, and promptly named it the Columbia, in honor of his ship.<sup>18</sup> That was on May 11, 1792: Four days before he had discovered a harbor about 60 miles to the north which he named Bulfinch Harbor, in honor of Dr. Charles Bulfinch, of Boston, one of the trading company sending the expedition.<sup>19</sup> Appropriately that has since been changed to Grays Harbor. It is at the site of Aberdeen and Hoquiam. The entire county also has been named Grays Harbor County.

#### 7. Across the Rockies to the Pacific

*Alexander Mackenzie (British).*—The first trek by white men from the midwestern plains of America across the Stony Mountains to the Pacific Ocean was accomplished by Alexander Mackenzie of the Northwest Company of fur traders. His feat was very significant in revealing the geographical relations of the East and the West and also the great difficulties to be surmounted by traveling the transmontane route. His discoveries and the British claims based upon them were destined to be of great importance in the later struggle over territorial sovereignty. Inasmuch as his journey was entirely in the territory allotted to Canada and not at all in the Oregon country no further discussion will be included here.

*Lewis and Clark (American).*—The second expedition made by white men westward across the Rocky Mountains, or Stony Mountains as they were earlier known, to the shores of the Pacific Ocean was made by Lewis and Clark in 1804-06. This was the first transmountain expedition to the Northwest by Americans. This venture was conceived by Thomas Jefferson. As early as 1783 Jefferson had been trying to have such an expedition conducted. Prof. Frederick J. Turner discovered a letter dated December 4, 1783, written by Jefferson to George Rogers Clark, in which he said:

I find they have subscribed a very large sum of money in England for exploring the country from the Mississippi to California. They pretend it is only to promote knowl-

<sup>17</sup> Meany, op. cit., p. 41.

<sup>18</sup> Bancroft, op. cit., vol. I, p. 260.

<sup>19</sup> Bancroft, op. cit., vol. I, p. 259.

edge. I am afraid they have thought of colonizing into that quarter. Some of us have been talking here in a feeble way of making an attempt to search that country but I doubt whether we have enough of that kind of spirit to raise the money. How would you like to lead such a party? Though I am afraid our prospect is not worth the question.<sup>20</sup>

Twenty years later the younger brother, Lt. William Clark, was one of the two to head that epoch-making expedition.

Bancroft says:

Thomas Jefferson was the father of United States explorations. While lesser minds were absorbed in proximate events, his profound sagacity penetrated forests, and sought to reveal the extent and resources of the new nation. To this he was moved not less by circumstances than by his broad and enlightened judgment.<sup>21</sup>

Twenty years after his letter to George Rogers Clark, Jefferson as President brought his scheme to fruition. He recommended to Congress on January 18, 1803, that provision be made for an expedition to explore the Missouri to its source, and thence to cross the continental highlands to the westward flow of waters, and to follow them to the Pacific. The measure was approved by Congress. For the task he chose as commander, his private secretary, Capt. Meriwether Lewis, and as second in command Capt. William Clark, cousin of George Rogers Clark.<sup>22</sup>

On April 30, 1803, the purchase was made by Jefferson from Napoleon of the entire Louisiana Territory for \$15,000,000. This acquisition made the expedition doubly attractive and important.

On the 14th of May, 1804, the party of 45 started from St. Louis up the Missouri River. The number varied at times according to the number of Indian guides secured at different points, also because 1 man died, 1 deserted, and the military escort of 6 and 9 boatmen were sent back after reaching the Mandan Indian territory. Thirty-two belonging to the party went on from there. At Fort Mandan they took on as an interpreter a Frenchman, Charboneau, and his Indian slave wife, Sacajawea, who has since become famed in story. A beautiful statue of her, designed by Alice Cooper, was unveiled in Portland at the time of the Lewis and Clark Centennial Exposition.

It would be interesting to recite in detail the exciting and romantic adventures of this expedition but space will not permit. These brave explorers followed the Missouri to its headwaters in the Stony Mountains, found the crest of those mountains where the waters divided, some to be carried to the Gulf of Mexico, some to the Pacific. After

<sup>20</sup> Meany, *op. cit.*, p. 49.

<sup>21</sup> Bancroft, *op. cit.*, vol. II, p. 2.

<sup>22</sup> Bancroft spells Clark's name Clarke.

discovering a narrow pass they followed the tortuous and rocky canyons of the Snake River out onto the plains of Idaho and eastern Washington to the confluence of the Snake with the River of the West, the mighty Columbia (later so named). They descended this river in boats, portaging around the dalles and cascades. "On the 7th of November, 1805," says Bancroft, "they beheld to their great joy the horizon line of the Pacific Ocean."<sup>23</sup>

They wintered on the south bank of the Columbia at a place which they named Fort Clatsop. This is not far from Astoria and the mouth of the Columbia River. Some, though not very considerable exploration was made of the adjacent territory. The return trip was started on March 23, 1806. Many landings and side trips were made on the journey up the Columbia, especially near the present site of Longview and Castle Rock in Washington. Quite extended explorations were made of the lower Willamette and the territory adjacent to the present site of Portland. They espied Mount Jefferson, Mount St. Helens, and Mount Hood. President Jefferson's name was bestowed upon the first. On leaving the Columbia near Umatilla they again recrossed the Walla Walla region probably passing near to the present towns of Touchet, Waitsburg, Clarkston in Washington and Lewiston, Idaho.

#### 8. Congress Authorizes Scientific Expedition

*Capt. John Wilkes.*—In 1838 Congress authorized a scientific expedition to the northwest country which meant much for the final adjustment of sovereignty claims. It was also of great import in enabling future emigrants to know the resources of the region. The expedition under command of Lt. Charles Wilkes, of the United States Navy, was directed to go to Rio Janeiro, Tierra del Fuego, Valparaiso, the Navigator group of islands, Fiji Islands, if possible to the Antarctic region, the Hawaiian Islands; then survey the northwest coast, examine the Columbia River, note especially the bay of San Francisco. After this they were to visit the coast of Japan, then the port of Singapore. The final return to the Atlantic coast was to be via Cape of Good Hope.<sup>24</sup> Mention will be made here only of the part of the expedition relating especially to the future State of Washington.

While the primary objective of the expedition was commercial its most valuable contribution was doubtless scientific and educational. A large staff of men of science, some of great distinction, accompanied the expedition. The group included Charles Pickering, Joseph P. Couth-

<sup>23</sup> Bancroft, op. cit., vol. II, p. 49.

<sup>24</sup> Bancroft, op. cit., vol. II, p. 668.

ouy, T. R. Peale, and William Rich, naturalists; Joseph Drayton and Alford S. Agate, artists; J. D. Brackenridge, assistant botanist; John G. Brown, mathematical instrument maker; John W. W. Dyes, assistant taxidermist; James D. Dana, mineralogist; Horatio Hale, philologist; F. L. Davenport, interpreter.<sup>25</sup>

On April 5, 1841, they arrived at the Columbia, but owing to the roughness of the waters at the bar they did not enter. They pushed northward to the Strait of Juan de Fuca and came to anchor at Port Discovery on May 2. For some time they examined Puget Sound, its islands and shores. Some of the party then went overland from Fort Nisqually via the Cowlitz Farms to Fort Vancouver. Groups were dispatched from there to Astoria, the lower Columbia, the Willamette, and Walla Walla. One group was dispatched from Fort Nisqually eastward across the Cascades via Nachez Pass to the Yakima and Okanogan regions. They crossed the Columbia, followed the Grande Coulee, crossed the Spokane at its confluence with the Columbia and soon arrived at Fort Colville. From there they journeyed through the Spokane country to Fort Lapwai, near Lewiston, Idaho, and thence westward again via Yakima to Fort Nisqually.

#### 9. New Interest of the United States in the Fur Trade

Following the report of the Lewis and Clark expedition, widespread interest in the northwest fur trade developed. Jefferson had thought that if a feasible route of travel could be discovered by way of the Missouri and Columbia Rivers that furs from the Northwest could be transported east to the fur markets in the United States and thence to China, the great bonanza of the fur trade. Captain Lewis, however, emphasized the importance of transporting furs from the Mississippi, Missouri, and the Rocky Mountain region westward to an ocean port at the mouth of the Columbia and thence to China, bringing back in return the treasured goods from the Orient.<sup>26</sup>

*Activity of the Hudson's Bay Company (British).*—The Northwest Company (British) stimulated by the transmontane trip of Mackenzie in 1793 began soon to consider the planting of trading posts in the unexplored region, known to be rich in fur-bearing animals. Mackenzie planned as early as 1805 to merge the Northwest Company and the Hudson's Bay Company. This was not accomplished until 1821, under the name of the Hudson's Bay Company.

<sup>25</sup> Bancroft, *op. cit.*, vol. II, p. 669.

<sup>26</sup> Schafer, Joseph. *History of the Pacific Northwest*, p. 63.

*John Jacob Astor.*—In 1811 John Jacob Astor organized the American Fur Company and established a fur-trading post at the present site of Astoria, Oreg. He planned to locate a line of trading posts from that ocean base to the east of the Rockies along the Lewis and Clark trail. The business was sold to the Northwest Company (British) October 16, 1813, the American flag hauled down, and the post renamed Fort George.

The Northwest Company became very active both to monopolize the rich trade and to extend the sovereignty rights of Great Britain. This was especially marked immediately following the War of 1812. In 1811 they established Fort Okanogan and Fort Walla Walla in 1818. In 1825 Fort Vancouver on the Columbia was built by Dr. John McLoughlin. This became the most important post in the whole Oregon country. It not only was pivotal as a base of trade and settlement for the regions from the mouth of the Columbia to its source, but it also was at the mouth of the Willamette flowing 200 miles through the most accessible, beautiful, fertile, well-timbered valley in the Northwest. It is navigable for a long distance. The Cowlitz River from the north joining the Columbia about 40 miles to the north of the Willamette was also the easy and natural roadway across to Fort Nisqually at the southern point of Puget Sound.

*John McLoughlin at Fort Vancouver.*—Schafer wrote:

Vancouver was the clearing house for all the business west of the Rocky Mountains. Here the annual ships from London landed supplies and merchandise, which were placed in warehouses to await the departure of the boat brigades for the interior; here was the great fur house, where the peltries were brought together from scores of smaller forts and trading camps, scattered through a wilderness empire of half a million square miles. They came from St. James (B.C.), Langley (Frazer River, B.C.), and Kamloops (B.C.) in the far northwest; from Umpqua (Oregon) in the south; from Walla Walla, Colville, Spokane, Okanogan, and many other places in the upper portions of the great valley. Hundreds of trappers followed the water courses through the gloomy forests and into the most dangerous fastnesses of the mountains in order to glean the annual beaver crop for delivery to these substations.<sup>27</sup>

Although the sole purpose of the Hudson's Bay Company in establishing Fort Vancouver, as all of its other northwest forts, was to develop the fur trade, Dr. McLoughlin foresaw the desirability of developing other enterprises also. He immediately began to cultivate some of the open prairie soil at Fort Vancouver, planting potatoes and other vegetables, wheat and other grains. He also initiated apple raising. He encouraged the settlers in the Willamette River Valley to raise cattle and grains. He did likewise for settlers to the north on Cowlitz

<sup>27</sup> Schafer, Joseph. *A History of the Pacific Northwest*, p. 81.

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Prairie. He built a sawmill at Mill Creek, 5 miles from Vancouver and also one at Oregon City. At his direction the first school in the Oregon country was established a century ago—1832. This school will be discussed in a subsequent chapter.

Bancroft says:

After McLoughlin's wise improvements, instead of the heavy expenses attending the shipment of provisions from England round Cape Horn, laborers were brought from the Hawaiian Islands, from Great Britain, and from Canada, the axe and plough were put to work, corn and cattle were cultivated, and soon enough was produced not only to increase the comforts of the British fur traders, but to supply the Russian posts also. Soon a flour mill propelled by oxen was set up behind the fort, and later grist and saw mills were erected and put in operation 5 miles above. In 1835, 12 saws were running and producing 3,500 feet of inch boards every 24 hours. There was likewise raised this year 5,000 bushels of wheat, 1,300 bushels of corn, 1,000 bushels each of barley and oats, and 2,000 bushels of peas, besides a large variety of garden vegetables. There were also in 1835 at this post 450 neat cattle, 100 horses, 200 sheep, 40 goats, and 300 hogs.<sup>28</sup>

Bancroft also says that at that time more than 700 acres were under cultivation, including apple and peach orchards. Considerable shipments of lumber, spars, fish, and flour were sent from there to California, Boston, the Hawaiian Islands, and China. In return they received sheep from California and Australia, hogs from the Hawaiian Islands and China, and cattle from the Russian settlement at Fort Ross.

### 10. Widened American Interest in the Northwest

Following the report of the Lewis and Clark expedition a new interest was awakened in the United States regarding the mysterious Northwest. Glowing accounts of its riches and comparative ease of access began to be published in local newspapers. Desire to share in the wealth, especially in its fur trade, became keen. The zest for adventure and the possible opportunity to have a part in settling the vexing boundary question also contributed to the interest. In the Ohio Valley, the "Old Northwest" pioneer conditions were rapidly disappearing and the wanderlust impelled many of its pioneers to cut loose again and trek westward in search of new and more rugged adventures.

In addition to the companies formed by the Winships, Wyeth, and Astor on the seaboard various companies were formed in the Mississippi Valley. The Missouri Fur Company, founded in 1808, was the forerunner of many companies which soon made St. Louis the great fur-trading center. In 1822 a company was organized at St. Louis by Gen. William H. Ashley who planned a line of forts to stretch the

<sup>28</sup> Bancroft, *op. cit.*, vol. II, p. 442.

whole length of the Missouri and the Yellowstone. While this scheme did not materialize because of trouble with the Blackfeet, he did send out bands of trappers through that entire region. Some of these under David Jackson and William Sublette crossed the Rockies and came into competition with traders of the Hudson's Bay Company. Ashley later transferred the entire business to Jedediah S. Smith, Jackson, and Sublette. Smith went overland to California and north to Vancouver, the first to accomplish this. He visited Dr. McLoughlin at Vancouver in 1828. He then pushed eastward in 1829. He stopped at Fort Walla Walla and Fort Spokane and then journeyed eastward following through Idaho. In 1830 he took the first loaded wagon westward across the Rockies. In 1832 Captain Bonneville, backed by New York capital, organized a fur-trading company, leaving from Fort Osage on the Missouri River, with 110 men and 20 wagons. They crossed the Rockies at South Pass, journeyed to Salt Lake and then along the Snake River Valley as far as Fort Walla Walla.

*Nathaniel Wyeth.*—For several years, beginning about 1815, Hall J. Kelley, a Boston schoolmaster, created considerable interest in the Oregon country through articles and pamphlets which he published. He tried unsuccessfully to organize a colonizing expedition. He made the journey westward through California and then northward to Fort Vancouver where he was cared for by Dr. McLoughlin. His writings caught the imagination of Nathaniel Wyeth, of Boston, who enlisted the cooperation of a company of Boston merchants in the enterprise. They fitted out a vessel loaded with goods which sailed for the Columbia River in 1831. Wyeth with 20 men started on the overland journey on March 11, 1832. The trip was not very successful. Some of the men turned back and Wyeth and 11 men joined William L. Sublette of the Rocky Mountain Fur Company. They reached Fort Vancouver, October 24, 1832, only to find that the ship had not arrived. It had been wrecked at the Society Islands.

*The first school in the Northwest at Vancouver.*—One of his party, John Ball, volunteered to start a school to teach the children at the fort. The school was opened late in 1832.<sup>20</sup> This school for British children, taught by a Yankee schoolmaster, was the first in Washington and in the Oregon Territory. It is more fully discussed in a later chapter.

Wyeth returned to Boston, reported glowing possibilities of the salmon industry, induced the Boston partners to fit out another ship, the *May Dacre*, which sailed in the fall of 1833. He organized the

<sup>20</sup> Bibb, Thomas W. *History of Early Common-School Education in Washington*, p.36.

Columbia River Fishing and Trading Company. He again went overland to meet the ship. His company of 50 men left Independence, Mo., on April 28, 1834. They followed the North Platte, Sweetwater, Fort Laramie, South Pass, Snake River, Columbia route, following essentially what has become known as the Old Oregon Trail. On the banks of one of the tributaries of the Snake River, near the present site of Pocatello, he founded Fort Hall. This fort was at the gateway to practically all of the overland routes to the northwest country. On August 5, 1834, the Stars and Stripes were unfurled.<sup>20</sup> This had great significance for the later settlement of the boundary question. Wyeth and his party reached Fort Vancouver on September 6, 1834. The ship *May Dacre* arrived soon after. He crossed the Columbia to Wapato, now Sauve Island, and built Fort William. Wyeth's trading ventures in Oregon and Fort Hall did not pan out well and in 1836 he returned to Boston. A little later he sold out all the northwest interests to the Hudson's Bay Company.

### 11. National Struggles for Supremacy

Bancroft says that it was impossible for anyone to succeed in competition with the Hudson's Bay Company opposing. Dr. McLoughlin treated Wyeth and others with great consideration but at the same time gave them as rivals absolutely no chance. He says:

McLoughlin with all his goodness was a shrewd enough diplomatist; let alone a Hudson's Bay Company Scotchman for that. The Wyeth movement he saw was an important one; more important if anything, although of less magnitude, than Astor's. The time was at hand for an open declaration of rights. The agricultural occupation of Oregon was ordained. The adventurers of England could not arrest it, and their director at Fort Vancouver knew that they could not. To meet it, therefore, in a spirit of fairness and liberality was clearly the wisest policy. And yet the keen old kind-hearted man was determined that not one iota of the company's trade should be sacrificed or relinquished sooner than necessary. In a word, McLoughlin determined that Wyeth's adventure should not succeed, though he would be kind to Wyeth, and employ none but legitimate and honorable means in defeating him. \* \* \* From the very first, McLoughlin was satisfied that the Columbia River Fishing and Trading Company would prove a failure; nay, he was determined it should be so. Besides discouraging the natives of the lower Columbia from trading at Fort William or assisting in catching salmon for the Americans, immediately after the erection of Fort Hall the Hudson's Bay Company planted a rival establishment in that vicinity. They did not build immediately contiguous as was often the case elsewhere, but placed Fort Boise, as they called the post, on the east bank of the Snake River, midway between Boise and Payette Rivers, thinking that by taking a position somewhat to the westward of the American post, they might the better cut off and oppose the Pacific trade.<sup>21</sup>

<sup>20</sup> Meany, *op. cit.*, p. 69.

<sup>21</sup> Bancroft, *op. cit.*, vol. II, pp. 566, 595.



## Chapter II

### Pioneer Colonization and Settlement

#### 1. Influence of the Missionaries

In the pioneer days of Oregon and Washington the missionaries played a most important role in the colonization, and industrial development of the new region as well as in their spiritual ministrations and the promotion of education. Missionaries had long urged the expenditure of money by the Government as a means of civilizing the Indians and in the effort to compose some of the violent hatreds that had grown up toward the white man, especially following the War of 1812. At first Congress was apathetic, but finally a bill was passed appropriating \$10,000 which provided that the expenditure should be made through the several missionary societies that were maintaining workers among the Indians.

*Jedediah Morse.*—In 1820 Rev. Jedediah Morse, who had been sent on a missionary survey of the western tribes, prepared an elaborate report, printed by the Government, in which he advocated the establishment of "education families" among the most promising tribes. By this he meant that several workers should cooperate in the civilizing of the Indians—for example, the school teacher, the preacher, the Indian agent, the farmer, and the blacksmith. Such a group of workers might hope to develop among the Indians new tendencies and habits of life which would make the religious teachings fruitful, instead of being, as was too often the case, a scattering of wheat seed in a field infested with tares.<sup>1</sup>

This plan, although never very fully carried out, together with the removal of Indians east of the Mississippi, helped to develop a definite new interest in missionary efforts to educate and civilize the Indians.

Missionaries followed the expatriated Indians across the Mississippi. They preached and—

taught the Indian children to read, and often induced the natives to till the soil and live in permanent houses, instead of wandering about in pursuit of game. Sometimes the Government employed the missionaries as teachers or Indian agents, and often assisted them by providing a blacksmith to make tools and farming implements.<sup>2</sup>

The far west Indians who had come in contact with the explorers, trappers, and fur traders had in turn developed a desire to know more

<sup>1</sup> Schafer, Joseph. *A History of the Pacific Northwest*, p. 113.

<sup>2</sup> *Ibid.*, p. 113.

of the white man's religion. Some had come to know the Catholic missionaries under the protection of the Hudson's Bay Company. Some Indians were sent East to the Red River School. A delegation of four, probably Flatheads and Nez Percés, were sent to St. Louis to learn from their old friend General Clark, the explorer, the truth about the white man's religion. Two of them died in St. Louis. One died on the return trip.

*Jason Lee.*—In 1833 the Methodists commissioned the Rev. Jason Lee to work among the Flatheads. The next summer he and several others pushed on down the Columbia. A branch mission was established at The Dalles. Upon the advice of Dr. McLoughlin they established a school in the Willamette Valley, which already had a considerable number of settlers, largely fur traders and trappers who had Indian wives. A school was started about 10 miles north of the present site of Salem. In 1841 the school was moved to the present site of Salem. It later became the Oregon Institute and ultimately the present Willamette University. Jason Lee was one of the great pioneers of Oregon education.

*Fathers De Smet, Blanchet, and Demers.*—Evidently the Indian delegations were asking for Catholic priests, or "black robes" as they called them. In 1838 the first Catholics went to western Oregon, instead of to the land of the Flatheads and Nez Percés. In that year Father Blanchet, of the Montreal diocese, and Father Demers, of Red River, entered upon their ministry under the protection of the Hudson's Bay Company. The first mission was located on the Cowlitz River, probably on Cowlitz Prairie near the present Toledo. Another mission was established at Fort Nisqually. They also traveled widely and went among the Walla Wallas and Cayuses near the Whitman mission. Father De Smet was one of the most distinguished of the Catholic fathers in Oregon, reaching there in 1840. His labors were largely in the Spokane and Coeur d'Alene regions and even as far east as the Bitter Root Valley in Montana. The first sermon preached in the pioneer village of Seattle was by Father Demers in the latter part of 1852. He was then bishop of Vancouver Island. The services were in the cookhouse of Yealer's mill. "Everybody in town, irrespective of creed, attended this service."<sup>1</sup>

*Rev. Samuel Parker.*—In 1835 Rev. Samuel Parker was sent by the American Board of Commissioners for Foreign Missions to investigate the opportunities for missionary service among the Oregon Indians. With him was Dr. Marcus Whitman, a young physician more inter-

<sup>1</sup> Bagley, Clarence B. *History of Seattle*, p. 178.

ested in missionary work than the practice of medicine. They entoured from Liberty, Mo., with a party of trappers. At Pierre's Hole in the Rockies, hearing such favorable reports from the Indians there, Dr. Whitman returned East to secure more missionaries and supplies. Parker continued to Vancouver and spent the winter with Dr. McLoughlin. In the spring he returned to the Walla Walla country where he preached to a multitude of Indians. From there he pushed on to the Spokane River and back again up the Snake River. In writing of the Walla Walla region the following year he said it was a delightful situation for a missionary establishment and a mission located there on that fertile field "would draw around (it) an interesting settlement, who would fix down to cultivate the soil and to be instructed. How easily might the plough go through these valleys, and what rich and abundant crops might be gathered by the hand of industry."<sup>4</sup> Parker taught for a few months at Fort Vancouver in 1835-36.

*Dr. Marcus Whitman.*—Dr. Marcus Whitman on returning to New York was commissioned by the board to superintend the establishment of a mission in Oregon. He enlisted the interest of Mr. and Mrs. Spalding who accompanied Whitman and his young bride. They joined a company of five traders at Liberty, Mo., and traveled with them to the mountains. Whitman had a one-horse wagon in addition to saddle and pack animals. He drove this wagon as far as Fort Boise on the Snake River. This was the first wheeled vehicle to make the trip beyond Fort Hall. They reached Fort Walla Walla, September 1, 1836. Whitman and Parker with their wives continued to Vancouver. The women were left under the care of Dr. McLoughlin for a couple of months while the men returned to the Walla Walla country. They constructed an adobe brick building at Waiilatpu, the Indian term meaning "the place of rye grass." This was about 20 miles from Fort Walla Walla and 6 miles from the present site of Walla Walla.

Mrs. Whitman and Mrs. Spalding arrived at the Waiilatpu Mission on December 10, 1836. Mrs. Whitman wrote to her mother on December 26: "We had neither straw, bedstead, nor table, nor anything to make them of except green cottonwood."<sup>5</sup> Thus was launched one of the world-famous missions.

T. J. Farnham, who visited the mission in 1839, wrote the following:

It appeared to me quite remarkable that the doctor could have made so many improvements since the year 1834 (1836). But the industry which crowded every hour of the day, his untiring energy of character, and the very efficient aid of his wife in

<sup>4</sup> Schafer, op. cit., p. 120.

<sup>5</sup> Printed in the Transactions of the Oregon Pioneer Association, 1891, p. 89.

relieving him in a great degree from the labors of the school, are, perhaps, circumstances which will render possibility probable that in five (three) years one man without funds for such purposes, without other aid in that business than that of a fellow missionary at short intervals, should fence, plow, build, plant an orchard, and do all the other laborious acts of opening a plantation on the face of that distant wilderness; learn an Indian language, and do the duties, meanwhile, of a physician to the associate stations on the Clearwater and the Spokane.<sup>6</sup>

Professor Turner has commented upon the significance of that mission as follows:

Two years later (1836) came Dr. Marcus Whitman and another company of missionaries with their wives; they brought a wagon through South Pass and over the mountains to the Snake River, and began an agricultural colony. Thus the old story of the sequence of fur trader, missionary, and settler was repeated. The possession of Oregon by the British fur trader was challenged by the American farmer.<sup>7</sup>

The demand for teachers was so strong that the missionary board sent others to assist. The Whitman mission was reinforced by other missionaries. In 1838, Rev. Cushing Eells, Rev. Elkanah Walker, Rev. A. B. Smith, and Mr. W. H. Gray, each with his wife, joined the group. M. C. Rogers, unmarried, was in the party. Nearly all of these names have become distinguished in northwest history and education.

*Spalding and the Nez Perces.*—In 1837, Spalding pushed on to Lapwai at the confluence of Lapwai Creek with the Clearwater River and established a mission post among the Nez Perces. Here he preached and taught the rudiments of agriculture and organized a school. Crude irrigation ditches increased their crops. They built rude mills to grind their corn and wheat. A printing press was secured from Hawaii, the first to be brought to the Northwest. The school was unusually prosperous. The high type of Indians eagerly sought education and religion. The school enrolled 230, among them chiefs as well as children. This school is described more fully in chapter III.

While the missions made an important contribution, within half a decade dissensions arose among the different groups and many Indians became dissatisfied and hostile. The missionary board planned to abandon the missions. Dr. Whitman returned East to plead their cause. That ride amid hardships has become one of the epics of northwest history and will not be recounted here. Whitman interested many in the East, among them Horace Greeley, who published a series of articles on the West and also a sympathetic editorial. The board decided to continue the missions. On the return trip Whitman

<sup>6</sup> Meany, Edmond S. *History of the State of Washington*, p. 116.

<sup>7</sup> *Ibid.*, p. 117.

rendered valuable aid to the caravan of 1843 in helping to find favorable routes across the mountains.

In 1847 an epidemic of measles broke out at the Walla Walla mission, attacking Indians as well as whites. Dr. Whitman treated all, giving himself unstintedly without recompense. Most of the whites recovered, but because of unhygienic living conditions great mortality occurred among the Indians. These latter were suspicious that he was poisoning them and the Cayuses determined to kill him. On November 29, 1847, Dr. Whitman, his wife, and 12 others were murdered. About 50 women and children were made captives. These were later ransomed by Peter Spence Ogden, of the Hudson's Bay Company, from Vancouver.

Governor Abernethy of Oregon Territory declared war against the Indians, sending troops who punished them severely, capturing and hanging the ringleaders of the massacre. Space will not permit the recital of the details of those distressing events or an evaluation of their significance. Volumes have been written which are easily accessible.

The tragic manner of his elimination together with many dramatic incidents of his life of devotion to the cause have served to make Marcus Whitman a great heroic figure in the Walla Walla Valley. An imposing monument has been erected about 6 miles from Walla Walla at the site of the mission. Whitman College is named in his honor and commemorates his life. The most imposing hotel in Walla Walla and an adjoining county bear his name.

## 2. Migrations Over the Oregon Trail

*Causes of emigration to the Oregon country.*—With the wonderful resources surrounding these hardy frontiersmen in the "New Eldorado", one would expect them to become permanently rooted in the then new Northwest of the Mississippi Valley. Black loam 200 feet deep without stump or obstruction was ready for the plow to upturn and produce the crops that later gave rise to the slogan "Corn is King!" Forests were within reach, coal in abundance scarcely covered by the soil, never failing rainfall, seasons of sunshine to ripen the crops, navigable rivers, railways a reality to the eastern banks of the Father of Waters, healthful bracing climate and, in fact, every material necessity for health and happiness.

But it was not long before caravans of the older pioneers and their adolescent sons and daughters were again on the trail. Several contributory causes served to set them on the way to new frontiers and

new adventures. The foreshadowing clouds of slavery were gathering. The Missouri Compromise of 1820 settled nothing, but served only to stir up sectional feeling. "Many persons in the southwestern States", says Schaefer,<sup>8</sup> "were beginning to feel very keenly the evils of slavery, which was causing violent agitation throughout the country, and were anxious to remove their families beyond the reach of its influence."

The "hard times" with low prices for all kinds of produce made them wish to move on to the Oregon country where they had heard there were wonderful resources and ready markets made possible by the ocean ports and waterways to foreign lands. Of course, in that they were mistaken. The fur trade was, however, a reality. Many intrepid trappers and *coureur de bois* brought tales of fabulous wealth made by some of the fur traders. Some of them brought visible evidence in the peltries, ferried down the Missouri from its headwaters to St. Louis, then and for a hundred years later the center of the world's fur trade.

Above all other motives, according to Schaefer, "was a distinctly American love of adventure, the product of generations of pioneering—the stories of Boone, Kenton, Clark, and scores of others were still recited around frontier firesides by old men and women who spoke out of their own vivid recollections of these border heroes. Such tales fired the imaginations of the young, and prepared a generation of men for a new feat of pioneering, more arduous in some respects than that of 70 years before. But it was an alluring prospect, this journey of 2,000 miles through an uninhabited wilderness. The combination of vast plains, great rivers, and mountains enticed the dweller in the peaceful, but unpoetic valleys of the interior, while the vision of a farm directly tributary to the western ocean seemed to him to promise a larger measure of economic bliss than he could hope to achieve at home.

Add to all this the belief, which many held, that their going to Oregon would benefit the United States in its contest with Great Britain over territorial rights and we have a combination of motives powerful enough to set hundreds of pioneers in motion."<sup>9</sup>

*The emigrant trains on the trail.*—Ezra Meeker writing of the emigration of 1843, which occurred 9 years before his own journey over the same route, said:

Sixty-three years ago (1843) a company numbering nearly one thousand strong, of men, women, and children, with over five thousand cattle, guided by such intrepid

<sup>8</sup> Schaefer, *op. cit.*, p. 144.

<sup>9</sup> Schaefer, *op. cit.*, pp. 144, 145.

men as Peter Burnett (afterwards first Governor of California), Jesse Applegate, always a first citizen in the community where he had cast his lot, and James W. Nesbitt, afterward one of the first Senators from Oregon, made their way with ox and cow teams toilsomely up the Platte Valley, up the Sweetwater, through the South Pass of the Rocky Mountains, and across rivers to Fort Hall on the upper waters of Snake River. This far there had been a few traders' wagons and the track had been partially broken for this thousand-mile stretch. Not so far the remainder of their journey of near eight hundred miles. Not a wheel had been turned west of this post (then the abiding place for the "watch dogs" of the British, the Hudson's Bay Company, who cast a covetous eye upon the great Oregon country), except the Whitman cart, packed a part of the way, but finally stalled at Fort Boise, a few hundred miles to the west."<sup>10</sup>

To emphasize the idea of that unexampled trek across the plains recourse will be had to an intensely vivid and dramatic recital by one who helped to blaze the old Oregon Trail—Ezra Meeker. He wrote in 1922, 70 years later, at 91 years of age, the following:

During the ox-team days a mighty army of pioneers went West. In the year that we crossed (1852), when the migration was at its height, this army made an unbroken column fully five hundred miles long. We knew by the inscribed dates found on Independence Rock and elsewhere that there were wagons three hundred miles ahead of us, and the throng continued crossing the river for more than a month after we had crossed it.

How many people this army comprised cannot be known; the roll was never called. History has no record of a greater number of emigrants ever making so long a journey as did these pioneers. There must have been three hundred and fifty thousand in the years of the great rush overland, from 1843 to 1857. Careful estimates of the total migration westward from 1843 to 1869, when the first railroad (the Union Pacific) across the continent was completed, make the number nearly half a million.

The animals driven over the Plains during these years were legion. Besides those that labored under the yoke, in harness, and under saddle, there was a vast herd of loose stock. A conservative estimate would be not less than six animals to the wagon, and surely there were three loose animals to each one in the teams. Sixteen hundred wagons passed us while we waited for Oliver (brother) to recover. With these teams must have been nearly ten thousand beasts of burden and thirty thousand head of loose stock.

Is it any wonder that the old trail was worn so deep that even now in places it looks like a great canal? At one point near Split Rock, Wyoming, I found the road cut so deep in the solid sandstone that the kingbolt of my wagon dragged on the high center. The pioneer army was a moving mass of human beings and dumb brutes, at times mixed in inextricable confusion, a hundred feet wide or more. Sometimes two columns of wagons, traveling on parallel lines and near each other, would serve as a barrier to prevent loose stock from crossing; but usually there would be a confused mass of cows, young cattle, horses, and men afoot moving along the outskirts. Here and there would be the drivers of loose stock, some on foot and some on horseback; a young girl maybe, riding astride and with a younger child behind her, going here and there after an

<sup>10</sup> Meeker, Ezra. *The Ox-Team, or the Old Oregon Trail*. p. 49.

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intractable cow, while the mother could be seen in the confusion lending a helping hand. As in a thronged city street, no one seemed to look to the right or to the left, or to pay much attention, if any, to others, all being bent only on accomplishing the task in hand.

The dust was intolerable. In calm weather it would rise so thick at times that the lead team of oxen could not be seen from the wagon. Like a London fog, it seemed thick enough to cut. Then, again, the steady flow of wind through the South Pass would hurl the dust and sand like fine hail, sometimes with force enough to sting the face and hands. Sometimes we had trying storms that would wet us to the skin in no time.<sup>11</sup>

Cholera took a heavy toll. Meeker estimated that 5,000 died on the Oregon Trail in 1852.

### 3. The End of the Crusader's Trail

Where did this vast cavalcade of half a million crusaders settle in the frontier country during that epochal decade of 1843-53? Exact records were not kept. Diaries were meager and irregularly inscribed. Such accounts as were recorded were scattered here and there, coming to light decades hence or destined to become cobwebbed in pioneers' cabins, most of which have tumbled into decay or have been erased by flames.

Many wagon trains on reaching Bear River near Fort Hall and not far from the present city of Pocatello, Idaho, turned their oxen southward on the trail to California, much better known at that time than Oregon. Thousands went that way in 1848-49 during the gold rush.

*Census statistics of population.*—Unfortunately Federal census records are altogether too infrequent to reveal exact data of population shifting, growth, or decline. Census records are not very highly reliable, especially in sparsely settled and pioneer territory. However, with all the inadequacies, the census figures do afford much valuable knowledge concerning tendencies.

An examination of table 1 and table 2 shows no returns earlier than 1860. In 1853, at the time of admission as a territory a census was taken, probably locally and roughly, but those figures do not appear in the Federal census. Table 1 indicates a population of 11,594 in 1860, and 23,955 in 1870. Evidently less than 10,000 of the army of half a million who came over the Oregon Trail came into Washington.

<sup>11</sup> Meeker, *Emm. Ox-Team Days on the Oregon Trail*, revised by Driggs, Howard R., p. 38.



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TABLE 1.—Population of certain Northwest States from 1850 to 1880

State	1850	1860	1870	1880
1	2	3	4	5
California.....	92, 597	379, 974	560, 247	864, 694
Colorado.....		34, 277	39, 864	194, 327
Idaho.....			14, 999	32, 610
Montana.....			20, 995	39, 159
Oregon.....	13, 294	52, 465	90, 923	174, 768
Utah.....	11, 380	40, 273	86, 786	143, 963
Washington.....		11, 594	23, 955	75, 116
Wyoming.....			9, 118	20, 789

TABLE 2.—Population by counties in Washington, at successive periods

County	Date organized	1860	1870	1880	1890
1	2	3	4	5	6
Adams.....	Nov. 28, 1883				2, 098
Asotin.....	Oct. 27, 1883				580
Chehalis.....	Apr. 14, 1854	285	401	921	9, 249
Chillam.....	Apr. 26, 1854	149	408	638	2, 771
Clallam.....	June 27, 1844	2, 384	3, 081	5, 490	11, 709
Columbia.....	Nov. 11, 1873			7, 103	6, 709
Cowlitz.....	Apr. 21, 1854	406	730	2, 062	5, 917
Douglas.....	Nov. 28, 1883				3, 161
Franklin.....	do				696
Garfield.....	Nov. 29, 1881				3, 897
Island.....	Jan. 6, 1853	294	626	1, 087	1, 787
Jefferson.....	Dec. 22, 1852	531	1, 268	1, 712	8, 368
King.....	do	302	2, 120	6, 910	63, 989
Kittitas.....	Jan. 16, 1857	544	866	1, 738	4, 624
Klickitat.....	Nov. 24, 1883				8, 777
Lewis.....	Dec. 20, 1859	230	329	4, 055	5, 167
Lincoln.....	Dec. 21, 1845	384	888	2, 600	11, 499
Mason.....	Nov. 24, 1883				9, 312
Mason.....	Mar. 13, 1854	162	289	639	2, 826
Okanogan.....	Feb. 2, 1888				1, 467
Pacific.....	Feb. 4, 1851	420	738	1, 645	4, 358
Pierce.....	Dec. 22, 1852	1, 115	1, 409	3, 319	50, 940
San Juan.....	Oct. 31, 1873		554	948	2, 072
Skagit.....	Nov. 28, 1883				8, 747
Skamania.....	Mar. 9, 1854	173	133	809	774
Snohomish.....	Jan. 14, 1861	599	599	1, 387	8, 514
Spokane.....	Jan. 29, 1858	674	734	4, 262	37, 487
Stevens.....	Jan. 24, 1863			1, 245	4, 341
Thurston.....	Jan. 12, 1852	1, 507	2, 246	3, 270	9, 675
Wahkiakum.....	Apr. 23, 1854	42	270	1, 598	2, 526
Walla Walla.....	do	1, 318	5, 300	8, 716	12, 334
Whitcom.....	Mar. 9, 1854	352	534	3, 137	18, 591
Whitman.....	Nov. 29, 1871			7, 014	19, 109
Yakima.....	Jan. 21, 1863		432	2, 811	4, 429
Entire State.....		11, 594	23, 955	75, 116	357, 232

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TABLE 2.—Population by counties in Washington, at successive periods—Continued

County	Date organized	1900	1910	1920	1930
1	2	7	8	9	10
Adams	Nov. 28, 1883	4,840	10,920	9,623	7,719
Ancon	Oct. 27, 1883	3,666	5,831	6,579	8,136
Benton	Mar. 8, 1905		7,937	10,908	10,952
Chelan	Apr. 14, 1854	15,124	35,590	44,572	59,982
Chelan	Mar. 13, 1869	3,931	15,104	5,802	31,634
Chelan	Apr. 26, 1854	5,608	6,737	11,268	20,449
Clark	June 27, 1844	13,479	26,115	38,805	40,316
Columbia	Nov. 11, 1875	7,128	7,042	6,099	5,325
Coville	Apr. 21, 1854	7,877	12,561	11,791	31,906
Douglas	Nov. 28, 1883	4,926	9,227	9,392	7,561
Ferry	Feb. 21, 1859	4,962	4,800	5,143	4,292
Franklin	Nov. 28, 1883	486	5,153	5,877	6,137
Garfield	Nov. 29, 1881	3,918	-4,199	3,873	3,662
Grant	Feb. 24, 1909		8,698	7,771	5,666
Island	Jan. 6, 1853	1,870	4,704	5,489	5,369
Jefferson	Dec. 22, 1852	5,712	8,337	6,577	8,346
King	do	110,053	284,638	389,340	463,517
Kittitas	Jan. 16, 1857	6,767	17,647	33,162	30,776
Kittitas	Nov. 24, 1883	9,704	18,561	17,980	18,154
Klickitat	Dec. 20, 1859	6,407	10,180	9,268	9,825
Lewis	Dec. 21, 1845	15,157	32,127	26,740	40,034
Lincoln	Nov. 24, 1883	11,969	17,539	15,141	11,876
Mason	Mar. 13, 1854	3,810	5,136	4,919	10,060
Okanogan	Feb. 2, 1888	4,689	12,887	17,094	18,519
Pacific	Feb. 4, 1851	5,983	12,532	14,891	14,970
Pierce	Dec. 22, 1852	55,515	120,812	144,127	163,842
Pend	Mar. 1, 1911			6,363	7,155
San Juan	Oct. 31, 1873	2,928	3,603	3,605	3,097
Shagit	Nov. 28, 1883	14,272	29,241	33,388	35,142
Skamania	Mar. 9, 1854	1,688	2,887	2,575	2,891
Snohomish	Jan. 14, 1861	23,950	59,209	67,690	78,861
Spokane	Jan. 20, 1858	67,542	139,404	141,289	150,477
Stevens	Jan. 20, 1863	10,543	25,297	21,605	18,530
Thurston	Jan. 12, 1852	9,927	17,581	22,567	31,351
Wahkiakum	Apr. 25, 1854	2,819	3,285	3,572	3,862
Walla Walla	do	18,680	31,931	27,559	28,441
Whitcom	Mar. 9, 1854	24,916	49,511	50,585	59,128
Whitman	Nov. 29, 1871	25,360	33,285	31,523	28,014
Yakima	Jan. 21, 1863	13,462	41,709	63,710	77,402
Entire State		518,103	1,141,990	1,356,621	1,563,396

A study of the Federal census for Oregon reveals earlier and larger settlement. The census of 1850 records 13,294 in Oregon. By 1860 that number had increased to 52,465, and by 1870 the census shows a population of 90,923. As it is known that many did not continue clear through to Oregon an examination has been made of the census records for Idaho, Montana, Colorado, and Utah for the corresponding early years. No separate Federal census of Idaho was taken until 1870. At that time there were 14,599 inhabitants. Up to March 3, 1863, Idaho had been included at first in Oregon and after 1853 when Washington Territory was formed it was partly in Oregon and partly in Washington. Western Montana had originally been a part of Oregon and later a part of Washington. There are no figures previous to 1870 but in all probability the 20,595 inhabitants were not in large

part from that half million who blazed the Oregon Trail. Probably most of the settlers in Montana entered from the East by a more northerly route, the Yellowstone Trail, and even from farther north through the Dakotas.

Colorado numbered 34,277 souls in 1860 and 39,864 in 1870. This does not account for many more deflections en route to the Oregon country. Utah absorbed a much larger number. The Mormons and others settling in the Great Basin of Salt Lake came westward largely from Illinois, Iowa, and Missouri, although some came in from the Southwest. That basin had been known to the Spanish at a much earlier date by way of the Old Spanish Trail.<sup>12</sup> In 1850 the population of Utah was 11,380 and had increased to 40,273 by 1860. In this number must have been many who followed the Oregon Trail as far as Green River and then deflected to the southward through Fort Bridger to Salt Lake. The census of 1870 recorded a population of 86,786, but, of course, many of these additions were due to the remarkable birth rate of the Mormons and some emigrants came in that decade by the iron horse over the Union Pacific which drove the "golden spike" at Promontory Point, Utah, on May 10, 1869.

Still there remains a large part of that cavalcade to be traced to its ultimate destination. An examination of the population statistics will assist in accounting for large numbers. Southern California had been settled to some extent for three-quarters of a century.<sup>13</sup> Gold was discovered on January 24, 1848. At first people were incredulous, but once the actuality was realized the wildest excitement ensued and the news spread like wildfire, starting an unparalleled scramble to reach the Eldorado. The rush began in May. People came from all parts of the world, and by every known route and conveyance. The majority, however, came overland from the Mississippi Valley. According to Bolton and Adams,

There were not many people in California to share in this good fortune, for in 1847 the total population (not including Indians) had been only about ten thousand. But gold wrought a miracle of numbers. So fast did people come when they heard the news that in 1850 there were one hundred thousand—83,000 were from the United States, of whom 75,000 were newcomers from east of the Rocky Mountains.<sup>14</sup>

In the mad rush and excitement undoubtedly the Federal census in 1850 did not discover all who were in "them thar hills" and consequently the figures are below the actual numbers. The census

<sup>12</sup> Cress, Lehard H. *Utah and the Nation*. University of Washington Press, 1929. p. 25.

<sup>13</sup> See Bolton, Herbert E. and Marshall, Thomas Matfield. *The Colonization of North America*, ch. 21.

<sup>14</sup> Bolton, Herbert E. and Adams, Ephraim. *California's Story*, pp. 110-114.

figures show a population in 1850 of 92,597, while in 1860 the enumeration revealed 399,974, and that of 1870 showed 560,247.

Undoubtedly far greater numbers detoured southwestward at Green River or Bear River across Utah and the Sierras into California seeking the foothills east and north of Sacramento. Of course, Sacramento, San Francisco, and other cities of the bay region waxed rapidly in population.

*The effects of the gold strike upon Oregon and Washington.*—The immediate result of the new-found gold fields in California was to partially depopulate the entire Oregon Territory, which included Washington and Idaho. The immense cavalcades on the Oregon Trail, originally headed for the Willamette Valley, at once sheered to the southward for the gold fields of the New Eldorado. The "Oregon Trail" over South Pass and as far as Bear River became the "California Trail." Schafer says: "Instantly after the passage of the thronging multitudes of '49, it became known as the 'California Trail', and to this day most men know it by no other name."<sup>18</sup>

Not only did vast throngs invade California over the Sierras from the East, but immediately after August 1848, when the news reached Oregon, pack trains were threading their way over the forbidding Siskiyou. Within a year Oregon (including Washington) lost most of its male population. The first to become Governor of California, Peter H. Burnett, was in one of those pack trains from Oregon. Later many returned rich with gold needed for development of the Northwest. Immediately new cities in California arose as if by magic. Accessory industries were brought into being to mine the gold. Much timber was needed. The tidewater regions of Oregon and especially the Puget Sound region were drafted to supply the timber. San Francisco needed coal; it had lain for aeons embedded near the surface on the shores of Puget Sound near Seattle. Miners dug it out and ships constructed on the shores of Puget Sound carried it to the land of perpetual sunshine. Agriculture, dairying, stock-raising, and many other occupations became profitable in the Willamette Valley and were necessary accessories to the mushroom growth of California's golden cities. San Francisco's population of a few hundred in 1848 jumped to 56,000 by 1860 and to 150,000 by 1870.

When Congress had under consideration the bill for the admission of Oregon as a territory in 1848, it was suggested that California and New Mexico should also be made territories. Objectors declared against yoking Oregon with "territories scarcely a month old, and

<sup>18</sup> Schafer, *op. cit.*, p. 206.

peopled by Mexicans and half-Indian Californians." Within 2 years, 1850, California was admitted as a State. There were then 92,000 inhabitants, mainly American. Oregon had 14,000. In a decade California had jumped to 380,000 population. By 1870 it exceeded half a million. Synchronously the whole Pacific northwest, including Oregon, Washington, and Idaho numbered only 130,000 by 1870.

#### 4. Pioneer Settlements in Washington

*Roadways, home sites, and schools.*—To answer the question regarding the location of the pioneer schools we need only to know the location of the pioneer settlements. After providing the modest habitations and temporary means of existence schools were the first concern of those sturdy pioneers. They had come to establish homes. Real homes were impossible without education. Early home sites naturally were selected in spots where a living could be made most advantageously. Settlement always depends upon roadways. The pioneer roadways into this wilderness were, of course, the waterways. The Columbia, the Snake, the Cowlitz and their navigable tributaries; the Puget Sound and Grays Harbor; the Chehalis, Skagit, and Snohomish Rivers all offered ingress to the vast timberlands and fertile valleys. On their banks and along their sinuous courses we may expect to find traces of earliest settlements. Research into the early history of communities along these natural roadways confirms conjecture.

The second stage in early settlement followed the through trails and highways constructed to reach terminal points as the trail and roadway between the Columbia River and the nearest point on Puget Sound. Later came an east-west overland highway from the Walla Walla Mission across the Cascades to Steilacoom and Olympia.

The last stage was in the planting of settlements along the railways built from the East to connect with marine ports on Puget Sound and the lower Columbia River. Each of these will receive separate discussion.

The first settlement, as already noted, was at Vancouver. To reach the British port at Fort Nisqually the most natural route was followed. It led down the Columbia by water to the mouth of the Cowlitz near Longview, up the Cowlitz to the mouth of the Toutle or later on past to the present site of Toledo and thence overland through the rather open country to Fort Nisqually. Later the Deschutes River was descended for a portion of the way. It empties into Puget Sound at Tumwater which is one of the oldest towns in the State. On Cowlitz Prairie, near Toledo, agriculture was started at an early day. There

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Simon Plomondon developed a farm. Bancroft tells us that in 1846 "There were 1,500 acres fenced and under cultivation, 11 barns, and in the vicinity 1,000 cattle, 200 horses, 100 swine, and 2,000 sheep."<sup>16</sup> A Catholic mission was planted there in 1839, and one also at Fort Nisqually.

At Fort Nisqually fur trading was soon overshadowed by stock raising, dairying, some grain raising and the curing of meat for the Russian-American trade. Wilkes wrote on his expedition in 1841, "In connection with the company's establishment at Nisqually they have a large dairy, several hundred head of cattle, and among them seventy milch cows, which yield a large supply of butter and cheese; they also have large crops of wheat, peas, and oats, and were preparing the ground for potatoes."<sup>17</sup>

A glance at tables 2 and 3 showing the population of the counties in early Washington and table 4 showing the population of towns in territorial days indicates that settlements west of the Cascades grew very slowly. In 1860, Clark, Lewis, Chehalis, Cowlitz, Thurston, Pierce, King, Snohomish, Skagit, and Whatcom Counties all together did not have more than 2,000 inhabitants. Seattle, Tacoma, Everett, and Bellingham were not mentioned in the census.

Marshall wrote recently of the sparseness of population in the early territorial days in Washington, saying that "in 1860 it was still mainly a virgin wilderness; in the entire Territory there were less than 12,000 people. Walla Walla, the largest town, had only 772 inhabitants, and the census takers did not even mention Seattle, Tacoma, or Spokane."<sup>18</sup>

*Ezra Meeker.*—Ezra Meeker says:

The first through road from the Columbia River to the Sound began at Monticello, near the mouth of the Cowlitz River (present site of Longview) and ended at Tumwater (two miles southwest of Olympia) at the extreme southern point of Puget Sound, a distance of seventy miles. This on paper was a military road but I am not aware of any expenditure of the Government ever being made to either survey or improve it. Monticello was more a name than a town, being the farmhouse and outbuildings of Uncle Darb Huntington, as we all called him, with a blacksmith shop, store, two or three families, and a stable. Here the passengers were dumped off the little steamers from Portland and other Columbia River points, and here, in the earliest days, the hapless traveler either struck the trail (afterwards supplanted by the road) or would tuck himself with others into a canoe, like sardines in a box, where an all day journey up the Cowlitz River was his fate, unmoved and immovable except as an integral part of the frail craft that carried him to Hard Bread's tavern for the night.

\* \* \* At first, travelers to the Sound ascended the Cowlitz, to the landing further

<sup>16</sup> Bancroft, Herbert Howe. *History of the Northwest Coast*, vol. II, p. 613.

<sup>17</sup> *Ibid.*, p. 614.

<sup>18</sup> Marshall, Thomas M. *American History*. New York, The Macmillan Co., 1930. P. 147.

up the river than where the mud wagon road left the Cowlitz, and from the landing were sent on their way by saddle train or over the makeshift of a road cut by the Simmons-Bush party in 1845, over which they dragged their effects on sleds to the head of the Sound, or to be specific, to the mouth of the Deschutes River, afterwards and now known as Tumwater, two miles south of Olympia.

I have no history of the construction of the later road all the way up the right bank of the Cowlitz to the mouth of the Toutle River (Hard Bread's), and thence deflecting northerly to the Chehalis, where the old and new routes were joined, and soon emerged into the gravelly prairies where there were natural roadbeds everywhere. The facts are, this road, like "Topsy", just "grewed", and so gradually became a highway one could scarcely say when the trail ceased to be simply a trail and the road actually could be called a road. First, only saddle trains could pass. On the back of a stiff-jointed, hard-trotting, slow-walking, contrary mule, I was initiated into the secret depths of the mudholes of this trail. And such mudholes. It became a standing joke after the road was opened that a team would stall with an empty wagon going down hill, and I came very near having just such an experience once, within what is now the municipal limits of the thriving city of Chehalis.

After the saddle train came the mud wagons, in which passengers were conveyed (often invited to walk over bad places, or possibly preferred to walk) over either the roughest corduroy or deepest mud, the one bruising the muscles, the other straining the nerves in the anticipation of being dumped into the bottomless pit of mud.<sup>19</sup>

*Community centers west of the Cascades.*—Gradually during the territorial period the vast resources west of the Cascades were tapped by roadways branching eastward from the present Pacific Highway to the foothills and westward to the Pacific. The mighty forests of fir, cedar, and hemlock were invaded to furnish lumber to the depleted areas of New England and the Mississippi Valley as well as to California and far foreign ports. Ships fashioned on the ways on Puget Sound coursed all the ocean deeps. Salmon fishing developed into a world industry. New world ocean ports grew up naturally at Seattle, Tacoma, Olympia, Grays Harbor, Willapa Harbor, Everett, and Whatcom (Bellingham). In the wake of the lumberjack followed the rancher in the fertile alluvial valleys. In time some of the finest grain and dairy farms of the world have developed. Gradually it dawned upon the engineer that in the rushing mountain streams electric energy unparalleled awaited only harnessing to furnish light and power. Among the towns to develop early along the Pacific Highway and to establish schools were Castle Rock, Kalama, Kelso, Toledo, Chehalis, Centralia, Tumwater, Olympia, Steilacoom, and Puyallup.

*Communities east of the Cascades.*—East of the Cascades the very first struggling settlements were planted by British fur traders. In 1809 a Northwest Company fort was built at Lake Pend d'Oreille. In 1811 Fort Okanogan was established by David Stuart, partner of

<sup>19</sup> Meeker, *Era*. *Seventy Years of Progress in Washington*, pp. 36-37.

John Jacob Astor, at the point where the Okanogan River joins the Columbia. The Spokane House, probably at Spokane Falls, had been built some time before 1811. Spokane Garry, an educated Indian, conducted a school there for some years about that time. Fort Colville at Kettle Falls was established by Americans in 1826. It was a strategic post for military and fur-trading purposes. At a later time, 1855, gold and other minerals were discovered, which gave the present Colville its beginnings and considerable importance.

Old Fort Walla Walla, early called Wallula, as it is now, was a most important trading post. It is at the confluence of the Walla Walla River with the Columbia. Many emigrant trains from the East took passage here down the Columbia. Traffic from the lower Columbia was frequently unloaded here for transshipment by pack train to the Walla Walla, Spokane, Okanogan, and Coeur d'Alene regions. A military post was established at the present site of Walla Walla in 1836. It immediately became the great distributing center for supplies from the East and from down the Columbia to the mining regions in what is now northeastern Washington, Idaho, and eastern Oregon. Schafer says:

The trails radiated in all directions from the little town, and during the packing season long lines of horses and mules were ever coming and going. \* \* \* In the winter of 1866-67 between five hundred and six hundred were kept within seven miles of Wallula. During ten days in the month of July 1869, when times were dull, trains aggregating five hundred fifty-nine packs were fitted out at Walla Walla.<sup>20</sup>

Gradually the fertile, level plain and rolling hills stretching for miles in every direction came to be rich in agricultural lands. Some of the most productive wheat ranches in the world have been developed in that region. The agricultural college was located in Whitman County, which has a world's record in wheat raising. In the wheat-growing district northeast of Walla Walla the towns of Dayton and Waitsburg were founded early.

Spokane very early became a center for mining operations in the Okanogan, Coeur d'Alene, Kootenai, and Colville regions. It also was the point of radiation to the great wheat fields to the south in the region of the present cities of Cheney, Sprague, Harrington, Ritzville, Colfax, Palouse, Garfield, and Pullman. To the north and west lay the "Big Bend" country along the Columbia where great wheat fields eventually displaced the sagebrush and bunch grass. The towns of Davenport, Creston, and Waterville have all grown up as accessory centers for that rich agricultural belt.

<sup>20</sup> Schafer, op. cit., p. 224.



Walla Walla was the outfitting point for the Oro Fino mines of Idaho, then a part of Washington, and in 1860 and 1861 thousands of men rushed to those fields. Their way led up the Snake River to the mouth of the Clearwater, and then along that stream and on into the diggings. At the mouth of the Clearwater a town developed with marvelous rapidity. It was named Lewiston in honor of Captain Meriwether Lewis. The later organization of Idaho Territory cut Lewiston out of Washington, but it is a pleasure to observe that just across the Snake River, on the Washington side, has recently developed a city which has received the name of Clarkston, in honor of Captain William Clark. Thus Lewiston and Clarkston; though in different States, are now smiling at each other across a river discovered and explored by Captains Lewis and Clark.<sup>21</sup>

Irrigation coming after statehood made possible large areas watered by the Yakima and Wenatchee Rivers. Thousands of acres formerly inhabited by the jackrabbit and sage hen have become garden spots now shipping fruit, especially apples, to all parts of the world.

### 5. Independence North of the Columbia

In 1851 a definite movement was made by the settlers north of the Columbia to secure separation from that part of Oregon south of the Columbia. R. D. Bigelow, who enters so prominently into later educational history, made a Fourth of July oration at Olympia that launched the plan in all seriousness. A newspaper, the *Columbian*, the first in Washington, was started in Olympia on September 11, 1852. This paper immediately began agitation for the legal establishment of the new territory. As a result of this, a convention was called to meet on October 25 of that year at the house of H. D. (Uncle Darb) Huntington at Monticello. This was near the mouth of the Cowlitz River not far from the present site of Longview. (Longview's conspicuous hotel, is named the Monticello.) A memorial was addressed to Congress praying that the territory of Columbia be set off as an independent political unit.

Ezra Meeker says that the new region had a scant 4,000 white population when admitted as a territory. He estimated that there were probably 15,000 Indians. The new territory at the outset included all of the region north of a line east of the lower Columbia River and extending east to the Rocky Mountains. Idaho and a part of Montana were later carved out of eastern Washington and Oregon. According to *The Pioneer and Democrat* of Olympia a census of the new counties

<sup>21</sup> Meany, Edmond S. *History of the State of Washington*. P. 234.

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formed in the new Washington Territory contained the following numbers of white people:

TABLE 3.—Population of Washington Territory, 1853

County	County seat	Population	County	County seat	Population
Clarke	Vancouver	1,134	Pacific	Raymond	152
Island	Coupeville	195	Pierce	Tacoma	513
Jefferson	Port Townsend	189	Thurston	Olympia	996
King	Seattle	170			
Lewis	Chehalis	616	Total		3,965

The influx of population was slow. Until the advent of railroads few towns of any importance were developed. Some of the centers of population were villages at rural crossroad centers where farmers traded at the village store, which contained the post office. Here they found a blacksmith shop and sometimes a grist mill. Other centers were fishing villages on the coast or on the rivers; and still others were the lumber camps. In any case they were all small. Transportation was such as not to permit long journeys. Later marine shipping ports, of course, brought together considerable aggregations. Even there it takes the railroad to augment and supplement the watercraft. Ocean shipping must be distributed to interior land communities and a hinterland is necessary to provide goods for ocean ports. Consequently the large increase in population and graded schools followed the opening up of railroads, discussed in another place.

The conferring of statehood also acted as a stimulus to attract settlers. The term "territory" suggests primitive conditions and backwoods hardships deterring prospective settlers from seeking that region. With statehood a settled reality it seemed as if stability, prosperity, and a comfortable existence were assured.

TABLE 4.—Population of chief cities of Washington at successive dates

City	1870	1880	1890	1900	1910	1920	1930
1	2	3	4	5	6	7	8
Aberdeen			1,638	3,747	13,660	15,337	21,723
Bellingham			8,135	11,063	24,298	25,585	30,823
Bremerton					2,993	8,918	
Charleston				197	1,062	3,338	10,170
Everett				7,838	24,814	27,644	30,567
Hoquiam				2,608	8,171	10,058	12,766
Longview							10,652
Olympia	1,203	1,232	4,698	3,863	6,996	7,793	17,773
Port Angeles				2,321	2,286	3,351	10,188
Port Townsend	593	917	4,538	3,443	4,181	2,847	3,979
Seattle	1,107	3,533	42,837	80,671	237,194	315,313	245,383
Spokane			19,923	36,848	104,408	104,437	115,514
Tacoma			36,006	37,714	83,743	96,965	106,817
Vancouver		1,723	3,545	3,126	9,300	12,637	15,766
Walla Walla	1,394	3,588	4,709	10,049	19,364	15,303	15,976
Wenatchee				451	4,030	6,324	11,627
Yakima			1,535	3,154	14,082	18,539	22,101

<sup>1</sup> Combined in 1928.

<sup>2</sup> In 1860, population 264.

## Chapter III

### Pioneer Schools in Northern Oregon (Washington)

#### 1. The First School in the Northwest

*Location at Vancouver.*—The first school in the Oregon country was at Fort Vancouver, which was located in what is now Washington, and was taught by John Ball, a young man who came out with the Nathaniel Wyeth party. John Ball possibly had no idea that he would assume the role of educator shortly after his arrival at Fort Vancouver. He was then 38 years of age, having been born in New Hampshire in 1794; and was a graduate of Dartmouth of the class of 1820.

The party arrived at Vancouver October 29, 1832. Ball was not content to remain at the fort, as he did not consider that he really had crossed the continent. Therefore, a few days later, he and four others took an Indian canoe and paddled down the Columbia, passed the mouth of the Willamette River, to the place where the river meets the sea. Having reached Clatsop Point, he, being the only one of the party desirous of going ahead, tramped 3 miles around the point to look at the ocean.

Here I stood alone, as entranced, felt that now I had gone as far as feet could carry me west, and really to the end of my proposed journey.

There to stand on the brink of the great Pacific, with the rolling waves washing its sands and seaweeds to my feet! And there I stood on the shore of the Pacific enjoying the happiest hour of all my journey, till the sun sank beneath its waters, and then by a beautiful moonlight returned on the beach to camp, feeling that I had crossed the continent.<sup>1</sup>

He relates that Mr. Wyeth and he were invited by Dr. McLoughlin, upon his return to the fort, to his own table and given rooms in the fort, and the others had quarters outside the grounds.

And I soon gave him and Mr. Wyeth to understand I was there on my own hook, and that I had no further connection with the others, than that for the making of the journey. We were received at the fort as guests without talk of pay or the like, and it was acceptable, or else we should have had to hunt for subsistence.<sup>2</sup>

<sup>1</sup> Autobiography of John Ball, p. 92.

<sup>2</sup> *Ibid.*, p. 93.

The return to Vancouver was on November 16. On the following day he dissolved all connection with the N. J. Wyeth party. He wrote of this experience:

But not liking to live gratis, I asked the doctor, as he was always called, being a physician, for some employment. He at first told me I was a guest and did not expect to set me to work. But after further urging, he said if I was willing he would like to have me teach his son and other boys about the fort. I, of course, gladly accepted the offer. So he sent the boys to my room to be instructed, all half-breed boys of course, for there was not then a white woman in Oregon. The doctor's wife was a Chippewa woman from Lake Superior, and the lightest woman, a Mrs. Douglas, a half-breed woman from Hudson Bay. Well, I found the boys docile and attentive and making good progress, for they are precocious and generally better boys than men. And the old doctor used to come in to see the school and seemed much pleased and well satisfied, and one time he said, "Ball, anyway you will have the reputation of teaching the first academy in Oregon." And so I passed the winter. The gentlemen in the fort were pleasant and intelligent, a circle of a dozen or more usually at the well-provided table, where there was much formality. They consisted of partners, clerks, captains of vessels, and the like—men to wait on the table and probably cook, for we saw nothing or little of their women, except perhaps sometimes on Sundays out on horse-back ride, at which they excelled.<sup>3</sup>

*Date of establishment.*—There seems to be some confusion as to the date upon which the school was started, some placing it in November 1832, while others put it on January 1, 1833. Facts seem to point toward the former date rather than the latter, and it is more probable that the school was inaugurated soon after November 17. A number of sources which have been consulted to straighten this matter reveal that the most authentic, no doubt is the daughter of John Ball, Miss Lucy Ball, who is one of the compilers of his autobiography. Her communication, which has much historical significance bearing on this point, states:

#### Letter of Lucy Ball

GRANVILLE, MICH.,

Aug. 7, 1927.

MY DEAR MR. BIBB: I have just received your communication of August 1st and have been looking at the original journal kept on this trip. There is no entry after November 17 until the next year in September. The last two entries are as follows:

Nov. 16. I land on place 3 miles below Ft. Vancouver. (He was returning from his trip to the Pacific.)

Nov. 17. Dissolve all connection with N. J. Wyeth, etc.

I am inclined to think that his school began soon after this date. According to the "Autobiography" on page 93, Doctor McLoughlin did not at first accept his offer to be put to work, but after some urging suggested the school. As father was always a man of action, there is no doubt in my mind that the school began but a few days after November 17, 1832. I am sorry I can give no more definite date.

Sincerely yours,

(Signed) LUCY BALL.

<sup>3</sup> *Ibid.*, p. 93.

The following note confirms the belief of Miss Lucy Ball that the school was opened in 1832. It is taken from the biography of Ranald MacDonald who attended Ball's school for a time. The account is as follows, partly in the words of MacDonald, and partly by his biographer, William S. Lewis:

In the winter of 1833-1834 (7) Ranald for a short time attended the school of Mr. Ball, an American gentleman who taught at Fort Vancouver. This was the first school in the Pacific Northwest. Describing it, Ranald MacDonald has said: "I attended the school to learn my A B C and English. The big boys had a medal put over their necks, if caught speaking French or Chinook, and when school was out had to remain and learn a task. I made no progress.

John Ball was a Yankee schoolmaster who reached Fort Vancouver in Nathan J. Wyeth's employ in the fall of 1832. On Nov. 17, 1832, he opened school at the fort for two dozen half-breed Indian children of the Hudson's Bay Company's employees. These children ranged in age from six to sixteen and talked the Cree, Nez Perce, Chinook, Klickitat and other Indian languages. Mr. Ball said: "I found them both docile and attentive, and they made good progress." Doctor McLoughlin, whose son was one of the pupils, was a frequent visitor to the school. Mr. Ball was succeeded as a teacher at Vancouver by Solomon H. Smith in March 1833. He (Ball) was the first American to teach school and the first American to raise wheat in what is known as "Old Oregon."<sup>4</sup>

*The success of the school.*—But even more important than the date of opening is the question of the success of the school. Here again the authors must take issue with those who say his school was a failure. He taught the school about 3 months, and then decided to go to farming. He said himself, that though urged by Dr. McLoughlin to continue the school, he determined to go to farming.<sup>5</sup> It is quite probable that he looked upon the venture as a temporary expedient, yet this is not to say that the brief session did not have its beneficial results upon his pupils.

In an editorial the *Oregonian* stated:

It is inconceivable that Ball, being the man that he was, and being moved as he was by wonder over the meaning of the imponderables, should not have succeeded in imparting some of his fire to his young pupils. Though the records of the time are regrettably imperfect, and lacking the detail necessary to the historical completeness of the story of the beginning of education in Oregon, we have undoubted warrant for inferring that had he elected teaching as a permanent vocation he would have been a conspicuous success.<sup>6</sup>

And again they give emphasis to this thought, at the same time revealing some of the difficulties he was required to surmount.

<sup>4</sup> Lewis, William S. and Muraishi, Naosiro. Ranald MacDonald, Spokane, Wash., Eastern Washington State Historical Society, 1923. P. 23.

<sup>5</sup> Autobiography of John Ball, p. 94.

<sup>6</sup> Portland *Oregonian*, July 26, 1923.

As Ball had succeeded measurably in teaching without books, contriving his own texts as best he might and relying upon the expedients of the moment, so he managed somehow with his farming.<sup>7</sup>

While he taught the school only a brief term, he did leave his impress on the lives of his pupils. George H. Himes stated to one of the authors that he has personal acquaintance with four of them, these being Ranald MacDonald, William C. McKay, and Louis LaBoute, all of whom were born in Astoria in 1824, and David McLoughlin, born on the Canadian side of Lake Superior in 1821.

Some of the personal effects of Ball are preserved by the Oregon Historical Society. They consist of—

• • • writing roll, pens, inkstand, beeswax, pins, thread, buttons, and thimble, brought across the plains to Oregon in 1832 by John Ball, who taught the first school in American territory west of the Rocky Mountains, beginning in November 1832, at Vancouver, and closing in February 1833. He was also the first American to raise a crop of wheat in the region referred to.<sup>8</sup>

He left Oregon September 20, 1833, returning to Michigan. In 1838 he was elected to the legislature, serving on the education committee that helped frame the law that governed the university. He became one of the influential citizens of that State.

*Later teachers of this school.*—Shortly after Ball resigned, Solomon Howard Smith was engaged by Dr. McLoughlin to continue the school. Beginning in March 1833, he held the position for 18 months. Smith also was a Wyeth man.<sup>9</sup> He married Celiast, second daughter of Yah-na-ka-sak Cobaway. She was very intelligent and sometimes taught for him.<sup>10</sup> In the fall of 1834 he opened school near the home of Joseph Gervais at French Prairie in Oregon. He settled at the mouth of the Chehalis River, and afterward at Clatsop Plains.<sup>11</sup>

The next event pertaining to this phase of the history was the coming of the missionary party of the Reverend Jason Lee, which reached Fort Vancouver on September 15, 1834. Lee had provided for the teaching of the natives by bringing with him two teachers, Cyrus Shepard, of Lynn, Mass., and Philip L. Edwards, a native of Kentucky, but who had been living in Richmond, Mo.

Cyrus Shepard took charge of the Vancouver school, while Edwards went with Lee up the Willamette valley to establish the mission school. Shepard had three Japanese sailors among his pupils. He remained at Vancouver 1 year, then took charge of the school at the

<sup>7</sup> *Ibid.*

<sup>8</sup> Oregon Historical Society Quarterly, 6: 142, 1905.

<sup>9</sup> Bancroft, H. H. History of the Northwest Coast, vol. II, p. 261.

<sup>10</sup> Grubbs, F. H. Oregon Pioneer Association Transactions, 1913, p. 73.

<sup>11</sup> Scott, Harvey W. History of the Oregon Country, vol. I, p. 297.

mission, referred to above, which had been started in the meantime by Edwards.<sup>13</sup>

Cyrus Shepard married Susan Downing, who came out by sea on the Hamilton with the Elijah White party, arriving in 1837. He died in January 1840, leaving a wife and two children.<sup>13</sup>

*Program of the Vancouver School.*—The school at Vancouver was made into a manual-labor school by Mr. Shepard. For a while there were two teachers, Mr. Shepard and the Reverend Samuel Parker.

Possibly as fine a description as one will find of the conduct of this early school is given by the Reverend Mr. Parker, who arrived at Fort Vancouver September 30, 1835. Parker seems to have been a man of ability, who wrote much, and with unusual clearness. He had ample time to make observations, as he spent the winter at the fort.

There is a school connected with the establishment for the benefit of the children of the traders and common laborers, he wrote, some of whom are orphans whose parents were attached to the company; and also some Indian children, who are provided for by the generosity of the resident gentlemen. They are instructed in the common branches of the English language, such as reading, writing, arithmetic, grammar, and geography, and together with these, in religion and morality. The exercises of the school are closed with singing a hymn; after which they are taken by their teacher to a garden assigned them, in which they labor. Finding them deficient in sacred music, I instructed them in singing, in which they made good proficiency, and developed excellent voices. Among them was an Indian boy, who had the most flexible and melodious voice I ever heard.

It is worthy of notice how little of the Indian complexion is seen in the half-breed children. Generally they have fair skin, often flaxen hair and blue eyes. The children of the school were punctual in their attendance on the three services of the Sabbath, and were our choir.<sup>14</sup>

## 2. The Whitman Schools near Walla Walla

There were some early schools started in the Walla Walla country by the missionaries H. H. Spalding and Marcus Whitman, who were sent to that district by the American Board of Commissioners for Foreign Missions. The Reverend Mr. Spalding commenced his residence among the Nez Percés about the close of November 1836, while Dr. Whitman began his work among the Cayusés on December 10. William H. Gray was a physician who accompanied them from the East. The mission was strengthened by the Reverend Cushing Eells, Asa B. Smith, Elkanah Walker, and Mr. Rogers, after Gray had returned East for reinforcements.

<sup>13</sup> Carey, Chas. H. *History of Oregon*, vol. 1, p. 210.

<sup>13</sup> Scott, Harvey W. *History of the Oregon Country*, vol. 1, p. 210.

<sup>14</sup> Parker, Reverend Samuel. *Journal of an Exploring Tour Beyond the Rocky Mountains*, p. 171.

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In March 1837, Mr. Spalding wrote about a school that had been started at the mission:

Nothing but actual observation can give an idea of the indefatigable application of all classes, old and young, to the instruction of the school. From morning to night they assembled in clusters, with one teaching a number of others. Their progress is surprising. Usually about one hundred attend school. A number are now able to read a little with us at morning prayers.<sup>15</sup>

In March 1838, Dr. Whitman reported a school of 10 to 15 pupils during the winter, and that when the hunters returned in the spring, the number of pupils became greater than the mission family had books or ability to teach.

Mr. Gray taught in the school among the Nez Perces, which opened on September 23, 1838, with about 150 in attendance.<sup>16</sup> This school was known as the Clear Water School. In 1841 it was reported that "the school is very fluctuating, having at some times one hundred pupils, and the next week, perhaps, all would be gone with their parents to some distant place in search of food". Two years later they reported from 200 to 225 in daily attendance. About 30 read well in our language. Instruction was given on the blackboard, or by lessons printed by the missionaries and later recopied by the pupils. About 150 were able to copy with a pen the daily lessons. This seems to have been W. H. Gray's last year as teacher of this school.

Between the years 1838 and 1846 these missionaries established some six schools in the region. These were the 2 mentioned above, 1 at Kamiah taught by Cornelius Rogers, and another one established at the same place about 5 years later, with a "hired" teacher; the Tshimakain school, near Spokane House, started in November 1839, by Eells and Walker, and also another one 5 miles from the station, reported in 1843. The former had 30 pupils to start with, which later increased to 80. School was held in the church. Two years later the attendance was 11, while the second school had an attendance of 22.

### 3. Spalding and the Clear Water or Fort Lapwai Mission School

The mission school at Clear Water (Fort Lapwai) was located about 13 miles from the present site of Lewiston, Idaho, at the confluence of Lapwai Creek with the Clearwater River. Although it is in Idaho, it seems logical to include at least a brief account in the history of Washington education, because Rev. Spalding, his wife, Mr. Gray, and others were a part of the Whitman group and the mission was really an outpost at first of the Whitman Mission,

<sup>15</sup> Report American Board of Commissioners for Foreign Missions, 1836, p. 127.

<sup>16</sup> *Ibid.*, 1839, p. 144.



The Spaldings arrived at their mission field, November 1836. Their first log house was 48 feet long and 18 feet wide. One end of the building was used for living quarters, the other as a schoolroom and a church. Here they taught the Indians—men, women, and children—not only the white man's religion, but also the white man's industries. Mr. Spalding had brought tools for building and seeds for planting gardens, orchards, and fields. He planted the first apple trees in the State of Idaho. It is claimed that some are still bearing at Lapwai. He taught them to plow, sow, and reap, to care for poultry, pigs, and cattle. Small irrigation ditches, still to be seen, were dug.

The Nez Perces were eager pupils. Mrs. Spalding was the teacher and sometimes had as many as 200 in attendance. Her house was thronged from early morning till late at night. The women came to see how she dressed, to observe the preparation of meals, and to watch her wash and dress the baby.<sup>17</sup>

Helen Hunt Jackson reports Mr. Spalding as saying that—

Nearly all the principal men and chiefs are members of the school, that they are industrious in their school as on their farms. They cultivate their lands with much skill and to good advantage. \* \* \* About one hundred are printing their own books with the pen. This keeps up a deep interest, as they daily have new lessons to print; and what they print must be committed to memory as soon as possible. A good number are now so far advanced in reading and printing as to render much assistance in teaching. Their books are taken home at night and every lodge becomes a school room.<sup>18</sup>

#### 4. The First Printing Press in the Northwest

One of the outstanding achievements of Spalding was in having the first printing press in the northwest set up and operated at Clearwater. He had communicated his desire to print books for teaching the Indians to Reverend Anderson in charge of the Oregon branch of the American Board of Foreign Missions. Anderson had interested some of the missionaries in Honolulu in sending supplies to the Oregon Mission.

At first Spalding thought it would be unnecessary to reduce the Nez Perces language to writing. He wrote from the Nez Perces Mission House (Lapwai, Clearwater), February 16, 1837:

Judging from the present, this people will probably acquire the English before we do the Nez Perces' language, though we flatter ourselves that we are making good progress. \* \* \* But what our duty will be, when we have acquired their language and are prepared to write and teach it, or to teach the English to better advantage than we are now, we wait the future leadings of Providence and the better wisdom than ours, of yourself and coadjutors.

<sup>17</sup> See Broman, C. J. *History of the State of Idaho*, ch. 8. *The Missionaries and First Settlers*. Baird, Frank Pierce. *History of Education in Idaho Through Territorial Days*, pp. 1-30 on Mission Schools.

<sup>18</sup> Jackson, Helen Hunt. *A Century of Dishonor*, p. 110.

"This course," says Ballou, "was soon found to be not only impracticable, but absolutely impossible, and at the general meeting of the Oregon Mission in 1838 it was formally voted: 'That we apply ourselves to the study of the Native Language & reduce it to writing.'" <sup>19</sup>

Rev. Hiram Bingham, pastor of the Kawaiahao Church of Honolulu who was much interested in converting the Indians in Oregon, secured a printing press to send to the Clearwater Mission. His letter to Rev. R. Anderson was as follows:

The church and congregation of which I am pastor has recently sent a small but complete printing and binding establishment, by the hand of Brother Hall, to the Oregon Mission, which with other substantial supplies amounts to 444.00 doll. The press was a small hand press presented to this mission but not in use. The expense of the press with one small font of type was defrayed by about 50 native females, including Kinau or Kaahumanu 2d. This was a very pleasing act of charity. She gave 10 doll. for herself and 4 her little daughter Victoria Kaahumanu 3d. <sup>20</sup>

Mr. Hall, who was to instruct in the use of the press, left Honolulu with Mrs. Hall and the press March 1839, arriving at Fort Vancouver about April 10, 1839. They left there on the 13th of April, arriving at Fort Walla Walla on the 29th or 30th of the same month. They reached Lapwai on May 13 and had the press set up by the 16th, when they struck off the first proof sheet.

On May 16th the press was set up and on May 24, 1839, four hundred copies of a small 8-page book in Nez Perces in the artificial alphabet devised by Mr. Spalding were printed, thus constituting the first book ever printed in the Oregon Territory. <sup>21</sup>

In 1840 the American board reported that the mission—

• • • has recently received a most valuable donation, as the fruit of the foreign missionary spirit of the Sandwich Islands churches, consisting of a small printing press, with the requisite types and furniture, etc., all estimated at about \$450. This was a donation from the Reverend Mr. Bingham's church at Honolulu, which the year before sent to this mission eighty dollars in money and ten bushels of salt. The health of Mrs. Hall, wife of one of the printers at Honolulu, requiring a voyage, Mr. Hall proceeded with her to the mouth of the Columbia river, with the press, which he took to Clearwater, where it was immediately set up, and employed to print a small elementary schoolbook of twenty pages; the first book printed in the Nez Perces' language, and the first printing known to have been executed on the western side of the Rocky Mountains. <sup>22</sup>

During the next 7 years they must have been exceedingly industrious. They printed many leaflets, reading books, a hymn book, the Gospel of Matthew, and a code of laws worked out by the Nez Perces

<sup>19</sup> Ballou, Howard M. *A History of the Oregon Mission Press*. Oregon Historical Society Quarterly, 23: 39, March 1922.

<sup>20</sup> *Ibid.*, p. 44.

<sup>21</sup> *Ibid.*, p. 45.

<sup>22</sup> American Board of Commissioners for Foreign Missions, 1840, p. 178.

for their government. These publications were in the Indian language and necessitated the formulation of alphabets to make translation possible. At least one book was printed in the Spokane dialect.

Dr. Myron Eells is authority for the statement that in 1846 the press was taken to The Dalles, where it remained until after the Whitman massacre. It was then transferred to Hillsboro, Oreg., where eight numbers of the *Oregon American and Evangelical Unionist* was printed. Later in 1875 it was taken to Salem and deposited in the State historical rooms. It was destined to be transferred once more, 1900, to Portland where it was taken by the Oregon Historical Society. There it may be seen now in the city auditorium. It bears the following label:

Mission Printing Press brought to Oregon from Honolulu, Hawaii, in 1839. First used at the Mission Station of the A-B-C-F-M at Lapwai, on the Clearwater, thirteen miles from the present city of Lewiston, Idaho, and was used by E. O. Hall, on May 18th of that year, to print leaflets containing translations of hymns and Bible verses in the Indian language, made by Rev. H. H. Spalding and wife, missionaries of the American board.

As a school and as a general civilizer the Clearwater Mission left much more of a permanent influence than the Whitman Mission. This was probably largely due to the different characters of the Indians at the two posts. The Nez Percés are generally regarded as among the most intelligent and least warlike of all the Indian tribes. The Cayuses were apparently far more warlike and of lower character traditions. An Indian village still exists at Lapwai. The Indians speak of the Spaldings with the greatest affection. Spalding's grave is cared for by the Indians.

### 5. The Spokane Garry School

Spokane Garry, son of the chief of the tribe of Spokane Indians, was born about 1813. He spent his early life in the region surrounding the present city of Spokane. He and seven other lads were taken to the Red River Missionary School, "and were the first Indians belonging to the Oregon country that were taught to read and write."<sup>28</sup>

He spent 5 years at the settlement, securing a good education and learning to speak both English and French. He also took to civilized ways. In 1830 he returned to the Spokane country; and became, finally, the predominant influence in the Indian life of that section—an influence he retained for 60 years.

Spokane Garry started the first school in that section upon his return from the Red River country. He induced the Indians to construct a

<sup>28</sup> Lewis, William S. *The Case of Spokane Garry*, p. 13.

schoolhouse 20 by 50 feet in size. The site of the school was about 2 miles north of Spokane Falls, within the present limits of the city of Spokane, at a place called Drumhellers Springs, west of Monroe Street.<sup>24</sup>

The school was built with a framework of poles covered with tule mats. The reeds were woven and sewed together by the squaws into mats, which were stretched over the framework of the building.

This school was conducted in the wintertime, and frequently had to be shut down to allow the Indian children to get food. It was an attempt to teach the Indians how to read and write. The date of the opening of this school is not known at this time. Possibly some documents will be unearthed which will bring the matter to light. From the present indications it is not likely that it was started previous to the school of John Ball at Fort Vancouver. However that may be, this early attempt of Spokane Garry deserves a place in the history of education in this State. Gov. Isaac Ingalls Stevens was well acquainted with Spokane Garry and seemed to think well of him. In his journal, written during his survey for the United States Government of a railroad route from the Mississippi River to the Puget Sound, he wrote:

I have now seen a great deal of Garry, and am much pleased with him. Beneath a quiet exterior he shows himself to be a man of judgment, forecast, and great reliability, and I could see in my interview with his band the ascendancy he possesses over them. October 24, 1853.<sup>25</sup>

Edward Curtis, who is the most outstanding authority on the North American Indians, has written considerable detail concerning Garry of which the following is an excerpt:

At that time Ilumbú-spükani, Chief Sun, or Garry (the Indians pronounce the name as if it were Jerry), was chief of the Sínhoméñé. Born about 1813, at the age of about twelve years he was taken by Sir George Simpson, governor of the Hudson's Bay Company, to be educated at the company's post on Red River. After five years of schooling he returned to his people, and began to preach and to institute some of the forms of Christian worship among them. As the report of his new teaching spread, people from other tribes came to hear him, and his influence increased until he was head of his tribe. Also, in the place of Nahütumb-l-kó, Erect Hair, the senile chief of the Sínutuúli, he caused to be recognized a nephew of the latter; but because of his education and knowledge of the ways of the white men, he himself was in effect the head chief of both tribes. All this occurred before the first mission in that part of the country was established, in 1839, by the Reverend Elkanah Walker and the Reverend Cushing Eells, among the lower Spokane at the site of Walker Prairie.<sup>26</sup>

<sup>24</sup> Ibid., p. 20.

<sup>25</sup> Stevens, Hazard. *Life of Isaac Ingalls Stevens*, vol. I, p. 399.

<sup>26</sup> Curtis, Edward S. *The North American Indian*. In 20 vols., vol. VII, p. 53. Published by the author, 1911.

6. Conditions in Northern Oregon (Washington)

Washington Territory was not separated from Oregon until the year 1853. However, on August 20, 1845, the territory north of the Columbia was given legal recognition and called the District of Vancouver. Lewis County was created in December 1845, being named in honor of Meriwether Lewis of the Lewis and Clark expedition. Vancouver District later became Clark County in honor of the other member. Lewis County embraced all the territory west of the Cowlitz River. No other county was organized until February 1851, when Pacific County was established.

In 1852 there were the following: Thurston County, named after John R. Thurston, county seat, Olympia; Pierce County, named in honor of President Franklin Pierce, with the county seat at Steilacoom City, on the land claim of John M. Chapman; King County, named in honor of W. R. King, with the county seat at Seattle, on the land claim of David S. Maynard; Jefferson County, named in honor of Thomas Jefferson, the county seat being placed on the land claim of Alfred A. Plummer. Island County was organized in January 1853, the county seat being located at Coveland, on the claim of Richard H. Lansdale. At the time of the separation of Washington Territory from Oregon there were eight counties.

The factor of population had much to do with the slow growth of education north of the Columbia. There were 1,201 persons in the Territory in 1850, while there were only 304 in 1849. The first movement into the Territory was in the year 1845. Thus there were only 304 persons arriving in 4 years. Meany points out that the slow growth of population was due to the Whitman massacre of 1847, the newly found gold fields of California in 1848, and an Indian war at Nisqually in 1849.<sup>27</sup>

In addition to those already mentioned there was a school at Vancouver "under the superintendence of Mr. and Mrs. Carrington." This school was not a public school under the Iowa law, but was operated by the Hudson's Bay Company. The Carringtons taught also at Fourth Plain, where they took up a homestead in 1848.

Richard Carrington was an Englishman and an accomplished scholar, brought to this land by the Hudson's Bay Company. He was an artist of no mean merit, and was a lover of music, having brought a piano, violin, and guitar from England with him. Mrs. Carrington was a very accomplished woman. They went to Fourth Plain in the fall

<sup>27</sup> Meany, Edmond S. History of the State of Washington, p. 225.

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of 1846. It is said that when General Grant was stationed at Fort Vancouver he spent much of his time with the Carringtons.<sup>28</sup>

The educational situation in northern Oregon by the year 1850 is told tersely in the following table.

TABLE 5.—Census of 1850—colleges, academies, and private schools<sup>1</sup>

County	Number	Teachers	Pupils
Clark.....	2	3	11
Lewis.....	1	1	13
Total.....	3	4	24

<sup>1</sup> Seventh Census of the United States, 1850, p. 1001.

There were two schools in Clark County, with three teachers. There were two teachers in the Hudson's Bay Company's school; but that there was another school in the county, seems to be evident from the above report of the United States Census Bureau. There seems also to have been a school of one teacher in Lewis County.

In a personal interview with one of the authors, George H. Himes expressed the opinion that the Lewis County school was possibly on the Cowlitz River. In a published document he states that Urban E. Hicks, in the spring of 1851, "joined his stepfather, Stephen Dudley Ruddell, and crossed the plains to Oregon; spent the winter on the Catlin place, near Kelso of the present day; taught school there—the second school in Cowlitz County, Wash.—the first teacher being F. D. Huntress." Urban East Hicks was born in Boone County, Mo., May 14, 1828; he learned the printer's trade in Paris and Hannibal, in Missouri. He knew Samuel M. Clemens, better known as "Mark Twain", and taught him how to set type. Besides the teaching experience mentioned, he taught two terms of school in 1855-56, George H. Himes being one of his pupils.

If he taught the school in the winter of 1851, and was the second teacher, there is a possibility that this school existed in 1850, and was the school referred to in the census. In a search for substantiating facts, however, two items have appeared that bear upon this point, both of which rather cast doubt upon the above.

In the *Washington Standard* of February 16, 1861, a correspondent from Cowlitz County wrote: "One or more schools have been established since 1851." The other document is a letter which bears on the point. Isaac N. Ebey was the leader of a movement to have a separate county organized for the country around Olympia, and on December

<sup>28</sup> Alley, B. F. *History of Clark County*, p. 340.

16, 1850, he addressed a letter to the government of Oregon Territory praying for such a county organization. This is of considerable value, in view of the fact that it is subscribed to by a number of citizens of Olympia.

These citizens reported that there was no school in Lewis County entitled to school funds in the latter part of 1850 and asked that the money be distributed to them as individuals to educate their own children. As Kelso is many miles from Olympia it is quite likely that they were unaware of the Huntress school.

The first "American" school in Vancouver was taught in the winter of 1852-53 in a log hut situated in a brushwood a little north of where the Lucia Mill stands. The teacher was Mrs. Clark Short.<sup>29</sup>

*Schools at Olympia and vicinity.*—Early in Washington's history we find that Olympia was the center around which the activities of the Territory revolved. It was in the section of country first settled; and, as may be expected, it soon took the place of leadership in the affairs of economic and political life. We are not surprised to learn, therefore, that the first newspaper was published there. This was the *Columbian*, which appeared September 11, 1852.

If we bear this fact in mind, we shall see in clearer perspective the reason why Olympia usurped the leadership in educational affairs. Much of the history of the pre-Territorial period and of the early Territorial period as well, will naturally revolve around the little city on Puget Sound, which became the capital of Washington.

The matter of schools soon attracted the attention of the first settlers. Bancroft says that it is claimed that the first schoolhouse was erected on the Kindred farm on Bush Prairie, by the Kindred family and others.<sup>30</sup> This farm was several miles south of Olympia. David Kindred was one of the pioneers who first settled in the region in 1845, and George W. Bush came in at the same time. We have gone to some effort to locate the site of that little schoolhouse, and have come to the conclusion that it was not on the Kindred farm at all, although it was in the neighborhood. Through J. S. Bush, the site has been pointed out. He says that there never was a school on the Kindred farm. The exact date of the erection of the school is not known.<sup>31</sup>

In his history of Thurston County, J. C. Rathbun states that the first school in the county was taught by D. L. Phillips in the summer of

<sup>29</sup> Alley, B. F. *History of Clarke County*, p. 324.

<sup>30</sup> Bancroft's works, vol. XXXI, p. 375.

<sup>31</sup> The site, according to J. S. Bush, was as follows: On the 29-acre tract on the Harper place, the N.E.  $\frac{1}{4}$  of the N.E.  $\frac{1}{4}$  of sec. 10, T. 17 N., R. 2 W. It is on the southwest corner of the crossroads.

1852.<sup>82</sup> The D. L. Phillips mentioned, no doubt, was David Lucas Phillips. Whether or not this was the Bush Prairie School has not yet come to light.

*First school in Olympia.*—The first school in Olympia has been graphically described in a letter in the *Columbian* of November 27, 1852, dated 4 days previously:

Yesterday was a great day for Olympia. (This makes the first school at Olympia established Nov. 22, 1852.) Not in the common parlance, a great festival, a great mass meeting, or a great celebration—but there was a school actually commenced in town, by means of which the children heretofore roaming about our streets listless as the Indian, will begin to imbibe the knowledge requisite to make them good citizens, good republicans, good Christians, and, in short, prepare them to fill the position in which the death of their parents must soon place them.

This being the central point for northern Oregon we hope, in a few years, to see a university as one of our most conspicuous buildings.

Mr. A. W. Moore is now teaching the district school at Olympia. He is a man of experience, character, education, and ability; and if anyone wishes to send scholars, they may rest assured that they are entrusting them to safe hands. Scholars by hiring a room, and two or three going together in cooking their board, might make the expense but little more than living at home.

Definitely, then, it is established that A. W. Moore taught the first school in Olympia, which started November 22 of that year. In the fall a tax was levied and collected for the purpose of erecting a school building. The building was completed in December, being constructed of split lumber. It occupied a site on the northwest corner of Sixth and Franklin Streets.<sup>83</sup> After it was all paid for, the sum of \$400 remained in the treasury, which was used for hiring a teacher. There were 21 children of competent age in the district, of whom a little more than half were in school. This low percentage in attendance, as the *Columbian* points out, was due to the scarcity of schoolbooks. The little village was far from the seat of production of such material, and books were slow in coming.

The citizens taxed themselves heroically for the erection of their first schoolhouse, but this initial effort of the good people of Olympia came to sudden grief. The roof of the building gave way under the pressure of 4 feet of snow, and it was completely demolished. The accident occurred at night when the building was unoccupied, and fortunately there was no loss of life. It happened on Sunday, December 26, 1852. Bancroft gives it a little human touch when he relates that the Reverend Benjamin Close, the first Methodist minister in Olympia, preached his first sermon in the school that day, and that the congregation had

<sup>82</sup> Rathburn, J. C. *History of Thurston County*, p. 19.

<sup>83</sup> Blankenship, Mrs. Geo. E. *Early History of Thurston County*, p. 15.



just left the building when the roof fell in.<sup>34</sup> School was continued in another building.

An editorial in the *Columbian*, July 16, 1853, gives some light on the educational situation at that date with regard to the number of schools then in existence and also the attitude of the people toward schools. They point out that there were but three schools north of Cowlitz Landing: One at Olympia, taught by E. A. Bradford, another at the house of William Packwood, taught by Miss White, and a third near the house of S. D. Ruddell, taught by D. L. Phillips. There were several other neighborhoods with a sufficient number of children to warrant the engagement of teachers. The *Columbian* urged the civic necessity of prompt action in the establishment of schools, even with the aid of private contribution when taxes were not sufficient to meet the expense.

The locations of the three schools referred to have been definitely established. William Packwood's place was on the Nisqually River between Olympia and Steilacoom where he settled in 1847. He obtained permission from the commissioners of Thurston County to start the school in the fall of 1852, the teacher being Miss Elizabeth White. The S. D. Ruddell place was 6 miles southeast of Olympia, the teacher being David Lucas Phillips. The third school was the one in Olympia.

The identification of the site of the first public school in the State of Washington is still somewhat indefinite, but in the light of the facts at present in our possession it seems quite probable that the honor of having erected the first structure of this nature should go to the city of Olympia.

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<sup>34</sup> Bancroft's Works, vol. XXXI, p. 373.

## Chapter IV

### The Foundation of Washington's School Laws

#### 1. School Districts in Northern Oregon (Washington)

During the first 2 years of the provisional government of Oregon, established May 2, 1843, at Champoege, there was no real county organization north of the Columbia River. It was considered in Oregon that the counties or districts of Tualatin and Clackamas extended to the boundary of the Oregon Territory. This was declared by the legislature in 1844 to be 54° 40'. But as no American citizen resided north of the Columbia at that time no colonial organization had been necessary. In 1845 when a compact was made with the Hudson's Bay Company to give the provisional government support under certain conditions, the district of Vancouver was created north of the Columbia. On December 19, 1845, Lewis County was created "out of all that territory lying north of the Columbia River and west of the Cowlitz, up to 54° and 40' north latitude."<sup>1</sup> In 1848 the name of Vancouver County was changed to Clark.<sup>2</sup>

On August 13, 1848, Congress passed the bill creating Oregon Territory, which, of course, included all north of the Columbia River. On March 3, 1849, the Federal appointee as Governor, Gen. Joseph Lane arrived at Oregon City and the Oregon Territorial government was proclaimed.<sup>3</sup>

While under Oregon Territory there soon followed the organization of several counties which were carved out of Clark and Lewis Counties. They included Pacific, February 4, 1851; Thurston, January 12, 1852; King, Jefferson, and Pierce, December 22, 1852; Island, January 6, 1853.<sup>4</sup>

Late in 1852 Thurston County was divided into several precincts, each of which was designated a school district. These were the Olympia precinct; the Steilacoom precinct, which included about what is now Pierce County; the "Dewamish" precinct, which included

<sup>1</sup> The Works of Hubert Howe Bancroft. Vol. XXXI: History of Washington, Idaho, and Montana, 1845-89, pp. 43, 44.

<sup>2</sup> *Ibid.*, p. 46.

<sup>3</sup> Schafer, Joseph. A History of the Pacific Northwest, p. 196.

<sup>4</sup> Meany, Edmond S. History of the State of Washington, pp. 365-367.

what is now King County and territory north; Port Townsend precinct, which included the territory west of the Sound; and the "Scadget" precinct, which included Whidbey's Island and all islands north of the same.<sup>5</sup>

## 2. Oregon School Law Operative North of the Columbia

This history of education in the State of Washington properly begins with the history of education in Oregon. There were a few schools north of the Columbia River previous to 1849 when Washington Territory was formed. While the rigors accompanying pioneer life made expediency the ruling factor in their establishment, the laws of Oregon were in force in the districts formed in northern Oregon. In a letter published in 1852, we read, "it may not be amiss to mention for the benefit of those sections of Thurston County not as yet organized into school districts, that there is several hundred dollars of school funds in the county treasury, and that every district by organizing, can have their share, whether they have a school or not. They can keep the money at interest, if they like, until they conclude to have a school."<sup>6</sup>

The writer knew the law. Section 35 of the Oregon school law of 1849 provided that:

When it shall occur that any district, by reason of sparseness of population, or their scattered condition, may not be able to keep school, if such district will organize, and make the annual report to the school commissioner, according to this act, they shall be entitled to their just portion of the funds accruing to their county, and it shall be the duty of the school commissioner to loan the money to such district, on good security, at six per centum interest, from year to year, and until such district shall want it to support a school.

## 3. Sources of the Oregon School Law

*Influence of Iowa, Michigan, New England.*—The first Territorial school law of Washington, that of 1854, had its inspiration in the Oregon laws of 1849 and 1853. Oregon was governed for some time under the Iowa law of 1839. Moreover, as Aurner points out, this law of Iowa grew out of the Michigan legislation of 1827, 1828, 1829, and 1833; for Iowa was attached to Michigan in 1834. There is still another link in the chain. The influence of New England school laws is clearly shown in those laws of Michigan, "which made provision for the care of school lands, for the organization of districts, for school support, for the schooling of children between the ages of 5 and 15, for

<sup>5</sup> Rathbun, J. C. History of Thurston County. p. 19.

<sup>6</sup> The Columbia, November 27, 1852.

township supervision and control, for the examination and employment of teachers, for the visitation of schools, and for a Territorial superintendent of common schools."<sup>7</sup>

The influence of New England laws is clearly felt in all our legislation, and is especially noticeable in the history of school legislation in the State of Washington.

*Attempted school legislation.*—The Oregon legislators did receive much from the laws of Iowa. In truth, the Iowa laws of 1839 were for some time the official statutes under which the Government operated. The first Oregon school law was passed in 1849, and as the act adopting the Iowa law was passed in 1845, the schools had applied to them the Iowa legislation for several years after the establishment of the provisional government.<sup>8</sup>

The laws of Iowa were first adopted at the meeting at Champoege on July 5, 1843. "The laws of Iowa Territory shall be the laws of the Territory in civil, military, and criminal cases, where not otherwise provided for, and where no statute of Iowa applies, the principles of common law and equity shall govern."<sup>9</sup>

T. O. Abbott, in his "Real Property Statutes of Washington Territory, 1843-89", includes under subject VI, division IV, title III, the Iowa act of 1839 on common schools.

The four laws—those of Iowa of 1839, Oregon of 1849 and 1853, and Washington Territory of 1854—furnish us with the material out of which grew our early and later school statutes. The main deviation in the Oregon and later Washington school organization consisted in the abandonment of the township system and the adoption of the county as the political unit and the school district immediately responsible to the county, instead of to the township.

It is a very peculiar coincidence that all three territories had like experiences in their early history, relating to the provision for a superintendent of public instruction. In 1840 Iowa sought to improve upon her law of the previous year. The new law provided for a superintendent of public instruction; but he was legislated out of office within a year, as the office was deemed "unnecessary", and should therefore be abolished.<sup>10</sup> Oregon Territory had a similar experience.

<sup>7</sup> Aurner, Clarence R. *History of Education in Iowa*. vol. I, p. 3.

<sup>8</sup> An act adopting the statute laws of the Territory of Iowa and the common law, passed August 12, 1845

<sup>9</sup> *Oregon Historical Society Quarterly*, 5: 143.

<sup>10</sup> Aurner, Clarence R. *History of Education in Iowa*. vol. I, p. 11.

## 4. Enactment of the First Territorial School Law in Oregon

*Iowa school law prevailed under the provisional government.*—As has been pointed out the laws of Iowa as a whole were adopted on July 5, 1843, at Champeog for the provisional government of Oregon. But these were regarded as temporary and the legislature immediately set about enacting laws adapted to their own particular needs. The school needs were not forgotten.

*The first bill, 1845.*—No sooner had the legislature of 1845 begun to make laws for the region, than attempts were made to establish a system of free schools. A committee on education, composed of William Henry Gray, J. McClure, and Robert Newell, was organized on August 6, 1845.<sup>11</sup>

This committee presented a bill in relation to schools, which was read the first time on August 9. Two days later it came up for a second reading, and as far as the records go, perished there. The next attempt to legislate on the subject was at the instigation of W. H. Gray, who introduced another bill on common schools, December 13, 1845. This bill survived three readings, but was lost on the last afternoon of the session, which was only 6 days later.<sup>12</sup>

We are safe in drawing the conclusion that many people were awake to the necessity of public education at this early date, which, it is to be remembered, was about 8 years before the separation of Washington Territory from Oregon.

*Editorial in Oregon Spectator.*—Public sentiment was growing. About the time of the meeting of the legislative assembly in the latter part of 1846, the *Oregon Spectator* of November 26 came out with a strong editorial in favor of public schools. It said:

It is quite time that some system of public instruction was established. Some commencement should be made—some foundation laid, however susceptible it might be of improvement hereafter. The subject of education has been rather neglected among us, though not inexcessably so, perhaps. The people of this country have had much to do, and have accomplished much within a few years; matters of imperative necessity engaged their attention and demanded their prompt action; shoulder to shoulder, they have worked together for the general good, with an unanimity truly surprising, even in the times of least hope. They have come out of darkness into light; out of the wilderness into the abode of happy civilization; out of the period of trial into comparative ease and prosperity.

*Governor Abernethy's message.*—Whether or not this editorial had any influence upon the Governor's message, we do not know. It was

<sup>11</sup> Grover, La Fayette. Oregon Archives, 1853. p. 92.

<sup>12</sup> *Ibid.*, p. 152.

only 5 days later, however, that Gov. George Abernethy, in his speech before the legislature, took up the subject in these words:

I would call your attention to the subject of education, without which no country can be prosperous; it, therefore, becomes the duty of the legislature to provide liberally for the education of the rising generation.<sup>13</sup>

This was the first official message to the legislature on this important subject. Yet it brought no direct legislation. That the legislators realized its importance is reflected in the memorial to Congress which grew out of the session. A careful reading of the memorial discloses the fact that the time was not yet ripe. That "insurmountable barriers presented themselves to the general diffusion of education" was literally true.

However, the matter was debated. Two days after the speech of Governor Abernethy was delivered, the committee of the whole reported its recommendation that affairs relating to education be referred to a committee on education. This committee had as its members William G. T'Vault, who was the first publisher of the *Oregon Spectator*, W. F. Tolmie, and Lawrence Hall. Mr. T'Vault, for the committee on education, made a report on the 9th of December, recommending a memorial to Congress on the subject of education. Mr. T'Vault stated that it was largely the work of Mr. Peers. This memorial was presented by the Vice President in the United States Senate on December 8, 1847. It called attention to the physical and economic barriers that prevented the organization of a system of education in Oregon, and "upon the consideration, therefore, that the general diffusion of knowledge is among the leading principles of a government founded upon republican principles like that of the United States", they asked the Government to take steps necessary to aid in the establishment of schools by grants of land, so that they might "place a sound elementary education within the reach of all."

*First public-school organization.*—In the early part of 1847 we find a concrete example of the organization of a community for educational purposes. This is the first instance in our history of such a public-school organization.

The *Oregon Spectator* under date of February 18 published an item on "Public Schools" in which they said they had—

received a letter from the Reverend J. S. Griffin containing the very gratifying information of the organization of the citizens of Tualatin Plains, for the purposes of education. A board of trustees was established, of which Mr. Griffin is secretary, empowered with the responsibilities of securing approved teachers, importing from time to time all necessary books, embracing late improvements in teaching, and as the agents of the

<sup>13</sup> Oregon Archives, vol. 1, 1843-1849, p. 163.

people, to take such general superintendence of matters as will be best calculated to secure the permanency, utility, and prosperity of school operations. These trustees are to hold their office for one year, and it was made their duty "to call meetings of the community, near the close of the year", for the purpose of reorganizing said board of trustees, and to call other general meetings for counsel and instruction, as occasion may require. It was likewise made the duty of the secretary, in addition to the usual duties of such an officer, to make such importation of books, stationery, and school apparatus as the board shall order.

The *Spectator* lauded this effort, and suggested that other sections might follow. This was the occasion when it said with prophetic vision, "Let the seeds of knowledge be sown broadcast throughout the land, and we shall ever have a vigorous, industrious, and happy population."

From the meager amount of information given, it is somewhat difficult to ascertain upon what plan the Tualatin Plains public-school system operated. It may be noted that the Laws of Iowa of 1839 had been adopted as the statutes of Oregon about 2 years previous to the inception of this system. Is there any reason to believe that the Iowa school law was in operation at Tualatin Plains? There are some points of similarity which can be recognized. The directors were elected for 1 year. The Iowa legislation had a similar provision. Again, the idea of a reorganization of the board at a "called" meeting near the end of the year, resembles to some degree the accounting at the year's end stipulated as a duty in section 6 of the Iowa law. However, other provisions, as told by the *Spectator*, are so much at variance that much doubt might be expressed that those citizens had access to a copy of the Iowa statutes. We are told in a petition of Oregon citizens to Congress, of October 2, 1847, that there were only two copies of the Iowa Statutes in the Territory.<sup>14</sup>

The foregoing comments emphasized the necessity of a code of law in Oregon at that time. In the absence of available copies of the Iowa statutes, and also in the absence of local laws defining the plan of organization communities which were anxious to establish the public-school idea were at a loss. People wanted schools. Public sentiment was growing in their favor. "Let us establish a school in every settlement in our land", wrote a correspondent to the *Spectator*, "provide good and comfortable schoolhouses, books, and apparatus. Let us employ teachers well qualified for the task, and sustain those well, who prove competent; so that our children may be benefited, and the teachers continue in their proper sphere. Let us through our representatives as early as practicable, urge the appropriations of pub-

<sup>14</sup> House Miscellaneous, 1st sess., 30th Cong., p. 3.

lic lands, in every township throughout the Territory, for the purpose of supporting common schools. By doing so, the labor of our hands will not be lost, but on the contrary, our children will bless us, and our children's children will revere our memory, and become a blessing to the world."<sup>15</sup>

While there were other acts which bear upon this history with some importance, passed that year and the following, there was no school legislation despite the fact that Governor Abernethy again inserted a paragraph on education in his message of December 7, 1847. He said:

The cause of education demands your attention. School districts should be formed in the several counties, and schoolhouses built. Teachers would be employed by the people, I have no doubt, and thus pave the way for more advanced institutions.<sup>16</sup>

This legislature busied itself materially with memorials to Congress, and in the early part of 1848 the memorial of the legislature, the one by J. Quinn Thornton, and a petition of citizens, all were presented to Congress. In the legislature of 1848 Vancouver County, which later became Clark County, was represented by Adolphus Lee Lewis. Levi L. Smith had been elected from Lewis County, but did not serve. This county was represented by Simon Plomondon.

It was not until 1849 that anything was done for the territorial system of education by the legislature. In the meantime Oregon had become Oregon Territory, and Congress had endowed it with a liberal gift of land for school purposes. The Honorable Joseph Lane issued his first proclamation as Governor of Oregon Territory on March 3, 1849. The house of representatives had met the previous month at the home of Walter Pomeroy in Oregon City; a committee on education, including Henry J. Peterson, C. L. Curry, and William Portius, had done nothing. Indeed, Governor Abernethy's message of the 5th of February was silent on the subject of schools. Education needed an exponent.

*Leadership of George H. Atkinson.*—This leader arose in the person of the Reverend George H. Atkinson who had arrived in Oregon about 9 months antedating the issuance of Governor Lane's proclamation. Soon after the latter event the Reverend Mr. Atkinson called a public meeting in Oregon City to discuss several matters of importance. One question was "Shall we organize a system of free schools?" There was a lengthy discussion, and when the vote was taken the result was 37 for and 6 against free schools.<sup>17</sup> "At the request of

<sup>15</sup> *Oregon Spectator*, April 29, 1847.

<sup>16</sup> *Oregon Archives*, vol. 1, 1843-1849, p. 210.

<sup>17</sup> Gaston, Joseph. *Centennial History of Oregon*. p. 591.



Governor Lane the Reverend George H. Atkinson prepared the educational part of the forthcoming message to the first territorial legislature July 17, 1849. This was the first impulse toward the organization of our public-school system."<sup>18</sup>

We have seen, however, that this was not the first impulse toward organization. Perhaps it would be more nearly proper to say it was the greatest impulse. The Reverend George H. Atkinson was largely instrumental in securing the passage of the law of 1849. "In 1849 he obtained establishment of a public-school system from the legislature", says Harvey W. Scott.<sup>19</sup>

Atkinson was a leading Congregationalist and the founder of Pacific University. He arrived in Portland June 22, 1848, and settled in Oregon City, where he served for 15 years as the Congregational minister, and organized Clackamas Seminary. In 1852 he secured the first funds for Pacific University from the American College and Educational Society, of New York. He served as school superintendent of Clackamas County one term, and Multnomah County two terms.<sup>20</sup>

It was not strange that the Honorable John Eaton, Commissioner of Education, at Washington, selected him to report on education for Oregon and Washington. Eaton says in regard to this:

In all the varied service to the different phases of education in these formative States, which the Bureau was enabled to render during the sixteen years of my supervision, I was especially indebted to him. His information was promptly furnished and trustworthy; his opinions carefully matured and thoroughly safe.<sup>21</sup>

Soon after his arrival, he engaged with others in securing the common-school system of Oregon from the legislature of 1849, Gov. Joseph Lane also favoring the same. Dr. John McLoughlin, former governor of the Hudson's Bay Company, opposed it. Oregon, when he arrived, was without our common-school system. September 4, 1848, he wrote that there were no free schools, no school districts, no appropriations for education, and no plan for it, but that only a few subscription schools existed. He was the first superintendent of Clackamas County, 1861-62, and was the first principal in securing city graded schools of Oregon City.<sup>22</sup>

Probably no one man did more to foster and encourage education in the State than did the Reverend G. Atkinson.<sup>23</sup>

<sup>18</sup> *Ibid.*

<sup>19</sup> Scott, Harvey W. *History of the Oregon Country*, vol. 2, p. 276.

<sup>20</sup> Scott, *op. cit.*, p. 276, l.

<sup>21</sup> Atkinson, Nancy Bates. *Biography of the Reverend G. H. Atkinson*, p. 497.

<sup>22</sup> *Ibid.*, p. 487.

<sup>23</sup> Hines, H. K.. *History of Oregon*.

## 5. The School Law of 1849

*Governor Lane's Message.*—Oregon had now become a Territory by act of Congress, August 14, 1848. On the day after the opening of the first Territorial legislature, July 17, 1849, Governor Lane stressed the importance of education. His message showed extended and scholarly preparation. It was couched in classical phrases and revealed that he regarded education as of paramount importance. It showed that he greatly desired definite action by the legislature.

*Enactment of the bill.*—The portion of the Territory now known as Washington had representation in both houses. This representative was M. T. Simmons, who was acting for Clatsop, Lewis, and Vancouver Counties. S. T. McKean was the council member. There is no doubt, then, that Washington actively participated in the passage of the first school law of the Territory, that of 1849.

A bill on education was presented early in the session. W. W. Buck, of Clackamas County, presented a petition to establish common free schools, July 23. This was referred to the committee on education. Mr. Blain, of that committee, presented a bill to establish a system of common schools on August 21, which was read the second time the following day. On the 23d the council devoted the whole afternoon to debating the bill and passed it 6 days later.

It was read the first time in the House on September 4, and on the second reading the next day, amended in committee of the whole, was read the third time and passed as amended on September 14. It was signed by the speaker of the house on September 19, 1849.<sup>24</sup>

## 6. Provisions of the Common-School Law of 1849

From a state of nebulous ideas was evolved a splendid piece of educational legislation, which in the history of education in Washington deserves much attention. As will be seen its influence was greatly felt in later lawmaking.

In brief, its main provisions were as follows:

1. To establish a common-school fund, the income from which should go to the support of the common schools.
2. To establish an irreducible fund from the principal accruing from the sale of lands, donations, licenses, fines, forfeitures, etc., which were appropriated for the common schools, the income from which should go to the support of the common schools.
3. To provide a tax of 2 mills to support the schools.

<sup>24</sup> Journal of the House. First Regular Session of the Legislative Assembly, p. 55.

4. To provide for a Territorial superintendent of schools.
5. To provide for a board of school examiners in each county, to be appointed by the district court for a term of 3 years. These examiners issued certificates and gave examinations.
6. To provide for a school commissioner for each county, elected for a term of 3 years by the legal voters of the county. (The duties of the commissioner were much like those of a county superintendent.)
7. To provide for 3 directors in each district, elected by the people for a term of 1 year.
8. To provide that one director should be chosen by the directors to act as clerk.
9. To give directors power to employ teachers, contract for the erection of schoolhouses, select sites, provide fuel, and so forth.
10. To provide that the directors must make an annual report to the school commissioner of the county. Failure to do so resulted in forfeiture of apportionment from the common-school fund. (This last provision was amended, however.)
11. To provide for the formation of school districts.
12. To provide for an annual meeting for the election of directors.
13. To give districts power to levy and collect district taxes for school purposes.
14. To provide that any school supported by taxation should be free and open to all children between the ages of 4 and 21.
15. To provide that no discrimination should be made because of religion.

*Comparison with the Iowa law.*—This law shows little of the Iowa influence. There are a few points of similarity, however, that may be of interest. The Iowa law provided that the common schools should be "open and free to every class of white citizens between the ages of four and twenty-one years", while the Oregon law provided that schools supported by taxation should be "open and free to all children between the ages of four and twenty-one years." A most radical change was found in the fact that the Oregon system threw overboard four of the seven district officials necessary in the Iowa system, and entrusted the district affairs to a board of three directors. The Oregon statutes were different in the matter of the establishment of the common and irreducible school funds, also in providing a 2-mill tax for school purposes. The Iowa law did not provide a general tax. The provision of electing officers for a term of 3 years seems to go back to the Michigan law.

This brief digest suggests much of later legislation, some of which remains on the statute books to this day. In truth, coming out of those legislative halls only 6 busy years after the beginning of organized government, it shows remarkable judgment and foresight.

#### 7. First Territorial Superintendent of Common Schools in Oregon

According to the provision of the law, which went into effect at once, the council repaired to the Hall of Representatives on September 27, 1849, for the purpose of electing several Territorial officers in joint session, among which was a Territorial superintendent of common schools. James McBride was elected to this office.<sup>25</sup>

Mr. McBride took hold of the position with a great deal of enthusiasm, as is evidenced by his correspondence to the *Spectator*. Whether or not he had much to do with the passage of the law, does not seem to be on record. He wrote from Lafayette on the 29th of October, 1849:

I frankly confess that I feel a sort of Territorial or Oregonian pride in the law itself. It is indicative of a high degree of intelligence, scientific and literary; and also of moral worth for which we might seek in vain, in many of the States. That a country so new as ours, and settled too under so many disadvantages, yet amongst the Indians, as a portion of our neighbors; compelled to trade with them from the necessity which circumstances impose, \* \* \* and farther, encountering the roughness and rawness, and labor and toil incident to "new settlers", in a new and savage country, at the immense distance of two thousand miles from the nearest organized government, college, or seminary on the face of the Globe; should originate laws for educational purposes, so sage, and so applicable, is a bright constellation in the West, as praiseworthy, as it is brilliant and magnanimous.<sup>26</sup>

This is, without doubt, a splendid opinion on the worth of the new law. McBride seems to have been very active as a Territorial executive. In the *Spectator* of October 24, 1850, will be found an official notice to the school commissioners, and early in 1851 he submitted his report to the council. This was in the form of an annual report, the first ever made in the Territory.

On Saturday the 25th of January, the house passed a resolution, "That the council be, and hereby is, requested to furnish the house with a copy of the annual report of the superintendent of common schools."<sup>27</sup> This was delivered to the house 3 days later and read, and 100 copies were ordered to be printed.

We have not been able to find that the report was ever printed. In fact, the information has been obtained that because of the shortage

<sup>25</sup> Journal of the House, 1849, p. 74.

<sup>26</sup> Oregon Spectator, Dec. 13, 1849.

<sup>27</sup> House Journal, 1851, p. 69.

of money, much of the public printing was never done. It seems that McBride's report is among those lost documents. Oregon lost many valuable papers and records when the State House at Oregon City was destroyed by fire.

Dr. James McBride, a prominent physician of Oregon, came to the Territory in 1846 from Tennessee, where he was born in 1800. The doctor and his wife had 14 children, 10 in Missouri. Crossed the plains in 1846; settled in the Yam Hill County, Oreg., on a donation claim of 640 acres. Began in log cabin. Practiced medicine over much of the State, riding on horseback, and without compensation. He resided on his farm until he received an appointment from President Lincoln to the Sandwich Islands as minister. He was an active Republican.

The doctor moved his family to the village of Lafayette. He held the office in the Sandwich Islands until the death of President Lincoln and Johnson's succession, when he resigned and returned to Oregon. He moved his family to St. Helens, Columbia County, where he spent the remainder of his life. He died in 1884. McBride was a member of the first Territorial Convention held in Oregon.<sup>28</sup>

*Superintendent's office abolished.*—Only 10 days after the superintendent's report was submitted to the house and ordered printed, an act passed both branches of the government abolishing the office.

The reason for this action is not fully understood. We can only conjecture in regard to it. Possibly it was not due to a sentiment that the office was unimportant; all evidence seems to indicate the opposite. However, it might have been due to the fact that the office was considered the least important of the many offices necessary to run the government, and on account of the expense involved the Territory could not well maintain it. On the other hand, the newness of the country, with its poor methods of transportation as well as other physical deterrents, may have demonstrated that the system was impracticable. The later action taken, putting this officer's duties into the hands of local officials, seems to bear out this latter contention.

We have information as to the amount of money Superintendent McBride spent in the 16 months that he held the office. On December 20, 1852, an act was passed authorizing the Territorial treasurer to pay Dr. James McBride for services as superintendent of common schools in the years 1849-51, the sum of \$679.54. This is not a considerable sum today, but was much at that time, and possibly more than the benefits of the office seemed to justify.

<sup>28</sup>Hines, H. K. *Illustrated History of Oregon*, p. 1152.

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*School commissioner's office abolished.*—The next important change in the law was an act passed on January 15, 1852, 1 year previous to the act of 1853. This new legislation abolished the office of county school commissioner, as provided in the law of 1849, and placed the duties of this officer in the hands of the county commissioners. Thus we virtually have the county commissioners taking over the powers of the officer now known as the county superintendent. Oregon had a system without either a Territorial or county school executive.

### 8. The Revised School Law of 1853

This same provision is found in the act of January 31, 1853, which is such a decided change that its other chief provisions will be abridged at this point.

1. Same provisions for school funds as the law of 1849.
2. County commissioners the instrument through which funds were distributed to districts.
3. Districts given power to assess and collect taxes.
4. County commissioners given power to form districts.
5. Provided an annual district meeting in April. People voting had to be "taxable inhabitants."
6. Provided that each district should have a treasurer, assessor, collector and one school commissioner. The treasurer, collector, and commissioner constituted a board of directors with examining and superintending powers.
7. The Territorial tax provided in the previous legislation was abolished.

This law was in operation before Washington Territory was created. It resembles the Iowa statutes in several respects, especially in the organization within the district providing for the levying and collecting of taxes. The Iowa law similarly gave the power of handling the funds to the county commissioners, and like the new Oregon provision, had no Territorial tax.

This is the last legislation previous to the separation of Washington Territory from Oregon.

## Chapter V

### Early Territorial Schools

#### 1: Fragmentary Records

With admission into the sisterhood of territorial commonwealths one might expect to find a more systematic account of the time than during the previous period. But we must keep in mind that schools were not very well organized at that time anywhere in the United States. In 1853 the population was exceedingly sparse in the Territory of Washington. The new school law did not provide for a Territorial superintendent of schools. The county superintendents were untrained, poorly paid, and schools were of minor concern to most of them.

A good deal of uncertainty exists concerning the exact dates of the first schools in each of the counties. Unfortunately legal records were not made of many of those earliest ventures and the memoranda, letters, teachers' registers, etc., have long since been thrown away as rubbish, in too many cases. The files of the early newspapers of the State are very few and the accounts of the schools naturally were not written with the future historian in mind.

The earliest Territorial superintendent's report was published in 1862. The report did not become well known as it was printed only in the journals of the legislative assembly. As the superintendency was abolished a few days afterward and not reestablished until 1871 there is practically no authentic record of the schools of the Territory until the report of 1872 made by Superintendent Judson. That report inaugurated the historical record of Washington schools. Definite statistics were gathered beginning with 1872. The tattered copies still in existence furnish invaluable fragments, but they are fragments and almost as difficult to decipher as the record of prehistoric animals in the rock strata. Some of the statistics are not accurate and most of them inadequate. But a creditable beginning was made in a pioneer field of school administration.

There was no educational paper in the Territory until 1884. The newspapers printed very little pertaining to the schools, but still a number of interesting items are found scattered through the files of the weekly press of that early period.

## 2. Olympia a Leader

Some of the preterritorial school ventures in Olympia have already been chronicled. In July 1854, Bernard Cornelius, recently from Canada, started a second school. He was a very well-trained man, a graduate of Trinity College, Dublin, and a member of the College of Preceptors, London. Before teaching in Olympia he had taught in private schools in California and Victoria, British Columbia. After leaving Olympia he taught in a boys' school in Portland, which later became the Hill Military Academy.<sup>1</sup> While in Olympia he wrote an important series of articles on education which appeared in the *Olympia Pioneer and Democrat*.<sup>2</sup>

It will be remembered from a previous chapter that already there was one school at Olympia, taught by A. W. Moore; which had been designated a "Free School", by the *Columbian*. They said in regard to it:

A tax has recently been levied and collected by which all indebtedness for the erection and completion, thus far, of the district schoolhouse has been liquidated, leaving a fund in the treasury of some \$400 subject to appropriation for school purposes. This will secure the services of a teacher for three or four months to come, and be the means, we trust, of awakening an increased interest in the all-important subject of education.<sup>3</sup>

The schoolhouse built at that time was destroyed by snow, a fact already recorded. Nothing daunted, the little settlement proceeded to build a second schoolhouse, which was opened as a private school. We read on September 21, 1855:

Olympia school will be opened at the new schoolhouse as a private school on Monday, 24th inst.

Bernard Cornelius had started the Olympia school on June 18 as a private venture, and in September moved into the new building.

A boarding school was opened the same year by George F. Whitworth, later president of the University of Washington. The following notice appeared on March 7, 1855:

Mr. and Mrs. Whitworth propose to open a Boarding School for children of both sexes at their residence, distance about one and one-half miles north of Olympia. Should sufficient encouragement be given it is intended to commence about the 1st of April. The terms for boarding and tuition, which will be reasonable, can be ascertained by applying to the undersigned. Country produce will be received in part payment if desired. G. F. Whitworth, Olympia.

<sup>1</sup> From a personal interview with George H. Himes.

<sup>2</sup> See *Pioneer and Democrat*, Nov. 19, Dec. 3, 10, 17, 23, and Jan. 6, 1853-54.

<sup>3</sup> *The Columbian*, Jan. 1, 1853.



Evidently the school was a success. The following year another advertisement announcing the opening of school stated that the tuition per quarter of 11 weeks was \$8 in the primary department; more advanced scholars, \$10 to \$12.

In 1856 another private school started in Olympia. This was for girls. The following advertisement on April 24 announced its opening:

Miss Babb will open a school in the Masonic Hall in this place on Monday, May 5th, at 9 o'clock a.m. Tuition per quarter of eleven weeks: Common English branches, \$5.00; Higher English branches, \$6.00; Drawing, extra, \$3.00; Painting, water colors, \$3.00; Music, Piano, \$20.00. Young ladies and little girls from the country are invited to attend as board is very cheap.

On October 3, 1856, was published a notice of the opening of Puget Sound Institute at Olympia, to begin November 10. The Reverend Isaac Dillon, principal, and Mrs. Isaac Dillon, preceptress, who taught French, drawing, painting, music, and needlework. Tuition for a quarter of 11 weeks was as follows: Primary, \$5; common English, \$6; higher English, \$7.50; music, \$20; ancient and modern language, drawing and painting, \$3; incidental expenses for fuel added.

The school was open for young men, ladies, and children. "We solicit a fair share of patronage at the opening of this Institute, hoping thereby to build up a school of high grade, which will be second to no other on the Pacific Coast." Signed J. F. Devore.

This school was reorganized January 3, 1857, under the name of Puget Sound Wesleyan Institute. In a letter of Governor McMullen of November 17, 1857, he said that the institute had 60 students.<sup>4</sup> Also a notice of the institute of February 9, 1858, shows B. R. Freeland, principal, and Miss Babb, preceptress. They add the interesting item that "the government will be paternal, but strict". This indicates that Miss Babb's private school was absorbed by the Wesleyan Institute. Freeland was from Willamette University. The Reverend Mr. Dillon was forced to give up the work on account of ill health. By this time there were three departments in the institute—primary, scientific, and classical; and one observes: "Phonography taught free of charge." A building was erected during the summer of 1858, Hall and Taylor being the contractors.

During the 4-year period, 1852-56, it is to be seen that there had been started four separate school organizations in Olympia. These were, the public school of Cornelius, the private schools of the Whit-

<sup>4</sup> *Pioneer and Democrat*, Nov. 27, 1857.

worths and of Miss Babb, and the Puget Sound Wesleyan Institute. The Olympia Public School was being taught by G. H. Whitworth and M. E. Whitworth. On October 10, 1856, the notice appeared:

OLYMPIA PUBLIC SCHOOL

Reopened on the 3rd of Nov. next for a term of five months. Tuition per quarter as heretofore—\$5, 6, 8, and 10. No extras.

The course of study embraces all the branches usually taught in High Schools.

It is designed to procure a Philosophical and Chemical apparatus for the use of the school during the next term.

A few boarders can be taken. Terms moderate.

G. F. WHITWORTH,  
M. E. WHITWORTH.

This establishes rather definitely that the early schools were only partially free schools. The cost for tuition was nearly as great as it is today at the university, when the difference in the value of the dollar is taken into consideration. Possibly the first voice that was heard on the subject of free schools was that of Chief Justice Lander. The weekly paper commented on the address by saying, "The lecturer concluded by strongly advocating the adoption of the free school system throughout our Territory."

In the early part of 1857 the public funds of the Olympia district were sufficient to reduce the tuition for the common branches to about one-half the amount it had been previously.

Much light is shed on the early situation by an editorial in the Olympia paper, *Pioneer and Democrat*, of October 31, 1856. In commenting on the public examination at the Whitworth School it said in part:

The schoolroom was crowded to overflowing, and the advancement made in education by pupils of both sexes gives ample warrant of the ability of the instructor and instructress, as also of the close application to study of the scholars under their charge.

Notwithstanding our citizens have had an Indian war on their hands for the last year, the cause of education has not been neglected, nor is it on the wane. Aside from the two schools that have been sustained in Olympia during most of the summer, we are informed that some four or six others have been kept up in different portions of Thurston County, and as an evidence that our citizens are determined that our children shall be educated, war or no war, it is only necessary to observe that when the people of Mount Prairie were driven to forts and block-houses for safety, a school was established at Fort Hennes, which has been continued, we believe, throughout the season; and with the blessings of peace and of God, it has been projected that an Academy will be established at this place during the year, at which a good classical education may be obtained.

## 3. West-Side Counties

It will be advantageous to consider the early schools of the various counties under two groups, those west of the Cascade Mountains and those east of that range of mountains. Until the east-west railways crossed the Cascades the two sections of the commonwealth were largely shut off from intercourse with each other. Even with three transcontinental railways and a well-developed highway the barricade between the two sections is a reality. In general the counties on the western side developed schools a little earlier than those on the eastern, although there are some exceptions to be noted. The counties in each group will be considered alphabetically.

*Clark County* bears the honor of having the very first school in the entire original Oregon country. Due recognition has been given to the school begun by John Ball, a century ago, November 1832. No record has come to light showing the date of establishment of the first public school. It is very certain that it must have been one of the earliest in the Territory. Vancouver was one of the earliest towns to establish a graded school. The town was a contender for almost every public institution established in the Territory. The capital was located there by the legislature (later held invalid), the penitentiary and the State college of agriculture were both located there but later were relocated. At last the institution for the deaf, blind, and feeble-minded was located there. A separate school for the feeble-minded was later established at Medical Lake. The first Catholic Mission School for girls was established in Vancouver and still performs a very able service there. St. Luke's parish school, under the auspices of the Protestant Episcopal Church was established there about 1880.<sup>5</sup>

*Cowlitz County* was one of the earliest counties to be settled and apparently was a pioneer in establishing schools. It was included in Lewis County until 1854. An early day newspaper contained the following account of the earliest school in what is now Cowlitz County:

One or more schools have been established since 1851. These are now maintained most of the time within five miles, on the lower Cowlitz, and several other neighborhoods only want a small accession of families to start schools. The advantages of education are highly prized by the people, and schools are well supported. Many of the young men of the County are at the schools of higher grade in Portland, Salem, and other places in Oregon. One comfortable school has been built near Monticello by the school district.<sup>6</sup>

<sup>5</sup> Report of the Superintendent of Public Instruction, 1881, p. 14.

<sup>6</sup> *Washington Standard*, Feb. 16, 1861.

*Island County* was settled early because of its location in Puget Sound and because of some open prairies which proved to be very rich agriculturally, especially in the enormous yields of wheat. The first school was taught at Coveland in 1854.<sup>7</sup>

*Jefferson County* was strategically located for its numerous Puget Sound ports. Port Townsend at an early day was much more prominent and promising as a possible metropolis than Seattle. Some of the pretentious business blocks and hotels still bear evidence of early day probabilities. It has retained its important military prestige to this day, but commercially it had to yield to other ports developed later. The following account tells the story of early schools of the county:

The school records of the early period of the development of this country are lamentably meager and uncertain. According to the best recollections of the oldest inhabitants, the first school taught was a private school taught in a small log hut in Hastings Valley, about one mile from the present site of Port Townsend, by Miss Reed in 1853. The following year a public school building was erected near a fort, on the breakwater about a mile southwest of the present town of Port Townsend. School was open to the public in this building in 1854. In 1855, the number of children in the county, Kitsap County being at that time a part of Jefferson County, was twenty-five. School was maintained that year 59 days, and three months during the following year. From that time to 1860, no records are left from which I can gather any reliable information.

In 1859, a new schoolhouse was begun in Port Townsend, which it seems was not completed until 1861. In 1864, a new school district was organized with eleven children, and in 1866, District No. 4 was organized at Chimacum with fourteen children. In 1877 District No. 5, Colsead Bay was laid off.<sup>8</sup>

*King County*.—The first school in King County was started by Mrs. Catherine T. Blaine, wife of the Reverend David T. Blaine, in 1853.

In the Blaine letters, we find under date of December 6, 1853, from Seattle:

I suppose Catherine will take the school here for the next three months, at about \$65.00 per mo. A subscription was started yesterday. One man who has only two children to send has signed \$100. We have a few generous hearted men here.

Our village contains about 30 houses, and I think 26 of these have been put up during the last 6 mos.

Mrs. Blaine wrote on Jan. 17, 1854:

I worked before school this morning, standing over the tub with a saw on and my teeth chattering with the cold.

She speaks of the Governor coming to Seattle:

I did not hear them, being occupied with my school.

<sup>7</sup> Lloyd, H. H., county superintendent, in Report of Superintendent of Public Instruction, 1879, p. 43.

<sup>8</sup> Huffman, A. R., county superintendent, in Report of Superintendent of Public Instruction, 1879, p. 45.

March 7, 1854:

If we remain at home I shall finish my school duties week after next.

April 18, 1854:

My school is very pleasant, I rather think I shall continue to teach another term.

This was the pioneer school of King County. C. B. Bagley says that this school was held in a building put up by W. G. Latimer on First Avenue, east side, which became known as "Bachelor's Hall." It was continued in this building until the fall of 1861, when the University of Washington building was opened. The Reverend Daniel Bagley taught there as a substitute during that winter.<sup>9</sup>

Judge Hillman Jones points out that a blockhouse was built in 1855 on an acre of ground just north of the present site of the Denny-Renton Clay and Coal Company, near the Duwamish River. This was later used as a school, until a one-room school was built in 1859-60. He also asserts that the first public school in Seattle was taught by E. B. Ward in 1863. The school stood in the triangle made by Third Avenue and James and Jefferson Streets, where the fountain now stands. It was originally owned by King County and later by Seattle. The county built it in 1860 on ground owned by H. L. Yesler. There had been part-public schools before this, but, according to Judge Jones, this was the first public school.

A schoolhouse was built near Renton about the year 1854. This was one of the first schools in the Territory, and has been thought by some to have been the first school erected in the Territory. This building came after the Olympia structure was built.

**Kitsap County.**—Kitsap County was organized on January 16, 1857. At first it was called Slaughter County in honor of the gallant officer of the United States Army who fell in the Indian War of 1855-56. In July 1857, the name was changed to Kitsap. The first settlement was made by J. J. Felt of San Francisco, in 1853, upon Apple Tree Cove, on the south side of the bay of Port Madison. In 1861 the county was divided into four election precincts, each of which constituted a road and school precinct. One school was established by Mr. Meigs at Fort Madison, which had 50 dwellings in 1861, and another one probably was at Tee-Ka-let at the entrance of the Port Gamble Bay, which had 30 dwellings. In 1860 there were 545 inhabitants, and 120 families. Three schoolhouses had been erected in the county in 1861.<sup>10</sup>

In 1860 there were three districts in Kitsap County, Port Gamble, Port Madison, and Seabeck. They elected a county superintendent in 1858.<sup>11</sup>

<sup>9</sup> Bagley, Clarence, B. *The Seattle Times*, Jan. 1, 1928.

<sup>10</sup> *The Washington Standard*, Mar. 16, 1861.

<sup>11</sup> County Superintendent Charles McDermoth in Report of Superintendent of Public Instruction, 1879, p. 42.

*Lewis County* was the second county to be formed in the Territory. It was carved from *Clark County*, December 21, 1845.<sup>12</sup> Because of its position on the pioneer highway between the Columbia and Puget Sound many settlers tarried on its fertile prairies and river valleys. We, therefore, suspect that many of the earliest schools were taught in *Lewis County* near to *Chehalis* and *Centralia*. The first United States judge assigned to northern Oregon was John R. Jackson. He held court in his house, which still stands, on Jackson's Prairie, about 15 miles southeast of *Chehalis*. The accompanying report of H. M. Stearns, superintendent of *Lewis County* in 1879 gives an account of the early schools:

A school was commenced on *Davis' Prairie* near where *Claquato* now is (in a log house built for a schoolhouse) on the first of January, A.D. 1855, and continued three months, which I suppose was the first school taught in *Lewis County*. I find no report of the school nor of the teacher among the files of this office but determine the dates by my private memorandum. A public school was also taught at the same place (District No. 2) three months during the year, for which Jas. Balch received \$150 of the public school fund. In District No. 3 a schoolhouse was built about two miles southeast of where *Chehalis Station* now is, at a cost of \$350, \$490 having been raised by tax and a school kept 116 days in 1855. In District No. 6 (including *Newaukum Prairie*, *Jackson's Prairie* and *Cutting's Prairie*) a tax of \$200 was levied for building purposes, and a school taught three months by a qualified teacher during the year 1855, but no more definite dates are given.<sup>13</sup>

*Pierce County*.—The first issue of the *Puget Sound Herald* appeared at *Steilacoom* on March 12, 1858. They published that they had just established a good school in their midst. The school directors "with the willing and munificent contributions of the citizens, have erected a new and elegant schoolhouse, which would be no discredit to any of the older towns of the Atlantic States." The school was taught by Frank S. Balch, and had 30 pupils.

During the fall term, which opened in September of that year, the Reverend George W. Sloan was employed as teacher. At the latter part of the following year, September 1, 1859, the Reverend Mr. Sloan opened a private academy. Thus in 1860, we find the public school under Mrs. A. Veeder and the academy in charge of Mr. Sloan.

John F. Damon, editor of *The Northwest*, Port Townsend, made a tour of Puget Sound in September 1860, to inspect the educational institutions then in existence. He said of his trip to *Steilacoom*:

<sup>12</sup> Meany, Edmond S. *History of the State of Washington*, p. 366.

<sup>13</sup> Report of Superintendent of Public Instruction, 1879, p. 35.

Under the escort of W. H. Wood, Esq., and in company with another gentleman friend we visited the select school of the Rev. G. Wm. Sloan, in the vestry of the Methodist Church. This was attended by some fourteen pupils, pretty well advanced, and their recitations evinced a creditable degree of training on the part of all. Mr. Sloan will, no doubt, succeed in having a very fine and we hope well-sustained school as the country becomes more prosperous.

In the public school of Mrs. A. Veeder, among some twenty-odd bright-eyed little ones, we spent a very pleasant hour. It requires no great effort to imagine oneself back in the schools of boyhood, where first position was assumed at the sound of the bell and the little ones sought the alphabet among the rafters of the primitive schoolroom. Some recitations would have done credit to higher-ranked institutions, and the people of Steilacoom may well be proud of teacher and school.<sup>14</sup>

*Night school.*—Possibly the first instance in our history of a night school was started by Jas. P. Stewart, a teacher in the day school at Steilacoom. The tuition was placed so low that it was within the means of all male adults. The school was open 4 nights a week, from Tuesday to Friday, inclusive, and began at 7 o'clock, closing at 10.<sup>15</sup>

*Select school.*—In the fall of 1861 another school was started in Steilacoom.

*Notice.*—The undersigned respectfully announces to the citizens of Steilacoom and vicinity that on Monday, Oct. 14, 1861, he will open a Select School in the building owned by E. A. Light in the town of Steilacoom.

Following branches will be taught: Reading, Penmanship, Arithmetic, English Grammar, Geography, History, Natural Philosophy, Algebra, Double-entry Book-keeping, and the rudiments of vocal music.

A limited number of students accommodated with board. Terms: Tuition, \$8 per scholar, 16 weeks. Tuition and board \$35 for the term.

J. V. WEEKS.<sup>16</sup>

By 1861 schools were well established in Pierce County. William H. Woods, reported as county superintendent in that year: Number school districts, 7; total number scholars, 249; school libraries, none; number schoolhouses, 7; number of months school was kept, 2, 6, and 12; average number of scholars during year, 130; amount paid teachers, \$985.25.

#### *Snohomish County.*—

The county was first districted or more properly speaking, organized into a school district embracing the whole of Snohomish County, and designated "District No. 1" in the year 1866. School was opened the same summer in a building situated in the eastern part of the city, known as the "Blue Eagle" by Miss Ruby Willard. This was the first school in Snohomish County, and the old "Blue Eagle" the first schoolhouse.

This old house had a very checkered history, and was one of the landmarks of the county until 1879, when it stepped down and out, having outlived its usefulness.

<sup>14</sup> *The Northwest*, Port Townsend, Sept. 27, 1860.

<sup>15</sup> *Puget Sound Herald*, Jan. 20, 1860.

<sup>16</sup> *Ibid.*, Nov. 14, 1861.

Inasmuch as it was the first house in which school was kept in Snohomish County, a few words touching its career will not be out of place here. It was built in 1864, by Mr. E. C. Ferguson, one of the oldest settlers, as a storehouse and hall, and it has been dignified as "The Court House" for therein justice was wont to be administered; as "the church" for therein "God the Father" was worshipped in spirit and truth; as "the schoolhouse" where the young idea was trained in the mysteries of "readin", "ritin", and "rithmetic"; and then came dark days. The shadow of evil was thrown upon it, and its reputation blasted as "the saloon" where death was retailed at so much a glass; where men robbed at the gaming table, and drunkenness and revelry made the night hideous, and then—one step lower still. It is gone and nothing remains but the name, and that a byword.

In 1875, school district No. 1, then somewhat curtailed, built the present schoolhouse.<sup>17</sup>

#### 4. East-Side Counties

*Asotin County* was one of the later counties, formed in 1883 out of the original Walla Walla County. The first school was taught in that region before Asotin County was created. It was taught by Angie Bean in a schoolhouse where Anatone now stands.<sup>18</sup>

*Columbia County* was carved out of the original Walla Walla County in 1875. George W. Miller and William Sherry are said to have built the first schoolhouse on their claim near Dayton in the autumn of 1864.<sup>19</sup> County Superintendent Frank McCully reporting to the territorial superintendent in 1881 wrote: "On account of conflicting opinions I cannot say definitely when and where the first school was taught."<sup>20</sup> The county is very rich agriculturally and early assumed high rank educationally. Many claim that the first high school in the Territory was established there.

*Garfield County* was set off from Columbia County in 1881. There were 28 school districts in the new county at the time of its organization. What was probably the first school was established on Patoba Flat in the spring of 1873. A meeting was held in a blacksmith shop of George Gill to organize a district on what was later known as the Ford place. William Butler was the first teacher of the little 3-months' school which was held in a log cabin 5 miles south of the present city of Pomeroy. There were 25 pupils.

*Klickitat County* originally had considerable area of rich open prairie splendidly adapted to wheat farming at a minimum cost. This table land high above the Columbia was near to abundant timber and well watered was soon selected by agriculturists and a

<sup>17</sup> County Superintendent Missimer, C. A. Report of Superintendent of Public Instruction, 1881, p. 25.

<sup>18</sup> Illustrated History of Southeastern Washington, p. 568.

<sup>19</sup> Ibid., p. 408.

<sup>20</sup> Report of Superintendent of Public Instruction, 1881, p. 17.



settlement grew up at and around Goldendale, the present county seat. When gold was discovered it also became a prominent center of mining ventures. It is not surprising that in the earliest list of graded schools we find one at Goldendale.

*Skamania County* was originally a part of Clark County. It is really a part of Clark County. It is neither on the west side nor on the east side, but is mainly in the Cascade Mountains. There were small settlements along the banks of the Columbia at an early day. County Superintendent John W. Brazee reported to Territorial Superintendent Houghton in 1881 "the first public school that I have any record of was taught at the Cascades in 1862."<sup>21</sup>

*Spokane County* was formerly included in Stevens County. That section of the Territory was well known from the time of the earliest fur-trading enterprises. With the exception of the Spokane Garry School, however, no school was established until 1874 when the first school in district no. 8 was organized.<sup>22</sup>

*Stevens County*.—Angus McDonald, who was head trader for the Hudson's Bay Company at Fort Colville established a private school in 1856. The object of the school was to train his own children, but others were allowed to attend. The first public school in the county was established at Pinkney City in 1862, the court room in the county building being used for a schoolroom. The first teacher was Mr. Boody, who had 18 or 19 pupils.

*Walla Walla County*.—Appreciative recognition has already been accorded in the preceding chapter to the Whitman Mission School a few miles west of Walla Walla, and the Spalding School for the Nez Percés at Lapwai, near Lewiston, Idaho. They were established in 1836 and 1838, respectively. After the Whitman massacre on November 28, 1847, we find no record of any schools in Walla Walla County for 15 years.

Walla Walla County was organized in January 1854. On March 26, 1859, the county commissioners appointed William B. Kelly to the office of superintendent of public schools, though there seems to have been no public school in the county. A public school was opened in Walla Walla in 1862.

In the winter of 1861-62, Mrs. A. J. Minor taught 40 pupils in a store building on Main Street. "The first superintendent of public instruction was J. F. Wood, and he was succeeded by William B. Kelly. The latter granted Mrs. Minor a certificate."

<sup>21</sup> Report of Superintendent of Public Instruction, 1881, p. 28.

<sup>22</sup> Edwards, Jonathan, History of Spokane County, p. 119.

There seems to be some disagreement in the above statements, and to add to the uncertainty, C. W. Wheeler, county superintendent, reported to the Territorial superintendent of public instruction in 1881:

I have been unable to learn when or where the first public school was taught in Walla Walla County. Some of the old settlers claim that the first school taught in the county was at Whitman, five miles west of Walla Walla, while others claim different.<sup>23</sup>

*Whitman County.*—"The first public school in Whitman County was taught during the winter, 1872-73.

"Miss L. L. West taught 3 terms of 12 weeks each at Colfax Academy during the year."

*Yakima County* was traversed by the wagon road between there and Steilacoom opened in a crude way about 1853. From the large stream of emigration following this route naturally some tarried permanently along the fertile river valleys. Some scattering schools were organized at an early date as evidenced by the following report:

The records of my office show that the first school taught in the county was a private school, and was taught in 1864. They also show that the county was divided into 6 large and sparsely settled school districts by Mr. Parrish, its first superintendent, some time during the year 1868 and that the first public school ever taught in the county was taught in 1869. The number of children in the county was 116, and there was not a school house in the county.<sup>24</sup>

<sup>23</sup> County Superintendent C. W. Wheeler in Report of Superintendent of Public Instruction, 1881, p. 33.

<sup>24</sup> County Superintendent W. H. Peterson in Report of Superintendent of Public Instruction, 1881, p. 37.

## Chapter VI

### School Expansion During the Territorial Period, 1853-89

#### 1. Evidences of Expansion

*Implanting of the public-school idea.*—The public-school idea had become firmly rooted by the time of the entrance of Washington Territory into the family of American commonwealths. The exact account of its spreading roots, however, must be meager indeed for the first 2 decades of Territorial existence. A previous chapter has given an idea of the difficulties of building highways and establishing homes with the merest necessities of existence. Settlements grew slowly and were widely scattered. School buildings were of the most primitive type. County superintendents and teachers were peripatetic. Teaching was frequently merely a side issue. Reports and records were poorly kept and little use was made of them.

There was no Territorial superintendent until 1861 and then only for 1 year until 1872. Because of this lack of centralization the historian's task relating to the 2 decades following 1853 is rendered difficult indeed. Beginning with 1877 the account is much more satisfactory, although full of gaps until 1890, the first year under State control.

*Sparseness of population.*—A glance at the statistics of population in the different counties, tables 6 and 7, reveals that prior to 1853 population was scant indeed. Table 7 gives the population as 3,965 in the 8 counties. Many of those counties have been subdivided since that date. The first Federal census of Washington is that of 1860. The population of 11,594 was distributed among the then 20 counties. The largest population was in Clark County, 2,384, the second largest in Thurston County, 1,507, the third in Walla Walla County, 1,318, the fourth in Pierce County with 1,115. Only three others, Spokane, Snohomish, and Kitsap had approximately 500 each.

It is readily understood that counties with a few hundred population scattered over areas of from 1,000 to 5,000 square miles could not support many schools, nor very well. Most of the schools were scattered along the pioneer roads discussed in a previous chapter. Remember that the first railroads were not in operation until near the date of statehood, 1889.

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A study of the census figures of towns emphasizes the foregoing. The Federal census of 1870 lists only 18 towns having any existence in 1860.

*First public schools in each county.*—While a few schools had been established north of the Columbia prior to 1850 they were all private ventures stimulated by the zeal of the pioneers to provide education for their children even though the region was for the most part a trackless wilderness.

Note that all of the schools mentioned in the preceding chapter were under way before any public school was built in Seattle. The first was provided there in 1853. That was nearly 4 decades before Seattle became the metropolis of the State. Vancouver, Walla Walla, Olympia, Fort Colville, and Steilacoom were much more prominent than Seattle up to the date of statehood in 1889.

*Statistical evidences of expansion.*—The accompanying table indicates the dates when the first public schools were taught in each of the 25 counties which had been established down to 1870. The remaining 13 counties were carved from some of the 25, so that it will not be necessary to study those individually. In the column headed "First schools taught" we are not sure that in all cases they were tax supported. Frequently public schools were established before districts were formed. Such schools were usually supported by voluntary sharing of the proportional costs determined by the number of pupils attending from each family. They were in reality public schools, different from those maintained as private ventures. They were generally forerunners of the legally formed district schools which followed in their respective places. It is a great tribute to the people that they were willing to lead legislation.

TABLE 6.—Dates of establishment of first schools in the several counties in Washington

County	First private school	First public school	First district formed	Number of school houses in 1869
1	2	3	4	5
Walla Walla.....	1837	1830	.....	2
Cowlitz.....	.....	1831	.....	6
Wahkiakum.....	.....	1832	.....	.....
Jefferson.....	.....	1833	1834	.....
Clark.....	1832	1834	1834	.....
Island.....	.....	1834	1837	.....
King.....	.....	1834	1834	4
Pierce.....	.....	1834	1834	3
Thurston.....	1852	1852	1854	.....
Lewis.....	.....	1853	1853	.....
Pacific.....	.....	1850	1855	.....
Kitap.....	.....	1859	1860	2

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TABLE 6.—*Dates of establishment of first schools in the several counties in Washington—Continued*

County	First private school	First public school	First district formed	Number of school houses in 1869
1	2	3	4	5
Mason.....		1859	1859	
Stevens.....		1861		
Clallam.....		1862		
Skamania.....		1862	1862	
Yakima.....		1864	1869	2
Snohomish.....		1866	1866	1
Whitman.....		1872		2
Columbia.....		1876	1876	
Spokane.....	1835-40(?)			
San Juan.....			1874	

The establishment of the Territorial university.—January 29, 1855, was a red-letter day in the history of Washington education. On that eventful day the legislative assembly passed an "Act to locate the Territorial university". It was doubtless partly educational vision and partly the desire to realize on a gift made by the Federal Government in donating two townships of land in the new Territory for that specific purpose. The act was of such historic importance that it is reproduced in full in another chapter. The newly created university was destined to pass through many vicissitudes before becoming thoroughly established. The more complete account is reserved for a separate chapter.<sup>1</sup>

TABLE 7.—*Statistics of Washington Schools in 1872\**

County	School-houses	Districts	Schools taught	Number attending	Persons of school age	Amount paid teachers
1	2	3	4	5	6	7
Chehalis.....	5	9	3	90	130	\$500.00
Clallam.....	1	4	3	57	114	509.00
Clark.....	26	31	31	641	1,390	2,226.91
Cowlitz.....	5	8	6	132	261	800.00
Island.....	6	6	2	80	130	1,048.00
Jefferson.....	3	4	3	134	239	2,788.82
King.....	8	12	8	213	556	1,952.40
Kitap.....	5	5	5	92	180	2,690.90
Klickitat.....	2	4	3	66	114	500.00
Lewis.....	7	13	10	166	414	840.00
Mason.....	1	4	1	16	47	336.71
Pacific.....	3	11	4	115	239	1,020.00
Pierce.....	5	12	9	157	320	1,300.00
Snohomish.....	2	2	2	40	75	240.00
Skamania.....	2	3	2	28	45	225.00
Stevens.....	0	4	3	48	90	540.00
Thurston.....	17	22	21	500	970	3,300.00
Wahkiakum.....	1	1	1	13	25	60.00
Walla Walla.....	37	48	33	1,035	2,479	7,250.00
Whitcom.....	3	5	2	90	183	369.90
Whitman.....						
Yakima.....	5	14	5	115	229	700.00
<b>Total.....</b>	<b>144</b>	<b>222</b>	<b>157</b>	<b>3,828</b>	<b>8,290</b>	<b>29,318.64</b>

\* From *Paget Sound Courier*, Jan. 10, 1873, Superintendent Rounds' report.

<sup>1</sup> *Laws of Washington, 1854-55, p. 8.*

*First Territorial school statistics in 1872.*—Superintendent Rounds in 1872 left the first statistical résumé of education. A digest of some of those statistics is reproduced in table 7. While the State was growing perceptibly in educational facilities and utilization it is seen that the proportion of census children attending was very small, less than 50 percent. The number of months taught was also very small, averaging less than 4 months annually for the Territory. The amount expended for teachers' salaries would not reach far in a modern city of 25,000 population, which was the approximate population of the Territory in 1872.

## 2. Reports from County Superintendents in 1881

*General evidence.*—The following statements taken from the reports of the various county superintendents to the Territorial superintendent in 1881 furnish many sidelights concerning educational conditions.<sup>2</sup>

County Supt. Smith Troy of *Clallam County* wrote from New Dungeness:

In a broken, sparsely settled county like this, there are, of course, obstacles to a rapid advancement in prosperity which do not exist in more favored localities. We have had no private schools in the county for the last two years. I have been pleased to observe a good degree of interest in educational matters during my tour through the county visiting schools.<sup>3</sup>

From Vancouver, *Clark County*, County Supt. R. R. Robb wrote:

In the work of building up schools, the people of Clark County are confronted by many obstacles. The average settler, who is endeavoring to make him a home in this wooded country, and at the same time compelled to support a family of children, finds it exceedingly difficult to build schoolhouses and to otherwise furnish the necessary means for the support of good schools. This is especially the case in new and sparsely settled neighborhoods \* \* \*. Last year a tax of seven mills on the dollar was levied for this purpose (education) from which the sum of \$5,435.00 was realized. The receipts from this source will be increased the coming year. The good effects of this increased school fund are already apparent. Several districts reported eight months school within the past year \* \* \*. The public schools of Vancouver have,

<sup>2</sup> Report of the Superintendent of Public Instruction of the Territory of Washington, 1881.

<sup>3</sup> *Ibid.*, p. 13.

for several years, been supported entirely by public funds. The term has been increased to nine months, but until better school accommodations are provided, our school must remain in a condition not very creditable to our town. About seven hundred youth, of school age, were reported in the district at the last census, yet our school building will not accommodate one-fourth of that number. The school is at present divided into four departments, two of which are held in rented buildings. There are three other schools maintained in the town. Holy Angels' College, a boarding and day school for young men and boys, has at present about fifty students. The Sisters of Charity have an attendance of about fifty boys and girls, exclusive of about one hundred orphans under their charge.<sup>4</sup>

County Supt. Frank McCully of *Columbia County* wrote from Dayton that 8 new districts had been formed that year, making 69 in all. Nearly all of the recently formed districts had "erected neat and comfortable buildings." The enrollment in some districts was small owing to the fact that a number of the districts were in mountainous country or in sparsely settled areas. *Columbia County* had formerly been a part of *Walla Walla County*.<sup>5</sup>

Of *Cowlitz County* Supt. Antoinette B. Huntington wrote from Castle Rock:

There are twenty-six organized districts in this county, in all but two of which—these two having less than fifteen children of school age—school has been maintained at least three months during the past year. One district maintained ten month's school, employing two teachers, at a cost of about one thousand dollars, half of which was raised by subscription, which, I think, shows a degree of interest most commendable. \* \* \* Our people throughout the whole county manifest a greater degree of interest in educational matters each succeeding year. \* \* \* During the past year twenty-three teachers have been employed in the various schools of the county, thirteen of whom hold first-grade certificates elsewhere, most of them being graduates of different institutions of learning in Oregon or the Eastern States.<sup>6</sup>

From *Island County*, Supt. H. H. Lloyd wrote from Coupeville:

Our schools in this county are in a favorable condition, as far as funds and good schoolhouses are concerned. But in regard to our public schools as a place of education, I must say in my opinion they are a failure, considering the amount of money expended.

He had reference to poor methods of teaching and the diffuse organization of the course of study.<sup>7</sup>

From *Irondale*, Virginia Hancock, superintendent of *Jefferson County*, reported that,

The schools in this county are in a flourishing condition at present, and none but good teachers are employed. There are six organized districts in *Jefferson County*, in all of which school has been taught three or more months during the year. \* \* \* The district schoolhouses are so distributed over the county as to make nearly every

<sup>4</sup> *Ibid.*, pp. 13-14.

<sup>5</sup> *Ibid.*, p. 17.

<sup>6</sup> *Ibid.*, p. 15.

<sup>7</sup> *Ibid.*, p. 18.

man in reach of a schoolhouse, and with few exceptions, these schoolhouses are comfortable buildings. There is one graded school in the county, situated at Port Townsend.<sup>8</sup>

E. S. Ingraham, superintendent of *King County*, later the first superintendent of Seattle city schools, wrote on September 30, 1879:

Seattle, which is embraced in District No. 1, has 974 children between 4 and 21 years of age. Of this number nearly one-half may be found in attendance upon our public schools when in session, and none under six years of age are allowed to attend. The schools of this city are thoroughly graded and the course of study adopted by the Board of Education strictly followed.

At the close of each school year examinations are held in the different grades under the direction of a local board of examiners, selected from among the teachers. Only those pupils who obtain an average standing of 70 percent are allowed to pass into a higher class at the beginning of the next year. Monthly examinations, also, are held throughout the school year.

The schools of Seattle give employment to ten teachers, five of whom are males, at salaries ranging from \$55 to \$100 per month. During the year closing August 31, 1879, there were thirty weeks of public school. Thirty weeks are not enough; there should be at least forty. The coming year the schools will be about the same length as in the preceding.

The county commissioners levied a six-mill tax, the maximum fixed by law, for the support of public schools. This would give a forty weeks' school if there were no incidental expenses. I think there should be an amendment made to the present school law, requiring districts to levy an annual special tax, sufficient to meet all incidental expenses. The county fund should only be used for the payment of teachers.

The schools of the county outside of Seattle have improved much since my last report. In White River Valley the schools are kept up from six to nine months during the year, and every child in the county now has the opportunity of attending at least a three months' school annually. Hasten the time when this Territory shall become a State, and our school lands so disposed of as to give a school fund large enough to maintain a six-months' school within reach of every child of the Territory.

If there are any amendments made in the present school law, I hope they will be such as to give a larger school fund, to secure better supervision and to compel parents or guardians to send their children to some school. I would also strongly urge the enactment of a law allowing a teacher, who may be called to account for thrashing an unruly boy, to be tried by his peers, not by a justice of the peace whose decision is based upon his own notions and the amount of his fees.<sup>9</sup>

In 1881 Mr. Ingraham said he believed that the schools were progressing satisfactorily. He said,

The schools of Seattle were long since thoroughly graded. Their rapid progress since then shows the advantage of the graded system. With the University located in our city, our pupils have the opportunity to take a thorough graded course of study from the primary to collegiate course.<sup>10</sup>

County Supt. L. M. Ordway of *Kitsap County* wrote from the county seat, Port Gamble, saying that,

<sup>8</sup> *Ibid.*, p. 19.

<sup>9</sup> Report of the Territorial Superintendent of Public Instruction, 1879, p. 37.

<sup>10</sup> *Ibid.*, p. 40.



at Seabeck the school has numbered some thirty-four with an average attendance of twenty-seven. The schoolhouse is the finest in the county, with desks of modern make and convenience, and everything for the pleasure and improvement of the pupils. No. 4, Port Orchard, numbers less than the other districts, and the attendance is very irregular. The children, with the exception of some half dozen white children (only two of whom now remain) are half-breeds, and, as might be expected, are lacking in ambition, and it almost seems a waste of money to try to support a school there. When I visited them I found on the first day but five in attendance and the second but three! There had been a rush to hop-picking and fishing, and school was but a secondary consideration.<sup>11</sup>

From Goldendale, *Klickitat County*, Supt. J. T. Eshelman reported 28 organized districts employing 22 teachers. The average school year was 4 months. The total school fund for the year was \$4,328.68. The average salary for men was \$42 per month, for women \$29. One graded school with 3 teachers was maintained, the "Goldendale Academy", which had been built by stockholders at a cost of \$3,000. Eshelman was principal of this school and also county superintendent.<sup>12</sup>

Robert Watkinson, county superintendent of *Mason County* said, "This county is small, sparsely populated; staple product, lumber. We have ten (10) school districts, with a disposition and inclination, on the part of the people to educate the children. In my ten years' experience, as tax collector, I have never heard a single complaint against the paying of school tax, even by the lumbermen, who are single men, hence, have no children. There is too much stress laid upon the amount of school tax, and not quite enough private energy displayed, to lengthen the three months, to say four months' school, or the year; however, we actual settlers are of the pioneer class, absorbed in the building and improving of our homes—slow work in a timber country."<sup>13</sup>

Mrs. A. L. Bush, superintendent of *Pacific County* wrote from Bay Center that educational interests seemed of secondary interest to the people of that county. At that time there were 15 schoolhouses in the 22 districts, employing 19 teachers to teach the 312 pupils enrolled. The number of pupils in the county was 497, indicating some justification for the interpretation, of the people's attitude made by the superintendent. No figures are available showing the daily attendance. Schools were in session  $3\frac{1}{2}$  months in the year.<sup>14</sup>

County Supt. C. A. McCarty of *Pierce County* wrote from Sumner:

I have visited nearly all the schools in the county, and find that the teachers have little or no helps in the way of maps, charts, etc. The schools, with the exception of three, are mixed schools. There is not a thoroughly graded school in the county. This is owing to the small amount of funds given to each district, and not to a lack of interest

<sup>11</sup> *Ibid.*, pp. 20-21.

<sup>12</sup> *Ibid.*, pp. 21-22.

<sup>13</sup> *Ibid.*, pp. 22-23.

<sup>14</sup> *Ibid.*, p. 24.

generally. In a number of schools, one teacher is compelled to teach from forty to fifty pupils, with nearly as many classes \* \* \* We hope to have the school law amended so as to get a part of the liquor license money for the school money.<sup>15</sup>

Supt. William Bell of *San Juan County* reported that all of the children had school facilities. Of the 300 of school age 168 were enrolled.<sup>16</sup>

John Orvis Waterman, superintendent of *Skamania County* wrote from *Cascadia*:

We had a compulsory school law from 1871 to 1873, in this Territory; but I never heard of its being enforced in any one instance. So far as Clark and Cowlitz Counties were concerned, it was practically a dead letter.<sup>17</sup>

The first school in *Snohomish County* was opened in *Snohomish City* in 1866 in the "Blue Eagle" building, later becoming a notorious saloon and gambling resort. In 1875 a new schoolhouse was built with a "seating capacity of sixty or seventy; it is furnished with the latest improved seats, wall maps, etc.," wrote County Superintendent *Missimer* from *Snohomish City*. He reported that there were then 12 districts with 341 pupils of school age.<sup>18</sup>

*Henry Wellington*, superintendent of *Stevens County*, said:

That portion of *Stevens County*, between the *Columbia* and *Spokane Rivers*, 80 miles from north to south, along the line of the *Colville valley*, is divided into only seven school districts, and that the pupils enrolled and in attendance upon school comprised but one-third of the whole number of school age, was partly due to the sparse population and the extent of the respective districts, but still more perhaps to a lack of interest in education of a majority of the people, and to the conspicuous absence of competent teachers.<sup>19</sup>

The superintendent of *Thurston County*, one of the most thickly settled reported 1,217 children of school age of whom 367 were in *Olympia*. In the entire county 825 were enrolled. While a number of the districts had 6 months of school some had only 3. *Olympia's* school fund was \$1,468.<sup>20</sup>

*C. W. Wheeler*, county superintendent of *Walla Walla County* and later Territorial superintendent, from *Waitsburg* wrote, "Some of the old settlers claim that the first school taught in the county was at *Whitman*, five miles west of *Walla Walla*, while others claim different." The number of children of school age and the number enrolled were the largest of any county in the State, being, respectively, 2,739 and 1,937. The length of the school year was 7½ months, much longer than in most other counties. He regretted, however, their backwardness regarding graded schools. He said: "We have not a

<sup>15</sup> *Ibid.*, p. 24.

<sup>16</sup> *Ibid.*, p. 28.

<sup>17</sup> *Ibid.*, p. 29.

<sup>18</sup> *Ibid.*, pp. 24-25.

<sup>19</sup> *Ibid.*, p. 27.

<sup>20</sup> *Ibid.*, pp. 30-32.

single graded school in Walla Walla County, a fact which should cause the blush of shame to mantle with crimson the cheek of every lover of freedom in the entire county."<sup>21</sup>

W. H. Fouts, superintendent of *Whatcom County*, wrote from Whatcom that there were "nineteen teachers, seven of whom are males." He complained that

Some of the teachers are inclined to take up a portion of the time in religious exercises, that should be devoted to studies required by law. I think that the church and Sunday school afford sufficient facilities for devotional exercises, without using the public schools for that purpose. I think that religion and infidelity should stand on the same platform in relation to our public schools and that neither ought to be tolerated therein.<sup>22</sup>

M. T. Crawford, county superintendent of *Whitman County*, writing from Colfax said that the first school in that county was taught in 1872-73. Whitman in 1881 was quite populous, having 2,132 children of school age. Less than half were enrolled in the schools and only 4 months of school were maintained in that agricultural county. "There are no graded schools in this county. We hope to have one during the coming year."<sup>23</sup>

Superintendent W. H. Peterson, of *Yakima County*, reported 24 districts having 19 schoolhouses and 1,121 children, 728 of them being enrolled. The growth in population in that county had been rapid, as in 1868 there were only 116 children. The first public school was opened in 1869, a private school having been started in 1864.<sup>24</sup>

The schoolhouses were generally poor, but the teachers doing good work.

A large and commodious schoolhouse, designed for a graded school, is now being erected in Yakima City. \* \* \* When completed it will be an ornament to the town and supply a long-felt want. The citizens of Ellensburg, a young and growing town in the beautiful valley of Kittitas, also contemplate the erection of a school building at an early day. \* \* \* Several private schools have been taught in the county the past year. The one kept by the Sisters of Charity, at Yakima city, is a good school and is well supported.<sup>25</sup>

### 3. The Rise of Graded Schools

During the preterritorial period there were a few graded schools north of the Columbia, mostly private ventures. Doubtless a number of villages employed more than one teacher, but the records are so lacking that only a few can be definitely located prior to 1890. Superintendent Bryan's report for that year gives a list of towns employing

<sup>21</sup> Ibid., pp. 33-34.

<sup>22</sup> Ibid., p. 35.

<sup>23</sup> Ibid., pp. 35-36.

<sup>24</sup> Ibid., p. 36.

<sup>25</sup> Ibid., pp. 36-38.

more than one teacher. Superintendent Houghton's report of 1881 inaugurated the custom of indicating the number of graded schools in each county. That report shows that there were but 7 counties maintaining graded schools. King, Pierce, and Thurston Counties had 2 each, and Clark, Columbia, Jefferson, and Klickitat 1 each; 10 in all the Territory. In the early reports we are not sure whether or not the several buildings in towns like Seattle, Tacoma, and Spokane were listed as separate graded schools. It would make considerable difference, for example, whether there were 9 towns in King County with graded schools or whether Seattle had 9 buildings. The records do not help us to decide.

In all probability in 1881 there were graded schools located in Vancouver, Dayton, Goldendale, Tacoma, Olympia, Port Townsend, Steilacoom, and Tumwater.<sup>26</sup>

In 1883 the table shows that there were 11 graded schools; in 1885 there were 23; in 1887 the year of the last Territorial report there were only 32.

The various legal enactments providing for the establishment of graded and high schools are discussed in the chapter on "Organization and Administration During the Territorial Period." The law of 1877 and action of the Territorial board of education the following year gave these schools legal sanction. But the pioneer conditions made it impossible to establish them very rapidly.

At first the gradation was very loosely organized. The exact date is not known when the schools were organized so that a given year of work was in one room and taught by one teacher. As late as 1891 the report of the State superintendent classified the pupils as "numbers in the first reader", in the "second reader", "third reader", and "fourth reader". In the 1892 report the terms "first grade", "second grade", "eighth grade" were used.<sup>27</sup>

<sup>26</sup> Report of the Superintendent of Public Instruction, 1881, p. 10; see also table 8, this chapter.

<sup>27</sup> Report of Superintendent of Public Instruction, 1892, p. 28.

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TABLE 8.—Total number of graded schools in successive years in the several counties

County	1881	1883	1885	1887	1889	1890	1891	1892	1893	1894	1895	1896
1	2	3	4	5	6	7	8	9	10	11	12	13
Adams				1	1		1	1	1	1	1	1
Asotin				1	1	1	1	1	1	1	1	1
Benton												
Chehalis				1	1	4	5	6	6	6	6	6
Chelan												
Clallam					1	1	1	1	1	1	1	1
Clark	1	1	1	1	1	2	2	2	6	5	4	4
Columbia	1	1	1	1	1	1	2	2	3	5	3	3
Cowlitz					2	3	3	3	3	4	4	3
Douglas						1	1	1	1	1	1	1
Ferry												
Franklin								1				
Garfield										1		
Island			1	1	2	1	1	1	2	2	2	2
Jefferson	1	1	1	1	1	1	1	1	1	1	1	1
King	2	2	5	6	9	13	23	25	18	23	16	16
Kitsap												
Kittitas				1	2	2	2	2	2	3	4	4
Klickitat	1	1	1	1	2	2	2	2	3	2	2	2
Lewis						4	4	3	4	5	7	7
Lincoln					1	1	1	3	4	5	5	5
Mason										1	1	1
Okanogan										1	1	1
Pacific							2	6	5	3	3	3
Pierce	2	2	4	1	3	6	10	11	12	6	6	6
San Juan												
Skagit							3	6	5	9	6	9
Skamania												
Snohomish				1	1	1						
Spokane			2	1	5	11	13	14	16	17	19	19
Stevens												
Thurston	2	2	1	3	2	3	1	2	3	3	2	3
Wahkiakum							4	4	4	4	5	5
Walla Walla			4	5	5	6	7	7	7	7	7	6
Whatcom				1	5	5	5	5	6	6	6	8
Whitman		1		3	2	3	2	9	12	15	15	14
Yakima			2	2	2	2	2	2	2	3	3	4

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TABLE 8.—Total number of graded schools in successive years in the several counties—  
Continued

County	1897	1898	1899	1900	1901	1902	1903	1904	1905	1906	1907	1908
1	14	15	16	17	18	19	20	21	22	23	24	25
Adams	1	1	1	1	2	2	3	5	5	5	5	9
Asotin	1	2	2	2	2	2	2	2	2	2	2	4
Benton												7
Chehalis	6	6	5	6	7	8	8	7	6	7	7	14
Chelan				3	4	5	6	7	7	7	8	9
Clallam	1	1	1	1	1	1	1	2	2	2	2	3
Clark	6	4	5	7	7	9	9	10	17	16	16	15
Columbia	3	3	3	3	3	3	3	4	4	4	4	6
Cowlitz	5	5	5	5	6	5	5	6	5	5	7	7
Douglas	1	1	1	1	1	1	1	1	1	1	1	15
Ferry				1	1	1	1	1	1	1	2	3
Franklin	1	1	1	1	1	1	3	5	4	5	5	9
Garfield	1	1	1	2	2	2	2	1	2	2	2	2
Island		1	1	1	1	1	2	2	2	3	4	4
Jefferson	1	2	2	2	2	2	2	3	2	2	4	5
King	14	16	18	19	18	24	33	39	42	48	51	56
Kitap	2	3	3	4	5	5	5	5	5	12	15	16
Kittitas	4	4	4	4	4	2	4	5	5	6	7	8
Klickitat	1	2	3	4	4	4	5	5	5	6	5	6
Lewis	7	7	6	8	8	8	9	12	13	13	14	15
Lincoln	6	5	6	7	8	8	11	13	14	15	13	14
Mason	1	1	1	1	1	1	1	1	1	1	3	1
Okanogan	2	2	2	1			2	3	4	5	8	10
Pacific	3	2	4	4	4	5	7	6	6	7	9	11
Pierce	24	24	13	14	16	17	19	21	19	24	27	31
San Juan	1	1	1	1	1	2	2	3	3	4	4	3
Skagit	9	9	12	11		13	17	16	18	21	25	26
Skamania									1	1	2	1
Snohomish	8	8	12	14	14	16	16	16	19	22	24	29
Spokane	21	21	9	10	13	13	16	16	22	25	30	35
Stervens	3	3	6	6	6	7	6	8	9	11	11	11
Thurston	4	4	6	6	6	5	5	6	6	6	9	12
Wahkiakum		1	2	2	2	2	2	2	2	2	2	2
Walla Walla	6	7	8	7	7	9	9	12	10	9	7	8
Whatcom	8	7	7	8	9	13	17	17	30			
Whitman	15	15	18	18	19	18	18	24	24			
Yakima	3	4	6	7	7	3	8	22	25			

## Chapter VII

### Organization and Administration of Education During the Territorial Period, 1853-89

#### 1. Education in the Federal Organic Act Creating Washington Territory

*Attitude of the Federal Government.*—Before our Federal Government would consent to even the probationary relationship in the federation of commonwealths constituting the Nation measures were enacted to stimulate and insure an educated citizenry. Among the conditions of granting Territorial rights and obligations to Washington provision was made regarding foundation resources for establishing and maintaining a common-school system. As its capstone a university was to be provided. Not only were these agencies of public welfare made possible, but safeguards were thrown around them to prevent dissipation of the funds for alien purposes. Statesmen in Congress were wiser in providing than some of the politicians have been in administering these educational resources.

*The Organic Act quoted.*—So important were those measures of the Organic Act that the special provisions relating to the common schools are reproduced here in full.

Sac. 20. And be it further enacted, that when the lands in said Territory shall be surveyed under the direction of the Government of the United States preparatory to bringing the same into market or otherwise disposing thereof, sections numbered sixteen and thirty-six in each township in said Territory shall be, and the same are hereby, reserved for the purpose of being applied to common schools in said Territory. And in all cases where said sections sixteen and thirty-six, or either or any of them, shall be occupied by actual settlers prior to survey thereof, the county commissioners of the counties in which said sections so occupied as aforesaid are situated be, and they are hereby, authorized to locate other lands to an equal amount in sections or fractional sections, as the case may be, within their respective counties, in lieu of, said sections so occupied as aforesaid.<sup>1</sup>

*The enactment of the law.*—Accordingly the legislative machinery was set to work. The committee on education in the council was composed of B. P. Yantis, Thurston County; D. G. Bradford, Clark

<sup>1</sup> From Organic Act of the Territory of Washington, approved Mar. 2, 1853. See Remington's Compiled Statutes of Washington, 1922, p. 29, or Laws of Washington, 1st sess., 1854, p. 41.

County; and D. R. Bigelow, Thurston County. In the house there were on the committee on education C. H. Hale, Thurston County; Henry Crosbie, Clark County; and H. C. Mosely, Pierce County.

D. R. Bigelow presented council bill no. 17, "An act establishing a common-school system in the Territory of Washington", on Wednesday, March 28, 1854. The bill went through the committee on education, was reported back and passed by the council on April 10. When the bill went to the house, Mr. Mosely moved to amend that the county superintendent of schools should receive \$25 instead of \$100 salary, which was agreed to. The act was passed April 12, 1854. Snowden says the framing of the bill was the work of Judges Lander, Monroe, and Strong.<sup>2</sup>

Possibly the exact influences in the framing of the act will never be thoroughly understood. We are, however, more interested in the provisions of the act, than we are in the manner in which it was passed.

## 2. The Basic School Law of 1854

*Governor Stevens' Message.*—At the opening of the first session of the Legislature of the Territory of Washington which convened in Olympia on February 27, 1854, the first Governor, Isaac Ingalls Stevens, in his gubernatorial message with singularly penetrating foresight, gave expression to the following prophetic educational ideas:

The subject of education already occupies the minds and hearts of the citizens of this Territory, and I feel confident that they will aim at nothing less than to provide for a system which shall place within the means of all the full development of the capacities with which each has been endowed. Let every youth, however limited his opportunities, find his place in the school, the college, the university, if God has given him the necessary gifts. Congress has made liberal appropriations of land for the support of the schools, and I would recommend that a special commission be instituted to report on the whole system of schools. I will also recommend that Congress be memorialized to appropriate land for a university.<sup>3</sup>

On April 12, 1854, the Legislative Assembly of the new Territory of Washington passed the act establishing the common-school system of the Territory.<sup>4</sup> Because of its fundamentally sound provisions in most respects as well as its historic interest the main provisions are here set forth.

*The common-school fund.*—(a). Provision was made for a permanent school fund which should accrue from the sale of the lands already donated or to be donated in the future by the Federal Government.

<sup>2</sup>Snowden, Clinton A. *History of Washington*, vol. IV, p. 368.

<sup>3</sup>House Journal, 1854, p. 21.

<sup>4</sup>Laws of Washington, 1854, chs. I-IV, pp. 319-328.



The interest derived from the irreducible fund was to provide in part the current fund.

(b) An annual tax of 2 mills on the entire taxable property of the county, to be levied by the county commissioners for the payment of teachers' salaries.

(c) The appropriation of all moneys in each county received in fines for breach of the penal code.

(d) School districts were empowered to levy further taxes upon specific vote of the district for each item to provide buildings, repairs, libraries, and apparatus. Apparently there was no limit.

(e) All districts were required to raise annually by tax levy or otherwise an amount equal to the amount provided by the county school fund. This was "to be expended in paying teachers and building schoolhouses." No funds could be used if school had not been maintained 3 months during the previous year.

*The county superintendency.*—The election by the legal voters in each county of a "county superintendent of common schools" for a term of 3 years. No qualifications were indicated. Reelection is not forbidden. His main duties were:

(a) To establish district boundary lines.

(b) To conduct teachers' examinations and to issue certificates, if in their opinion the candidates were qualified and of good moral character. The subjects included were: Orthography, reading, writing, arithmetic, English grammar, and geography.

(c) To visit all schools once a year.

(d) To apportion all school funds to the various districts upon the proportionate basis of the number of census children from 4 to 21 years of age.

(e) To collect the fines for school purposes.

(f) To preserve school lands from injury and trespass.

(g) To collect statistics of enumeration, enrollment, attendance, etc., from school district clerks. To make an annual statement to place on file in his office, "and may, if convenient, publish it in some newspaper in this Territory".

(h) His salary was fixed at \$25 per year with the provision that "The county commissioners may, in their discretion, if they think the services rendered demand it, increase his salary to any sum not exceeding five hundred dollars a year."

*Law shows Oregon influence.*—Should one compare the law of 1854 with the earlier Oregon laws of 1849 and 1853, it is quite apparent that the Oregon laws had their influence on the framers of the Washington

act. This is not strange at all, but the fact substantiates the point that the New England influence came into Washington through the channel of her sister Territory to the south. We shall point out a few provisions of similarity. Both the law of 1849 and the Washington law of 1854 provided for an irreducible school fund; each provided a tax of 2 mills to support the schools; each provided a county official to be elected for a term of 3 years—in Washington he was called a county superintendent, in Oregon he was a commissioner; each provided for school districts and a school board of three members elected by the people. The Oregon law of 1849 provided for a Territorial superintendent, but this part of the act was repealed before the Washington law was passed. The Washington law provided for no superintendent.

On the other hand, there are a number of provisions in which the Washington law was a distinct advance over the two earlier acts. The county superintendent in Washington was most likely to be an educator who was making education his major activity, which would broaden his scope in educational activities.

Neither the Oregon nor the Washington law was adequate. That is to say, the laws were framed not out of any great educational experience or knowledge of the needs of a new country, but the provisions largely represented practices in vogue in other sections of the country, especially in New England.

In the late sixties and during the seventies we find that a group of educators began to concern themselves with the defects and to take concerted action looking toward changes which would meet adequately the needs of the Territory. It was not until 1877 that such a law was devised.

### 3. Gradual Modifications of the Law of 1854

It will not be necessary to reproduce in detail all of the minor modifications made from time to time in the law of 1854. As the legislative assembly convened annually and as the spirit of bickering and trading was evidently very strong we should expect frequent changes. Modifications were indeed made with great frequency but paradoxically the changes, in most cases, were not very sweeping. In many of the sessions in effecting the change of a few words the entire school law was reenacted. Inasmuch as the statutes do not generally designate the specific modification it has been a difficult task to discover the modifications. By skill in framing statutes and in editing them the Territory might have been saved enormous printing bills. In each of the modifications noted below it is to be assumed that all previous

enactments relating to the given item were repealed unless specifically stated.

*School funds.*—The most frequent changes, as might be expected related to the raising of revenues and their apportionment. The pocket nerve is most highly sensitized and easily disturbed. Although there were frequent changes the fundamental principle of establishing a large and irreducible permanent school fund has been adhered to. For a long time it was specified that the revenues raised by the county tax should be used only for the employment of teachers. It was doubtless assumed that local initiative and pride would provide the buildings and equipment.

(a) *County revenues.*—In the law of 1854 a county tax of 2 mills was specified "for the hire of teachers." On January 21, 1865, the limitation that the 2 mills was to be used only for the hire of teachers was omitted.<sup>5</sup> On January 27, 1866, this rate was changed to 3 mills and specified "for the hire of school teachers."<sup>6</sup> In 1871 the county rate was raised to 4 mills.<sup>7</sup> In each case the expenditure was limited to teachers' salaries. The legislature of 1873 again made a change, this time specifying not more than 4 mills for teachers' salaries and incidental expenses.<sup>8</sup>

On November 9, 1877, the rate again underwent a modification. This time the statement was "not less than 3 nor more than 6 mills should be levied by the county." The purpose for which it was to be expended was not limited.<sup>9</sup>

The law of 1879 stated that not to exceed 8 mills was to be levied by the county. Again the expenditure was not limited to any specified purpose.<sup>10</sup> In 1883 a modified rate was established. This time the rate was to be "not less than 2 nor more than 6 mills \* \* \* for the purpose of establishing and maintaining schools."<sup>11</sup> The statutes of 1885-86 raised the minimum to "not less than three" and kept the maximum at "not more than 6 mills." Again the purpose was unspecified.<sup>12</sup>

No other modification appears until after statehood in the county levy and apportionment.

(b) *District funds.*—As noted in the law of 1854 districts were authorized to levy further taxes by district vote to augment the proceeds

<sup>5</sup> Laws of Washington, 1854-63, sec. 1, p. 5.

<sup>6</sup> Laws of Washington, 1865-66, ch. I, sec. 2, p. 4.

<sup>7</sup> Laws of Washington, 1871, ch. II, sec. 2, p. 14.

<sup>8</sup> Laws of Washington, ch. II, sec. 2, p. 421.

<sup>9</sup> Laws of Washington, 1877, title X, sec. 58, p. 275.

<sup>10</sup> Laws of Washington, 1879, ch. V, sec. 84, p. 25.

<sup>11</sup> Laws of Washington, 1883, title X, sec. 57, p. 17.

<sup>12</sup> Laws of Washington, 1885-86, title X, sec. 58, p. 20, Feb. 4, 1886.

of the permanent State school fund and the revenues derived from the county levy. It is quite predictable that the amounts and rates of the district levies will vary and be modified from time to time. This additional district levy was to purchase, lease, or build a schoolhouse, to purchase a site, or to purchase maps, globes, apparatus, or a district library. The books were to be specified by the district meeting.<sup>13</sup> During the session of 1857-58 the legislature authorized districts to levy a special tax by special vote to defray the "amount actually required to furnish fuel for the year."<sup>14</sup> This did not repeal the previous legislation providing for building and equipment. On January 24, 1860, the legislature decreed that "no tax shall be levied by any district for the hiring of a teacher." The district tax was to be expended only for building or equipment. The rate was not limited.<sup>15</sup>

In 1863 this was amended by adding that districts were further empowered to assess parents or guardians "for tuition, fuel, etc."<sup>16</sup> The law of 1866 stated that the district might vote a tax "for any purpose whatever connected with and for the benefit of the schools and the promotion of education in the district."<sup>17</sup> On January 27, 1866, the legislature authorized districts to levy a tax (not specified) for the purchase of a site, to construct or repair buildings, to purchase libraries, or apparatus, provided that they first "try to obtain the amount required by voluntary subscription."<sup>18</sup> These apparently seemed a little too liberal and on January 29, 1868, the legislature specified that the district upon petition of the parents and guardians might vote a tax of "not to exceed 2 mills for the purpose of defraying the expenses of sustaining a school."<sup>19</sup>

By 1871 the fear of squandering money had apparently vanished and the law was modified to permit by vote of the district any tax for any purpose.<sup>20</sup> In 1873 the necessity for restriction again appeared and the legislature specified that by vote of the district a tax not exceeding 10 mills for building and repairs might be levied.<sup>21</sup> The law of November 12, 1875, fixed the amount to be "not exceeding 2 mills", but eliminated the restrictions as to use.<sup>22</sup>

<sup>13</sup> Laws of Washington, 1854, ch. III, sec. 16, p. 326.

<sup>14</sup> Laws of Washington, 1857-58, sec. 7, p. 20.

<sup>15</sup> Laws of Washington, 1859-60, ch. IV, sec. 20, p. 316.

<sup>16</sup> Laws of Washington, 1862-63, ch. IV, sec. 19, p. 462.

<sup>17</sup> Laws of Washington, 1865-66, ch. IV, sec. 4, p. 14.

<sup>18</sup> *Ibid.*, ch. IV, sec. 17, p. 17.

<sup>19</sup> Laws of Washington, 1867-68, sec. 1, p. 18.

<sup>20</sup> Laws of Washington, 1871, ch. V, sec. 22, p. 28.

<sup>21</sup> Laws of Washington, 1873, ch. V, sec. 4, p. 431.

<sup>22</sup> Laws of Washington, 1875, sec. 1, p. 118.

On November 9, 1877, an entirely new school code was enacted. The changes in school finance, however, were not very great. Districts were authorized to levy special taxes "not to exceed 10 mills" —to furnish additional facilities or for buildings, maps, globes, or apparatus. Only one special tax was permitted.<sup>23</sup> In 1881 the statute was enacted to permit districts in incorporated cities or towns the levy of a tax "not exceeding 10 mills for building" and an additional special tax "not exceeding 5 mills \* \* \* for tuition purposes." This was especially intended to encourage the establishment and maintenance of graded schools.<sup>24</sup> In 1883 the rate limitation was removed and the purpose not specified. The only restriction was that only two special meetings could be held in any one year.<sup>25</sup> The last change in district or county school taxation before statehood was enacted on February 4, 1886. That law authorized districts to raise by special vote not to exceed 10 mills "to furnish additional school facilities" or for buildings or equipment.<sup>26</sup>

*Certification of teachers.*—The law of 1854 provided that county superintendents should examine teachers and issue certificates to those of good moral character and otherwise deemed worthy. These subjects for the examination were not specified. On January 26, 1855, a law was enacted requiring the county superintendent to be at his office at certain times to give examinations. For each examination he was to receive \$1.<sup>27</sup> The law did not state that teachers must possess certificates issued by the county superintendent. It seems to have been implied. Evidently some district board members coveted the authority and possibly the dollar fee. On January 20, 1857, an additional statute was enacted, which did not apparently withdraw the authority from the county superintendent but clearly gave permissive right to district boards also to determine the qualifications of teachers. The statute was as follows:

School directors may be competent judges of the qualifications of teachers in their respective districts, and a certificate from the board of directors of any district shall be sufficient evidence of the qualifications of teachers employed by them.<sup>28</sup>

<sup>23</sup> Laws of Washington, 1877, title XV, sec. 81, pp. 280-281.

<sup>24</sup> Laws of Washington, 1881, sec. 5, p. 28.

<sup>25</sup> Laws of Washington, 1883, title XV, sec. 80, p. 21.

<sup>26</sup> Laws of Washington, 1885-86, title XV, sec. 80, p. 25.

<sup>27</sup> Laws of Washington, 1854-55, sec. 4, p. 13.

<sup>28</sup> Laws of Washington, 1856-57, sec. 3, p. 34.

In order to be more certain of their rights district boards were accorded mandatory powers in the matter a year hence. The act passed on January 30, 1858, reads:

School directors shall be judges of the qualifications of teachers in their districts, but may require a teacher to get a certificate from under the hand of the county superintendent.<sup>29</sup>

On January 24, 1860, the words "shall be the judges" were changed to "may be the judges" but the directors were still permitted to require a teacher to secure a certificate from the county superintendent.<sup>30</sup>

On January 27, 1866, an important change was made establishing the mandate that teachers should be certificated by a professionally competent officer and not by school boards. The law stated that school directors are authorized to contract with and employ teachers; and they shall require a teacher to get a certificate from under the hand of the county superintendent.<sup>31</sup> That principle has not been changed again to the present day.

The following year, January 17, 1867, the same statute was reenacted and the subjects required in the examination were slightly modified: History of the United States, defining, and English composition were listed for the first time. The others were: Orthography, reading, arithmetic, writing, English grammar, and geography.<sup>32</sup>

By the law enacted, November 29, 1871, and effective January 1, 1872, reestablishing the position of Territorial superintendent, the right to grant certificates was vested in that office also. Just how the powers were to be shared was not stated. At a considerably later time answers to these questions were given. English composition was added to the subjects included for county certificates. The law of 1877 extended the subjects, adding four to the list required in 1872. English composition was omitted. The statute specified "reading, writing, orthography, arithmetic, geography, English grammar, physiology, history of the United States, Constitution of the United States, school law of the Territory and theory and practice of teaching."<sup>33</sup>

The law of 1877 made provision for a Territorial board of education, one function of which was to act as a board of examiners for teachers' certification. A county board of education was also provided for in the the same law. The board was composed of the county superintend-

<sup>29</sup> Laws of Washington, 1857-58, sec. 6, p. 20.

<sup>30</sup> Laws of Washington, 1859-60, sec. 5, p. 310.

<sup>31</sup> Laws of Washington, 1865-66, ch. III, sec. 5, p. 10.

<sup>32</sup> Laws of Washington, 1866-67, p. 27.

<sup>33</sup> Laws of Washington, 1877, title XVII, sec. 89, p. 283.

ent and two teachers of the county chosen by him and possessing the highest grade of county certificates. The sole function of that board as specified was to assist the county superintendent in preparing questions and reading papers of candidates for teachers' certificates.<sup>34</sup>

In the same law three grades of county certificates were authorized. The first grade was valid for 3 years, the second for 2 years, and the third grade for 1 year. Holders of the first grade were required to have had 1 year of successful teaching. They were also eligible to take the examination for the Territorial certificate if they had taught successfully for 3 years.<sup>35</sup>

Territorial certificates, valid anywhere in the commonwealth were authorized to be issued on examination to persons with 3 years of experience in teaching, by the Territorial board of education. Discretionary power was given to grant credentials without examination, to persons with 3 years of teaching experience who presented "authenticated diplomas, or certificates from other States, of the like grade and kind as those granted by the board of education for the Territory."<sup>36</sup>

On November 28, 1883, the conditions for granting Territorial certificates were made more specific and a little more rigid. They were to be issued only to applicants who had "taught successfully twenty-seven months, at least nine of which shall have been in the public schools of the Territory." Candidates were obliged to pass an examination in all branches taught in the public schools, or to present "a diploma from some State normal school, or a State or Territorial certificate from some State or Territory" equivalent to those issued in Washington. These were valid for 5 years. Life diplomas were issued on the same conditions except that 10 years of successful teaching, 1 in Washington, were required. The Territorial board was authorized to prepare uniform questions for teachers' examinations to be used by the county superintendents.<sup>37</sup>

In the same year provision was made whereby it became mandatory for county superintendents to endorse certificates from any other county, thus validating the certificate until the next meeting of the county board. This was an important step toward State-wide recognition of certificates.<sup>38</sup>

On February 4, 1886, another important point was gained, viz, the recognition of the professional training given in the university. The

<sup>34</sup> Laws of Washington, 1877, title III, sec. 25, p. 265.

<sup>35</sup> Laws of Washington, 1877, title III, sec. 26, p. 266.

<sup>36</sup> Laws of Washington, 1877, title I, sec. 12, p. 262.

<sup>37</sup> Laws of Washington, 1883, title II, secs. 1-16, pp. 5-7.

<sup>38</sup> Laws of Washington, title III, sec. 26, p. 10.

statute provided that county boards "may in their discretion issue certificates without examination to the graduates of the normal department of the University of Washington Territory, or to any applicant presenting a certificate of like grade, issued in this or any other State or Territory."<sup>39</sup>

*Territorial university.*—On January 29, 1855, the legislature established a Territorial university and located one branch of it at Seattle and the other on Boisfort Plains. On January 30, 1858, it was relocated on the Cowlitz Farm Prairie and again on January 12, 1860, it was relocated in Seattle. It was opened for instruction on November 4, 1861, and incorporated on January 24, 1862. This subject will be more fully discussed in a separate chapter.

*Territorial superintendent.*—On January 30, 1861, the legislature created the position of Territorial superintendent of common schools. On January 15, 1862, the position was abolished. The legislature did not see fit to reestablish the position again until November 29, 1871. A fuller discussion of this topic is given under the head of "Territorial Superintendents."

*County superintendent.*—The detailed changes in the enactments regarding the county superintendent will not be recounted here. A fuller statement of his powers and duties as authorized in the law of 1877 appears elsewhere. The certification changes have also been traced and discussed in a separate section.

#### 4. Miscellaneous Provisions

*The qualifications of voters* were changed several times during Territorial days. On admission as a Territory in 1854 the law said every "legal voter" had the right to participate in school elections. In 1858 this was changed to "every inhabitant over the age of twenty-one years." On January 24, 1860, it was specified that "every white male inhabitant" who had resided in the district and was liable to any tax, except the road tax, was eligible to vote at school meetings. The law of 1871 again said "every inhabitant" as in 1860. The law of 1877 made it explicit that women had the right to vote by saying "every inhabitant, male or female", together with the other qualifications previously designated.

*Sale or lease of school lands.*—On January 24, 1861, the legislature provided that "The land shall be sold to the highest bidder, in legal subdivisions of not more than 160 acres in a lot, the minimum price being \$200 (\$1.25 per acre)."<sup>40</sup> On December 2, 1869, county com-

<sup>39</sup> Laws of Washington, 1860, title III, sec. 26, p. 11.

<sup>40</sup> Laws of Washington, 1860-1, sec. 2, p. 474.



missioners were authorized to lease school lands at not less than \$10 per year for a quarter section.<sup>41</sup> Further discussion will be found in the chapter on school finance.

*First provision for city superintendent.*—In 1881 on authorizing the formation of union or graded school districts it was stated that "the directors of incorporated city or town districts may, in their discretion, elect one city or town school superintendent in each of said districts, who may be a teacher of the district and who shall have the control or management of all the schools in his district, subject to the concurrence of the board of directors."<sup>42</sup> In 1888 it was made mandatory "to employ a city superintendent" in incorporated cities or towns of 8,000 inhabitants. Such incorporations were to form a single school district and be under a board of directors of five members.<sup>43</sup>

*The course of study.*—"All schools shall be taught in the English language, and instruction shall be given in the following branches, viz.: Reading, writing, orthography, arithmetic, geography, English grammar, physiology, and history of the United States, and such other studies as may be authorized by the directors of the district. Attention shall be given during the entire course, to the cultivation of manners, morals, to the laws of health, physical exercises, ventilation, and temperature of the schoolroom."<sup>44</sup>

In 1881 when authorizing the establishment of graded schools the legislature decreed that "no language other than the English, and no mathematics higher than arithmetic shall be taught."<sup>45</sup>

*Teaching of physiology and hygiene with special reference to stimulants and narcotics.*—On December 23, 1885, a statute was enacted with reference to the teaching of physiology and hygiene. It was stated—

That physiology and hygiene which shall in each division of the subject so pursued, include special reference to the effects of alcoholic drinks, stimulants, and narcotics upon the human system, shall be included in the branches of study now required by law to be taught in the common schools of this Territory, and shall be introduced and studied as a regular branch in the same manner and be governed by the same rules which govern the study of any other branch, and shall be so studied by all pupils in all departments of the public schools of the Territory, and in all educational institutions supported wholly or in part by money from the county or Territorial treasury.

Boards of directors, county superintendents, and teachers were liable to punishment for failing to observe the law. All teachers

<sup>41</sup> Laws of Washington, 1869, sec. 1, p. 401.

<sup>42</sup> Laws of Washington, 1881, sec. 1, p. 27.

<sup>43</sup> Laws of Washington, 1888, sec. 1, p. 20.

<sup>44</sup> Laws of Washington, 1877, title IX, sec. 52, p. 274.

<sup>45</sup> Laws of Washington, 1881, sec. 1, p. 27.

were required to pass an examination in the subject before receiving a certificate to teach.<sup>46</sup>

*School for defective youth.*—On February 3, 1886, the legislature provided for the establishment at Vancouver of the Washington School for Defective Youth for the education of the deaf, blind, and feeble-minded. They were very precise in specifying the qualifications of the director and very generous for the time in the salary. "The director of the school shall be a competent expert educator of youth; a hearing man of sound learning and morals, not under thirty nor over seventy years of age; practically acquainted with the school management and class instruction of the deaf, blind, and feeble-minded. He shall reside in the school and be furnished quarters, heat, light, and fuel." His salary was fixed at \$900 with an annual increase of \$100 up to \$1,500.<sup>47</sup>

### 5. The School Law Enacted in 1877

*Preliminary study.*—In July 1876 Territorial Superintendent Judson called a Territorial teachers' convention at Olympia and submitted a draft of a bill calculated to remedy the evils existing under the old law. After this consideration he invited criticism during the year. In July 1877 he reassembled the convention in Seattle. Three days were devoted to the consideration of the bill. Following that it was printed and distributed over various parts of the Territory for criticism. In October 1877 the convention again met at Olympia.<sup>48</sup> After making some modifications the bill was submitted to the legislature. That body, after making some changes in the bill, enacted it into law on November 9, 1877. The law took effect on January 1, 1878.<sup>49</sup> This law is usually referred to as the "Law of 1877." In reality it should be considered as the law of 1878, as that is the date when it took effect.

The main features in which that law differed from preceding legislation will be indicated. The features which were essential reenactments of preceding statutes will not be restated.

*School revenues.*—Wonderful foresight and altruism have been in evidence regarding the raising and apportionment of school revenues throughout the entire history of education in Washington. This wisdom and beneficence was evidenced by those in the Federal Halls of Congress at the time territorial and statehood sovereignty were granted to the various commonwealths established subsequent

<sup>46</sup> Laws of Washington, 1885-86, secs. 1-7, pp. 29-31.

<sup>47</sup> *Ibid.*, secs. 1-33, pp. 136-141.

<sup>48</sup> Biennial Report of the Superintendent of Public Instruction, 1879, pp. 3-4.

<sup>49</sup> Laws of Washington, 1877, titles I-XVII, pp. 279-293.

to enactment of the ordinance of 1787. Under that act every Territory and State have been granted the sixteenth and thirty-sixth sections of land for the purpose of providing a permanent common-school fund. In addition two townships of land have been granted to each Territory and State for establishing and maintaining a university. Various other Federal grants will be noted in another connection.

Wisely Congress left the management of education to the respective commonwealths. This has stimulated local pride and effort. The Washington Legislature seemed to catch the vision and framed educational legislation accordingly. This is evidenced in the following:

1. The revenues derived from the sale of Federal-granted lands were to form a permanent, irreducible school fund, only the interest of which was to be used as a current school fund.

2. Provision has been made to conserve these lands and not to sell them at too low a figure. Foresight would have increased the funds, but this State has done much better than most other States.

3. Fines from law breaking have been allotted to the schools, evidently in the hope of decreasing law breaking.

4. The Territory (State) has through the foregoing sought to insure every child the minimum essentials of an education, and to equalize the burdens of taxation.

5. The counties have been made responsible for contributing their quotas of school revenues. From the outset each county was required by Territorial statute to raise for school purposes a certain number of mills on each dollar of taxable property.

6. Each school district has been allowed opportunity for initiative in providing additional revenues. In some instances the Territory specified the local tax rate that must be levied, but in more cases has specified maximum rates to protect the taxpayers from excessive burdens, which local pride might lead them to assume.

*School district directors.*—At the outset the law provided for the election by the legally qualified voters of three directors to hold office for terms of 3 years. This has prevailed to the present, except in certain classes of districts which will be discussed later. Directors were to be elected at an annual meeting held purely for school business and not at the time of political city or State elections. That was a wise provision and the precedent is still followed. Only taxpayers were eligible to vote at school elections. The main duties and powers specified were:

1. To call regular or special meetings.

2. To make out the tax list in the district.
3. Taxes were collected by the clerk of the district who received 5 percent as a commission. Both of these provisions were very bad ones and were later corrected.
4. To purchase sites, build schoolhouses, provide equipment and make repairs, etc.
5. To employ teachers holding certificates issued by the county superintendent.
6. To introduce uniform textbooks in the district if possible.
7. To employ a district clerk whose duties were: To keep records; to take the school census annually; to collect the district school taxes; to make an annual report to the county superintendent; to account to the district for all moneys received.
8. "To visit and examine the school or schools of their respective districts at least twice in each term \* \* \* and when the teacher experiences difficulty in the government of the school, it shall be his duty to refer the case of disorderly scholars to the directors, who shall decide how such scholars shall be punished, or whether they shall be dismissed from school."

Only those who have experienced frontier life can fully appreciate the necessity for this last regulation. Frequently a gang of ruffians, men grown but illiterate, would attend school intermittently for a few weeks in the winter when work was slack. The school afforded a warm rendezvous and a means of social diversion. The more they irritated the teacher and bullied the smaller pupils the more they exulted in their prowess. Sometimes they were not bad, simply unoccupied and spoiling for excitement; but sometimes they were real desperadoes, toting guns and bad whiskey, constant terrors to their neighborhoods.

*Union or graded schools* were authorized as a new feature.

(a) Two or more districts were permitted to unite to establish a union or graded school "in which instruction shall be given in the higher branches of education." These were later specified by the Territorial board of education.

(b) Any single district was permitted to establish a graded school for similar purposes.

(c) In all cities and towns having 500 pupils the district was required to establish a graded school under such regulations as the district boards might prescribe.

*Subjects taught.*—The law specified that all public schools were to be taught in the English language. The subjects enumerated were "reading, writing, orthography, arithmetic, geography, English grammar, physiology, and history of the United States, and such other studies as may be authorized by the directors of the district. Attention shall be given during the entire course to the cultivation of manners and morals, to the laws of health, physical exercises, ventilation, and temperature of the schoolroom."

*The county superintendency.*—In the basic law of 1854 no mention is made of a Territorial superintendent of schools to organize, integrate, and administer education in the entire commonwealth. With the scant population, widely separated schools, and poor facilities for communication and transportation it was undoubtedly assumed that no such coordinating office was necessary.

Provision was made in the law for a county superintendent of common schools in each county. He was to be elected by the legal voters at their annual election for a term of 3 years. Nothing in the statute seems to preclude reelection. The salary was fixed at the munificent sum of \$25 a year. A provision was made whereby "the county commissioners may, in their discretion, if they think the services rendered demand it, increase his salary to any sum not exceeding five hundred dollars a year." No records are available to reveal to what extent increases were made.

The chief duties prescribed for the county superintendents were:

1. To establish boundary lines of new school districts or to make changes in old ones.
2. To collect the fines designated for school support.
3. To preserve from injury or trespass all school lands.
4. To apportion the school funds to the school districts on the basis of the number of census children from 4 to 21 years of age.
5. To conduct teachers' examinations and issue certificates, valid for 1 year, to successful candidates. The subjects for examination included "orthography, reading, writing, arithmetic, English grammar, and geography." Certificates were to be granted if in their opinion the persons were competent to teach and of good moral character.
6. To visit all the schools at least once each year.
7. "To promote the introduction of a good and uniform system of schoolbooks throughout the county."
8. To make an annual statement from the district reports furnished by district clerks and teachers. These were to indicate the number of pupils, expenditures, and any other "information and suggestions as he

may deem important to the cause of education. This report he shall file in his office, and may, if convenient, publish it in some newspaper in this Territory."

9. Teachers were required to have a legal "certificate of qualification and good character", issued by the county superintendent.

*The Territorial superintendent.*—By the terms of the new law the superintendent was to be appointed by the Governor, by and with the advice and consent of the legislative council, instead of being elected by the legislative assembly. His term of office was fixed at 2 years.

(a) The Territorial superintendent was required to hold an annual Territorial teachers' institute.

(b) He was to assist in establishing county institutes.

(c) He "shall keep his office at some place where there is a post office and shall receive a salary of six hundred dollars per annum." Traveling and office expenses were not to exceed \$300.

*The Territorial board of education.*—Largely through the influence of Superintendent Judson the school law of 1877 provided for the creation of a Territorial board of education. It was evident that various questions affecting the counties should be adjudicated by a board composed of several laymen rather than by a single professional individual. The law specified that the board should consist of "one suitable person from each judicial district, who, together with the Territorial superintendent shall constitute the Territorial board of education, who shall hold office for two years." The members were appointed "by the Governor by and with the advice and consent of the legislative council." The membership of this first board included Hon. Thomas Burke, of King County, Mr. Charles Moore, of Whitman County, and Supt. John E. Judson, *ex officio*, chairman. The first meeting was held at Olympia, April 1, 1878.<sup>60</sup>

The main powers and duties of the board as stated in the law were:

1. To adopt a uniform series of textbooks for the Territory. The period of the adoption was for 5 years.
2. To prescribe rules for the general government that shall secure efficiency and promote the true interests of the schools.
3. To sit as a board of examination at their semiannual meetings and grant Territorial certificates. The board had discretionary power to recognize diplomas and certificates from other States and grant certificates without examination to the holders, "provided they have actually been engaged in teaching three years."

<sup>60</sup> Biennial Report of the Superintendent of Public Instruction, 1879, pp. 3, 4.

4. To prepare semiannually a uniform series of questions to be used by the county boards of examination in certificating teachers.

5. To have general supervision of the Territorial normal school whenever the same shall be established.

*The adoption of uniform textbooks.*—Acting under the law the board at once took steps at their first meeting to adopt textbooks that would be uniform throughout the Territory. The law was very specific in attempting to secure pedagogical efficiency and yet guard the pocketbooks of the people against needless expense. It stipulated that changes were to be made only when old books could be exchanged for new ones without additional cost, stipulating conditions of workmanship and that prices should not be increased. The period of adoption was for 5 years. Superintendent Judson is quoted for some of the details of procedure:

Notice was published in each judicial district of the Territory, that at the next meeting of the board a uniform series of textbooks would be adopted, provided publishers would furnish us books under the peculiar provisions of our law. \* \* \* Many publishers declined to send books when they ascertained that under the provisions of our statutes they were required to exchange their new books, if adopted, even for our old ones.<sup>21</sup>

The board adopted the following books for the period of 5 years 1878-83: Independent Readers—1, 2, 3, 4, 5, 6; Davies & Peck's—Complete Arithmetic—Same, Brief Course; Monteith's Manual of Geography and Physical and Political Geography; Barnes' History of the United States; Steele's Physiology; Watson's Complete Speller; Swinton's Language Series; Spencerian Copy Books.

In 1884 the adoption included: Bancroft's Readers; Robinson's Complete Arithmetic; Monteith's Geographies; Barnes' History of the United States; Steele's Physiology; Watson's Complete Speller; Swinton's Language Lessons and Primer; Spencerian Copy Books.

#### 6. Course of Study for Graded and High Schools

The course of study for graded and high schools adopted by the Territorial board of education in 1877 was epoch making for the new Territory with the unorganized educational activities. While much could easily be criticized from the standpoint of curriculum construction a half century later it was highly creditable for the time. It marked the beginning of a genuine system of public education in the Commonwealth of Washington. Because of its historic significance it is reproduced exactly as stated by the Territorial board of education.

<sup>21</sup> Report of the Superintendent of Public Instruction of the Territory of Washington, 1879, p. 31.

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It should be noted that the curriculum covered 10 years or grades. The elementary school included 8 grades, as now, but the high-school course included only 2 years. Following the European tradition the designations of the grades is just the reverse of our present terminology. For example, the sixth grade is the lowest, and the first grade is the highest in the elementary school.

*Classification of schools.*—SECTION 1. The union or graded schools shall be classified as primary, intermediate, grammar, and high.

SEC. 2. The primary school shall comprise 3 classes—sixth, fifth, and fourth; the intermediate, 3—third, second, and first; the grammar, 2—B and A; and the high, 2—junior and senior.

### COURSE OF STUDY <sup>22</sup>

#### PRIMARY SCHOOLS. SIXTH GRADE

##### *Language*

*Reading:* Willson's charts from I to XXIII. Teach words, then letters, then the sounds of letters.

Cultivate a natural manner of speaking words. Carefully correct all faulty expressions of the pupils.

*Spelling:* Spell from the charts and reader orally, and in writing on slates or boards.

*Writing:* After each recitation have the pupils write their lessons on their boards or slates.

*Arithmetic:* Counting, reading, and writing numbers up to 100. Addition and subtraction tables up to 5's. Roman numerals to XXV. Use numeral frame, beans, etc.

*Drawing:* Names of lines and simple drawing exercises on slates.

#### FIFTH GRADE. TIME: 1 YEAR

##### *Language*

First reader completed. Teach names and use of common marks of punctuation in reading lessons. Articulation to be distinct. Require pupils to tell in their own language what they have been reading about.

*Spelling:* Spell words from the reader and names of common objects.

*Writing:* Write upon slates, using long pencils held the same as pens, principles, small and capital letters as found on Spencerian chart.

*Composition:* Have pupils compose short sentences about familiar objects. Teach simple rules for the use of capitals and terminal marks (period, interrogation, and exclamation) in punctuation.

*Arithmetic:* Read and write whole numbers to 10,000; Roman numerals to 100. Addition and subtraction tables taught through the 10's and the multiplication tables through the 5's regularly and promiscuously. Count by 2's, 5's, and 10's to 100 and backwards; also by 2's beginning with 1's, as 1, 3, 5, 7, etc. Teach addition, subtraction, multiplication, and division, using twenty-five beans. Teach the use of the terms plus and minus.

*Drawing:* Lines, angles, and names of common geometrical figures. See Willson's charts, nos. 11 and 12.

<sup>22</sup> Report of the Superintendent of Public Instruction of the Territory of Washington, 1879, pp. 19-23.



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## FOURTH GRADE. TIME: 1 YEAR

### *Language*

**Reading:** Second reader completed. Two exercises each day. Mode of instruction same as fifth grade.

**Spelling:** Spell from reader. Have pupils frequently write spelling exercises upon slates or boards.

**Writing:** Same as in fifth grade.

**Composition:** Same as in fifth grade continued. Correct ungrammatical expressions. Have pupils frequently copy from the reader a lesson or a part of a lesson, as an exercise in spelling, punctuation, and the use of capitals.

**Arithmetic:** Numeration and notation to 100,000 in the Arabic and to 1,000 in the Roman system. Multiplication and division tables through 12; addition, subtraction, multiplication, and short division including dollars and cents; no number to exceed two periods. Teach mental work as found in Robinson's Shorter Course, to page 61.

**Drawing:** For illustration, see Krusi's Drawing Manual, Synthetic Series, Part I.

**Geography:** Teach names of counties in Territory; names of mountain ranges and peaks visible, names of ports on Puget Sound, and names of rivers flowing into Sound. Teach natural divisions of land and water by using "trough." Teach ideas of direction as north, northeast, south, etc., found by sun, compass, and north star.

## THIRD GRADE. TIME: 1 YEAR

### *Language*

**Reading:** Third reader completed. Spell and explain all the important words in the lesson. At every recitation require of pupils to give in their own words, the subject matter of what is read. Cultivate a natural style of reading (accent, enunciation, emphasis, and inflection). Special attention to be given to the use of punctuation marks, italics, and capital letters.

**Spelling:** Spell from reader.

**Grammar:** Oral instructions from Swinton's Language Primer to page 57.

**Writing:** Give regular instruction in writing from Spencerian chart or board three times a week, pupils to use pens.

**Arithmetic:** Robinson's Shorter Course to fractions. Oral and written.

**Geography:** Introduction to Monteith's Manual completed. Give lessons on the Globe frequently.

## SECOND GRADE. TIME: 1 YEAR

### *Language*

**Reading:** Fourth reader completed. Observe same particulars as in third grade. Teach use of all the marks of punctuation as found in reader.

**Spelling:** Spell from reader and spelling book. Teach abbreviations as found in spelling book.

**Writing:** Same as in third grade.

**Grammar:** Oral instruction from Swinton's Language Primer, completed and revised.

**Arithmetic:** Robinson's Shorter Course, pages 97 to 143, inclusive; oral and written.

**Geography:** Monteith's Manual. Pacific coast, pages 125 to 142, inclusive; also pages 5 to 67, inclusive.

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### FIRST GRADE. TIME: 1 YEAR

#### *Language*

Reading: Fifth reader. Teach as in lower grades. Have pupils read selections from newspapers and magazines once a week.

Spelling: Select words from spelling book, newspapers, and other sources. Have pupils write spelling lesson.

Grammar: Swinton's Language Lessons, to page 98.

Writing: Same as in lower grades.

Arithmetic: Robinson's Shorter Course, pages 143 to 233, inclusive; oral and written. Review work of previous grades. Give frequent exercises in rapid combination of numbers.

Geography: Monteith's Manual completed and revised, including maps.

#### *General directions*

Teachers must correct all errors in speech, and require pupils to give answers in complete sentences. Exercise in the correct use of *is, are, seen, said, did, done, a, an,* and the pronouns *I and me, we and us, he and him.*

Oral instructions and object lessons must be given in all the grades; this will depend greatly upon the ingenuity of the teacher.

Drawing must be taught throughout the intermediate grades as shall hereafter be determined. Instruction in composition writing must be given in all the grades, letter writing, abstracts of reading lessons, biographical, or historical sketches.

Declamations once a month.

### GRAMMAR SCHOOLS. B GRADE. TIME: 1 YEAR

#### *Language*

Reading: Fifth reader completed. Reading in United States history.

Spelling: Write spelling lesson. Words to be derived from various sources.

Grammar: Swinton's Language Lessons completed and revised. Give special attention to analysis and parsing.

Writing: Regular instruction three times a week.

Arithmetic: Complete to discount (Fisk's).

Geography: Civil and political, completed and revised. Monteith's.

### A GRADE. TIME: 1 YEAR

#### *Language*

Reading: Read selections from various sources.

Spelling: Same as in B grade.

Writing: Same as in B grade.

Grammar: Analysis and parsing. Exercises in correcting false syntax.

Composition: Swinton's School Composition, first half year. Word analysis last half of year.

Arithmetic: Complete, finished and revised.

History: Swinton's United States, completed.

*General directions*

Drawing in grammar grades as determined upon by principal. Oral instruction in physiology and physics. Rhetorical exercises in grammar grades. Declamation and original essays once a month.

*HIGH SCHOOLS. JUNIOR CLASS. TIME: 1 YEAR*

Algebra and English analysis throughout the year. Physiology and zoology, first half; philosophy and bookkeeping, second half.

*Senior year*

Geometry and history throughout the year. Botany and the Constitution of the United States, first half; chemistry and astronomy, second half. Rhetorical exercises throughout the high-school course.

*Management*

Due attention shall be given to physical culture in the public schools. Pupils in all grades shall sit in an erect position, and not communicate with one another. When called upon to recite, they should be required to rise and remain standing until excused. They should be taught to regard it as dishonorable to assist others or receive assistance in their studies, except under the special cognizance and direction of the teacher. Strict order in all movements in the schoolroom, in passing in and out of the building should in all cases be required. Constant employment is the best means of securing good order.

*Morals and manners*

Conversational lessons on politeness and rules of deportment in public places and at home. Habits of personal neatness.

*Music*

Singing as far as practicable, at the discretion of the teachers, in all grades.

7. Territorial Superintendents of Public Instruction

One of the greatest weaknesses of the law of 1854 was that it did not provide for a centralized control of the school system. The county superintendency was established but the superintendent was only very indefinitely responsible to any other authority. The law specified that he was to file an annual report in his office "and may, if convenient, publish it in some newspaper in this Territory."<sup>83</sup> As could readily be predicted that was very ineffective.

Very few of the reports were published, and from the difficulty that has been encountered in getting information from the counties, one may assume that if the reports were filed as required by law, the files must have been destroyed, as very few of the reports seem to be in existence.

<sup>83</sup> Laws of Washington, 1854, p. 321.

Gov. Henry C. McGill seems to have been the first one to recognize the lack of centralized authority and the inefficiency entailed. In his message to the legislative assembly Wednesday, December 5, 1860,<sup>44</sup> he called attention to the matter and recommended the creation of the position of Territorial superintendent. His message was so important that an excerpt merits quotation here:

There is no subject in which our citizens feel so deep an interest as in the progress of education, and none which merits to a higher degree the attention of the legislature. Our common-school system, although devised with much care, is, I conceive, susceptible of many improvements, and among the first important, I would suggest the passage of a law providing for the appointment by the legislature of a superintendent or commissioner of public instruction, to be charged with the general supervision of education throughout the Territory. The superintendent, if such a law should prevail, should be a man well qualified in every particular for the position, and should be allowed such compensation as will permit him to devote his entire time to the duties of his office. I am confident that I express the sentiment of our citizens, when I state that there is no object for which they would more cheerfully bear taxation than for the thorough education of their children.

By the present law it is made the duty of the county superintendent to visit the schools of his county annually, and to prepare a statement containing abstracts from the district reports, and such other information or suggestions as he may deem important to the cause of education. This statement he is required to file in his office, and, if convenient, to publish in some newspaper of the Territory. I am not aware that these statements are ever published. If not, of what practical use can they be to the cause of education?

Governor McGill's recommendation was immediately acted upon favorably by passing a bill, January 30, 1861, establishing the position of Territorial superintendent of common schools.<sup>45</sup> The bill provided that the legislative assembly should elect the official, and included the name of B. C. Lippincott, who therefore had the honor of being the first superintendent of public instruction in Washington. The name of George F. Whitworth was in the original draft of the bill, but an amendment substituted the name of Lippincott. The term of office was for 3 years. No mention is made in the law of salary or other compensation. It was specified that he was to collect information regarding the schools and to report annually to the legislature and make recommendations for improvements. The law specified that he was to furnish blanks to the county superintendents. The maximum amount for printing and incidentals was \$75 annually. His place of business was not fixed but the law stated that "He may be located in any county in the Territory." That arrangement prevailed throughout the Ter-

<sup>44</sup> Journal of the House of Representatives of the Territory of Washington, 1860-62, p. 27.

<sup>45</sup> Laws of Washington, 1860-61, p. 53.

ritorial period. Later laws stated that the superintendent must live "at some place where there is a post office." Mr. Lippincott lived in Olympia where he was a Methodist minister and principal of the Puget Sound Institute, mentioned in another chapter.<sup>65</sup>

Mr. Lippincott was not destined to wield very great influence in the newly created position. In his annual report to the legislative assembly on the next year<sup>66</sup> among other things he criticized the establishment of the university. He believed that the common schools should have precedence over the university. An extended statement of his objections is given in another place. His opposition to the university made him unpopular; he was not only relieved of the office but a law was enacted January 15, 1862, abolishing the office of superintendent.<sup>67</sup> Undoubtedly the organization and integration of education was set back a decade by the abolition of the office.

After a decade of muddling along with unorganized and sadly diffused educational activities the legislature recreated the office of Territorial superintendent of public instruction. The bill was passed on November 29, 1871, to become effective on January 1, 1872.<sup>68</sup> The superintendent was to be elected by the legislature in joint session for a period of 2 years, instead of 3 as under the previous statute. His salary was fixed at \$300 annually which included office rent, stationery, printing, and incidentals. Not a very munificent salary. At the same time the salary of the Governor was \$3,000, Justices of the Supreme Court were \$2,000. We can see that it was not wholly because of pioneer conditions.

The superintendent's main duties were to give teachers' examinations and issue certificates; prepare blanks for county superintendents, district officers, and teachers; to call a county superintendent's convention; to collect statistics and make an annual report to the legislature. It was stated that "He shall publish his Territorial report in some leading newspaper of the Territory, with a request that other papers copy." While the law made no specific provision for a salary, or expenses the legislative journals show that appropriations were made for expenses.

The second incumbent as Territorial superintendent was Nelson Rounds. He was born in Winfield, N.Y., in 1807. He studied at Hamilton College 3 years and at Union College 1 year where he was graduated in 1829. He was successively a Methodist minister, pro-

<sup>65</sup> Journal of the Council of the Territory of Washington, 1860-62. pp. 139-143.

<sup>66</sup> Laws of Washington, 1861-62, secs. 1, 2, p. 29.

<sup>67</sup> Laws of Washington, 1871, pp. 12-30.

fessor of ancient languages in a seminary in New York, editor of the *Northern Christian Advocate* 4 years, president of Willamette University, Salem, Oreg., from 1868-70.<sup>60</sup> On his resignation from Willamette he moved to Washington where he was elected superintendent in 1872. He occupied the position until 1874.

Dr. Rounds issued the first statistical material on education ever compiled in the Territory. In addition he gave a brief summary of the teachers' institutes that had been held. The great bulk of his report was a dissertation on the value of moral training in the public schools.

In 1874 John P. Judson was elected to the position, serving until 1880. His service was among the most important during the Territorial period. He believed that changes should be made in the school code and his method of securing the changes was unique. On July 26, 1876, he convened the Washington Teachers' Institute for the express purpose of formulating a new code.<sup>60</sup> After two separate sessions and interim study and criticism an entire new code was submitted, which was passed by the legislature on October 18, 1877.<sup>61</sup> The main features of that important law are indicated in another place. One of the outstanding features was the establishment of the Territorial board of education.

In 1880 Jonathan S. Houghton was elected as Territorial superintendent, serving 1 term of 2 years. During his service he traveled more than 4,000 miles, held 3 Territorial institutes and a number of county institutes. He advocated a higher professional standard for teachers and urged the legislature to support the normal department of the university. He urged the legislature to place the Territorial superintendency upon a better basis. He showed that in 5 years immigration had more than doubled the number of school districts in some of the eastern counties. The appropriations for his office greatly limited its possibilities of service. A quotation from his report will assist in conveying an idea of the conditions:

Our population is not yet sufficiently enthusiastic on educational matters, to support a journal in this Territory, devoted wholly to school interests; so for that reason the superintendent should visit a large number of school districts, and talk with the people on this vital subject. The majority of people are willing to do all that is necessary to support our public schools, but, in many instances, they do not know what is really necessary. I have found some individuals who did not seem to understand that black boards even were really necessary in the schoolroom of today.<sup>62</sup>

<sup>60</sup> Report of the Commissioner of Education of the United States, 1873, p. 466.

<sup>61</sup> Report of the Superintendent of Public Instruction, 1879, pp. 3, 4.

<sup>62</sup> Laws of Washington, 1877-78, p. 260.

<sup>63</sup> Report of the Superintendent of Public Instruction, 1881, p. 6.

Charles W. Wheeler was superintendent from 1882 to 1884. He had been principal of the Waitsburg schools from 1877 to 1879, when he was elected county superintendent of Walla Walla County, serving until 1882. For some years he was proprietor of the *Waitsburg Times*,<sup>63</sup> probably during the years that he was Territorial superintendent. At that time the law did not require the incumbent to live at the capital or to devote his entire time to the office. The salary of \$600 did not warrant limitation of one's time to the office.

No outstanding changes were inaugurated during his occupancy of the position. He reported that "there were then fifteen graded schools in the Territory on September 1, 1883", commenting that "This is indeed a creditable showing when we take into consideration that two years ago there were none."<sup>64</sup> He emphasized the importance of professional training and recommended that all teachers be required to attend the institutes.

Superintendent Wheeler gave a rather full and commendatory account of the university and urged liberal appropriations for its development. He pointed out the needs for libraries and apparatus as well as funds for salaries. He said:

The library has upwards of 200 volumes—a mere beginning \* \* \* Its classical course is complete, being the same in substance as that pursued in eastern colleges. Its scientific course omits Greek, but requires more than four years' study of Latin or French, or German, and is more extended than is ordinarily given in colleges on the Pacific coast. Its normal course is such as is usually pursued in normal schools, and its commercial course more than equals the curriculum of the ordinary business college.<sup>65</sup>

R. C. Kerr was appointed superintendent in 1884, serving until 1886. While in office he resided at Port Townsend, where he lived at the time of his appointment. During his term of 2 years, while no striking changes were inaugurated, he collected valuable statistics and issued a very creditable report. He showed that the schools of the Territory were progressing very satisfactorily. During the biennium "the territory has built one hundred eighty-nine (189) school houses, varying in value from the graded school house of the city that costs forty thousand dollars (\$40,000) down to the humblest school room of the backwoods and prairie that costs only a few hundred dollars."<sup>66</sup> During the same time 267 new districts were formed, and the number of teachers increased from 490 to 1,040. Of the improved quality he wrote:

<sup>63</sup> Gilbert, Frank T. *Historic Sketches of Walla Walla, Whitman, Columbia, and Garfield Counties*, 1882.

<sup>64</sup> Report of Superintendent of Public Instruction, 1883, p. 9.

<sup>65</sup> Report of the Superintendent of Public Instruction, 1883, p. 14.

<sup>66</sup> Report of the Superintendent of Public Instruction, 1885-86, p. 12.

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We have now teaching in our schools, graduates from nearly every normal school college, and university in the United States and Europe and thus receive the benefit of all these old institutions of instruction; and as only the keenest, most energetic students have the energy to travel so far from their *Alma Mater*, the result is that the teachers in this Territory, as a class, are thoughtful and energetic, comparing favorably with the teachers in any State in the Union.<sup>67</sup>

He showed that the number of graded schools had increased during the biennium from 15 to 24, which was a very desirable record in quality as in the number of common schools. Institutes were commended and a recommendation made that 12 district institutes be held, 1 in each judicial district. He made several constructive recommendations for changes in the school law to facilitate administration.

From 1886 to 1888 J. C. Lawrence of Garfield occupied the position of Superintendent of Public Instruction. During that period he continued to live at Garfield where he had served for a year (1882-83) as county superintendent. He had served one term on the Territorial board of education also.

His biennial report was more complete statistically than any preceding. He urged that Washington should be admitted to statehood and that the school lands should all be sold to the highest bidder. He believed that the land would bring \$2.50 an acre or a total of \$5,000,000. He said:

This amount placed at interest at a low rate, say 7 percent per annum, would yield \$350,000 or more than was expended last year for school purposes. The amount paid for teachers' wages last year was \$213,633. \* \* \* Add as much more from the \$350,000 and there would be funds enough to maintain an average of nine months each in each district, with a balance of \$136,367 to purchase globes, maps, charts, apparatus, school libraries, etc.<sup>68</sup>

How fortunate that the lands were not then sold! How astonished he would be to know that the State now has a permanent school fund, mainly derived from the sale of public-school lands, of nearly \$24,000,000, still has left nearly 1,500,000 acres, and that the annual expenditures for the public schools are close to \$35,000,000. The combined wisdom of all who lived then could not prophesy what has since transpired.

Mr. Lawrence was solicitous for better preparation of the teachers of whom there were then about 1,200. He was instrumental in organizing and having the State board adopt a course of study for the ungraded schools. A course for the graded schools had been adopted in 1877 and was being followed. He emphasized the judicial district institutes which had been adopted by the Legislature on the recom-

<sup>67</sup> *Ibid.*, p. 12.

<sup>68</sup> Report of the Superintendent of Public Instruction of Washington Territory, 1887, p. 23.



mendation of Superintendent Kerr. He<sup>69</sup> urged, in addition, that a Territorial normal school be established as soon as possible.<sup>69</sup> He reported that the university was in excellent condition. He said that a private normal school was not sufficient and that "A normal department in any university is not sufficient." During his administration uniform text books for all the Territory were adopted in accordance with legislation enacted in 1877.<sup>70</sup>

As he was not a candidate for reelection he recommended that the superintendent's salary be increased from \$750 to \$1,500 per annum, and that he have a budget of \$1,000 for printing and other expenses.

J. H. Morgan was the next, and last, Territorial superintendent, being appointed by the Governor for the period 1888-90. Superintendent Morgan issued two reports, one for each year of his administration. The reports are quite complete and exceptionally well arranged for that time. His report in 1889 is the first one to give a systematic account of the important private academies and colleges. They will be discussed elsewhere in this book. His report attracted the special attention of the United States Commissioner of Education. A few paragraphs from the commissioner's comments are quoted in another chapter.<sup>71</sup>

Mr. Morgan was born in 1852 in North Carolina, where he received his early school education. He did some teaching in rural schools in that State also. In 1879 he was graduated with the degree of A.M. from Furman University, South Carolina.

In 1879 he made the trek to the Northwest, settling at first in Walla Walla County. He rapidly became identified with the educational development of the Territory. In all, he has rendered 53 years of conspicuous service in various Washington educational institutions. In 1882 he became principal of the public schools of Dayton. The next year he transferred to Waitsburg, where he was principal until the close of the school year 1887: For a time he was county superintendent of Walla Walla County, at the same time that he was at the head of the Waitsburg schools.

In 1887 he became principal of the Ellensburg public schools. Very soon after he was appointed as the last Territorial superintendent of public instruction by Governor Semple. He held both positions until June 1888, as he was not required to have his office in Olympia. He occupied the position of Territorial superintendent until the close of

<sup>69</sup> *Ibid.*, p. 27.

<sup>70</sup> *Laws of Washington, 1877*, p. 262.

<sup>71</sup> *Report of the Superintendent of Public Instruction, 1889*, pp. 1-120.

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the year 1889. From January 1, 1890, until June he was superintendent of schools at Montesano.

In 1890 he returned to Ellensburg as principal of public schools and apparently served concurrently as county superintendent of Kittitas County. A little later, 1893, he became vice principal and head of the department of mathematics in the Ellensburg Normal School. In this position he remained 23 years. He was then, 1916, elected principal of the Ellensburg High School. From this position he retired in 1929. He was elected president of the State Teachers' Association at the initial meeting in Olympia, presiding at the Ellensburg session. Governor Rogers appointed him a member of the State board of education. That he has been an influential citizen as well as a builder of educational foundations is shown by his service as mayor of Ellensburg. He is living in Seattle at the present time.<sup>73</sup>

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<sup>73</sup> Data furnished personally

## Chapter VIII

### Organization and Administration During Statehood

#### 1. Plan of the Chapter

*Brief chapter.*—In this chapter only a very brief discussion will be made. Most of the topics that logically belong here, such as secondary education, finance, the university, certification, etc., have received extended consideration in separate chapters.

*Groundwork laid during Territorial period.*—Practically all the types of common schools and the university were established during the Territorial period. The methods of raising revenues and their apportionment were largely determined in those early days. Their history during statehood is largely a history of slight modifications and very great expansion in numbers and costs. The normal schools and the State college were established immediately after Washington was admitted as a State.

*Scope of the chapter.*—This chapter will be confined to a brief consideration of each of the State superintendents of public instruction, the special problems which were prominent in their administration, and the characteristic features of their contribution. This will be followed by a few statistical tables exhibiting the marvelous growth in public education that has occurred in Washington during the past 4 decades and a half under statehood.

#### 2. Superintendents of Public Instruction During Statehood

*Superintendent Bryan, 1889-92; 1901-08.*—Robert Bruce Bryan was the first incumbent of the office of superintendent of public instruction of the newly admitted Commonwealth. He was three times elected to the position and was nearing the close of the last term when death intervened. Superintendent Bryan was born in Hancock County, Ohio, August 3, 1842. He moved with his parents to Iowa in 1852. They resided at West Mitchell until the outbreak of the Civil War when he enlisted in the Third Iowa Infantry, in which he served until 1862, when he was mustered out of the service because of ill health. In 1863, however, he reenlisted in the Seventh Wisconsin Infantry in which he served until 1865. He was wounded

in the Battle of the Wilderness and again at Spottsylvania. He was commissioned a second lieutenant in 1865.

His education was received in the public schools of Ohio, Iowa, and Wisconsin and at West Mitchell Academy. At the conclusion of the war he took a normal course. He began teaching in 1867. In 1876 he moved to Linn County, Kans., remaining there until 1884, when he made the trip to the Pacific coast.

From 1880 to 1884 he was engaged in newspaper work. He was principal of several public schools in Kansas and also county superintendent of Linn County two terms. In 1886 he became city superintendent of schools in Montesano, Wash., which position he retained until his election as the first State superintendent of public instruction in 1889. He remained in this position until 1892 when he became city superintendent of the Aberdeen public schools. Aberdeen was able to retain him until 1900 when he was reelected State superintendent of public instruction. His reentrance to the headship of the State public schools came in January 1904. He was in the last year of his third term, the twelfth in the office, when stricken with death in Yakima on March 30, 1908. He was buried in Montesano, the funeral services being conducted by the Masons and the Grand Army of the Republic. The following editorial appeared regarding him:

The wealth of floral offerings testified to the high esteem in which he was held by the teachers of the State, his neighbors, his comrades, and his associates at the capitol. \* \* \* Mr. Bryan has long been known as the father of the educational system of this State. He well deserves this recognition. In the early days of statehood he organized the scattered forces of the State for effective work. He drafted the first Code of Public Instruction in this State, and was working on a revision of the present code at the time of his death. Mr. Bryan was a very positive man and his personality is reflected in the development of the school system of Washington in no uncertain way.<sup>1</sup>

Superintendent Bryan was the first one to assemble adequate school statistics and to arrange them in a thoroughly useful manner. His reports are models of clearness and full of keen analyses and constructive suggestions.

*Charles W. Bean, 1893-96.*—In November 1892, County Supt. Charles W. Bean of Whitman County was elected State superintendent. He took over the duties of the office on January 1, 1893. Mr. Bean was born in Harrison County, Ind., on October 20, 1854. He moved to Kansas where he obtained his first teaching experience in the district schools of that State. He studied in the University of Kansas, graduating with the degree of A.B. in 1878. He journeyed to the Northwest and in 1882 was principal of Huntsville Academy,

<sup>1</sup> Northwest Journal of Education, 1903, April 1908.

Washington, from 1882 to 1885. He then became county superintendent of Whitman County, remaining in that position until 1892, when he was elevated to the office of State superintendent. He remained in this position for one term of 4 years. He was later city superintendent at Pullman for a time.

Superintendent Bean's reports are a model of clearness and full of constructive discussion concerning the support of common schools, the apportionment of school funds, institutes, certification, supervision, the university, the State college, and the normal schools.

*Frank J. Browne, 1897-1900.*—The next incumbent, Mr. F. J. Browne, principal of Columbia City (later a part of Seattle) schools was elected State superintendent in November 1896, assuming office on January 1, 1897. He was born at Eaton, Ohio, in 1860. After graduating from the Huntington, Ind., high school in 1879 he taught school for a time, intermittently attending college. He received the bachelor's degree from Western College, now Leander Clark, Toledo, Iowa, in 1885.

He then became principal of public schools at Dysart, Iowa. He remained there until becoming teacher of languages and mathematics in the Puget Sound Academy, Tacoma. Later he served as superintendent of schools at Port Townsend. Subsequent to that he was principal of the Columbia City schools, from which he was elected to the position of superintendent of public instruction. He was admitted to the bar in 1894. He occupied the position one term, being succeeded by Robert B. Bryan who was elected to his second term.

Mr. Browne was considered as a critical student of Shakespeare. He was awarded a prize by Houghton Mifflin Co. for the best essay on teaching English masterpieces in the public schools. His biennial reports are entirely compilations of reports of the State board of education, reports from the heads of the higher educational institutions, State examination questions, general school statistics, and a new course of study for the common schools prepared by the State board of education. No constructive policies are expressed.

*Henry B. Dewey, 1908-12.*—Henry Bingham Dewey was chosen as deputy superintendent of public instruction in 1905 and on the death of Mr. Bryan, March 30, 1908, he was appointed superintendent by Governor Albert Edward Mead. He was reelected in November of the same year, and remained at the head of the public school system for 4 years more—until 1913, when he was succeeded by Mrs. Josephine Corliss Preston. Mr. Dewey was born in Niles, Mich., July 26, 1864.

He received the A.B. degree from the University of Michigan in 1890. During 1890-91 he was county superintendent of Shiawasse County, Mich. From 1898 to 1903 he was county superintendent of Pierce County, Wash. From 1905 to 1913 he was in the State office as indicated above. For a time, 1905-8, he was editor and publisher of the *Northwest Journal of Education*, now the *Washington Education Journal*. In 1912 Mr. Dewey was a candidate for Representative in Congress, but was not successful in the election. In 1912 he became a representative of Houghton Mifflin Co. He was sent to the Boston office in August 1916, becoming manager of the educational department in 1918. He died in Boston, October 30, 1931.

The following editorial appeared regarding Mr. Dewey when he was appointed to fill the unexpired term caused by the death of Superintendent Bryan:

The Governor's appointment of Mr. Dewey to complete the unexpired term of Mr. Bryan meets the approval of every teacher in the State who is familiar with the needs of the State office. Mr. Dewey's record as principal, county superintendent, and assistant State superintendent justifies his present position. He is one of the ablest executive officers in any branch of the State's public service, and has done more for the progress of the rural schools of Washington than any other man. Under his leadership the State office will take the rank it deserves.<sup>1</sup>

*Superintendent Josephine C. Preston, 1913-28.*—Mrs. Josephine Corliss Preston was first elected superintendent of public instruction in November 1912, taking office on January 1, 1913. Three times reelected, she served four terms of 4 years each; the longest period to date of any incumbent of the office. Dr. Preston was born in Minnesota, May 26, 1873. She was a student for a time at Carleton College, Northfield, Minn. She was awarded the honorary degrees of A.M. by Whitman College, Washington, in 1914 and L.H.D. by Carleton College, Minnesota, in 1925. After initial teaching in Minnesota she moved to Washington where she was superintendent of Walla Walla County schools for 9 years, 1903-12. She was exceptionally honored by being president of the National Education Association 1919-20. During Superintendent Preston's long official term great changes occurred in education in Washington as everywhere else. Secondary schools and colleges in Washington increased nearly 400 percent. The number graduating from high school increased from 2,512 to 21,587, or 800 percent. School costs, likewise increased from a little over \$10,000,000 to over \$33,000,000. These stupendous increases occurred notwithstanding the fact that the great World War occurred in the midst of this period of educational progress.

<sup>1</sup> *Northwest Journal of Education*, V. 19: 5, May 1908.

Mrs. Preston devoted much attention to the problems of consolidation of schools and the transportation of pupils. She was in favor of community districts determined by community interests rather than county units regardless of geographical and social needs.

She recognized the inequality of ability of districts to support education. She advocated a revolving equalizing fund to be apportioned by the State superintendent to the poorer districts needing assistance. She was not in favor of the "30-10" plan, whereby the State would furnish \$30 for each census child and the county \$10 to all districts regardless of need. She thought that the State had gone far enough in centralizing school funds.

One of her cherished wishes was to provide better living accommodations for rural teachers. She advocated the construction by the districts of teachers' cottages and was instrumental in having hundreds of them provided. Boys' and girls' clubs, educational exhibits at county fairs, and vocational education all received stimulation and encouragement through her office. For many years each of the eighth-grade pupils on receiving his certificate of promotion to the high school received also a personal letter of congratulation and good wishes from Mrs. Preston. It was a great experience for the pupils and their parents to receive a personal letter from the highest educational official in the State. The letters were signed personally in Mrs. Preston's own handwriting and not merely multigraphed. She was very influential with the school board members and citizens generally in the rural communities.

*Noah D. Showalter, 1928*.—In 1928 Noah David Showalter, former president of the Cheney Normal School, was elected to succeed Mrs. Preston. A biographical account is given in connection with the Cheney Normal School and will not be recounted here.

Superintendent Showalter's long experience in various capacities in connection with rural education problems afforded him an understanding of the needs in rural education.

During his term of office he has urged the establishment by law of the county as the unit of school administration. He sponsored a bill in the legislature of 1931 providing for a county board of education made up of lay members elected by the people. The office of county superintendent was to be abolished as an elective office. Provision was made for the appointment of a county superintendent by the county board of education. All teachers in third-class districts were to be nominated by the county superintendent.

In his plan the State was to provide funds for the common schools of 25 cents for each day's attendance. The county was to provide 10 cents for each day's attendance in the common schools, 15 cents in the junior high school, and 20 cents in the senior high school. The districts were to continue to furnish such additional revenues as they deemed necessary. The bill was passed by the legislature but vetoed by the Governor. In connection with the veto, the Governor made the following explanation:

Provisions of this bill make drastic changes in the administration of our public-school system and open the way for enlarged expenditures which will necessitate increased tax levies running into millions. Equalization of the cost of necessary education in the several school districts, as well as between counties, has been urged for a number of years and I would heartily approve of legislation to provide for reasonable equalization under adequate control to assure economies in the expenditure of moneys raised. This bill sets up machinery for raising more taxes, but with no proper control over expenditures. Experience shows taxing units always levy up to the limit permitted and spend every dollar collected.

From official compilations, school taxes levied for the year 1930 totaled \$35,172,429.33, an increase of \$19,917,196.40 in thirteen years or a percentage increase of 130.7%. Retrenchment in educational expenditures is absolutely essential. Failure to do so may threaten the very existence of the present school system in the State. There is a limit to taxation, beyond which our people cannot go. In my judgment that limit has been reached. Our best efforts should be turned to relieving the already overloaded taxpayers, instead of opening the way to increase their burdens.

For these reasons, Senate Bill No. 62 is vetoed.<sup>8</sup>

Respectfully yours,

ROLAND H. HARTLEY,  
Governor.

In 1933 Superintendent Showalter, supported by the Washington Education Association, was able to secure the enactment of a law providing an even more equitable distribution of the school tax burden than was planned in the 1931 measure. The 1933 law is discussed in chapter IX.

### 3. General Development, 1890-1932

*Public-school costs then and now.*—Right now, during the depression, there is much discussion concerning school costs. The tax-burdened people are saying that the schools are costing too much—far more than they used to cost. Many school administrators reply, "Yes, but the school year is longer and there are so many more to educate." Both of these statements of the school administrators are true. There are six times as many pupils in school in Washington as in 1890. Then one-sixth of the population was in school, now about one-fourth.

<sup>8</sup> *House Journal*, 1931, p. 699



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But the aggregate annual cost of public-school education then was a million dollars and in 1931 it was \$33,500,000 a year. It is still three times as much as in 1910. In 1899 it cost only about 15 cents a day, or \$25 a year, to keep a boy or girl in school. In 1931 it cost 66 cents a day, or \$118.34 a year, for what many taxpayers erroneously regard as the same service. This is not the place for an analysis of the controversy. But the facts are very striking. They are exhibited in detail in table 9.

TABLE 9.—Comparative public-school costs, 1890-1933

Year	Grand total expenditures	Total cost per pupil in average daily attendance	Total cost per day of schooling
1	2	3	4
1890.....	8944, 188. 77	825. 55	.....
1891.....	2, 095, 310. 15	47. 17	.....
1892.....	2, 391, 093. 36	47. 14	.....
1893.....	1, 914, 958. 64	35. 02	.....
1894.....	1, 523, 650. 63	26. 09	.....
1895.....	1, 165, 907. 62	18. 90	.....
1896.....	1, 423, 056. 44	22. 51	.....
1897.....	1, 183, 941. 28	18. 65	.....
1898.....	1, 794, 626. 71	27. 95	.....
1899.....	1, 774, 984. 40	26. 38	30. 15
1900.....	2, 364, 089. 74	31. 64	. 18
1901.....	2, 231, 703. 62	27. 41	. 16
1902.....	2, 775, 160. 83	30. 38	. 17
1903.....	3, 518, 205. 48	34. 80	. 20
1904.....	3, 917, 463. 84	35. 36	. 20
1905.....	4, 185, 729. 58	35. 22	. 21
1906.....	4, 670, 811. 25	36. 63	. 22
1907.....	5, 291, 342. 43	40. 46	. 24
1908.....	6, 582, 659. 68	46. 26	. 27
1909.....	8, 318, 855. 19	54. 75	. 32
1910.....	10, 022, 830. 91	64. 22	. 37
1911.....	10, 813, 301. 79	66. 33	. 38
1912.....	10, 475, 974. 67	61. 60	. 35
1913.....	12, 598, 443. 53	73. 40	. 42
1914.....	13, 202, 389. 16	73. 25	. 42
1915.....	13, 351, 723. 58	70. 22	. 40
1916.....	13, 080, 271. 38	68. 32	. 39
1917.....	14, 123, 824. 38	73. 14	. 42
1918.....	15, 189, 030. 05	77. 95	. 45
1919.....	15, 759, 512. 95	79. 75	. 54
1920.....	20, 789, 846. 03	97. 81	. 56
1921.....	28, 489, 927. 65	123. 53	. 69
1922.....	28, 571, 968. 45	120. 03	. 68
1923.....	27, 058, 096. 59	111. 21	. 63
1924.....	27, 134, 474. 22	109. 69	. 62
1925.....	28, 554, 432. 00	110. 99	. 62
1926.....	30, 485, 473. 11	116. 06	. 65
1927.....	31, 214, 225. 06	116. 41	. 65
1928.....	32, 265, 850. 89	117. 96	. 66
1929.....	33, 306, 832. 67	121. 02	. 68
1930.....	33, 245, 779. 63	119. 37	. 67
1931.....	33, 546, 029. 35	118. 34	. 66
1932.....	30, 432, 384. 05	105. 77	. 59
1933.....	24, 065, 701. 75	83. 55	. 47

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Sources of revenue for the public schools.—Public-school funds are secured from three different administrative divisions of the State government, viz, the State itself, the county, and the local district in which the given school is located.

The total amounts derived annually from each of these sources is indicated in table 10. The fourth column headed "Other general fund sources" includes revenues arising from fines, excheats, etc., which are allotted to the support of the public schools.

It should be noted that the funds indicated do not cover the cost of capital outlays, only the current costs. The table shows that although the State has increased the revenues from \$6 per census child to \$20 per census child the local district appropriations have increased in a still greater proportion. This is shown also in the table exhibiting the increase in the annual cost per pupil from \$25.55 in 1890 to \$118.34 in 1931.

TABLE 10.—Sources of revenues for public schools, 1890-1933

Year	State apportionment	County apportionment	General fund district taxes	Other general fund sources
1	2	3	4	5
1890			\$187,932.78	
1891		\$393,692.98	494,068.25	
1892	\$46,509.40	538,342.30	753,151.72	\$31,806.83
1893	84,474.38	624,836.16	921,476.07	39,114.21
1894	93,904.06	456,322.99	723,293.61	10,151.44
1895	70,278.31	379,802.67	544,912.71	12,192.73
1896	99,302.33	256,530.88	571,659.86	14,496.63
1897	571,118.77	61,387.01	667,511.96	12,252.43
1898	918,465.38	150,089.60	978,457.93	47,089.80
1899	758,824.26	94,805.05	767,520.18	29,872.97
1900	1,050,206.05	127,973.40	1,216,122.84	40,410.33
1901	926,753.08	177,223.25	1,153,651.62	54,396.12
1902	1,268,266.24	120,104.75	1,246,483.73	39,630.46
1903	1,681,925.36	116,809.44	1,407,057.67	69,000.07
1904	1,632,209.85	111,113.31	1,648,159.67	183,417.22
1905	1,797,265.74	106,678.76	1,906,246.90	118,108.92
1906	1,921,263.27	118,200.76	2,276,936.04	217,302.53
1907	1,982,857.58	120,832.87	3,051,114.94	241,915.69
1908	2,271,068.53	195,574.89	3,355,524.44	423,365.23
1909	2,216,463.47	141,307.89	4,928,371.08	444,253.17
1910	2,625,823.27	1,695,144.82	4,284,623.95	636,495.25
1911	2,622,184.23	2,479,587.57	4,582,240.36	516,011.81
1912	2,959,767.11	2,751,464.78	4,475,355.54	321,719.24
1913	2,613,947.84	2,654,678.45	4,433,067.11	121,770.79
1914	2,794,806.21	2,799,107.26	4,853,986.01	166,677.29
1915	2,845,179.70	2,750,674.68	5,043,826.44	152,138.39
1916	2,959,222.76	2,876,101.26	5,641,414.41	167,744.67
1917	3,179,636.81	3,041,959.82	5,941,512.49	186,126.98
1918	3,151,422.72	3,015,613.67	6,405,655.88	222,554.58
1919	3,142,269.69	2,965,500.29	7,434,551.84	351,683.96
1920	3,634,997.20	3,593,564.77	10,567,687.89	452,651.98
1921	5,278,164.18	3,140,210.15	11,858,881.01	703,441.82
1922	7,038,510.83	3,591,309.64	12,563,147.56	521,689.22

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TABLE 10.—Sources of revenues for public schools, 1890-1933—Continued

Year	State apportionment	County apportionment	General fund district taxes	Other general fund sources
1	2	3	4	5
1923.....	\$7,291,500.68	\$3,640,333.04	\$11,783,258.26	\$573,269.00
1924.....	7,563,576.75	3,762,778.41	12,460,692.98	680,699.43
1925.....	7,709,144.33	3,840,607.63	12,551,642.16	673,194.64
1926.....	7,938,330.11	3,902,529.16	12,599,861.05	810,969.67
1927.....	8,196,553.93	4,001,656.11	13,366,148.41	1,073,117.92
1928.....	8,212,473.71	4,112,939.07	13,265,692.19	969,762.63
1929.....	8,284,129.57	4,059,659.77	13,784,896.14	1,191,633.39
1930.....	8,318,657.55	4,091,337.57	14,657,261.71	1,192,928.30
1931.....	7,620,330.83	3,790,366.14	13,610,524.00	1,251,592.36
1932.....	6,945,186.55	3,312,220.82	11,614,786.94	2,310,419.78
1933.....	6,836,743.03	3,202,962.35	10,266,381.10	2,329,961.30

The yield from the State current school fund.—The accompanying table 11 shows the operation of the State current school fund since 1895. The first four columns deal with the levies; the last three deal with the collections the following year. Owing to the fact that the school year and the tax year do not coincide, part of the tax money which should be collected during a certain school year may not be collected until the following year.

It should be kept in mind that this table refers only to the funds provided by the State as a whole. The county and district funds are not included. The year 1895 marks the beginning of the famous "barefoot schoolboy law." The amount per census child in the initial law was \$6, which was raised to \$20 in 1920. Superintendent Showalter succeeded in 1933 in increasing it much more.

TABLE 11.—State current school fund

Year of levy	Census	Dollars per census child	Total number dollars needed	Year of collection	Total apportioned	Dollars per census child
1	2	3	4	5	6	7
1895.....	119,357	6	\$716,142	1896	\$99,302.55	\$0.83
1896.....	120,563	6	723,378	1897	571,118.77	4.74
1897.....	118,252	6	709,512	1898	918,465.38	7.77
1898.....	118,491	6	710,946	1899	758,824.26	6.40
1899.....	127,069	8	1,016,552	1900	1,050,206.05	8.26
1900.....	139,097	8	1,112,776	1901	962,733.09	6.92
1901.....	152,541	10	1,524,410	1902	1,265,266.24	8.29
1902.....	168,582	10	1,685,820	1903	1,681,923.56	9.98
1903.....	183,292	10	1,832,920	1904	1,632,208.85	8.90
1904.....	196,347	10	1,963,470	1905	1,797,265.74	9.15
1905.....	207,099	10	2,070,990	1906	1,921,283.27	9.28
1906.....	219,911	10	2,199,110	1907	1,982,857.58	9.02
1907.....	235,061	10	2,350,610	1908	2,271,068.55	9.66
1908.....	247,977	10	2,479,970	1909	2,216,463.47	8.94
1909.....	256,307	10	2,563,070	1910	2,623,823.27	10.24

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TABLE 11.—State current school fund—Continued

Year of levy	Census	Dollars per census child	Total number dollars needed	Year of collection	Total apportioned	Dollars per census child
1	2	3	4	5	6	7
1910.....	\$268,972	\$10	\$2,689,720	1911	\$2,622,184.23	\$9.75
1911.....	276,244	10	2,762,440	1912	2,939,767.11	10.64
1912.....	283,141	10	2,831,410	1913	2,613,947.84	9.23
1913.....	286,849	10	2,868,490	1914	2,794,806.21	9.74
1914.....	296,695	10	2,966,950	1915	2,843,179.70	9.58
1915.....	303,614	10	3,036,140	1916	2,939,222.76	9.68
1916.....	304,600	10	3,046,000	1917	3,179,636.81	10.47
1917.....	310,333	10	3,103,330	1918	3,131,422.72	10.09
1918.....	336,237	10	3,362,370	1919	3,142,269.69	9.35
1919.....	348,771	10	3,487,710	1920	3,634,997.20	10.42
1920.....	363,746	20	7,274,920	1921	5,277,164.18	14.50
1921.....	375,956	20	7,519,120	1922	7,038,510.85	18.72
1922.....	380,260	20	7,605,200	1923	7,291,300.68	19.18
1923.....	385,189	20	7,703,780	1924	7,363,576.75	19.64
1924.....	397,289	20	7,945,780	1925	7,709,144.33	19.65
1925.....	407,271	20	8,145,420	1926	7,938,350.11	19.49
1926.....	414,373	20	8,287,460	1927	8,196,553.93	19.78
1927.....	420,399	20	8,407,980	1928	8,212,475.71	19.53
1928.....	425,764	20	8,515,280	1929	8,284,129.57	19.46
1929.....	427,110	20	8,542,200	1930	8,318,657.55	19.48
1930.....	432,377	20	8,647,540	1931	7,620,330.83	17.62
1931.....	431,974	20	8,639,480	1932	6,945,186.45	16.08
1932.....	434,788	20	8,695,760	1933	6,836,743.03	15.72

Number of teachers and salaries.—Table 12 shows the number of teachers year by year from 1890-1933 in the elementary schools and the high schools and the average annual salaries paid.

The number of teachers employed has increased proportionately much faster than the population. In 1890 the population of the State was 357,232 and at present it is 1,563,396. At the beginning of statehood there was 1 teacher for approximately every 222 inhabitants. At the present there is 1 teacher for every 130 persons. The proportion of high-school teachers has increased much more rapidly than the proportion of elementary teachers. In 1890 only 1 percent of all teachers in the State were in the high schools. In 1934 about 25 percent were teaching in the high schools.

Teachers who are inclined to murmur because of low salaries would be encouraged by comparing the average annual salaries of 40 years ago with those paid today. At that time the average annual salary was \$266.30 and in 1931 it was \$1,547.46. Of course, the school year is now longer than then, 8.96 months, compared with 4.86 months; but teachers then could earn little in the periods of idleness, and summer sessions and other college terms were not arranged advantageously. Even 20 years ago the salaries were only about half as large as now.

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TABLE 12.—Number of teachers and salaries, 1890-1933

Year	Number of teachers in—				Average salary	Average number months of school
	Super- vision	Elemen- tary school	High school	Total		
1	2	3	4	5	6	7
1890.....		1,594	16	1,610	\$266.30	4.86
1891.....		2,174	36	2,210	308.35	5.09
1892.....		2,719	44	2,763	319.38	5.30
1893.....		3,032	54	3,086	285.49	5.26
1894.....		3,103	65	3,168	237.53	5.30
1895.....		3,244	81	3,325	191.98	4.93
1896.....		3,152	93	3,245	237.02	4.59
1897.....		3,112	93	3,205	246.44	4.77
1898.....		3,221	101	3,321	334.26	5.75
1899.....		3,633	110	3,743	261.19	6.40
1900.....		3,647	137	3,784	361.78	6.00
1901.....		3,696	173	3,869	335.58	6.08
1902.....		3,946	213	4,159	361.68	6.01
1903.....		4,190	255	4,445	408.37	5.90
1904.....		4,375	300	4,775	470.30	6.70
1905.....		4,833	346	5,179	415.74	6.70
1906.....		5,366	411	5,777	404.61	6.90
1907.....		5,721	488	6,209	461.71	7.00
1908.....		5,905	619	6,524	511.69	7.09
1909.....		5,995	723	6,718	605.29	7.38
1910.....		6,294	876	7,170	691.87	7.67
1911.....		6,627	962	7,589	735.11	7.90
1912.....		6,913	1,128	8,041	752.69	8.10
1913.....		7,233	1,226	8,459	772.67	8.30
1914.....		7,280	1,399	8,639	819.28	8.37
1915.....		7,611	1,457	9,068	866.21	8.50
1916.....		7,486	1,809	9,295	855.04	8.50
1917.....		7,533	1,959	9,492	859.32	8.50
1918.....		7,958	1,791	9,749	933.16	8.60
1919.....	1,269	6,889	1,612	9,770	936.62	8.50
1920.....	1,289	7,113	1,795	10,197	1,125.38	8.80
1921.....	1,227	7,362	1,997	10,586	1,430.87	8.70
1922.....	1,417	7,159	2,093	10,669	1,428.66	8.70
1923.....	1,394	7,172	2,187	10,753	1,396.06	8.82
1924.....	1,359	7,307	2,269	10,915	1,396.66	8.84
1925.....	1,387	7,367	2,412	11,166	1,421.49	8.86
1925.....	1,409	7,451	2,517	11,377	1,459.32	8.87
1927.....	1,412	7,555	2,639	11,606	1,460.55	8.88
1928.....	1,494	7,558	2,694	11,776	1,489.94	8.91
1929.....	1,563	7,480	2,864	11,907	1,494.26	8.70
1930.....	795	8,098	3,047	11,941	1,525.30	8.91
1931.....	835	8,007	3,180	12,022	1,547.46	8.96
1932.....	768	7,867	3,178	11,813	1,520.21	8.90
1933.....	756	7,438	3,024	11,198	1,544.22	8.90

*School attendance and graduation.*—A marvelous story is unfolded in tables 13 and 14, exhibiting the enrollment in the successive years of the State's history. It is not merely in the increasing numbers year by year, since that would be expected to some extent because of the increase in population. The percentage of census children actually enrolled, however, has changed from 64 percent to 80 per-

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cent. The most striking change is in the holding power of the school. In 1890 less than 1 percent of the enrollment was in the high school; today, nearly 30 percent. The number who graduate from the high school is also phenomenal. Several of these points are discussed more fully in the chapter on secondary education.

TABLE 13.—Census, enrollment, attendance, graduates, 1890-1933

Year	Number of census children	Number of pupils enrolled in—				Number of pupils in average day's attendance	Number of graduates from—		Percent high school enrollment is of total enrollment
		Kindergarten	Elementary school	High school	Total		Elementary school	High school	
1	2	3	4	5	6	7	8	9	10
1890	87,813	.....	55,644	320	55,964	36,046	.....	.....	0.57
1891	103,396	.....	68,917	602	69,519	44,411	.....	.....	1.33
1892	106,130	.....	77,754	1,085	78,839	50,716	.....	.....	1.18
1893	112,300	.....	82,992	1,987	84,979	54,680	.....	.....	1.78
1894	115,160	.....	85,180	1,540	86,720	58,399	.....	.....	.....
1895	119,357	.....	88,387	1,850	90,237	61,676	.....	.....	2.03
1896	120,363	.....	87,773	2,340	90,113	63,212	.....	.....	2.60
1897	124,252	.....	90,457	2,561	93,018	65,641	.....	.....	2.75
1898	118,491	.....	95,286	2,630	97,916	64,192	.....	.....	2.69
1899	127,069	.....	102,291	3,064	105,355	67,275	.....	.....	2.89
1900	139,097	.....	110,918	4,186	115,104	74,717	.....	.....	3.64
1901	152,541	.....	118,561	4,830	123,391	81,400	.....	.....	3.91
1902	168,382	.....	130,991	5,633	136,624	91,333	.....	.....	4.12
1903	183,202	.....	143,561	6,192	149,753	101,088	.....	.....	4.13
1904	196,347	.....	154,449	7,202	161,651	110,774	.....	.....	4.46
1905	207,099	.....	161,326	9,060	170,386	118,852	.....	.....	5.32
1906	219,911	.....	169,075	10,919	179,994	127,505	.....	.....	6.07
1907	235,061	.....	175,903	13,087	188,990	130,790	.....	.....	6.92
1908	247,997	.....	183,499	14,715	198,214	142,275	.....	.....	7.42
1909	256,307	.....	187,926	17,640	205,566	151,977	.....	.....	8.58
1910	268,972	.....	195,760	19,928	215,688	156,064	.....	.....	9.24
1911	276,244	.....	198,419	22,042	220,461	163,022	.....	.....	10.00
1912	283,141	.....	199,876	24,534	224,410	170,041	.....	.....	10.93
1913	286,849	.....	202,499	27,494	229,993	171,628	.....	.....	12.82
1914	286,695	.....	207,343	31,321	238,663	180,255	.....	.....	13.12

TABLE 13.—Census, enrollment, attendance, graduates, 1890-1933—Continued

Year	Number of census children	Number of pupils enrolled in—				Total	Number of pupils in average day's attendance	Number of graduates from—		Percent high school enrollment is of total enrollment
		Kindergarten	Elementary school	High school	Elementary school			High school		
1	2	3	4	5	6	7	8	9	10	
1915	303,614	.....	208,277	32,244	240,521	190,129	11,040	3,788	13.41	
1916	304,600	.....	210,154	35,265	245,419	191,441	13,309	4,351	14.37	
1917	310,333	.....	214,161	37,451	251,612	193,092	13,193	4,730	14.88	
1918	336,237	.....	224,316	36,983	262,829	194,854	12,894	2,660	14.07	
1919	348,771	1,528	233,347	37,317	272,325	197,593	12,323	4,023	13.70	
1920	.....	1,661	.....	.....	.....	.....	.....	.....	.....	
1921	363,746	2,305	245,383	42,419	290,107	212,534	15,553	5,222	14.62	
1922	375,956	2,288	243,956	47,804	294,028	230,555	15,724	6,031	16.26	
1923	380,260	2,147	245,063	54,588	301,800	238,036	17,846	7,256	18.09	
1924	385,189	2,141	247,636	58,440	308,217	243,026	17,033	7,738	18.96	
1925	397,289	2,496	253,008	61,366	316,880	247,381	17,736	8,414	19.37	
1926	407,271	2,634	255,634	65,335	323,603	257,267	19,480	9,105	20.19	
1927	414,373	2,991	255,828	70,474	326,661	262,661	21,115	10,111	21.40	
1928	420,599	2,930	258,141	73,344	334,435	268,144	21,808	10,160	21.93	
1929	425,764	2,896	257,868	76,237	339,001	273,542	21,367	11,221	23.08	
1930	427,110	2,926	257,991	82,460	343,377	275,216	23,366	11,666	24.01	
1931	432,377	3,420	255,883	85,428	344,731	278,520	22,330	12,992	24.78	
1932	431,974	3,608	252,306	90,508	346,422	283,477	22,697	13,773	26.13	
1933	434,778	4,278	246,983	95,732	346,993	287,777	23,736	15,234	27.59	
.....	.....	4,381	238,293	100,003	342,677	289,039	24,294	16,509	29.18	



TABLE 14.—Enrollment by grades in the public schools, 1892-1933

Year	Grades												
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	
	1	2	3	4	5	6	7	8	9	10	11	12	13
1892													
1893													
1894													
1895													
1896													
1897													
1898													
1899													
1900	22,089	14,267	14,861	14,523	12,102	9,318	7,051	4,667					
1901	23,481	16,449	16,795	15,674	13,065	9,929	7,951	5,707					
1902	27,183	17,265	17,952	17,411	13,852	11,360	8,411	5,891					
1903	28,901	18,375	18,919	19,779	16,161	12,071	9,360	6,892					
1904	30,470	20,292	20,085	21,420	17,754	14,040	10,232	8,261					
1905	32,053	21,287	21,311	22,955	19,653	15,938	11,838	8,890					
1906	31,860	21,987	22,038	23,336	21,080	17,211	13,260	10,558					
1907	31,181	22,151	23,377	23,951	22,020	18,556	15,124	11,941					
1908	30,951	22,423	23,893	25,123	22,594	19,684	15,982	13,951					
1909	34,106	22,559	24,793	24,562	23,206	20,547	18,786	14,769					
1910	35,017	23,496	24,255	25,644	24,080	20,974	18,203	16,268					
1911	36,754	25,191	25,206	25,952	24,490	21,559	19,555	17,003	9,443	5,254	3,018	2,213	
1912	37,980	26,023	26,428	25,514	23,965	21,466	19,219	17,824					
1913	36,593	26,666	26,499	26,323	23,841	22,111	19,648	18,230	11,004	6,231	4,168	3,151	
1914	36,781	26,659	27,480	26,477	24,711	21,551	20,501	18,512	12,162	5,224	3,817	2,817	
1915	38,185	27,164	27,448	27,464	25,553	22,631	20,295	18,802	13,202	7,915	5,815	4,391	
1916	36,901	27,407	27,439	27,140	25,722	23,574	20,701	19,213	13,409	8,594	5,608	4,833	
1917	35,829	27,419	27,653	27,140	26,005	23,904	22,009	20,135	14,378	9,332	6,282	5,261	

TABLE 14.—Enrollment by grades in the public schools, 1892-1933—Continued

Year	Grades											
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
1917	35,809	27,133	28,380	27,852	26,598	24,328	22,795	21,265	15,339	9,694	6,782	5,636
1918	38,089	27,973	28,699	29,810	27,996	25,766	23,652	21,751	15,246	9,750	6,497	5,512
1919	40,206	29,840	29,700	29,678	29,666	26,611	24,534	21,859	15,841	9,559	6,669	5,248
1920	43,471	30,876	30,785	30,625	29,976	28,194	26,939	24,517	17,898	10,977	7,544	5,978
1921	43,308	31,974	30,673	30,087	29,526	27,869	26,591	23,244	19,973	12,502	8,596	6,751
1922	39,953	32,004	31,914	30,185	29,278	27,785	26,657	27,289	21,977	14,356	9,960	8,115
1923	38,554	31,647	32,888	32,160	29,915	28,100	27,331	25,287	32,382	15,436	11,355	9,267
1924	38,559	31,818	32,348	33,116	32,273	28,775	29,312	25,925	22,691	16,334	11,981	10,380
1925	39,997	31,068	31,639	32,724	32,480	30,599	29,523	27,489	24,366	16,882	12,989	11,078
1926	39,201	31,708	31,160	31,738	32,356	31,298	29,946	27,033	26,678	18,221	13,573	12,002
1927	40,897	31,038	32,163	31,310	31,271	31,278	30,541	28,425	25,873	19,874	14,634	12,984
1928	40,167	32,599	31,525	31,637	30,954	30,994	30,360	29,250	27,158	20,457	15,479	13,143
1929	38,874	32,694	32,694	31,554	31,495	30,237	30,314	30,123	28,206	21,592	16,365	16,297
1930	37,743	32,464	32,984	32,685	30,970	30,812	29,341	28,684	28,648	23,485	17,885	15,210
1931	36,599	31,142	31,788	32,296	31,716	30,171	29,844	28,950	28,802	24,641	19,438	17,627
1932	35,017	29,728	30,110	30,831	31,273	30,502	29,035	30,467	27,977	25,115	20,113	22,577
1933	31,921	28,924	29,333	29,333	30,151	30,152	29,313	29,605	27,769	23,858	21,015	15,892

<sup>1</sup> Post graduates.

## CHAPTER IX

### School Revenues During Statehood

#### 1. Sources of School Revenues

The development of legislation relating to school revenues during territorial days has been discussed in chapter 7 and will not be repeated here. In that period the foundations were laid for the subsequent plans made possible only with the advent of statehood. In this chapter a rather full account is given of the various financial problems in public-school education and the legal enactments providing their solution. The various stages show a consistent attitude of belief in education as a fundamental necessity of an enlightened government.

*The State permanent school fund.*—By the Enabling Act of February 22, 1889, Washington came into possession of the Federal-granted lands, but Congress very wisely stipulated that the lands thus granted for educational purposes could not be sold for less than \$10 per acre, and that the proceeds should constitute a permanent school fund; the interest from this should be spent only in support of the schools. In addition, the schools received 5 percent of the proceeds from the sale of public land lying within the State sold by the United States Government.

This was the nucleus around which was built the permanent school fund of the State. The legislature added other sources to the fund, and declared, "The principal of the State school fund shall remain irreducible and permanent."<sup>1</sup> The term "State school fund" was changed to "common school fund" in 1897.

This law provided that the State school fund should be derived from the following sources:

1. Appropriations and donations by the State.
2. Donations and bequests by individuals to the State.
3. Donations and bequests to the common schools.
4. The proceeds of land and other property which revert to the State by escheat and forfeiture.

<sup>1</sup> Laws of Washington, 1889-90, ch. XII, sec. 30, p. 373.

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5. The proceeds of all property granted to the State, when the purpose of the grant is not specified or is uncertain.

6. Funds accumulated in the treasury of the State for the disbursement of which provision has not been made by law.

7. The proceeds of the sale of timber, stone, minerals, or other property from school and State lands other than those granted for specific purposes.

8. All moneys other than rental recovered from persons trespassing on said lands.

9. Five percent of the proceeds of the sale of public lands lying within the State.

10. The principal of all funds arising from the sale of land and other property granted to the State for the support of the common schools.

11. Such funds as may be provided by legislative enactment.<sup>1</sup>

The principal of the permanent school fund has grown until at the present time it amounts to more than \$24,000,000. During the course of our history, legislation has been enacted from time to time pertaining to the investment of the funds. State Supt. C. W. Bean, in his report of 1894, called attention to the fact that in that year the smallest quarterly balance of the fund was \$131,712.15, and that it was impossible to get good investments, so advocated the buying of State warrants.

Again State Supt. Frank J. Browne in 1898, reported that \$230,000 remained uninvested, and recommended investment in warrants of State normal and capitol lands, the State to guarantee the annual interest.<sup>2</sup>

A law was passed in 1899 authorizing the investment of the permanent school fund in State warrants. The authority to do this was questioned later, and was held unconstitutional by the State Supreme Court. It was repealed January 26, 1927.

The statutes of 1899 provided that whenever there was \$5,000 or more in the school fund and the State had an outstanding warrant indebtedness of a greater sum than \$5,000, it was the duty of the State auditor and the governor to issue 20-year, 3½ percent, bonds which were to be credited to the account of the permanent school fund.<sup>3</sup>

During the territorial years and throughout the early State period the funds were invested in high-grade bonds. The legislation of 1897 as amended in 1903 shows very clearly the general policy in protecting the principal. "Whenever there shall be in the permanent school fund of the State \$1,000 or more, available for investment, the board of State land commissioners may invest the same in national, State, county, municipal, or school district bonds bearing not less

<sup>1</sup> *Ibid.*, p. 373.

<sup>2</sup> Report, Superintendent of Public Instruction, 1898, p. 289.

<sup>3</sup> Laws of Washington, ch. XLIV, p. 67.

than 3% percent interest per annum, paying therefor not more than the par value thereof."<sup>5</sup>

The investment of the funds was placed in the hands of a newly created board composed of the governor, State treasurer, and State auditor, known as the State board of finance in 1907.<sup>6</sup> Since that year the investment of the fund has been handled by this board. At the present time the money is practically all invested in school district bonds.

Safeguards have ever been placed around the school money to insure its perpetuation for future generations. In 1923 the law provided that "None of the permanent school fund of this State shall ever be loaned to private persons or corporations, but it may be invested in national, State, county, municipal, or school district bonds."<sup>7</sup> The law also provided that when \$5,000 accumulated in this fund and could not be invested as provided by law it must be invested in State of Washington bonds. One very wise provision was written into the law of 1907 which furnished a market for school bonds. School district bonds were given preference in the investment of the permanent fund.<sup>8</sup>

*Revenues from school lands.*—The control of the common-school grants has gone through four different types of administrative organization. During the territorial period they were administered by the county commissioners; upon admission to statehood in 1890 they were placed in the hands of the State land commission, composed of the State land commissioner, the secretary of state, and the superintendent of public instruction. In 1893 the personnel of the board was changed, to consist of three members appointed by the governor in addition to the State land commissioner. The duties of the State board of land commissioners are multitudinous and of much importance to the educational interests of the State of Washington.

The amount of land of which the State came into possession originally was more than 2,000,000 acres. Of this amount approximately three-fourths remains unsold. The following tabulation<sup>9</sup> indicates the status of the common-school grants in 1928.

<sup>5</sup> Laws of Washington, 1903, ch. 95, p. 143.

<sup>6</sup> Laws of Washington, sec. 1, p. 17.

<sup>7</sup> Code of Public Instruction, 1923, p. 26.

<sup>8</sup> *Ibid.*, p. 111.

<sup>9</sup> Twentieth Biennial Report, Commissioner of Public Lands, 1928, Olympia.

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TABLE 15.—Status of common-school grants and indemnity lieu lands, 1928

	Acres		Acres
Area acquired by State.....	2,182,154.60	Area remaining to State...	1,673,155.03
Area deeded.....	455,898.48	Land under lease.....	604,039.19
Area under contract.....	53,101.09	Open land.....	1,069,115.84

The ultimate value of the endowment cannot be ascertained. From the foregoing it is seen that much wealth will accrue to the educational permanent fund when the lands are finally disposed of. The value of the various permanent funds is shown in the following table. On September 30, 1930, the cash balance and investment stood at \$23,919,514.32, an increase of \$5,420,000 in 2 years.<sup>10</sup>

### *Permanent educational funds in Washington*

Permanent common school.....	\$23,919,584.32
Agricultural college permanent.....	1,197,325.95
Charitable, educational, penal, and reformatory institutions.....	1,232,146.15
Normal school permanent.....	829,976.59
Scientific school permanent.....	1,880,231.88
University permanent.....	294,065.71
Total.....	29,353,330.60

*Land exchange.*—When the Federal Government set aside the national forest reserves, subsequent to the admission of Washington as a State, it enclosed within them nearly a half million acres of unsurveyed common-school lands. The Federal Government maintained that the forming of the forest reserves extinguished the claim of the State to the land. The State maintained the opposite view. In June 1913 Commissioner of Public Lands Clark V. Savidge, and Attorney General W. Vaughan Tanner went to Washington and spent several weeks in conference with officials there, in order to save this endowment for the children of the State. The Federal Government finally recognized the claim of the State of Washington by entering into an agreement known as the land exchange agreement, which provided that the State's timber should be cruised and that the State should receive therefor solid blocks in exchange for its scattered sections, these blocks to be located on the edge of the forests, the exchange to be as nearly as possible of equal area and equal value.<sup>11</sup> Much of the indemnity land has been selected. It is the plan of officials to hold permanently for the income which may be derived from the sale of the timber. It is estimated that ultimately one-half million dollars yearly income may accrue from this source alone.

<sup>10</sup> Twenty-first Biennial Report of the State Auditor, 1930, p. 235.

<sup>11</sup> Nineteenth Biennial Report, Commissioner of Public Lands, 1926, p. 3.

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The accumulation of this portion of the permanent fund from the four sources, (1) land sales, leases, condemnations, and fines; (2) 5 percent of the proceeds from the sale of United States Government lands; (3) miscellaneous; and (4) escheated lands or property, is given in the following table:

TABLE 16.—Growth of permanent fund from land endowment<sup>1</sup>

Biennium	Land sales, leases, fines, condemnations	5 percent land sales	Miscella- neous	Escheats	Total revenue receipts
1	2	3	4	5	6
1889-91	\$97,617.74				\$97,617.74
1891-93	390,628.19	\$61,357.66			451,985.85
1893-95	144,539.57	38,272.00			182,811.57
1895-97	110,507.45	11,881.19		\$143.16	122,531.80
1897-99	165,526.50	3,339.06			168,865.56
1899-1901	398,010.78	6,032.87	\$50.00		404,093.65
1901-03	789,493.79	15,612.08	252.69	4,474.10	809,832.66
1903-05	819,527.49	103,375.51	739.14	815.70	924,457.84
1905-07	828,691.79	39,122.30		3,977.13	871,791.22
1907-09	1,771,748.91	69,404.67		22,763.41	1,863,916.99
1909-11	2,051,445.45	32,321.62		18,704.75	2,102,471.82
1911-13	1,434,666.91	16,211.39		22,960.77	1,473,839.07
1913-15	1,218,605.58	8,009.92		35,566.01	1,262,181.51
1915-17	1,530,400.15	17,615.92		20,203.68	1,588,221.75
1917-19	1,803,411.81	1,870.89		30,712.74	1,835,995.44
1919-21	1,642,654.53	3,116.99		66,757.65	1,712,529.17
1921-23	1,292,114.25	3,657.11		47,571.90	1,343,343.26
Total	16,509,590.89	431,251.18	1,041.83	274,653.00	17,216,536.90

<sup>1</sup> McArdle, L. D., *Financial History of Washington*, 1923, p. 679.

*District revenues.*—The legislature of 1889-90 authorized the district to levy a tax of not to exceed 10 mills on all the taxable property of the district. The rate of the district tax was to be determined by the voters of the district at a regularly called meeting of the electors.<sup>12</sup> Certain fines were diverted to swell the district fund. For example, a fine of not less than \$50 might be imposed upon one willfully disturbing school or a school meeting; abuse of a teacher drew a fine of from \$10 to \$100; parents who did not send their children to school at least 3 months during the year were subject to a penalty of from \$10 to \$25.<sup>13</sup>

There was some special legislation applying to districts having cities of more than 10,000 inhabitants. This will be treated in another place. We shall follow here the legislation applying to other districts.

There was no change in the limit of the millage levy by directors of this class of districts for a number of years. In 1901 directors still retained power to levy 5 mills, and an additional 5 mills might be voted

<sup>12</sup> Laws of Washington, 1889-90, sec. 52, p. 374.

<sup>13</sup> *Ibid.*, p. 382.

by the district. The boards of directors of union districts might levy a tax of 3 mills in that year. The levying of such tax by union school district boards did not prevent the electors of any district within such union district from levying a tax of 10 mills.<sup>14</sup> In 1907 the law was changed allowing directors of union districts to levy 5 mills in addition to the 10 mills allowable in inclusive districts.<sup>15</sup>

In 1909 the school law was recodified through the work of a commission appointed by the Legislature of 1907 for that purpose. The legislation of 1909 first defined the three classes of districts and the union high school district. First-class districts embraced cities of the first and second class; second-class districts embraced cities of the third and fourth class; all other districts were classed as third-class districts. While there were some powers granted to directors of second- and third-class districts, the law made no distinction in the powers of levying taxes. This new law gave directors the authority to levy a tax of 1 percent of the assessed valuation of the district, while up to 2 percent might be levied by a majority vote of the district.<sup>16</sup> Directors were required to submit an itemized estimate of expenses to the board of county commissioners, who were required to make a levy in accordance with the estimate.

There has been no legislation since that date which affects the power of district directors, except that in 1923 directors were empowered to levy a tax not to exceed 1 mill above the limit otherwise provided for departments or classes of vocational nature such as agriculture, home economics, trade or industrial subjects.<sup>17</sup>

*City districts.*—The legislation of 1889–90 provided that districts of more than 10,000 inhabitants should be exempt from a county tax for school purposes, and should not be entitled to receive any portion of the common-school fund raised by county tax.<sup>18</sup> The aggregate tax could not exceed 10 mills, of which 5 could be levied by the directors without a special election. The directors were empowered to levy a tax to produce \$25,000 for purchasing sites and schoolhouse construction without a vote of the people. In 1899 this amount was increased to \$50,000.<sup>19</sup>

In 1903 it was provided that the aggregate tax should not exceed 1 percent of the taxable property, but that the board of directors "by

<sup>14</sup> Laws of Washington, 1901, ch. CLXXVII, sec. 17, p. 381.

<sup>15</sup> Laws of Washington, 1907, ch. 163, sec. 5, p. 374.

<sup>16</sup> Laws of Washington, 1909, ch. 97, pp. 297–303.

<sup>17</sup> Laws of Washington, 1919, sec. 7, p. 458.

<sup>18</sup> Laws of Washington, 1889–90, ch. XII, sec. 32, p. 393.

<sup>19</sup> Laws of Washington, 1899, sec. 14, p. 319.



unanimous vote of all the members thereof, may determine upon a greater tax, not, however, exceeding 2 percent upon all the taxable property of the district."<sup>20</sup>

TABLE 17.—The progress of district taxation

Year of act	By authority of school directors	By majority vote of district
1854.....		Authority to tax.
1858.....		2.5 mills.
1868.....	2 mills by petition.....	
1873.....		10 mills for buildings.
1877.....		10 mills, any purpose.
1881.....	10 mills in incorporated towns for buildings.....	
1890.....		Not more than 10 mills.
1901.....	5 mills; 3 more in union high school districts.....	Up to total of 10 mills.
1903.....	Districts of 10,000 people, 10 mills; 20 mills by unanimous vote of directors.	
1907.....	Cities, 10,000 to 50,000, \$30,000; 50,000 to 100,000, \$100,000; over 100,000, \$200,000; 10 mills, 5 more in union high school districts.	10 mills additional.
1909.....	10 mills; cities, same except \$30,000 for each 50,000 people above 200,000.	10 mills additional.
1923.....	1 mill, vocational first-class district, insurance tax....	

The legislature of 1907 made the following change in the power of directors: For the purpose of the purchase of school sites and the erection of buildings, the board of directors may expend in cities having a population of 10,000 to 50,000 people, or employing 40 or more teachers, up to \$50,000; 50,000 to 100,000 people, or employing 200 or more teachers, up to \$100,000; exceeding 100,000 people, or 400 or more teachers, up to \$200,000.<sup>21</sup>

Upon the reorganization of the district system in 1909, as has been mentioned, this provision was repealed, and new legislation enacted. In first-class districts the directors were authorized to spend for the purchase of sites and buildings, in districts containing cities of less than 50,000 population, \$50,000; cities of 50,000 to 100,000 population, \$100,000; cities of 100,000 to 200,000 population, \$200,000; and for every 50,000 population additional, \$50,000 additional. If larger expenditures were needed a majority vote of the district was required.<sup>22</sup>

Further powers granted city districts are shown by legislation enacted in 1911 when directors of first-class districts were empowered to create a permanent insurance fund (fire) and levy a tax through the county commissioners, for such purpose.<sup>23</sup>

As the law stands at the present time no district board, whatever the class, may levy more than 10 mills, unless an excess be authorized

<sup>20</sup> Laws of Washington, 1903, sec. 1, p. 191.

<sup>21</sup> Laws of Washington, 1907, ch. 31, p. 41.

<sup>22</sup> Laws of Washington, 1909, ch. 97, art. III, sec. 19, p. 297.

<sup>23</sup> Laws of Washington 1911, ch. 79, sec. 1, p. 378.

by a vote of the people of the district, and in no event may the levy exceed 20 mills. This is exclusive of levies for interest, sinking fund debt, or bond redemption and non-high-school taxes.

TABLE 18.—Advance of county school tax

Year of act	County school fund	Special fund tax
1854	2 mills	
1860	3 mills	
1872	4 mills	
1873	do	
1877	3 to 6 mills	
1890	4 to 10 mills	
1893	8 mills	
1903	8 rural, 10 in cities of 10,000	3 mills for debts, 1-10 mill for library.
1909	\$10 per child of school age, not over 5 mills	
1917		2 mill nonunion high tax.
1923		4 mill nonunion high tax.

*County revenues.*—The legislature of 1889-90 imposed the duty upon county commissioners to levy a tax for school purposes of not less than 4 mills nor more than 10 mills.<sup>24</sup> There was some confusion, however, for a general law passed by the same legislature placed the maximum levy for school purposes on the county at 6 mills and did not state a minimum. In his biennial report, Superintendent Bryan pointed out the inconsistency of the law.<sup>25</sup> The trouble was settled in 1891 when county commissioners were authorized to levy from 4 to 10 mills for the support of the common schools. In 1893 the maximum was raised to 8 mills, with no minimum.<sup>26</sup>

In spite of this liberal provision there were counties in which schools suffered because of lack of county financial aid. Some boards of county commissioners would not levy a sufficient tax, and were not compelled to do so, since there was no minimum tax. C. W. Bean, superintendent of public instruction, recommended that "A law should be enacted to take the place of our present school tax law which would provide for a specified minimum *per capita* of school fund. The county commissioners of each county *should be required* to levy a specified maximum rate of tax for school purposes, unless a lower rate would raise the required minimum amount *per child*, and in case that amount could not be produced by the maximum levy, then the amount so lacking should be made up to the county from a fund by a *State levy* on all property subject to taxation, not excepting that of cities of over 10,000 inhabitants."<sup>27</sup> This was the first

<sup>24</sup> Laws of Washington, 1890, Title X, sec. 52, p. 374.

<sup>25</sup> Report of Superintendent of Public Instruction, 1890, p. 41.

<sup>26</sup> Laws of Washington, 1893, ch. CXXIV, sec. 64, p. 351.

<sup>27</sup> Report of Superintendent of Public Instruction, 1894, p. 58. Italics ours.

official declaration asking for a per capita county tax and of a State levy for the purpose of equalizing the financial burdens, which would, according to Superintendent Bean, "at the same time distribute all over the state, \* \* \* the burden of assisting the weaker counties."<sup>28</sup> The significance of the "Barefoot boy school law" of 1895, which grew out of the plan, is shown by the following exposition of the amounts received by school districts outside the cities of Seattle, Tacoma, and Spokane in 1894:<sup>29</sup> From county tax, \$456,322.99; from State school fund, \$77,800; and from district tax, \$314,002.90.

In 1903 the county commissioners were authorized to levy not to exceed 3 mills, the proceeds of which constituted a special fund for the payment of district indebtedness. They also were authorized to levy one-tenth of 1 mill for the purpose of maintaining a county circulating library.<sup>30</sup>

The legislature of 1909 enacted a law providing that the county commissioners must levy a tax sufficient to produce the sum of \$10 for each child of school age residing in the county, but fixing a limit of 5 mills.<sup>31</sup> This law was the first after the suggestion of the superintendent of the early nineties, and was recommended by the commission to revise and recodify the code of public instruction, appointed by the legislature of 1907, and composed of Hon. E. C. Hughes, N. D. Showalter, W. E. Wilson, the attorney general, and superintendent of public instruction, Henry B. Dewey. It was the opinion of the superintendent that the measure would do away with the necessity for special district taxation, but we find that this was not the case. Since that year until 1933 no change was made in the amount levied per child by the county commissioners. However, the law of 1917 created high-school and non-high-school districts of the county, for the purpose of educating non-resident high-school pupils.<sup>32</sup> In 1923 the limit of the levy for this purpose was increased to 4 mills.<sup>33</sup> Again, legislation specified that the county school tax shall not exceed 5 mills.<sup>34</sup>

<sup>28</sup> *Ibid.*, p. 76.

<sup>29</sup> Report of Superintendent of Public Instruction, 1894, p. 73.

<sup>30</sup> Laws of Washington, 1903, sec. 91, p. 339.

<sup>31</sup> Laws of Washington, 1909, sec. 3, p. 321.

<sup>32</sup> Laws of Washington, 1917, ch. 21, sec. 6, p. 68.

<sup>33</sup> Laws of Washington, 1923, ch. 103, sec. 1, p. 283.

<sup>34</sup> Laws of Washington, ch. 130, sec. 77, p. 277.

From 1909 to 1933 the powers and duties of the county commissioners were as follows:

1. Levy a tax to produce \$10 per school-census child.
2. Levy one-tenth mill for county library.
3. Levy not to exceed 4 mills for high-school district fund.
4. Levy not to exceed 3 mills for district indebtedness.

*The State current school fund.*—Besides the interest on the permanent school fund which is applied exclusively each year to the support of the common schools the State levies an annual tax on all the taxable property of the State. The rate varies with the needs and the amount in the permanent school fund.

*The "Barefoot boy school law."*—The pioneers early recognized the obligation of the State as a whole to insure at least minimum school facilities to every boy and girl in the State regardless of their place of domicile. This prompted them to secure legislation levying taxes upon the property of the State at large to be distributed to the districts equally on the basis of needs. This need has been measured primarily by the number of children of school age. Other modifying factors will be noted later.

Because of this altruistic desire to insure universal education to all the wards of the State one of the most significant statutes in the history of the State was enacted in 1895. The State board of equalization was authorized to levy an annual tax to raise a sum, which when added to the current State fund derived from the permanent school fund, would amount to \$6 for each census child between the ages of 5 and 21 living within the State. The limit of the levy was fixed at 4 mills.<sup>85</sup> This was known as the "Barefoot boy school law." This law was largely the outcome of the work of State Supt., C. W. Bean, whose plan was one of equalizing the financial burdens of districts, and Gov. John R. Rogers. In his report of 1896, Superintendent Bean recommended that provision be made to levy a State tax and devote the proceeds entirely to the toning down of the inequalities between districts.<sup>86</sup>

In 1899 the legislature increased the State aid authorizing the levying of a tax to produce \$8 per census child.<sup>87</sup> The tax could not exceed 5 mills, while under the law of 1895 the limit was fixed at 4 mills.<sup>88</sup> This increase to \$8 per child followed the recommendation of State

<sup>85</sup> Laws of Washington, 1895, ch. LXVIII, sec. 1, p. 122.

<sup>86</sup> Report of Superintendent of Public Instruction, 1896, p. 110.

<sup>87</sup> Laws of Washington, 1899, ch. CXLII, sec. 19, p. 320.

<sup>88</sup> Laws of Washington, 1895, ch. LXVIII, sec. 1, p. 123.

Supt. Frank J. Browne, who stated that this amount was needed to meet further the financial situation.<sup>39</sup>

In 1901 another increase was provided for in the legislation of that year when the State board of equalization was authorized to levy \$10 per census child by a tax not to exceed 5 mills.<sup>40</sup> Through successive legislation we find authorization for a like sum until the year 1920. The school-code commission appointed by the governor recommended "That a larger percent of the cost of the common-school education be raised by a State-wide tax."<sup>41</sup> Legislation followed this recommendation authorizing the State board of equalization, beginning 1920, to levy a tax sufficient to produce \$20 per census child, and there was no limit in the millage that could be levied to produce this sum.

No new legislation affecting the amount of money to be raised by the State for school purposes was enacted until 1933. An attempt was made, however, to increase the State tax to \$30 per census child in 1922, but the proposed legislation failed to pass. This was an attempt to carry further the principle of equalization.

*Analysis by the public-school administrative code commission, 1921.*— In 1920 a public-school administrative code commission was authorized by the legislature to survey the public-school conditions of the State. Taxation and school revenues were the chief problems studied. The commission consisted of Senator W. J. Sutton, Cheney, chairman; County Supt. A. S. Burrows, King County, secretary; Supt. W. M. Kern of Walla Walla; Alfred Lister, Tacoma School Board; and Mrs. Mark Reed, wife of Senator Mark Reed, Shelton. Dean Cubberley of Stanford University was the consultant.

Their critical analysis will serve as a good summary of the legal status and the great inequality of school opportunities. The main features are expressed in the following paragraphs:

#### A. FUNDS NOW RAISED FOR EDUCATION

Up to the present time funds for the common schools of the State have been derived from the following sources:

(1) Interest and other income from the permanent school fund, supplemented by a State tax sufficient to produce a sum equal to \$10 per child of school age residing within the State. For the year 1919-20 this amounted to \$3,634, 997.20 and was equivalent to \$17.10 for every pupil in average daily attendance.

<sup>39</sup> Report of Superintendent of Public Instruction, 1898, p. 289.

<sup>40</sup> Laws of Washington, 1901, ch. CLXXVII, sec. 16, p. 380.

<sup>41</sup> Report, Superintendent of Public Instruction, 1921, p. 14.

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(2) From a county tax to produce a sum equal to \$10 per child of school age residing within the county. For the year 1919-20 this amounted to \$3,593,564.77 and was equivalent to \$16.92 for every pupil in average daily attendance.

(3) From special district taxes levied upon all the property in the separate school districts, not, however, exceeding ten (10) mills of the assessed valuation, except by a vote of the electors, when it may be increased to twenty (20) mills. For the year 1919-20 this sum for all the local districts amounted to \$10,567,687 and was equivalent to \$49.76 for every pupil in average daily attendance.

The total amount from these three sources was \$17,796,248.97 and was equivalent to \$83.78 for every pupil in average daily attendance.

For comparison we find that in 1909-10 the State contributed \$2,625,823 or \$16.82; the county \$1,695,144 or \$10.86; and the local districts \$4,284,623 or \$27.45; making the total from all sources \$8,605,590 or \$55.13 for every pupil in average daily attendance.

The greater demand for school funds was recognized by the legislature at the special session held in March 1920 when it increased the amount which should be contributed by the State from \$10 to \$20 per child of school age, but even with this additional aid few of the districts in the State are enabled to operate without recourse to special elections and asking the voters to permit levies beyond the ten (10) mills authorized by the statute.

### B. INEQUALITY OF PRESENT SYSTEM

While there is a demand for more money for education, there is no doubt that the present methods of raising and apportioning the funds have much to do with the unequal opportunities afforded the children of the State to gain that education. Under the present system of taxation there are school districts which, either because of a larger amount of wealth and a greater extent of territory within their boundaries, or because of small school population, are enabled to provide modern buildings, pay good salaries, and maintain efficient schools and yet escape with little or no local tax levy, while adjoining districts without this wealth and property must tax themselves to the utmost limit and then can only inadequately provide for the children in their districts.

### C. HOW CONDITIONS MAY BE REMEDIED

What remedies can be suggested that will overcome the present inequality in acquiring the funds for the common schools and give greater and more nearly equal educational opportunities to all the children of the State?

(1) A more equitable system of taxation that will not only be spread upon the property now upon the assessment rolls, but upon other property or forms of wealth which is now escaping its just share of the cost of education and other burdens of State. While the commission does not consider this as one of its problems, it does feel that measures to this end should be considered by the legislature.

(2) Raising a larger portion of the cost of education by a tax levied equally upon all the property within the State. By constitutional enactment the State guarantees to all the children of the State an equal opportunity for education, but because of the difference in value of property, this is impossible when the funds are raised in the several school districts. In 1909-10 the State contributed \$16.82 per pupil, or 30.5 percent of the total amount of \$55.13 per pupil paid for education in the common schools; in 1919-20 the State contributed \$17.10 per pupil, or 20.4 percent of the total amount of \$83.78 paid for education in the common schools. With \$20 per census

child this would have made \$34.20 per pupil, or 41 percent of the total for 1919-20. This amount and percentage will not hold good, however, for the year 1920-21, because the cost of the schools for the present year, as shown by the estimates of the different districts, will approximate \$100 per pupil. On this basis the contribution from the State would be the same, viz: \$34.20 per pupil, but only 34.2 percent of the total cost of the schools. Thirty dollars per census child would yield about 50 percent under the present cost of operation.

(3) By increasing the statutory provision of levying taxes in the local district from 10 to 15 mills on the assessed valuation. Under the present laws nearly all districts are required to hold special elections for authority to levy beyond the 10 mills, and even though greater State aid is provided, it will undoubtedly be necessary for many districts to levy more than 10 mills to continue their schools upon the present basis.<sup>43</sup>

*The proposed 30-10 plan.*—Because of the inequalities of educational opportunities in the State there developed in 1922 a movement to secure an expansion of the "Barefoot school boy law." The action was launched by the State branch of the National Congress of Mothers and the parent-teacher associations. It was sponsored by the Washington Education Association. An initiative measure, no. 46,<sup>44</sup> was placed on the ballot in the general election in November 1922 but it failed to carry.

The measure was designed to place upon the State a larger share of the common-school tax and to reduce the amount raised directly by the local districts. In most cases it would have meant that each community would provide the same amount of revenue as before, but that the State would disburse a larger amount and the local district a smaller amount than before. Evidently the people preferred to control their school revenues more directly themselves.

The main specific features were as outlined below:

1. The State board of equalization would have been required to levy a State tax sufficient to produce thirty dollars for each child between four and twenty-one years of age.

The county commissioners of each county would have been required to levy ten dollars for each child in the county.

The school district would have been empowered to tax itself not over seventeen mills.

2. One-half the State and county funds were to be apportioned on the basis of attendance, the other half on the basis of the number of teachers employed.

3. The minimum school term was to be eight months, the maximum 190 days.

Proponents of democratic education have always recognized the limited opportunities for schooling existing in certain sections. State Supt. Josephine C. Preston, stated in 1922, "There is a need for a substantial State equalization fund to aid districts which, because of

<sup>43</sup> Report of the public-school administrative code commission of the State of Washington, 1921, pp. 25-28.

extreme and unusual conditions, are not sufficiently helped by the general plan of apportionment." <sup>43</sup> She recommended the creation of a special fund from the current State fund before its apportionment, to be administered to such needy districts.

The *Wilmer bill* presented to the legislature in 1927 provided for a State-wide tax of three-fourths of a mill to establish such a "school equalizing fund". Every district of one teacher, maintaining a tax of 10 mills, would get \$1,000 from the State. No new schools would be organized without approval of the State superintendent. Any balance in the fund after such schools were taken care of, was to go to the next size schools that had levied 14 mills and that were not receiving in county and State apportionment a sum equal to 42 cents per day on their average daily attendance. This bill failed to become a law.

*The Showalter bills.*—A third attempt to equalize educational opportunity during the last decade was made in the Showalter bill, which first appeared in 1928, but was also considered during the following session. The major objectives were:<sup>44</sup>

1. To equalize educational opportunity by increasing the State contribution from 30 to 50 percent of the cost of the education, and the county portion from 15 to 25 percent leaving 25 instead of 55 percent of the cost to be borne by the district.
2. To equalize the tax burden.
3. Improve school administration.
4. Remove the office of county superintendent from partisan politics.

This bill survived both houses of the legislature, but was vetoed by the Governor.

The stumblingblock in the way of these constructive measures is the fear of largely increased taxation, especially since the economic depression has made taxes a great burden to the people. The report of the commission appointed by the legislature of 1929 to investigate the tax situation states:

The financial support of the common schools should be equalized to a greater extent over all the property of the State by a substantial increase in State and county financial support:

*Provided*, That means be developed for controlling school expenditures so that this increase of State and county financial support will not result in an increase in the present total expenditures for the common schools.<sup>45</sup>

The report made clear the opinion that large tax liens upon the State to make the State bear the major part of the burdens of public

<sup>43</sup> Report of Superintendent of Public Instruction, 1922, p. 14.

<sup>44</sup> Breckner, Elmer L., chairman, Washington Education Legislative Committee, *Washington Education Journal*, January 1931.

<sup>45</sup> Report of the Washington Tax Investigation Commission, 1930, p. 35.



education would require school expenditures to be made by a centralized agency, and "a different conception of public-school administration than that which has grown up in this State out of pioneer conditions."<sup>46</sup>

*The Showalter Equalization Bill passed in 1933.*—On February 21, 1933, a bill was passed which made it the duty of the State board of equalization to levy a tax not to exceed 5 mills on the dollar upon all the taxable property within the State which when added to other sources of school revenues should produce an amount equal to "twenty-five cents per day per pupil for each day's attendance in the common schools." Attendance in the junior-high schools yields 30 cents per day and in regular high-school classes 35 cents per day. Pupils in vocational classes draw 45 cents per day; in schools for defectives 50 cents; and in parental schools 75 cents per day. Provisions are made for the State to allow various amounts for kindergarten attendance, part-time schools, night schools, transportation costs, for children on Indian reservations, military reservations, etc.<sup>47</sup>

*The Forty-Mill Tax Bill.*—A law known as the "Forty-mill tax limit for taxation" was enacted by the legislature of 1933. This provided that

the aggregate of all tax levies upon real and personal property by the State, county school district, and city or town shall not in any year exceed forty mills on the dollar of assessed valuation, which assessed valuation shall be fifty per cent of the true and fair value of any such property in money, and the levy by the State shall not exceed five mills, the levy by any county shall not exceed ten mills, including the levy for the county school fund, the levy by or for any school district shall not exceed ten mills, and the levy by any city or town shall not exceed fifteen mills.

Provision was made whereby school districts and other units may levy additional taxes to pay the interest or principal on bonds or on warrants outstanding at the time of the taking effect of this act. Further provision was made that "any county, school district, city, or town shall have the power to levy taxes at a rate in excess of the rate specified in this act, when authorized to do so by the election of such county, school district, city, or town by a three-fifths majority of those voting on the proposition at a special election, to be held on the Tuesday next preceding the first Monday in October of the year in which the levy is made."<sup>48</sup>

The effect of the "Forty-mill limit law" has been greatly to cripple the Showalter equalization measure. The State, the counties, and the

<sup>46</sup> *Ibid.*, p. 32.

<sup>47</sup> *Laws of Washington, 1933, ch. 28, pp. 162-172.*

<sup>48</sup> *Ibid.*, ch. 4, sec. 1, p. 47.

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school districts thus restricted have been unable to provide adequate revenues for the public schools and the higher educational institutions. The tables indicating revenues reveal greatly curtailed amounts in the last biennium. See tables 9 and 20 for annual grand totals of expenditures.

*Amounts of various revenues.*—The total amounts derived from the State, county, district, and other general funds are indicated in table 19.

TABLE 19.—Amounts of school revenues in Washington from State and county apportionments, from general fund district taxes, and from other general fund sources

Year	State	County	District tax	Other general fund sources
1	2	3	4	5
1890			\$187,933	
1895	870,278	\$379,803	544,913	\$12,192.75
1900	1,050,206	127,973	1,216,123	40,410.33
1905	1,797,866	106,679	1,906,247	118,108.92
1910	2,625,823	1,695,145	4,284,624	636,495.25
1915	2,843,180	2,730,075	5,043,826	152,138.39
1920	3,634,997	3,593,565	10,567,687	452,651.98
1925	7,709,144	3,840,608	12,551,642	673,194.64
1930	8,818,658	4,091,338	14,657,262	1,192,928.30
1931	7,620,331	3,790,366	13,610,524	1,251,592.36
1932	6,945,186	3,312,220	11,614,786	2,310,419.78
1933	6,836,743	3,202,962	10,266,381	2,329,961.30

### 2. The Apportionment of School Funds

*Early provisions.*—The question of the distribution of school funds throughout the entire history of the Territory and State has been one of the most serious problems confronting the proponents of good education. At the present time the just and equitable distribution of the revenues provided by State and county is uppermost in the minds of the makers of the law.

The law of 1854 provided that the county superintendent of each county should distribute the current school fund accruing from the permanent fund to the various districts on the basis of the number of children between the ages of 4 and 21 residing within the district. The proceeds of the county school fund were apportioned on the same basis. In order that any district might participate in these apportionments it was compelled to show that school had been maintained and taught by a qualified teacher for at least 3 months during the year. If a district failed to report to the county superintendent as provided by law, it lost its apportionment for that year. This law also provided that each school district must tax itself to provide a sum for school purposes at least equal to the amount it received from the current and

county funds. This last wise provision established a principle that has been followed throughout the entire history of the commonwealth.

Also, this initial legislation provided that any school receiving any money out of the county general fund, or by district tax, should be open and free to all children between the ages of 4 and 21 in such district.<sup>49</sup>

This law was modified on January 26, 1855, by providing that districts having fewer than 12 pupils between the ages of 4 and 21 years, and which in the opinion of the directors were not able to support a school, were permitted to organize according to law and draw their proportion of the school money without being required to comply with the provisions of the school law any further than organizing and making reports. In such districts three legal voters constituted a quorum to do business. Following the provisions of the Oregon law of 1849, the clerk was empowered to loan out all county funds for the use of the district, received by him at interest, until such time as it should be required for school purposes. The districts taking advantage of this provision were required to maintain a school for at least 3 months within 3 years. After this period they could draw no more county funds until school was so held.<sup>50</sup>

This last provision was again amended in 1857. According to the new law districts failing to hold school at least 3 months within 3 years were obliged to forfeit their apportionments and the amounts returned to the county funds were to be divided among other districts.<sup>51</sup>

There was little legislation of importance affecting the distribution of funds during the Territorial period. The basis of apportionment was the number of children living in the district. In 1881 the interest accruing from the permanent school fund was divided annually "among all the school districts in the Territory proportionally to the number of children in each between the ages of 4 and 21, for the support of common schools and for no other purpose whatever."<sup>52</sup> The law specified also that all money apportioned by county superintendents should be apportioned to the districts in proportion to the number of school children between 4 and 21 years of age, as shown by the returns of the district clerk for the preceding year.<sup>53</sup> In 1883 the basis of apportionment was changed to include those between 6 and 21.<sup>54</sup>

<sup>49</sup> Laws of Washington, 1854, pp. 319-328.

<sup>50</sup> Laws of Washington, 1854-55, p. 13.

<sup>51</sup> Laws of Washington, 1856-57, sec. 4, p. 34.

<sup>52</sup> Code of Washington, 1881, ch. CCXLV, sec. 3210, p. 559.

<sup>53</sup> *Ibid.*, sec. 3171, p. 550.

<sup>54</sup> Laws of Washington, 1883, sec. 51, p. 16.

With the coming of statehood an attempt was begun to equalize educational opportunity by distribution of funds.

*State funds.*—In 1890 the State superintendent was authorized to apportion funds to the several counties on the basis of the number of children in said counties between the ages of 5 and 21. It was the duty of the county superintendent to apportion this State fund received by his county on the foregoing basis, to the various districts of his county, the method of which will be explained later.

In 1895 the State superintendent apportioned State funds to the counties "according to the number of children of school age residing in each county."<sup>55</sup> The legislature of 1897 made a radical change in the method of distributing the State fund and one of the most important advances in the history of the State. The fund was apportioned among the several counties of the State in proportion to the total days' attendance. Each school district was given a minimum of 2,000 days' attendance.<sup>56</sup>

In 1903 union high schools were encouraged by legislation which provided that the superintendent of public instruction should apportion from the current State funds a bonus of \$100 for each grade above the grammar grades, provided that the districts had maintained a high school for at least 6 months during the previous year, and that each high-school grade to receive \$100 should consist of not fewer than 4 pupils with an average daily attendance for the year of not fewer than 3 pupils.<sup>57</sup>

In 1907 attendance at night schools was allowed on a basis of 50 percent of the actual attendance for the purpose of apportionment of State funds. Some further advances in attendance credits were made in 1909. This legislature provided that high-school attendance should be counted as 1½ times the actual attendance; that the attendance at parental schools furnishing board and room be counted as 3 times the actual amount; that in schools for defectives, 5 times the amount; that night school attendance count as one half the actual attendance. Also the superintendent of public instruction was authorized to apportion to each high-school grade held at least 1 year and having an average daily attendance of at least 4 students, \$100 annually.<sup>58</sup>

<sup>55</sup> Laws of Washington, 1895, ch. LXVIII, sec. 1, p. 123.

<sup>56</sup> Laws of Washington, 1897, ch. CXVIII, sec. 22, p. 365.

<sup>57</sup> Laws of Washington, 1903, ch. 104, sec. 3, pp. 161-62.

<sup>58</sup> Laws of Washington, 1909, ch. 97, sec. 10, p. 313.

While the legislature of 1907 allowed consolidated districts 2,000 days' attendance in addition to the actual attendance, it was not until 1909 that a modified arrangement was written into the statutes. This legislation provided that consolidated districts be credited with 2,000 days' attendance for each district, less one, so consolidated.<sup>69</sup> Private school attendance was accredited to the district in which such private school was held.<sup>60</sup>

In 1913 the law provided that private schools must report attendance; and in 1917 kindergarten attendance was counted at one half its actual value.

No further legislation of importance affecting the apportionment of State funds was enacted until 1933. The code commission of 1920 recommended that State funds as well as county funds be apportioned one third on the basis of teachers and two thirds on the basis of attendance, but the law remains providing that the distribution be made on the basis of total days' attendance with a minimum of 2,000 days credited to each district. These provisions were inaugurated for the purpose of providing just and equitable distribution.

*County funds.*—The law of 1881 represents the method employed generally throughout the territorial period of the apportionment of the county school fund to the various districts. It provided that the county superintendent of common schools should apportion the money to the several districts in proportion to the number of school children between the ages of 4 and 21. An exception was made of certain Indian children.<sup>61</sup> Thus the basis of distribution did not depend upon school attendance, but upon the number of children. The county superintendent employed the same method for apportioning the State funds.<sup>62</sup>

The legislation of 1889-90 placed the distribution of the State and county funds upon the following basis: One-fourth the total amount to be apportioned to each district in proportion to the number of teachers employed therein; the remaining three-fourths in proportion to the number of census children. The number of teachers was determined by allowing 1 teacher for every 70 census children and fraction thereof over 30. Each district was entitled to 1 teacher.<sup>63</sup>

This law applied also to the apportionment of State funds. Cities of 10,000 or more inhabitants participated in the State apportionment

<sup>60</sup> *Ibid.*, p. 372.

<sup>61</sup> *Laws of Washington, 1909, ch. 97, sec. 6, p. 313.*

<sup>62</sup> *Washington School Law, 1881, sec. 82, p. 11.*

<sup>63</sup> *Ibid.*, sec. 57, p. 8.

<sup>64</sup> *Laws of Washington, 1889-90, ch. 12, sec. 11, p. 357.*

on the above plan, but did not participate in the county funds.<sup>64</sup> Such cities were not taxed for county school purposes. However, in 1895 the county tax was extended to the city districts and also the right to participate in the county apportionment.<sup>65</sup> It was in this same year that legislation was passed providing for the apportionment of the State fund by the county superintendent wholly upon the basis of census children.

The subsequent treatment of the apportionment of State funds is given in another section of this chapter.

The only changes in county apportionment since 1890 came in 1909 and 1933. The proponents of equable distribution felt that the weaker districts should be further aided, so they advocated that a larger proportion of the fund should be given on the teacher basis. The legislation of that year provided that one-third of the total county fund should be apportioned to the several districts in proportion to the number of teachers, and the remaining two-thirds on the basis of the number of days' attendance. No longer was money paid to districts on the basis of the number of children, but upon the actual school need as evidenced by the days' attendance in the schools.<sup>66</sup>

*District indebtedness.*—There was little occasion for the borrowing of money by school districts during the early Territorial period. There was no law giving specific authority for school directors to borrow, as each specific case required special legislation. In 1883 the legislature passed five acts giving authority to five districts in various parts of the Territory to borrow for certain purposes. In the following legislature there were eight similar cases. In 1888 school districts, together with counties, cities, and incorporated towns were authorized to create indebtedness not to exceed 4 percent of the value of the taxable property of the district.<sup>67</sup>

The law of 1890 provided that—

The board of directors of any school district in this State may borrow money and issue negotiable coupon bonds therefor, to an amount not to exceed five (5) percent of the taxable property in said district.<sup>68</sup>

This legislation also limited the indebtedness of school districts of more than 10,000 to  $2\frac{1}{2}$  percent. This provision was amended so cities might borrow up to 5 percent, March 28, 1890. The interest

<sup>64</sup> *Ibid.*, sec. 32, p. 395.

<sup>65</sup> Laws of Washington, 1895, sec. 1, p. 123.

<sup>66</sup> Laws of Washington, 1909, ch. 97, sec. 7, p. 323.

<sup>67</sup> Laws of Washington, 1888, ch. XXXVIII, sec. 1, p. 74.

<sup>68</sup> Laws of Washington, 1890, sec. 1, p. 45.

should not exceed 10 percent, and bonds could not run more than 20 years.

An act of 1895 gave school districts power to validate and ratify indebtedness not to exceed 5 percent of the taxable property of the district, by a majority of three-fifths of the voters voting at a school election.<sup>69</sup> The invalid debt could not exceed 1½ percent of the taxable property, as was provided by the State constitution. After debts were so validated the board could issue bonds not to bear more than 6 percent interest. Legislation of the same year gave districts power to borrow money and issue warrants to pay any current general expenses of the district in anticipation of revenues to be collected by taxes.<sup>70</sup>

Subsequent legislation made practically no change in the general provisions. The bonded indebtedness may not exceed 5 percent of the taxable property, with interest not over 6 percent, and may run not over 20 years. Three-fifths majority vote is necessary to go over 1½ percent of indebtedness, the limit of the power of the board of directors.

### 3. The Increasing Cost of Education

The increase in the cost of education during the last three decades has given much recent cause for alarm, and has been an incentive toward increased State aid. In 1890 the total cost per pupil in average attendance was \$25.50 while in 1931 this item had risen to \$118.31.<sup>71</sup> In 1880 the average number of months of school was 4.86, while in 1931 it was 6.96.<sup>72</sup> It is interesting to note that when Washington became a State there were 320 high-school pupils in the State, which represented but 0.57 percent of the total enrollment; in 1931 there were 90,508 high-school pupils, which was 26.13 percent of the total.<sup>73</sup> This great increase in high-school attendance has been a large factor in greater expenditures.

The increase in cost is due to many factors, among which are the establishment of transportation of pupils, agricultural and industrial training schools, schools for mentally deficient children, better supervision and administration, night schools, and medical inspection. Compulsory school laws, expensive fireproof buildings, and teachers' cottages have all played a significant part. Also teachers' salaries

<sup>69</sup> Laws of Washington, 1895, ch. XXI, sec. 1, p. 26.

<sup>70</sup> *Ibid.*, p. 27.

<sup>71</sup> Burrus, L. D., *Washington Education Journal*, February 1932.

<sup>72</sup> *Ibid.*

<sup>73</sup> *Ibid.*

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have increased in proportion to the increased cost of living and higher standards required.

TABLE 20.—Growth in expenditures since 1890<sup>1</sup>

Year	Total current expense	Total interest	Total capital outlay	Grand total expense	Pupil cost in average daily attendance	Cost per day
1	2	3	4	5	6	7
1890	\$593,251	\$15,223	\$335,715	\$944,189	\$25.55	
1895	802,122	209,673	154,112	1,165,908	18.90	
1900	1,735,982	292,124	335,984	2,364,090	31.64	\$0.18
1905	2,793,833	387,957	1,003,940	4,185,730	35.22	.21
1910	6,740,531	697,818	2,584,481	10,022,831	64.22	.37
1915	10,695,911	928,227	1,727,586	13,351,724	70.22	.40
1920	16,950,005	1,190,229	2,649,112	20,789,346	97.81	.56
1925	23,195,877	1,492,969	3,865,587	28,554,432	110.99	.62
1930	27,694,803	1,608,528	3,942,449	33,245,780	119.37	.67
1931	28,067,304	1,631,368	3,847,358	33,546,029	118.34	.66
1932	26,377,735	1,750,102	2,304,546	30,432,384	105.77	.59
1933	21,759,160	1,813,386	513,155	24,065,701	83.55	.47

<sup>1</sup>Burris, L. D., *Washington Education Journal*, February 1932.

*Teachers' salaries.*—There is no index representative of the growth in importance of education in the State of Washington more graphic than the increase in the salaries of teachers. In 1872 the average yearly salary was \$186.70, while in 1931 it had increased to \$1,547. The contrast possibly is more striking when comparisons are made of salaries paid at the beginning of statehood and the present. The salary schedules during the Territorial and State periods are shown in the accompanying tables for representative years.

TABLE 21.—Average monthly salaries during Territorial years<sup>1</sup>

Year	Men	Women	Year	Men	Women
1872	31.11	31.11	1885	47.08	37.10
1875	38.50	38.50	1886	42.60	32.82
1876	40.00	30.00	1887	44.41	36.36
1878	41.14	33.34	1888	45.63	37.38
1880	41.11	41.11	1889	47.66	39.67
1883	42.81	32.52			

<sup>1</sup>Compiled from *History of Education in Washington*, Dewey, 1909; Report of Commissioner of Education, 1880; Ninth United States Census; and State Superintendent Rounds' Report, 1873. Report of 1873 did not segregate the salaries of men and women.

The growth in teachers' salaries has about kept pace with the economic advance of the State. It was possible to secure teachers for a small stipend when the scholastic standards were low and the school term was long enough only to occupy a minor portion of the teachers'



time and energies. They were at liberty to spend the greater part of their time at some other remunerative occupation, especially in a new country where there was a steady influx of population. This afforded a wide opportunity for economic betterment. In such a condition teaching was a side line as an adventure in a pioneer country. As the State grew, the school term became long enough to consume the entire time of the teachers; scholastic standards were raised, and the economic opportunities in other lines have been absorbed by a large population. Under these new conditions salaries have been adjusted in an attempt to afford teachers an adequate recompense for the service they are rendering to the State.<sup>74</sup>

<sup>74</sup> Tables 9-14, 19, 20, and 24 have been derived from data assembled by L. D. Burrus, statistician, State Department of Education, and published by the Washington Education Association, and supplemented through personal letters. Grateful acknowledgment is hereby expressed.

## CHAPTER X

### The Development of Secondary Education

#### I. Territorial Period

##### 1. The First High Schools in Washington

It is impossible to state exactly when the first high-school work was given in Washington. Several private schools offered some high-school subjects nearly two decades before any public high schools were organized. Probably several public schools in the early years of their graded school organization offered some high-school subjects before they had a high school in name or in formal organization.

*Private academies.*—The earliest records of high-school subjects being offered were in private schools in Olympia. In 1856 George F. Whitworth advertised that tuition per quarter in the primary department of his private school in Olympia was \$8; for more advanced scholars, \$10 to \$12. The same year Miss Babb advertised the following:<sup>1</sup>

	Per quarter
Common English branches.....	\$5
Higher English branches.....	6
Drawing, extra.....	3
Painting, water colors.....	3
Music, piano.....	20

The Puget Sound Wesleyan Institute was opened the same year, 1856. The advertisement indicates some high-school work.

	Per quarter
Primary.....	\$5.00
Common English.....	6.00
Higher English.....	7.50
Music.....	20.00
Ancient and modern language, drawing and painting.....	3.00

In 1857 there were three departments, primary, scientific, and classical. In 1861 a "select" school was started in Steilacoom by J. V. Weeks. The advertised subjects were: Reading, Penmanship,

<sup>1</sup> Bibb, Thomas W. *History of Early Common School Education in Washington*, p. 85.

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Arithmetic, English Grammar, Geography, History, Natural Philosophy, Algebra, Double-entry Bookkeeping, and the rudiments of vocal music.<sup>2</sup>

*University preparatory department.*—On November 4, 1861, the Territorial University of Washington opened its doors as a semi-private endeavor under Asa Shinn Mercer. There were about 30 pupils, presumably mostly primary, but including some pursuing secondary school subjects. The advertisement in the Port Townsend Northwest on October 10, 1861, contained the following:

	Per quarter
Primary department.....	\$5
Common English.....	6
Common English with history and physiology.....	7
Higher English.....	8
Latin and Greek.....	10
Daily lessons in vocal music gratuitous.	

The distribution of the pupils is not known. Daniel Bagley was the commissioner who employed Asa S. Mercer as president and the sole teacher during that first term of 5 months. It is certain that some high-school or college branches were actually taught as Daniel Bagley stated in a report to the Territorial Council on December 4, 1861, that "The studies now include the higher mathematics and Latin."<sup>3</sup>

During the second year, 1862-63, it was advertised that there "will be taught all the branches usually taught in the *Primary* department of the public schools of the Territory, and all the branches usually taught in the *Grammar* and *High Schools* of California and the Atlantic States." During that second year 51 pupils attended, 35 in the primary department; 13 in the grammar school; 7 in the preparatory department (high school); and 1 college student in the freshman class. The preparatory course included the following studies and texts: Orthography, McElligot; reading (fifth series, Parker and Watson; arithmetic (higher), Ray; grammar (analytical and practical), Bullion; geography (high school), Cornell; algebra (first part), Ray; Latin grammar and reader, Bullion; Greek, Bullion; Caesar (4 books), Anthon; English composition and declamation.<sup>4</sup>

High-school work was given at the university from 1861 to 1895 excepting during 1867-68 and 1874-75, when it was closed for lack

<sup>2</sup> Puget Sound Herald, Nov. 14, 1861.

<sup>3</sup> Council Journal, 1860-61-62, p. 77.

<sup>4</sup> House Journal, 1860-61-62, appendix. See ch. XI this book for the complete courses offered.

of funds. For several years the Seattle School Board maintained no school and paid the university for the instruction of all grades. During 1866 the board leased the university. Undoubtedly the formal organization of a high school was delayed several years because the university was glad to have the pupils in its various elementary departments.

*The Dayton High School.*—Probably the first high school in the Territory to be formally organized by a district board of directors was at Dayton, Columbia County. On April 24, 1880, the following item appeared in the *Columbia Chronicle*, a weekly published at Dayton: "Dayton's Future School—We understand that the directors of this school district intend establishing a thorough graded school next fall in Dayton." On January 3, 1880, bids had been advertised for the construction of a new school building costing \$2,400. This was to be finished by August 15 of the same year. School opened on October 4 with F. M. McCully, principal, in charge of the "Higher Department."

The course of study adopted by the board of directors and published in the *Columbia Chronicle* on August 14, 1880, was as follows:

#### HIGH DEPARTMENT

##### Junior class—Time, 1 year\*

*Reading*—Sixth reader begun.

*Spelling*—Advanced speller, oral and written.

*Writing*—Regular and thorough instruction.

*Grammar*—Clark's normal completed to syntax.

*Arithmetic*—Davies complete finished; Robinson's progressive commenced; mental arithmetic regularly.

*Algebra*—Commenced.

*History*—Barnes' brief history of the United States.

*Geography*—Physical, political, and civil. Monteith.

##### Senior class—Time, 1 year

*Reading*—Sixth reader. Selected extracts.

*Spelling and writing*—Same as in junior class.

*Grammar*—Clark's normal completed. English analysis.

*Mathematics*—Progressive arithmetic completed. Algebra finished. Geometry throughout the year.

*Physiology and Constitution of the United States*, first half year.

*Philosophy and bookkeeping*, second half year.

#### General remarks

Rhetorical exercises, consisting of declamations and original essays, in the grammar and high departments.

\* *Columbia Chronicle*, Oct. 2, 1880.

The schools of the village were graded at the opening in the fall of 1880 as a new building had just been constructed. At that time there were 40 in the higher grade, 50 in the grammar department, 56 in the intermediate, and 57 in the primary department.<sup>6</sup>

Steps were taken in the fall of 1881 to formally establish a high school partially under the public-school organization. In the *Columbia Chronicle* on August 20, 1881, is found the following item:

*Public-school matters*

At the meeting of the school directors of this district last Saturday evening, a plan was adopted, which we think will not only be satisfactory to the people, but will be of direct and almost immediate advantage to our town. It was decided to establish a "High school and academy" in connection with the public school, so that pupils after finishing the usual studies in the latter may enter the former, and prepare themselves at home to enter any college on the coast.

Prof. Burdick will assume charge of the "high school" and until all his time is devoted to this work will assist in the work of the public school. There is at present a demand for higher education in our midst, and year by year men and women are being sent abroad to obtain it, at great expense, when it might as well be acquired at home. This demand will greatly increase as pupils finish the public-school studies, and the inauguration of this school will only serve to encourage a most desirable immigration. The "high-school" course of study will embrace three years and is most complete; and in addition it is intended to offer special inducements to young men and women preparing for the teacher's profession in our territory. It is not designed nor intended to apply the public school fund to the support of the "high school," and a reasonable tuition fee will be required of all pupils pursuing the studies as set down in the course.

Prof. McCully is to remain as principal of the public school as heretofore, in accordance with the expressed wish of a majority of the patrons and pupils of this department.  
\* \* \* The full term of the public school will begin Monday, September 12. All who apply will be received as arrangements have been made to accommodate all.<sup>7</sup>

*The earliest Seattle High School.*—Because the earliest school records in Seattle were burned some of the school history of the city cannot be reconstructed. According to the first superintendent's report, published in 1885—

The first move toward grading of our public schools was made in January 1877. In January 1878, a course of study and set of rules and regulations were adopted by the board and ordered printed (p. 34).

On January 14, 1882, a mass meeting was held in Yesler Hall for the purpose of agitating the question of sufficient schoolroom facilities to accommodate the youth of our city. Judge Lewis was chairman of the meeting. The following is a digest of a report contained in one of the city papers and filed in the school board records: He spoke of the schoolhouses of Seattle as a disgrace to so pretentious a city and said the only respectable public school building in Washington Territory was located

<sup>6</sup> Western Historical Society—History of Southeastern Washington, p. 412.

<sup>7</sup> *Columbia Chronicle*, Aug. 20, 1881.

in the little town of Goldendale, in Klickitat. The Judge then contrasted our public school shanties with those beautiful and imposing edifices in San Jose, California, which make that little city famous all over the coast. Seattle takes the lead in manufactures, in commerce, in enterprise, in wealth, but is way behind in educational matters. Let us make education and commerce go hand in hand. We have had saloon booms, and real estate booms, and now for God's sake, said the Judge, let's have a school boom.<sup>8</sup>

A committee meeting was held 2 days later, January 16, 1882, at which it was reported that—

The second floor is occupied by those pupils who are farthest advanced in their studies, and is presided over by Prof. Ingraham. The room is a dingy, ill-ventilated apartment, with from 85 to 90 children, crowded together on low uncomfortable benches, three on a seat. Some of the children have to sit uncomfortably near the stove, over which a great false cover has been placed to keep the heat from blistering the faces of those who sit closest to the stove.<sup>9</sup>

On July 24, 1882, the contract for the erection of a new building was awarded to Leslie and Mesener for \$20,877.<sup>10</sup> The construction of this new building, the most pretentious school building in the northwest gave a new impetus to education in Seattle and the territory.

On October 26, 1882, the board records show that—

After due consideration it was decided to appoint a city superintendent in accordance with the 64th section of the general school laws of this territory \* \* \* and on motion E. S. Ingraham was unanimously elected to the position of city superintendent. He was also elected principal and O. S. Jones, vice principal. Mr. Ingraham was undoubtedly the first city superintendent of schools in Washington.<sup>11</sup>

The first formally recognized high-school work under the board of education and paid for out of the common-school fund was organized and launched in 1883 according to Superintendent Ingraham's first report. His own words are drawn upon here to recount the story:

Two years ago those pupils who had finished the grammar-school course were allowed to continue their studies in a high-school course. Up to that time it could not be said that Seattle had a high school. Instruction was given in some of the higher branches, but, owing to the crowded conditions of the lower grades, those pupils who would gladly have remained to pursue a higher course of instruction, had to give way to the pressure from below and yield their places to pupils of the higher grammar grades. Some of those who were thus crowded out went to the university to receive instruction, while others dropped out of school altogether.

The young ladies and gentlemen of Seattle are to be congratulated that they now have the opportunity to take a full high-school course. And it is the aim of those who have the matter in charge to make the course second to none on the coast. For 2 years the successive classes finishing the grammar school course have been moving steadily upward in the high school. In 1 year hence the first class will graduate.

<sup>8</sup> School Board Records, vol. 1, 1882-Nov. 1, 1889, p. 5.

<sup>9</sup> *Ibid.*, p. 7.

<sup>10</sup> *Loc. cit.*, p. 38.

<sup>11</sup> School Board Records, vol. 1, 1882-Nov. 1, 1889, p. 49.

The course is at present a scientific one, requiring three years' time for its completion. I am satisfied that a longer time should be given to this course, or that a literary course of four years be established, by taking some of the branches from the scientific and adding others not included in that course. In case of such an arrangement, pupils would have a choice between two courses and the work could be better arranged.<sup>12</sup>

The Seattle schools were organized with a primary department consisting of the first four grades; a grammar school department of the next four grades; and "The high school which shall embrace an English course of 3 years—Junior, middle and senior classes." The high-school curriculum was organized as follows:<sup>13</sup>

SEATTLE HIGH SCHOOL, 1885

*English course—Junior year*

*B class.*—Algebra, bookkeeping, English composition, civil government.

*A class.*—Algebra, physics, physical geography, zoology.

*English course—Middle year*

*B class.*—Geometry, physics, general history.

*A class.*—Geometry, chemistry, botany.

*English course—Senior year*

*B class.*—Trigonometry, rhetoric, astronomy.

*A class.*—Arithmetic, mineralogy, political economy.

Spelling, writing, drawing, composition, and declamation are required throughout the course.

Every pupil of the high school is expected to acquire a thorough knowledge of English literature, by a careful study of the leading English and American authors of the past and present. Pupils must also keep themselves posted in passing events by a careful perusal of the best newspapers and magazines of the day.

The total enrollment in the Seattle schools in 1885 was 1,478, of which 986 were in the primary department, 403 in the grammar department, and 89 in the high school. In 1889 the curriculum was still 3 years in length. It was extended to 4 years in 1890. From 1893 to 1895 it was called a senior grammar school because the legality of using public-school funds to support a high school had been challenged. This is discussed more fully later in this chapter.

<sup>12</sup> First Annual Report of the City Superintendent of the Public Schools of Seattle, Washington Territory, June 20, 1885, pp. 14-15.

<sup>13</sup> *Loc. cit.*, p. 37.

II. *Development of High Schools Under Statehood*

## 1. Small Number of High Schools at the Beginning

*Comparison with Territorial conditions.*—Attention has already been directed to the few and struggling high schools established prior to 1889. In the decade subsequent to the advent of statehood high schools multiplied rapidly in number and increased in efficiency. Table 24 shows that the 6 high schools with 16 teachers and an enrollment of 320 pupils in 1890, by 1900 had increased to 47 schools taught by 137 instructors and enrolling 4,186 pupils. In the next 5 years those numbers were doubled and by 1910 they were more than quadrupled. Later developments were even more marvelous as will be shown in subsequent paragraphs.

*Curricula lengthened and enriched.*—The enumeration of numbers of schools, teachers, and pupils tells only a part of the story of progress. The high schools of 1900, 1910, and later were very different in character from those of Territorial days. We do not know for certain that any Territorial high schools had a 4-year high-school course. We are certain there were but few, if any. Table 22 gives a list of all the schools in the Territory with 9 grades or more, i.e., all those offering any high-school work. Just what was offered beyond the eighth grade cannot be determined. In all probability much of the work, especially in the ninth-grade schools, was mainly of an elementary character.

Table 22 shows that as late as 1892 only five schools—Fairhaven, Olympia, Seattle, Spokane, and Tacoma—had full 4-year curricula. Four more—Aberdeen, Sumner, Walla Walla, and New Whatcom—were offering 3-year courses. One more—Pomeroy—had a 2-year course. Only 10 schools in the State had schools with 2 or more years of work beyond the grammar grades. The table reveals that in many cases the number of pupils was very small. Aberdeen, for example, had only 11 pupils enrolled in the 3 high-school grades. Everett had no high school in 1892 and in 1896 enrolled only 67 in its 3-year high school. Seattle, Tacoma, and Spokane with the three largest 4-year high schools enrolled only 227, 200, and 105, respectively.

While only a few had fully developed 4-year courses in 1900 we must remember that the State board of education in 1879 had specified only 2 years, "junior" and "senior" as constituting a high school.



# HISTORY OF EDUCATION IN WASHINGTON 159

TABLE 22.—Schools with 9 or more grades

School	1892		1896		1898	1900	
	Number of grades	Pupils in advance grades	Number of grades	Pupils in advance grades	Number of grades	Number of grades	Pupils in advance grades
1	2	3	4	5	6	7	8
Aberdeen.....	11	11	10	38	10	11	27
Fairhaven.....	12	13			12	12	83
Olympia.....	12	66	11	91	11		97
Pomeroy.....	10	42			10	12	46
Seattle.....	12	227	12	446	12	12	684
Spokane.....	12	105	12	281	12		445
Sumner.....	11	19			9	11	22
Tacoma.....	12	200	12	312	12		591
Walla Walla.....	11	44			11		116
New Whatcom.....	11	94	12	129	12		
Anacortes.....			10	26	10		
Blaine.....			10		10		8
Centralia.....			11	71	11	11	51
Chehalis.....			10	20	11		85
Ellensburg.....			11	30	10	10	55
Everett.....			11	67	12	12	62
La Conner.....			10	10	10	10	13
Medical Lake.....			10	4			
Montesano.....			10	20	10		22
Mount Vernon.....			10	30		11	
North Yakima.....			11	54	11	12	69
Port Angeles.....			11	35			32
Port Townsend.....			11	55		12	
Puyallup.....			10	45	10	11	37
Shelton.....			10	8		9	2
Snobomish.....			12	26	11		26
Vancouver.....			12	71	12		67
Waterville.....			10	30		8	37
Ballard.....					10		24
Colfax.....					10		36
Columbia City.....					10	10	13
Garfield.....					10	10	28
Oakdale.....					11		26
Pullman.....					10	9	42
Asotin.....						10	13
Auburn.....						10	6
Cosmopolis.....						10	8
Dayton.....						12	64
Diamond.....						10	
Farmington.....						10	4
McMurray.....						10	6
Orting.....						10	22
Palouse.....						10	30
Pe Ell.....						10	7
Roslyn.....						10	7
South Bend.....						10	19
Tekoa.....						10	39
Winlock.....						11	29

## 2. Increase in Graded Schools

It will be noted from the table that during the first 3 years of statehood the number of graded schools doubled. In the first decade the number more than trebled and by the close of the second decade the number had increased nearly 10 times. Were there annual statistics of population in the State they would doubtless show quite similar changes. From 1880 to 1910 the population increased from 75,116 to 1,141,990, that is, it was 15 times as great at the end of 3 decades as at the beginning. The exact population is not indicated for 1889, the year of acquiring statehood.

Table 23 indicates the number of graded schools in each county in the State from 1881 to 1908. Statistics in that form are not available subsequent to 1908. There is a steady increase year by year from 10 in 1881 to 478 in 1908. At the present time all village and city schools, of course, are graded. Through the consolidation of schools many rural areas also have graded schools.

## 3. Typical High-School Courses at the Beginning of Statehood

In 1890 State Superintendent Bryan issued a circular asking for reports from the schools of the State. Among the returns only three printed reports were received from city superintendents; they were from Olympia, Tacoma, and Spokane Falls. The schools in those cities and in Seattle were organized into three departments: Primary, grammar, and high school. The high-school courses of study in each of those four cities and in the preparatory department of the University of Washington are reproduced in the following pages.

# HISTORY OF EDUCATION IN WASHINGTON 161

**TABLE 23.—The total number of graded schools in successive years in the several counties**

County	1881	1883	1885	1887	1889	1890	1891	1892	1893	1894	1895	1896	1897	1898	1899	1900	1901	1902	1903	1904	1905	1906	1907	1908	
Adams	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	
Asotin				1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Benton				1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Chelan				1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Clallam																									
Clark																									
Columbia	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cowlitz	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Douglas																									
Ferry																									
Franklin																									
Garfield																									
Island																									
Jefferson	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
King	2	2	5	6	9	13	23	25	18	23	16	16	14	16	18	19	18	24	33	39	42	48	51	56	56
Kittitas																									
Klickitat																									
Lewis	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Lincoln																									
Mason																									
Okanogan																									
Pacific																									
Pierce	2	2	4	1	3	6	10	11	12	6	6	6	24	24	13	14	16	17	19	21	19	24	27	31	31
San Juan																									
Snohomish																									
Spokane	2	1	1	1	5	11	13	14	16	17	19	19	21	21	9	10	13	15	16	16	16	25	30	35	

TABLE 23.—The total number of graded schools in successive years in the several counties—Continued

County	1881	1883	1885	1887	1889	1890	1891	1892	1893	1894	1895	1896	1897	1898	1899	1900	1901	1902	1903	1904	1905	1906	1907	1908
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Snohomish																								
Thurston																								
Wahkiakum	2	2	1	3	2	3	4	4	4	4	5	5	4	4	6	6	6	5	6	8	9	11	11	11
Walla Walla			4	5	5	6	7	7	7	7	7	6	6	7	8	7	7	9	12	12	10	9	9	12
Whatcom				1		5	5	5	6	6	6	8	8	7	7	8	9	13	17	17	30	30	26	29
Whitman		1	1	3	2	3	2	9	12	13	15	14	15	15	18	18	19	18	18	24	34	25	25	25
Yakima			2	2	2	2	2	2	2	3	3	4	3	4	6	7	7	3	8	22	25	25	25	25
Total	10	11	23	32	49	74	99	130	138	152	159	149	170	175	168	182	205	217	260	310	358	389	428	478

# HISTORY OF EDUCATION IN WASHINGTON 163

## TACOMA

45 Teachers in City. F. B. Gault, Superintendent

### High-School Course<sup>1</sup>

*Ninth grade.—First half.*—Arithmetic (finish mental, review complete), literature, grammar, bookkeeping, or physical geography.

*Second half.*—Begin algebra, literature, and grammar, bookkeeping, or Child's History of England.

*Tenth grade.—Five months.*—Algebra, literature, civil government, physiology.

*Five months.*—Algebra (finished), literature and rhetoric, commercial law, botany, and microscopy.

*Eleventh grade.—Twenty weeks.*—Geometry, literature, physics, laboratory work.

*Twenty weeks.*—Geometry, literature, physics, laboratory work.

*Twelfth grade.—First half year.*—Chemistry, general history, geometry.

*Second half year.*—Chemistry, general history, mental philosophy, reviews.

## SEATTLE

### High-School Course of Study<sup>1</sup>

#### FIRST YEAR

Scientific	Hours per week	Classical	Hours per week	Industrial <sup>1</sup>	Hours per week
1	2	3	4	5	6
<i>Fall</i>					
Algebra .....	5	Algebra .....	5	Algebra .....	5
English analysis .....	5	Latin .....	5	English analysis .....	5
Physiology .....	4	Physiology .....	4	Physiology .....	4
Reading .....	1	Reading .....	1	Carpentry .....	2
Music and drawing .....	1	Music and drawing .....	1	Industrial drawing .....	2
<i>Winter</i>					
Algebra .....	5	Algebra .....	5	Algebra .....	5
English composition .....	5	English composition .....	5	English composition .....	5
United States history .....	4	Latin .....	4	Carpentry .....	4
Reading .....	1	Reading .....	1	Model and object drawing .....	3
Music and drawing .....	1	Music and drawing .....	1		
<i>Spring</i>					
Algebra .....	5	Algebra .....	5	Algebra .....	5
Composition and rhetoric .....	5	Composition and rhetoric .....	5	Composition and rhetoric .....	5
Zoology .....	5	Latin .....	5	Carpentry and joining .....	4
Reading .....	1	Reading .....	1	Drawing .....	3
Music and drawing .....	1				

<sup>1</sup> Essays and rhetorical exercises required of all students during the entire course.

<sup>1</sup> Annual Report of the Board of Education of the City of Seattle, Washington Territory, June 30, 1891, p. 113-117. "The industrial course will be modified for ladies so as to give the extended work in drawing and wood carving; also instruction in home decoration, china painting, and domestic economy."

<sup>1</sup> Superintendent of Public Instruction, 1890, p. 52.

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High-School Course of Study—Continued

SECOND YEAR

Scientific	Hours per week	Classical	Hours per week	Industrial	Hours per week
<i>Fall</i>					
Higher algebra	4	Higher algebra	4	Higher algebra	4
Physics	4	Physics	4	Physics	4
General history	3	German or Greek	3	Pattern making	4
Physics practicum	1	Latin	4	Drawing	4
Drawing		Drawing			
<i>Winter</i>					
Plane geometry	4	Plane geometry	4	Plane geometry	5
Physics	4	Physics	4	Physics	4
Botany	3	German or Greek	3	Mechanics	4
General history	4	Latin	4	Wood turning	4
Reading and music		Reading and music		Drawing	
Drawing		Drawing			
<i>Spring</i>					
Plane geometry	5	Plane geometry	5	Plane geometry	5
History	5	German or Greek	3	Mechanics	4
Botany	5	Latin	5	Iron work and forging	4
Drawing		Drawing		Drawing	4

THIRD OR JUNIOR YEAR

<i>Fall</i>					
Solid geometry	4	Solid geometry	4	Solid geometry	4
Physical geography	5	German or Greek	4	Iron work and forging	4
Civil government	5	Civil government	3	Civil government	5
Drawing		Latin	3	Industrial drawing	5
		Drawing			
<i>Winter</i>					
Solid geometry	3	Solid geometry	3	Solid geometry	3
Chemistry	4	German or Greek	5	Iron work and forging	4
English literature	4	Latin	5	Chemistry	4
Laboratory practice	3	Drawing		Laboratory practice	3
Drawing				Industrial drawing	4
<i>Spring</i>					
Review algebra and arithmetic	4	Review algebra and arithmetic	4	Review algebra and arithmetic	4
Chemistry	4	Latin	4	Chemistry	4
Geology	4	German or Greek	5	Machine tool work	4
English literature	3	Drawing		Machine drawing	4
Laboratory practice					
Drawing					

FOURTH OR SENIOR YEAR

Scientific	Hours per week	Classical	Hours per week
<i>Fall</i>			
Trigonometry	4	Trigonometry	4
Geology	4	Latin	3
English literature	4	Greek or German	4
History of civilization or history of education	4	History of civilization or history of education	4
Drawing		Drawing	

# HISTORY OF EDUCATION IN WASHINGTON 165

## High-School Course of Study—Continued

### FOURTH OR SENIOR YEAR—Continued

Scientific	Hours per week	Classical	Hours per week
<i>Winter</i>			
Astronomy .....	4	Astronomy .....	4
Mineralogy or English composition .....	4	Latin composition and literature or Greek literature and composition .....	4
Psychology .....	5	Psychology .....	5
Thesis .....		Thesis .....	
Drawing .....		Drawing .....	
<i>Spring</i>			
Moral philosophy .....	5	Moral philosophy .....	5
International law or science of education .....	4	English literature or German literature .....	4
Political economy .....	5	Political economy .....	5
Thesis .....		Thesis .....	
Drawing .....		Drawing .....	

### SPOKANE FALLS

42 Teachers in the City. D. Bemis, Superintendent

#### High-School Course of Study<sup>1</sup>

*Ninth grade.*—Introductory algebra, physical and political geography, Latin grammar and reader, English grammar, bookkeeping, science of government, higher arithmetic, English grammar and composition.

*Tenth grade.*—Higher arithmetic, German, English history, Caesar and prose composition, drawing, natural philosophy, higher algebra, rhetoric, botany.

*Eleventh grade.*—Higher algebra, German, Cicero and prose, American literature, general history, chemistry, geometry, Virgil, geology, astronomy, zoology, psychology.

#### University of Washington<sup>1</sup> Preparatory Course

Year	First semester	Second semester
First .....	Reading and orthography .....	Reading and orthography.
	English grammar .....	Analysis, language lessons.
	Political geography .....	United States history.
	Arithmetic .....	Arithmetic.
Second .....	Latin lessons .....	Latin reader, Caesar.
	Physiology .....	Botany.
	Elocution .....	Elocution.
	Elementary algebra .....	Plane geometry.
Third .....	Caesar, Virgil .....	Virgil, Cicero.
	Greek lessons .....	Greek lessons, Anabasis.
	Civil government, natural philosophy .....	Natural philosophy, physical geography.
	Higher algebra .....	Solid geometry.

<sup>1</sup> Catalog, University of Washington, 1890, p. 20.

Bookkeeping, rhetoric, elocution, general history were also offered in the business course. Music and art were also given a large place. Of the 313 enrolled the next year only 26 were classed as "Collegiate", 176 were preparatory, 112 music, 27 in art, and 24 normal.

<sup>1</sup> Report, Superintendent of Public Instruction, 1890, p. 52.

166 HISTORY OF EDUCATION IN WASHINGTON

Olympia High School, 1891-92<sup>1</sup>

NINTH GRADE

Commercial course	English course	Latin course <sup>2</sup>
<i>First half</i> Algebra. Physiology. Analysis, composition, and spelling. Commercial arithmetic.	Algebra. Physiology. Composition, analysis, and spelling. Commercial arithmetic.	Algebra. Physiology. Composition. Latin.
<i>Second half</i> Algebra. United States history. Literature. Business forms.	Algebra. United States history. Literature. Business forms.	Algebra. United States history. Literature. Latin.

TENTH GRADE

<i>First half</i> Algebra. Bookkeeping. Physical geography. Civil government.	Algebra. Physical geography. Bookkeeping. Civil government.	Algebra. Physical geography. Civil government. Latin.
<i>Second half</i> Political economy. Bookkeeping. Commercial law. Physical geography.	Geometry. Physical geography. Rhetoric. Political economy.	Geometry. Physical geography. Rhetoric. Latin.

ELEVENTH GRADE

English course	Latin course	English course	Latin course
<i>First half</i> Astronomy. Physics. Geometry. General history.	Astronomy. Physics. Geometry. Latin.	<i>Second half</i> Botany. Physics. General history. Composition.	Botany. Physics. Latin. Composition.

TWELFTH GRADE

English course	Latin course	English course	Latin course
<i>First half</i> Geometry. Zoology or chemistry.	Geometry. Latin. Chemistry or zoology.	<i>Second half</i> Geology. Plane trigonometry. Psychology. Reviews of arithmetic. Grammar, etc., through the year.	Psychology. Latin. Geology or plane trigonometry. Drawing throughout the course.

<sup>1</sup> From Annual Report of the Public Schools of the City of Olympia, 1891-92.

<sup>2</sup> This course is intended for those desiring to prepare to enter the freshman class of a college or university course, and students desiring, also, the necessary preparatory German may take it as a substitute for one of the specified branches in the eleventh and twelfth grades.



## 4. Legal Provisions for High Schools

*Constitutional provisions.*—The constitution adopted on attaining statehood made definite provisions for a complete system of public education—elementary, secondary, and higher. The section relating to the types of education to be provided are reproduced here:

Sec. 2.—The legislature shall provide for a general and uniform system of public schools. The public-school system shall include common schools, and such high schools, normal schools, and technical schools as may hereafter be established. But the entire revenue derived from the common-school fund, and the State tax for common schools shall be exclusively applied to the support of the common schools.<sup>14</sup>

A strict interpretation of this constitutional provision would seem to indicate that the framers of the constitution had in mind the exclusion of the high schools from participation in the common-school fund. Whether that was their intention cannot be determined at this distant day. It is doubtful if such was their intention for throughout the State wherever high schools were established the common-school fund continued to be applied to their support.

*Enactments during the first legislature.*—Immediately following the adoption of the constitution, in the first session of the State legislature an act was passed on March 26, 1890, defining a common school. The two sections of the act giving the definition are reproduced here:

Sec. 44.—A common school is hereby defined to be a school that is maintained at the public expense in each school district and under the supervision of boards of directors. Every common school, not otherwise provided for by law, shall be open to the admission of all children between the ages of six and twenty-one years residing in that school district, and the board of directors shall have the power to admit adults and children not residing in the district, as hereinbefore provided, and to fix the terms of such admission as hereinbefore provided.

Sec. 45.—All common schools shall be taught in the English language and instruction shall be given in the following branches, viz: Reading, penmanship, orthography, written arithmetic, mental arithmetic, geography, English grammar, physiology and hygiene, with special reference to the effects of alcoholic stimulants and narcotics on the human system, history of the United States, and such other studies as may be prescribed by the board of education. Attention must be given during the entire course to the cultivation of manners, to the laws of health, physical exercise, ventilation and temperature of the schoolroom.<sup>15</sup>

The law of 1890 defining common schools thus seems perfectly clear in the statement that children between 6 and 21 were entitled to receive instruction to be paid for from the common-school fund. There is no restriction as to subjects or grades if prescribed by the board of education.

<sup>14</sup> State Constitution of Washington, art. IX, sec. 2.

<sup>15</sup> Laws of Washington, 1889-90, title IX, secs. 44, 45, p. 371.

The foregoing statute of 1890 shows conclusively that school districts had the right to pay for high-school instruction out of the common-school fund. During most of the territorial period districts were to give instruction in certain fundamental subjects "and such other studies as may be authorized by the directors of the district." In 1877 graded or union schools were authorized and districts of a certain size were required to grade their schools. In all the cases where instruction beyond the elementary school was authorized, it was expressly stated that such districts should be entitled to the public-school funds on the basis of the proportional number of children, not upon the type of studies offered.

In 1890 a law nearly duplicating the laws of 1877, 1881, 1883 was reenacted relating to the formation of union school districts. It was specifically stated in the act that "The union district thus formed shall be entitled to an equitable share of the school fund, to be apportioned in accordance to section 11, clause 13 of this act." That referred to the apportionment of the common-school fund to all districts.<sup>16</sup>

The first distinction to be stated between a union district and a consolidated district was expressed in 1891. It is shown there that the intent in authorizing union or graded schools is to provide for advanced instruction. The term "consolidation" does not designate the type of school. It may apply to higher elementary or high schools or to both in the same consolidation.<sup>17</sup>

The law of 1890 provided that graded schools must be established in incorporated cities or towns having 300 or more children of school age. The schools were to be "graded in such manner as the directors thereof may deem best suited to the wants of such districts." Such districts were required to employ a superintendent.

It was also expressly stated that "Districts thus formed shall be entitled to their full share of common-school moneys".<sup>18</sup>

Special provisions were made in the law of 1890 regarding schools in cities of more than 10,000 inhabitants. Such districts were required to employ a city superintendent. The board of five members were authorized to prescribe the course of study not inconsistent with that prescribed by the State board of education:

To establish and maintain such grades and departments, including night schools, as shall, in the judgment of the board, best promote the interests of education in that district. Again it was specified that the district should share in the common-school fund.<sup>19</sup>

<sup>16</sup> Laws of Washington, 1889-90, ch. XII, secs. 61, 63, p. 378.

<sup>17</sup> Laws of Washington, 1891, ch. CXXVII, secs. 19, 24, p. 253.

<sup>18</sup> Laws of Washington, 1889-90, title XIV, p. 379.

<sup>19</sup> Laws of Washington, 1889-90, secs. 1, 19, p. 386.

It seems perfectly clear that high schools might be supported at public expense and share in the common-school fund. A common school was declared to be "a school that is maintained at public expense \* \* \* and open to the admission of all children between the ages of 6 and 21 years. What other kind of school could provide for those from 14 or 15 to 21?"

Notice that the law does not say that certain parts of the common school must be supported by local tax alone. Again, section 45 specifies certain subjects "and such other studies as may be prescribed by the board of education". This last clause seems to give ample authority to include high-school studies. There might be some doubt as to what board of education? Presumably it was the local district board of education although the State board of education might have been intended. In the statutes the local boards in districts of less than 10,000 population were designated as "boards of directors", in larger districts as "boards of education". In any case the way seemed clear to establish legally high-school courses at public expense and as a part of the common-school system.

*Doubts concerning the legality of high schools.*—Notwithstanding all these successive and specific statutes enacted and reenacted from 1854 to 1890 there were those who believed that the expenditure of public funds for high schools was illegal in Washington until 1895 or 1897. Inspector Edwin B. Twitmyer said in his annual report in 1922:

High schools had no legal status in Washington during its Territorial days, nor during its statehood until the year 1895. All public money spent in the maintenance of high schools during this period was illegally spent, but illegally spent as it was, high schools in the territory and State notwithstanding grew in number, their scope of work was made more comprehensive, and their efficiency increased. The people demanded them, and the legality of their support was never questioned until the spring of 1893, when a few overburdened taxpayers in the city of Seattle (times having grown hard) threatened the city school board with an injunction should it continue the illegal expenditure of the city's money in the support of the high schools.<sup>20</sup>

*Seattle High School abolished.—Renamed "senior grammar school", 1893.*—The high school in Seattle was technically abolished by action of the school board but was brought back into existence under the name of "The Senior Grammar School of Seattle", under which name it continued to operate until 1895 when high schools were legalized by the legislature.<sup>21</sup>

In all probability, as remarked before, if the matter had been tested in the courts the supreme court would have declared that the mainte-

<sup>20</sup> Report of Superintendent of Public Instruction, 1922, p. 294.

<sup>21</sup> Loc. cit., p. 294. Mr. Twitmyer was then principal of the Seattle High School.

nance of the high school was legal. Mr. Twitmyer says that the school continued teaching the very same subjects, but the school was given another name.

*Remedial legislation, 1895.*—With this challenge the legislature took steps in the next session to make certain the legality of the high school. This was sought in defining certain powers of the State board of education in the following words:

The State board of education shall have power:

To prepare a course or courses of study for the primary, grammar, and high-school departments of the common schools, and to prescribe such rules for the general government of the common school as shall secure regularity of attendance, prevent truancy, secure efficiency, and promote the true interests of the common schools.<sup>23</sup>

In a separate section of the same act it was stated that "All common schools shall be taught in the English language" and that instruction shall be given in reading, penmanship, arithmetic, etc., and *such other studies as may be prescribed by the State board of education.*<sup>23</sup> The only change from previous statutes was in vesting the authority to prescribe other subjects in the State board of education instead of the local board of directors.

#### 5. Course of Study Adopted by the State Board of Education in 1896

Immediately after the enactment of legislation clearing up the moot point regarding the right to use common-school funds for the support of high schools, and also authorizing the State board of education to prepare a course of study for the high schools, the board set to work to prepare such a course. The course was organized and adopted in 1896. The course is reproduced in the section on the accreditation of high schools.

#### 6. Additional Legislation

*Clinching legislation re "common schools" in 1897.*—In 1897 the legislature enacted a complete revised code relating to education. In order to clinch the right of school districts to use the common-school fund for the support of high schools the following statutes were enacted:

Sec. 1.—A general and uniform system of public schools shall be maintained throughout the State of Washington, and shall consist of common schools (in which all high schools shall be included), normal schools, technical schools, University of Washington, school for defective youth and such other educational institutions as may be established and maintained by public expense.<sup>24</sup>

<sup>23</sup> Laws of Washington, 1895, ch. CL, second, p. 373.

<sup>24</sup> Laws of Washington, 1895, ch. V, sec. 1, p. 8.

<sup>25</sup> Laws of Washington, 1897, ch. CKVIII, sec. 1, p. 356.

Apparently in order to allay all doubts and make the interpretation absolutely clear the following section was added in the same act:

Sec. 64. Common schools shall include all district grades, and high schools that are maintained at public expense in each school district and under the control of boards of directors. Every common school, not otherwise provided for by law, shall be open to the admission of all children between the ages of six and twenty-one years residing in that school district.

These changes in the laws were made without a change in the constitution. The first such interpretation was made in 1895, within 5 years after the constitution was adopted. As some still doubted a second enactment in 1897 made the matter so absolutely unequivocal that no possibility of doubt remained. From that date high schools have been a part of the common schools no less certainly than have the elementary schools.

*Distinction between consolidated and union high school districts.*—The legislature of 1897 also sought to clarify the meaning of union districts organized merely for the purpose of extending boundaries and consolidating wealth for the purpose of bettering school conditions for all pupils in the consolidated area. These unions were made distinct from the union districts organized only for high-school purposes. The two statutes following bring out the distinctions evidently intended by the legislature. The first relates to the consolidated district and the second to the union high-school district. The second was passed in 1901.

The directors of such union districts shall determine what grade or grades of pupils shall attend such union schools, and shall determine the course of study that shall be pursued in such schools: *Provided*, That such course of study shall not be inconsistent with the laws of this State.<sup>28</sup>

These are really consolidated districts and are so designated in other parts of the same act. They are not the "union high schools" of today. Such districts of course might contain high schools and usually have done so. The statute relating to the union high school districts authorized directors—

at their discretion, to admit pupils residing in such union district, belonging to (a) grade lower than the high-school grades but no pupil belonging to a grade lower than the seventh shall ever be admitted to any such union school.

The course of study had to be approved by the State superintendent of public instruction.

Union districts were to participate in the common-school fund the same as other districts. As an inducement to support such high

<sup>28</sup> Laws of Washington, 1897, ch. CXVIII, sec. 11, p. 360.

schools the statute specified that "The superintendent of public instruction shall apportion annually to each union district the sum of one hundred (\$100) dollars for each grade above the grammar grade maintained in such schools."<sup>26</sup>

*Bearing of the Kalamazoo case.*—Thus a good deal of doubt has been expressed regarding the date when high schools were accorded legal status in Washington. It is highly probable that if the matter had been passed upon by the Supreme Court of the United States high schools would have been declared legal in Washington from the date of admission as a Territory.

Undoubtedly the celebrated "Kalamazoo case" would have been cited as a guiding precedent. In many States high schools had been established and paid for out of common-school funds even though the laws made no mention of high schools. Some people questioned the legality of the procedure. In 1872 a test case was made in Michigan. Suit was brought by *Charles E. Stuart et al. vs. School District No. 1 of the village of Kalamazoo*. The complainants sought to restrain the collection of taxes voted for the support of the high school and the payment of the school superintendent. The supreme court of the State held that it was legal to do so. A part of the text of the decision is as follows:

Neither in our State policy, in our constitution, or in our school laws, do we find the primary school districts restricted in the branches of knowledge which their officers may cause to be taught, or the grade of instruction that may be given, if their voters consent in regular form to bear the expense and raise the taxes for the purpose.<sup>27</sup>

A recent decision of the State supreme court in North Carolina even declared that a community might establish and support a junior college if the people voted to bear the expense. Knight comments on the "Kalamazoo case":

This decision became the legal precedent for other States and greatly influenced the development of the high school at public expense, although some of the States were slower than others to acknowledge the responsibility. Today the high school is generally accepted as a part of the educational system of each State.<sup>28</sup>

*High-school laws of 1909.*—The various statutes relating to high schools enacted from time to time during a period of over half a century have been considered at some length because they illustrate so admirably the tortuous course of evolution of social institutions in a democracy. Whatever may have been the intent of the framers of the constitution of 1854 two factions soon developed. One was in

<sup>26</sup> Laws of Washington, 1901, ch. CLXXVII, secs. 3, 4, pp. 372, 373.

<sup>27</sup> 30 Michigan, 69.

<sup>28</sup> Knight, Edgar W. Education in the United States, p. 386.

favor of the development of such instruments of education as the needs of new days developed, the other wedded to the past and holding rigorously to the literal interpretation of the constitution. The strict constructionists seem to have had a legal advantage through the wording of the article in question which stated that:

The public-school system shall include common schools, and such high schools, normal schools, and technical schools as may hereafter be established. But the entire revenue derived from the common-school fund, and the State tax for common schools shall be exclusively applied to the support of the common schools.

The constitution reads today as in 1854. Subsequent statutes have decreed that the high schools are an integral part of the common-school system, but that part of the constitution has never been repealed or amended. Such is one of the fortunate aspects of a democratic government. Incidentally a more exact use of English would doubtless have set school organization ahead 50 years in Washington.

The school law of 1909 was a far-reaching one in clarifying many obscure passages, strengthening weak statements, in providing certain needed remedies, and in the establishment of new needed measures. The bulk of the present school code was enacted in 1909 in whole or in part. Because of the significance of that law several items relating to present-day high schools are stated here. In many cases they appear strikingly similar to statutes enacted in 1877 and during the next quarter century.

To clinch the meaning of common schools as described by the people, regardless of the wording of the constitution it was enacted that—

A general and uniform system of public schools shall be maintained throughout the State of Washington, and shall embrace common schools (including high and elementary schools, schools for special help and discipline, schools or departments for special instruction), technical schools, the University of Washington, the State College of Washington, State normal schools, State training schools, schools for defective youth, and such other educational institutions as may be established by law and maintained at public expense.<sup>20</sup>

The present statute defines a common school as follows:

Common schools shall include schools that are maintained at public expense in each school district and under the control of boards of directors. Every common school, not otherwise provided for by law, shall be open to the admission of all children between the ages of six and twenty-one years residing in that school district.<sup>20</sup>

<sup>20</sup> Laws of Washington, 1909, sec. 1, p. 230.

<sup>20</sup> *Ibid.*, 261.

This was challenged. In the supreme court, however, it was decided that—

A common school, within Const., art. 9, sec. 2, means one that is common to all children of proper age, and capacity, free and subject to, and under the control of the qualified voters of the district.<sup>21</sup>

Since 1909 the distinction between union districts and consolidated districts has been perfectly clear in the statutes. The definitions expressed in the law are stated here:

Any school district which has been formed by the consolidation of two or more school districts shall be designated as a consolidated school district.<sup>22</sup>

Note that the type or types of schools that may be supported are not restricted. Another section expressly states that—

Any two or more contiguous or adjacent districts of the second and third class may form a union high school district in the manner and with all the powers provided by law for union high school districts.<sup>23</sup>

### 7. The Growth of High Schools in Washington

The last half century has witnessed the most marvelous expansion in education during all history. The most striking phase of that development has been in secondary education. The rise of universities of the Middle Ages challenges our admiration because of the foundations laid for research and investigation. The establishment of common schools in America makes us all debtors because they made democracy possible. The growth of almost universal secondary education in America has been an adolescent drama which might well be the theme for some poet laureate to paint in enduring song.

The youth of Washington have more than shared in this entrancing drama during the 5 decades just closed. In the first decade of statehood only the seeds of high-school education were planted. A few far-visioned communities like Dayton, Olympia, Seattle, Spokane, Tacoma, Chehalis, and Centralia began to furnish their boys and girls more than the elementary schools offered. They graded their schools and introduced high-school subjects, sometimes 1 year, sometimes 2, and even more. "Higher departments" emerged here and there and early in the eighties an occasional one was called a high school. Some narrow-minded obstructionists attempted to outlaw the high schools. However, there were those who believed that the founders

<sup>21</sup> School District v. Bryen, 51 Wash. 498.

<sup>22</sup> Laws of Washington, 1909, sec. 5, p. 264.

<sup>23</sup> Laws of Washington, 1923, sec. 1, p. 74.



intended to build a complete educational structure, from the primary school through the university, free and open to all. They labored to clarify the laws so that by 1895 there was no mistaking that it was the wish of the founders and the will of the people that high schools should be an integral part of the common-school system.

With the completion of the Northern Pacific Railroad to the Puget Sound in 1887 there was a great influx of population. The United States census shows that the population was nearly five times as great in 1890 as in 1880, having jumped from 75,116 to 357,232. (See table 1). Most of that increase occurred during the last 3 years of the decade. By 1900 the population had reached 518,103. That number more than doubled by 1910 reaching 1,141,990. For the last 2 decades the population has increased very slowly. The 1920 figure was 1,356,621 and for 1930 it was 1,560,000.

During the period from 1880 to 1910, therefore, the increase in high-school enrollment was due in part to an increase in the total population. Even then the increase in high-school enrollment was twice as fast as the increase in population. While the population in 1930 was only 40 percent greater than in 1910 the high-school enrollment had leaped forward 430 percent.

Reference to table 24 shows at a glance the tremendous growth of Washington high schools during the last 40 years. In the first year during statehood there were only 6 high schools, employing 16 teachers and having an enrollment of 320 pupils. The schools graduated eight pupils that year, presumably all from 3-year curricula.

By 1900 the number of high schools had increased to 47, the number of teachers to 137, and the enrollment to 4,186. There were 382 graduates that year, mostly from 4-year curricula.

The next decade witnessed the organization of nearly 700 percent more high schools, the increase of the teaching staff by 600 percent, and an increase of nearly 400 percent in enrollment. In 1910 there were nearly 3,000 graduates, all from well-organized 4-year accredited high schools.

From 1910 to 1920 the number of new high schools naturally did not increase greatly as most of the communities had already established them. There was, however, a steady increase in enrollment and in number of graduates. In both cases the numbers about doubled. During the last decade there was a similar doubling. So great has been the increase in attendance that all the high-school plants have had to be entirely rebuilt to accommodate the increasing throng.

In the United States as a whole the high-school attendance was about 25 times as large in 1930 as it was in 1890. In Washington the attendance was nearly 270 times as great as in 1890. In the entire United States the high-school enrollment was 10 times as great in 1930 as in 1900. In Washington it was more than 20 times as great. During the last 2 decades the rate of increase in Washington has about paralleled that in the United States.

In 1890 less than 1 person in every thousand was in high school; by 1900 there were 8 in every thousand; by 1910 there were 18 in every thousand; by 1920 the number was 31; and by 1931 it was 55 in every thousand or 1 in every 18. That is, in a given population 55 times as many are now attending high school as in 1890. In the entire United States 1 in every 25 or 40 in every thousand are attending high school.

The remarkable retention in school from grade to grade in Washington is revealed in tables 13 and 14, chapter VIII, in a striking way. For example, the first-grade class which started in 1921 on the great adventure consisted of 43,308 members, 29,250 of them reached the eighth grade, 28,206 entered the high school, and 18,000 reached the graduation platform. In the United States as a whole 1 out of 7 of all who start in the first grade survive to the twelfth grade; in Washington nearly one-half of all (41 percent) first graders reach the twelfth grade. The ratio between high-school enrollment and the total school enrollment and successive stages presents some very interesting figures. In 1890 a little over one-half of 1 percent (0.57 percent) of the total school registration was in the high school. In 1891 that had reached about 1 percent. The high-school registration increased year by year until it had reached 10 percent in 1911, nearly 15 percent in 1920, and 29.18 percent in 1933. Statistics gathered from 21 representative cities throughout the United States in 1929 showed that Seattle had a larger percent of its total school population in the junior high school and in the senior high school than any of the other 20 cities. In the junior high schools were 26.5 percent of the total school enrollment and in the senior high school 15.9 percent. The three nearest competitors were, respectively, Oakland, Calif.; Omaha, Nebr.; and San Francisco, Calif.

As near as can be ascertained the State of Washington has a larger percentage of its population in high school than any other State in the Union. Seattle probably has a larger ratio of high-school enrollment to population than any other community of like size in the world.

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TABLE 24.—Showing the growth of high schools in the State since 1889<sup>1</sup>

Year	Number of schools	Teachers	Enrollment	Percent of high-school enrollment is of total enrollment	Graduates
1	2	3	4	5	6
1889-90	6	16	320	0.57	8
1890-91	11	36	693	.99	48
1891-92	14	44	1,065	1.35	45
1892-93	14	54	987	1.18	80
1893-94	23	65	1,540	1.78	179
1894-95	29	81	1,830	2.03	209
1895-96	31	93	2,340	2.60	288
1896-97	31	93	2,561	2.75	340
1897-98	36	101	2,630	2.69	367
1898-99	36	110	3,064	2.89	265
1899-1900	47	137	4,186	3.64	382
1900-01	74	173	4,830	3.91	404
1901-02	76	213	5,633	4.12	521
1902-03	105	255	6,192	4.13	576
1903-04	132	300	7,202	4.46	652
1904-05	151	346	9,060	5.32	765
1905-06	178	411	10,919	6.07	817
1906-07	182	488	13,087	6.92	1,020
1907-08	217	619	14,715	7.42	1,317
1908-09	167	723	17,640	8.58	1,519
1909-10	307	876	19,928	9.24	2,711
1910-11	379	962	22,042	10.00	2,077
1911-12	410	1,128	24,534	10.93	2,512
1912-13	453	1,226	27,494	12.82	2,675
1913-14	484	1,359	31,321	13.12	3,167
1914-15	505	1,457	32,244	13.41	3,788
1915-16	518	1,809	35,265	14.37	4,351
1916-17	418	1,959	37,451	14.88	4,750
1917-18	389	1,791	36,985	14.07	2,660
1918-19	347	1,612	37,317	13.70	4,025
1919-20	354	1,795	42,419	14.62	5,222
1920-21	358	1,997	47,804	16.26	6,031
1921-22	389	2,093	54,588	18.09	7,256
1922-23	376	2,186.5	58,440	18.96	7,738
1923-24	368	2,269.5	61,386	19.37	8,414
1924-25	383	2,412	65,335	20.19	9,105
1925-26	366	2,516.5	70,474	21.40	10,121
1926-27	354	2,639	73,344	21.93	10,610
1927-28	351	2,694	78,237	23.08	11,221
1928-29	.....	2,864	82,460	24.01	11,666
1929-30	.....	3,047	85,428	24.78	12,992
1930-31	.....	3,180	90,508	26.13	13,773
1931-32	.....	3,19	95,732	27.59	15,254
1932-33	.....	311	100,003	29.18	16,509

<sup>1</sup> Statistics taken from the reports of the United States Commissioner of Education and of the superintendent of public instruction.

Twenty-ninth Biennial Report of the Superintendent of Public Instruction, June 1928, p. 94, and Washington Education Journal.

## 8. The Accreditation of High Schools

*Prevailing entrance examinations.*—The accreditation of high schools in Washington has given rise to much controversy. From the outset the laws have been vague and contradictory. The complex history leading up to the present status will be stated briefly.

When the university opened in 1861 it was the prevailing custom in all the States for colleges to admit students by examination. The

colleges gave their own examinations and set their own individual standards. It was largely an individual institution matter. The German plan of admission by certificate had not yet been introduced in the United States, being adopted first in Michigan in 1871. At the launching of the University of Washington November 4, 1861, the State superintendent had just been appointed, January 30, 1861, and his duties were vague and undefined. The superintendent's office was abolished on January 15, 1862, and not reestablished until January 1, 1872. There was no State board of education.

It was very natural then that the university should follow tradition in determining its own entrance qualifications. When the university was incorporated, January 24, 1862, the authority to determine entrance requirements was vested in the university. The language of the law was very general but its implications were not at all uncertain. It was stated that—

The university shall be open to all persons residents of this Territory under the regulations prescribed by the regents, and to all other persons under such regulations and restrictions as the board may prescribe.

*Establishment of the State board of education.*—In 1877 the State board of education was created. Most of its powers were stated in general terms. This was especially true of the power to classify schools and to prescribe courses of study. The language was as follows:

To prescribe rules for the general government of the public schools that shall secure regularity of attendance, prevent truancy, secure efficiency and promote the true interests of the schools.<sup>24</sup>

A very aggressive board was appointed and within a year they had evolved a complete scheme of public-school organization including primary schools, grammar schools, and high schools. A very detailed course of study was adopted.<sup>25</sup> This auspicious beginning of standardization carried with it by implication inspection and accreditation although there was no specific statute authorizing it.

*Beginnings of high schools in Washington.*—Graded schools increased and high-school work was offered in several private academies and in a few public schools. In 1881 as noted in a previous section Dayton definitely organized a 3-year high school. Seattle organized a high school in 1883, graduating the first class in 1886. In 1887 the Northern Pacific Railway reached the Puget Sound. Population began to

<sup>24</sup> Laws of Washington, Nov. 9, 1877, p. 262.

<sup>25</sup> See ch. VIII.

increase rapidly. High schools were organized in Tacoma, Fairhaven, Spokane, Centralia, Chehalis, Puyallup, Olympia, and several other places.

Each high school organized according to local ideas. No unification of educational effort was manifest in the high schools. As the students began to look forward to the university, the State college, or other higher educational institutions the need for standardization became manifest. The news came of the accredited system in Michigan, Wisconsin, Minnesota, Iowa, and the North Central States. All these facts combined stimulated a new movement, which, however, required nearly 2 decades to develop fully. The various steps in that movement will be traced in some detail as they have never before been fully stated.

During that period students entered the university by examination. In order to accommodate prospective students beginning in 1894, examinations were held during the summer in various cities under supervision of faculty members. These facts directed the attention of the regents toward some centralized control and a unification of the educational interests of the State.

*Initial law authorizing accreditation by the university.*—At that time the law read:

The university shall, so far as practicable, begin its course of study in the literary and scientific departments at the points where the same are completed in the public high schools of the State. No student shall be admitted except upon examination satisfactory to the faculty of the university or of the college which he seeks to enter in such course of elementary studies as may from time to time be prescribed by said faculty: *Provided, however,* That students shall be admitted upon presentation of certification from those public high-schools and other educational institutions in this State whose courses of study shall have been approved by such faculty, such certificate to show the completion of a course of study on the part of applicants, which such faculty shall deem equivalent to the course of study necessary for admission under examination.<sup>24</sup>

Under the foregoing statute the regents believed that the university faculty had the sole right and duty to determine the entrance requirements and to approve schools from which students should be accepted on certificate of graduation. This seemed to imply the right and duty of inspection of high schools by the university.

*Suggestions by the State superintendent for unification.*—In his biennial report issued November 1, 1894, State Supt. C. W. Bean called

<sup>24</sup> Laws of Washington, 1893, ch. CXXII, p. 296.

attention to the lack of unification of the public-school system of the State. He urged the appointment of a

commission to so unify the courses of study in the various schools of the same grade, where necessary, and so arrange for the proper articulation of the different grades of schools, from the common school to the university, that the whole would constitute what the constitution really designs, a uniform system.

He suggested that the State board of education might be the nucleus of such a body. This might constitute—

a general board of regents or superiors with power to control the graduation of candidates from schools of all kinds, and to fix the conditions for admission, promotion and graduation.<sup>87</sup>

*Suggestions by the regents for unification.*—In 1894 during the administration of Dr. Gatch as president of the university, the regents went on record urging closer cooperation of the university and the high schools. They cited the ideal relations existing in California. On April 19, 1894, the following resolution was passed by the regents:

*Resolved*, That the superintendent of public instruction be requested to use his best endeavor to secure uniformity in the course of study in the high schools of the State, and such an arrangement of the same as will facilitate preparation in such high schools for entrance into the University of Washington.<sup>88</sup>

As a further means of unification the regents initiated plans to abolish the preparatory department of the university. They believed that the preparatory work should be done in the high schools and that those schools were well enough equipped to do it. Accordingly—

On April 19, 1894, the board of regents adopted the following resolutions:

*Resolved*, That the president and the faculty of the University of Washington be directed to arrange the course of study with a view of eliminating all studies below freshman work, and that hereafter no students be admitted below the freshman class; *Provided*, That all students now in the subfreshman classes have 1 year from the end of the present university year in which to enter the freshman class; and that new students may be admitted to the subfreshman work during the ensuing year if in the judgment of the faculty they can complete the subfreshmen work during 1894-95.<sup>89</sup>

During the holidays, 1895-96, the new president, Mark Harrington, called a conference of high-school and college men.

The object sought was the unifying of high-school courses, and the result was an outline which the State board of education agreed to promulgate under the provisions of a recent law. This would permit the high schools to fit students for the university and would unify the high-school courses so that a student moving from one place to another within the State could continue his high-school course without loss of time as now often happens.<sup>90</sup>

<sup>87</sup> Biennial Report of Superintendent of Public Instruction, 1894, pp. 88-91.

<sup>88</sup> Report of Regents of the University of Washington, 1894, p. 17.

<sup>89</sup> Report of the Regents of the University of Washington, 1894, p. 16.

<sup>90</sup> Report of Board of Regents of University of Washington, 1896, p. 4.

*Uniform courses authorized by State board of education.*—The law of March 27, 1890, provided that the State board of education should adopt

a uniform series of textbooks for the use of all common schools including graded common schools throughout the State \* \* \* prepare a course of study for the common schools, except graded schools, and to prescribe such rules for the general government of the common schools as shall secure regularity of attendance, prevent truancy, and promote the true interests of the common schools.<sup>41</sup>

This looked as if the lawmakers did not intend that the State board of education should determine the course of study for high schools. However, in 1895 the legislature changed the law so as to make it the duty of the State board of education to include the preparation of courses of study for the grammar schools and the high schools as well as the elementary schools. The particular section relating to that is as follows;

Second: To prepare a course of study for the primary, grammar and high school departments of the common schools, and to prescribe such rules for the general government of the common school as shall secure regularity of attendance, prevent truancy, secure efficiency, and promote the true interest of the common schools.<sup>42</sup> Vested with this authority the State board of education immediately prepared a high school course of study in 1896.

*Course of study adopted by the State board of education, 1896.*—In 1896, after the mooted question of the legality of high schools supported from the common-school fund had been definitely and affirmatively settled, the State board of education vested with new authority adopted a course of study for the 4-year high schools. A copy of the course is included here.

An examination of the course shows that the State board of education had succeeded in arranging a thoroughly modern course, equal to the best anywhere in the country. While not so wide in range as the offerings today in high schools in Washington, the selection and sequence of subjects would do credit to a standard high school at the present time.

<sup>41</sup> Laws of Washington, 1889-90, title III, sec. 8, pp. 352, 354.

<sup>42</sup> Laws of Washington, 1895, ch. CL, sec. 1, clause second, p. 375.

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Course of study for high schools (adopted by State board of education, Sept. 1, 1896)

## FIRST YEAR

English course	Scientific course	Latin course <sup>1</sup>
<p><i>First term</i></p> <p>Algebra. Physical geography. Grammar and composition. Option—Bookkeeping or drawing recommended.</p>	Same as English.	Substitute Latin for option in each term.
<p><i>Second term</i></p> <p>Algebra. Physical geography or option. Grammar and composition. Option.</p>	Do.	Do.

## SECOND YEAR

<p><i>First term</i></p> <p>Plane geometry. Rhetoric. Civics or option. Botany.</p>	Same as English course.	Plane geometry. Botany or rhetoric. Civics. Latin.
<p><i>Second term</i></p> <p>Plane geometry. Rhetoric. Botany. Option.</p>	Do.	Plane geometry. Botany or rhetoric. Latin. Option.

## THIRD YEAR

<p><i>First term</i></p> <p>Algebra. Physica. Literature. Option.</p>	Algebra. Physica. Literature. German or French.	Algebra. Physica. Latin and Roman history. German.
<p><i>Second term</i></p> <p>Higher arithmetic. Literature. Physica. Option.</p>	Higher Arithmetic. Physica. Literature. German or French.	Higher arithmetic. Physica. Latin and Roman history. German.

## FOURTH YEAR

<p><i>First term</i></p> <p>Solid geometry. Chemistry or zoology. Political economy or option. General history.</p>	Solid geometry. Chemistry or zoology. German or French. General history.	General history. Chemistry or zoology. German. Latin and Grecian history.
<p><i>Second term</i></p> <p>Trigonometry or option. Chemistry or zoology. Elementary psychology or option. General history.</p>	Trigonometry. Chemistry or zoology. German or French. General history.	General history. Chemistry or zoology. German. Latin and Grecian history.

<sup>1</sup> Classical course: First and second year, same as Latin course; third and fourth year, same as Latin course except that Greek is substituted for German.

It is recommended that in the above schedule each subject be taught five times a week in periods of not less than 40 minutes, and that a year be considered 36 weeks.

The foregoing course for high schools is designed for those schools which are able to maintain a course of 4 years. If a shorter course is desired, any school may adopt the first 3 years as a 3-year course or the first 2 years as a 2-year course. Report of the Superintendent of Public Instruction, 1896, p. 129.



On November 11, 1896, President Harrington recommended to the regents legislation providing a plan similar to that in Minnesota.

It creates a State high school board with power to direct the distribution of certain moderate sums of money to high schools fulfilling certain general requirements and the regulation of admission into the university from such schools.<sup>43</sup>

*The State board of education reorganized, 1897.—*

Sec. 24. The governor shall appoint, by and with the advice and consent of the State senate, four suitable persons, at least two of whom shall be selected from those actually engaged in teaching in the common schools of the State, and who hold life diplomas issued by authority of this State, who together with the superintendent of public instruction, shall constitute the State board of education. \* \* \* The State board of education shall have power \* \* \* Second. To prepare a course or courses of study for the primary, grammar and high school departments of the common schools, and to prescribe such rules for the general government of the common schools as shall secure regularity of attendance, prevent truancy, secure efficiency and promote the true interests of the common schools.<sup>44</sup>

*The board of higher education, 1897.—*The legislature of 1897 mixed matters very greatly by creating a board of higher education in addition to the existing State board of education. The titles were very confusing and their functions overlapped. The text of the three sections in the same act are here reproduced:

Sec. 28.—The board of higher education shall consist of the State board of education, together with the president of the University of Washington, the president of the State agricultural college and school of science, and the principals of the State normal schools.

Sec. 29.—The board of higher education shall have the power, and it shall be their duty, to adopt courses of study for normal schools, and for the preparatory requirements for entrance to the University of Washington and to the agricultural college. The board shall arrange such courses and adopt and enforce such regulations as will place the State institutions into harmonious relations with the common schools and with each other, and unify the work of the public school systems.<sup>45</sup>

Just what the legislature intended is not clear. Whether they proposed to have one of the boards inspect and accredit high schools cannot be determined. The State board of higher education evidently took the matter as a mandate and at once began to exercise their prerogative.

*Accreditation by the university and the State college.—*In the meantime the university and the State college were proceeding with their own plans of inspection and accrediting. The regents' report in 1898 contained the following:

The adoption of a fixed high school course has been of great assistance in unifying the work of all the high schools, and in bridging the gap between them and the university.

<sup>43</sup> Report of the Board of Regents of the University of Washington, 1896, p. 18.

<sup>44</sup> Laws of Washington, 1897, ch. CXVIII, secs. 24, 25, pp. 366, 367.

<sup>45</sup> Laws of Washington, 1897, ch. CXVIII, secs. 28, 29, p. 368.

By that means pupils in all cities and towns maintaining a high school of two, three or four years after an approved plan, can be admitted to the university on presentation of their diplomas of graduation. Only a few students have sought admission from two- or three-year high schools, and the university has thus far been enabled to care for the small amount of preparatory work which they require. It is our intention to encourage more schools to apply for admission to the accredited list. Many high schools could already be admitted and others could reach the necessary standard by a little effort. Another means of coordinating the State education is that which has been so successful in Minnesota and North Dakota. The State university in both States issues and grades all high-school examinations, and issues certificates in each subject to all students who pass successfully. These certificates stand for a definite attainment and are recognized not only by every institution of higher learning in these States but everywhere throughout the Union.<sup>46</sup>

In the same year evidence of a separate accrediting agency in the State college is found in the annual announcement.

Any high school or academy in the State which so desires, may, after an inspection of its curriculum and work by a member of the college faculty, and upon approval of said faculty, become a regularly accredited school. Graduates of such accredited schools shall be entitled to enter the freshman class of the college without examination.<sup>47</sup>

*Definite steps toward accreditation by board of higher education.*—In December 1898, the board of higher education adopted a resolution requiring all high schools to adopt the course of study prescribed by the board and to use the prescribed textbooks. This was the first recorded action of the State board of higher education concerning the standardization of high schools.

On April 28, 1899, the board took the first action looking toward the accreditation of high schools. They considered the question of "The accrediting of the high schools to the end that their graduates may be admitted to State institutions without examination".

A committee consisting of the presidents of the university, the State college, and each of the three normal schools were instructed to inspect the work of the high schools of the State and to report to the board concerning the work of the schools desiring accreditation. Out of this work they aimed to develop plans of further procedure.

In May 1900, the following resolution was adopted: "For the purpose of greater harmony between public schools and the State institutions", it was provided—

that the full four years of high-school work be required for admission to the University of Washington and the State Agricultural College, and that students should not be admitted to these institutions until they have completed the work of the courses provided in the district in which they reside.

<sup>46</sup> Report of the Board of Regents of the University of Washington, 1898, p. 7.

<sup>47</sup> From College Catalog. See Biennial Report of the Superintendent of Public Instruction, 1898, p. 27.

This was designed to check the tendency of students to enter the preparatory departments, then maintained by the university and the State college, before utilizing all the facilities at home.

In December 1901, the board adopted the following resolution: "That the State board of higher education undertake the preparation of a list of high schools where students may be admitted to higher institutions of learning."

During the next few months the first systematic inspection of high schools in the State was made by President Graves and Professor Yoder of the State university. In May 1902, they reported:

In consideration of the equipment, teaching force, work, and spirit of each school, it was agreed to recommend that the following public high schools be accredited as four-year-course high schools: Aberdeen, Ballard, Centralia, Chehalis, Everett, Fairhaven, North Yakima, Port Townsend, Puyallup, Seattle, Spokane, Tacoma, Vancouver, Walla Walla, Waterville (Union High), and Whatcom. Also the following private institutions: Puget Sound Academy, Waitsburg Academy, and St. Paul's School of Walla Walla.

*Clashing of authority to accredit.*—The report of the superintendent of public instruction states that:

By this time there had developed a marked difference of opinion as to what body should have authority to accredit high schools in the State. The heads of the State college and of the several State normal schools were practically unanimous in feeling that it was the duty of the State Board of higher education, as an organic part of the State department, to establish standards and pass on the accrediting of schools and that the State board's list should be the only authoritative list. The president of the university, as a member of the board, had had a voice in its meetings and actions, but he and his faculty took the view that they could not, under their charter, which provided that the board of regents of the university should determine the conditions of entrance to the freshman class of the institution, do other than to establish their own standards, maintain their own list of accredited schools, and accept or reject the work of high schools without reference to the action of any other body. This led to the establishment of two accredited lists—that of the State board of higher education and that of the State university.

In December 1903, the board adopted a resolution declaring, "That it is the sense of this body that there should be only one list of accredited schools, and that it should be formed by the State board of higher education."<sup>48</sup>

Synchronously the university and the State college continued to inspect high schools and to prepare their own accredited lists. The following indicates the plans at the university. It will be noted that the accredited list is almost identical with the list of the board of higher education.

<sup>48</sup> The foregoing facts and excerpts on accreditation are taken from the Report of the Superintendent of Public Instruction, 1909, pp. 106-110.

The university is endeavoring to be in reality what it is in theory, an integral part of the public-school system of the State. Its efforts to this end have been along two lines. A list of accredited schools is kept and students from these schools may enter the freshman class at the university on certificates of graduation, just as they pass from the grammar school to the high school. Any superintendent or school board may have a four-year high school examined with a view to having it entered on the accredited list. On this accredited list at present are the high schools of:

Aberdeen	Fairhaven	Spokane
Ballard	Kent	Tacoma
Centralia	North Yakima	Vancouver
Chehalis	Olympia	Walla Walla
Davenport	Puyallup	Waterville
Everett	Seattle	Whatcom

*Reconstituted State board of education sole accrediting agency, 1909.*—The legislature of 1909 abolished the board of higher education and reconstituted the State board of education. It was to include the superintendent of public instruction, the presidents of the university and the State college, the principal of one of the normal schools, a superintendent of a district of the first class, a county superintendent, and a principal of a fully accredited 4-year high school.

In 1909 the legislature enacted statutes making still more specific the function of the State board of education in the accreditation of high schools. It was enacted that

The State board of education shall have power and it shall be its duty: *First*, to approve the preparatory requirements for entrance to the University of Washington, the State College of Washington, and the State normal schools of Washington \* \* \*

*Fifth*, to examine and accredit secondary schools: *Provided*, That no private academy shall be placed upon the accredited list so long as secret societies are allowed to exist among its students. \* \* \*

*Seventh*, to prepare an outline course or courses of study for the primary, grammar, and high-school departments of the common schools, and to prescribe such rules for the general government of the common schools as shall secure regularity of attendance, prevent truancy, secure efficiency, and promote the true interests of the common schools.<sup>49</sup>

*New State high-school course of study.*—On February 21, 1910, in conformity with the law of 1909 the State board of education adopted the following course of study for the high schools of Washington.

<sup>49</sup> Law of Washington, 1909, sec. 5, p. 236.

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*Outline course of study for 4-year accredited high schools of the State of Washington  
(adopted Feb. 21, 1910)*

## FIRST YEAR

Classical course	Scientific course	English course	Commercial course
English (5). Algebra (5). Latin (5). Option (5).	English (5). Algebra (5). Physical geography (5). Option (5).	English (5). Algebra (5). Physical geography (5). Option (5).	English (5). Algebra (5). Commercial geography or penmanship—first semester (5). Commercial arithmetic—second semester (5). Option in science.

## SECOND YEAR

English (5). Geometry (5). Latin (5). Option (5).	English (5). Geometry (5). Botany or zoology (5). Option (5).	English (5). Geometry (5). Botany or zoology (5). Option (5).	English (5). Geometry (5). Bookkeeping (10). Option (5).
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## THIRD YEAR

English (5). Algebra—first semester (5). Solid geometry, or option—second semester (5). Latin or modern language (5). Option (5).	English (5). Algebra—first semester (5). Solid geometry—second semester (5). Foreign language (5). Option (5).	English (5). Algebra—first semester (5). Solid geometry, or option—second semester (5). English history or option (5).	English (5). Advanced bookkeeping (10), or an option (5). Stenography and typewriting (10). Option (5).
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## FOURTH YEAR

English (5). American history and civics (5). Physics (7). Latin or modern language (5).	English (5). American history and civics (5). Physics (7). Foreign language (5).	English (5). American history and civics (5). Physics (7). Option (5).	English (5). Stenography and typewriting (10). Economics—first semester (5), and Commercial law—second semester (5). American history and civics, or option (5).
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## FIRST YEAR

Manual arts course	Options (All courses)
English (5). Algebra (5). Boys—Freehand and mechanical drawing (3), and bench work (2). Girls—Freehand drawing (1), and domestic science, or domestic art (4). Option (5).	Ancient history (5). Modern language (5). Agriculture (5).

## SECOND YEAR

English (5). Geometry (5). Boys—Mechanical drawing (2), cabinet work, or lathe (3). Girls—Freehand drawing (2), and domestic art, or domestic science (3). Option (5).	Medieval and modern history (5). Modern language (5). Agriculture (5).
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Outline course of study for 4-year accredited high schools of the State of Washington  
(adopted Feb. 21, 1910)—Continued

THIRD YEAR

Manual arts course	Options (All courses)
English (5). Boys—Mechanical drawing (2), and iron working or advanced wood-working (3), algebra, and solid geometry (5). Girls—Freehand drawing (2), and advanced domestic science or art (3), option (5). Option (5).	English history (5). Chemistry (7). Geology (½) (5). Horticulture or agriculture (5). Higher arithmetic (¾) (5). Economics (½) (5). Greek (5).

FOURTH YEAR

English (5). American history and civics (5). Boys—Mechanical drawing (2), and machine shop or advanced wood-working (3), or option (5). Girls—Freehand drawing (2), and advanced domestic science or arts (3), or option (5). Physics (7).	Astronomy (½) (5). Geology (½) (5). Trigonometry (¾) (5). Psychology (¾) (5). Higher arithmetic (¾) (5). Public speaking (5). Review of commercial branches (5). Horticulture or agriculture (5). Greek (5).
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Norm.—A semester each of physical geography and physiology may be substituted for a year of the former.

A semester each of botany and zoology may be substituted for a year of either.

Physics may be given in the third year by schools that prefer to give chemistry in the fourth year.

Girls in the manual arts course are advised to elect chemistry.

Fourth-year students in the classical course, who desire both Latin and a modern language to meet college entrance requirements, may omit American history and civics, provided that a year of history has been elected earlier in the course.

The regular recitation period shall be doubled for manual arts and drawing.

Options for any year may be filled by the selection of subjects prescribed in any course for that or any previous year.

*Appointment of State high-school inspector, 1911.*—The code commission of 1907 recommended that two high-school inspectors be appointed by the State board of education. That was not enacted by the legislature. However, since the legislature in 1909 provided that the State board of education should examine and accredit secondary schools the legislature of 1911 appropriated \$5,000 for that purpose. Edwin B. Twitmyer, then principal of the Whatcom High School in Bellingham, was chosen as the first inspector. He held the position until 1931, then resigning on account of ill health. His first annual report to the State board of education was rendered in 1911.<sup>60</sup>

The entire legal machinery of high-school accreditation is exactly as enacted in the statutes of 1909. For a time, by gentlemen's agreement, the university continued to inspect the accredited private secondary schools desiring to be affiliated with the university. This gave rise to many misunderstandings as the State board of education also inspected and accredited such institutions. The two lists were confusing and in 1928 the university, on recommendation of Professor

<sup>60</sup> Report of Superintendent of Public Instruction, Nov. 1, 1912, pp. 63-78.

Bolton, chairman of the university committee on relations with secondary schools and colleges, voluntarily turned over to the State board all its functions in the accreditation of secondary schools within the State. The university still accredits high schools applying in Alaska. It also accredits the junior and senior colleges in the State desiring to be affiliated.

*The growth of accredited schools.*—The State board of education created in 1877 had the implied mandate to arrange courses for high schools and to accredit them. It was 2 decades, however, before accreditation became a reality. At first there was a duplication of accreditation by the different agencies. The number of high schools increased very slowly until after statehood.

According to President Kane of the university—

In 1895-96 there were but five accredited four-year high schools in the State (Spokane, Tacoma, Seattle, Fairhaven, New Whatcom), and these did not teach Greek, which was a required subject for the course leading to the B.A. degree. Ten high-school credits were required for full admission.<sup>11</sup>

At the present time two inspectors in the office of the superintendent of public instruction devote their entire time to the inspection of the academic type of high-school work. In addition there are three supervisors for vocational education, one each for agricultural education, home economics, and trade and industrial education.

The number and types of accredited and nonaccredited high schools in Washington are indicated in table 25. The number and types of accredited high schools in the State from the beginning of accreditation to the present are exhibited in table 26.

TABLE 25.—Number and types of high schools in Washington

	1930-31	1933-34
4-year accredited high schools.....	273	286
3-year accredited high schools.....	2	0
2-year accredited high schools.....	1	2
<b>Total.....</b>	<b>276</b>	<b>288</b>
Nonaccredited high schools.....	41	18
Junior high schools.....	50	53
<b>Total public high schools.....</b>	<b>367</b>	<b>359</b>
Private accredited high schools.....	24	28

<sup>11</sup> Dewey, *History of Education in Washington*, p. 34.

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TABLE 26.—Number and types of accredited high schools,<sup>1</sup> 1912-34

Year	4-year	3-year	2-year	1-year
1	2	3	4	5
1912-13				
1913-14	115	10	27	10
1914-15	119	10	27	11
1915-16	133	6	23	10
1916-17	153	8	18	4
1917-18	172	10	14	6
1918-19	174	6	20	7
1919-20	178	9	18	6
1920-21	183	8	17	3
1921-22	191	10	15	2
1922-23	198	9	15	1
1923-24	225	9	19	1
1924-25	245	6	7	1
1925-26	255	5	6	0
1926-27	268	2	6	0
1927-28	273	1	4	1
1928-29	282	2	3	1
1929-30	286	4	2	1
1930-31	298	3	2	1
1931-32	301	1	2	0
1932-33	299	2	1	0
1933-34	299	0	2	0
	286	0	2	0

<sup>1</sup> This includes public and private high schools.

### III. Junior High Schools

#### 1. Junior High Schools in Washington

*Recent development.*—The first mention of the junior high school in the State superintendent's reports is found in 1920, in the report of Edwin Twitmyer, high-school inspector.

In many parts of the country the junior high school is being successfully operated. Some of our State people have attempted to organize their schools on this plan but under existing laws no credit attendance for high-school work can be allowed except for grades 9, 10, 11, and 12. This plan of school organization is worthy of very serious consideration from the standpoint of financial encouragement. I recommend that legislation be enacted which shall not discriminate against the organization and conduct of junior and senior high schools.<sup>22</sup>

In 1928 the State board of education adopted the following report of one of its committees delegated to make a survey of the junior high school problem:

The junior high school has come to be recognized as a unit of secondary education in one-third of the States. It seems reasonable that the State board of education should:

First, authorize existing districts to establish junior high schools under suitable conditions and that the State board should recommend curricula.

Second, provide that junior high-school teachers should be prepared at our State normal schools, at the State college, and the State university.

<sup>22</sup> Report of superintendent of public instruction, 1920, p. 29.



Third, safeguard progress in this field by directing attention to the specific problems involved, without a study and analysis of which the new program may prove superficial, sporadic, and a failure.

*Causes of slow development.*—The junior high school is of recent development in Washington and thus far has not reached very large numbers. This is due in part to the well-balanced judgment of the people which prevents them from being carried away by an idea just because it happens to be new. They also hesitated to use a name implying an organization which did not legally exist. There were legal obstacles in the way also. Those might have been removed through remedial legislation had the need seemed great.

*Extent of development.*—In 1932<sup>33</sup> there were 50 junior high schools in the State with an enrollment of 24,475 pupils. This number included 26.6 percent of all pupils in the seventh, eighth, and ninth grades, the remaining 67,454 or nearly 75 percent being in the traditional types of grammar schools and high schools. The smaller communities have not adopted the junior high school organization to any great extent. More than half of all junior high school pupils are in Seattle, Tacoma, Spokane, and Everett and approximately 75 percent are in 10 cities of the State. The smaller communities cannot afford the added expense.<sup>33</sup>

*State course of study for junior high schools.*—Although junior high schools were not mentioned in the statutes until 1933, the State board of education has been forward-looking and has sanctioned the inevitable movement. Undoubtedly the law was broad enough and flexible enough to permit their establishment. The State board prepared a course of study for the guidance of this organization. A copy is appended.

*Problem of securing teachers.*—When junior high schools were first established much difficulty was experienced in securing adequately prepared teachers because teachers trained in the normal schools and holding elementary certificates were eligible under the law of 1917 to teach only in the elementary schools and graduates from the university and the State college were eligible to teach only in the high schools. The law of 1923 apparently remedied this by making normal-school graduates eligible to teach in grades 1 to 9, inclusive, and holders of standard advanced certificates (college) eligible to teach in all grades. The attorney general ruled that graduates of the university and the State college, however, did not come under this classification and were ineligible to teach in the elementary schools.<sup>34</sup>

<sup>33</sup> Figures from mimeographed report of the State board of education, June 21, 1932.

<sup>34</sup> Code of Public Instruction, 1923, p. 113.

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Thus matters were very much complicated. The State board of education ruled notwithstanding the foregoing that "All holders of certificates for the high-school field may teach in junior high schools" and "All holders of certificates for the elementary field who have had 3 years or more of training above high school may teach in junior high schools."<sup>55</sup>

The foregoing ruling seems clearly illegal and contrary to previous opinions expressed by the attorney general, but has helped to staff the schools with properly prepared teachers. The law is a stumbling block—but it is the law.

Junior high school program of studies<sup>1</sup>

Seventh year	Periods a week	Eighth year	Periods a week	Ninth year	Periods a week
Health.....	2	Health.....	2	Health.....	2
Physical education.		Physical education and		Physical education and	
Personal hygiene.		personal hygiene.		hygiene in science.	
English.....	5	English.....	5	English.....	5
Literature and reading, 50		Literature, 40 percent.		Literature, 40 percent.	
percent.		Composition, 40 per-		Composition, 40 per-	
Composition, 30 percent.		cent.		cent.	
Grammar, 20 percent.		Grammar, 20 percent.		Grammar, 20 percent.	
Pennmanship and spelling.....	2	Latin-English.....	1	Social studies.....	5
Social studies.....	5	Social studies.....	4	Social and economic civ-	5
Geography and history.		Geography and history.		ics.	
Science.....	3	Science.....	3	Science.....	4
Environmental.		Environmental.		Environmental.	
Relationships.		Adaptations.		Use and control.	
Mathematics.....	5	Mathematics.....	4		
New mathematics.		New mathematics.			
Arithmetic, algebra, ge-		Arithmetic, algebra, ge-			
ometry.		ometry.			
Arts.....	4	Arts.....	6		
Art or drawing <sup>2</sup> (1).		Art or drawing (2).			
Music (2½-hour period),		Music (2).			
(1).					
Industrial arts and home		Industrial arts and home			
economics (2).		economics (2).			
Guidance (2½-hour period).....		Guidance.....	1	Guidance.....	1
Library instructions and		Vocations, general, and		Survey of educational	
orientation in junior		survey (1).		and vocational prepara-	
high (1).				tion (classroom).	
Activities.....	3	Activities.....	3	Activities.....	3
Auditorium (1).		Auditorium (1).		Auditorium (1).	
Clubs (1).		Clubs (1).		Clubs (1).	
Home room (1).		Home room (1).		Home room (1).	

<sup>1</sup> Mimeographed program issued by the State department of education, 1932.

<sup>2</sup> Numbers in parentheses indicate number of periods per week.

<sup>55</sup> Showalter, N. D., Certification of Teachers, October 1932, p. 6.

Junior high school program of studies—Continued

Seventh year	Periods a week	Eighth year	Periods a week	Ninth year	Periods a week
No electives.		Introductory surveys . . . . . First semester: Introductory to business life. Second semester: Elective: (a) Introduction to languages, or (b) Introduction to agriculture.	1	Electives (elect 2) . . . . . Mathematics (algebra) (5). Foreign languages (5). Commercial: Junior business training (5). Typing (5). Agriculture (5). Art or drawing (5). Industrial arts (5). Music (5).	10
Total periods a week . . . . .	30		30		30

Norm

1. This program is based upon 6 daily 60-minute periods.
2. A brief initial period in the morning would provide an opportunity for handling matters of incidental or routine nature without encroachment upon the first period.
3. Latin-English, while dealing largely with the story of English words, is intended also to explore pupils' aptitudes for the study of languages. The course may be taught either by the English or the Latin teacher.
4. The number of periods assigned to seventh year physical education and science may be reversed.
5. Guidance should be taught by the principal unless the school employs a counselor.
6. Music and guidance are taught in 30-minute periods twice a week in the seventh year; 60-minute periods elsewhere.
7. The scheduling of classes under the above distribution offers little difficulty if programmed on the basis of 30 periods per week rather than pairing subjects on the basis of the 6 periods of a single day. (Sample blanks may be had from the department of education.)

IV. Junior Colleges

Four junior colleges have been established in Washington in connection with public-school systems. They are really a part of the city school systems in the communities where they are located. There is no statute legalizing them and according to a ruling of the attorney general they cannot use public funds for their support. Consequently they depend on tuitions and function as private institutions. For several years they used public funds the same as for any other grades but when some patron objected the attorney general ruled that it was illegal.

In every case public-school buildings are utilized for which a nominal rental is charged. Each junior college is under a dean who devotes no time to the public school. The superintendent of schools gives much time gratis to the junior college. Most members of the staffs devote their entire time to the colleges, although a few give some instruction in the high school. The salaries of such teachers are prorated between the college and the high school.

All the junior colleges are accredited by the University of Washington. Only liberal arts and science subjects are accredited, as technical

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subjects would be too expensive to equip and maintain. Full credit for all of 2 years' work or any part of it is given by the university for work completed in the junior colleges. All other higher educational institutions in the State accept the credits at par. The credits are accepted at practically any higher educational institution in the country.

The growth of each of the junior colleges in the State is indicated in the accompanying table.

TABLE 27.—Growth of public junior colleges in Washington

ABERDEEN				
Year	Freshmen	Sophomores	Total	Graduated
1	2	3	4	5
1930-31.....	110	2	102	2
1931-32.....	93	53	146	43
1932-33.....	103	53	176	41
1933-34.....	98	70	176	48

CENTRALIA				
Year	Freshmen	Sophomores	Total	Graduated
1925-26.....	25	0	25	0
1926-27.....	50	13	63	6
1927-28.....	65	19	84	19
1928-29.....	123	21	144	12
1929-30.....	114	35	149	20
1930-31.....	121	34	155	24
1931-32.....	67	43	110	26
1932-33.....	67	38	105	29
1933-34.....	40	26	66	14

MOUNT VERNON				
Year	Freshmen	Sophomores	Total	Graduated
1926-27.....	25	.....	25	.....
1927-28.....	34	9	43	9
1928-29.....	30	6	36	6
1929-30.....	53	12	65	12
1930-31.....	57	18	75	18
1931-32.....	59	20	79	20
1932-33.....	62	17	79	14
1933-34.....	45	36	81	29

YAKIMA				
Year	Freshmen	Sophomores	Total	Graduated
1928-29.....	105	.....	105	.....
1929-30.....	72	36	108	21
1930-31.....	105	28	133	20
1931-32.....	100	55	155	36
1932-33.....	83	50	142	32
1933-34.....	94	44	134	32

*Success of junior college students.*—A careful investigation made by the university showed that the students who attend the junior colleges succeed as well in college later as those who go direct from the high schools to college. This conclusion has been found in many other places, notably at Stanford. The number of students securing a college education has increased remarkably in each community. In parts of the State remote from a college center about 25 percent of the high-school graduates go to college. When there is a local college more than 50 percent enroll in some college. In Aberdeen, for example, the college attendance from Grays Harbor County doubled the first year when the junior college was established.

One criterion of the success of any educational institution is the number who have continued their education at some higher level. Judged by that the public junior colleges of Washington seem to be successful. Out of the total enrollment up to 1930, 166 had transferred to attend standard colleges, universities, or normal schools. The distribution among the higher institutions is indicated in table 28.

TABLE 28.—Higher institutions attended by 166 former students of the public junior colleges of Washington

Higher institution attended	Number of students from—				
	Centralia	Mount Vernon	Yakima	Total	Number dropped
1	2	3	4	5	6
University of Washington	39	27	17	83	0
State College of Washington	11	7	4	22	0
Bellingham Normal School	11	8	3	22	0
Ellensburg Normal School	14		10	24	0
College of Puget Sound	4			4	0
Whitman College		1	2	3	1
Walla Walla College			1	1	0
University of Oregon	1			1	0
Oregon State College	2		1	3	0
University of Idaho			1	1	0
Mills College		1		1	0
University of Southern California		1		1	0
Total	82	45	39	166	1

## CHAPTER XI

### The University of Washington

#### I. *The Territorial University*

##### 1. Federal Grants for the University

*The ordinance of 1787.*—From the date of the enactment of the ordinance of 1787 the Federal Government has manifested a paternalistic attitude toward the material encouragement, not only of common-school education, but also of higher education. This ordinance made the first grant of two townships of land to the Ohio company for a college. When Ohio was admitted as a State in 1803 the new Federal Government granted three townships for seminaries of learning. In the admission of all new territories or States since that time Congress has reserved two or more townships for the support of a State university. (For certain reasons not pertinent here, Texas and Kentucky did not receive these Federal grants for universities.)

*Federal provisions for a university in Oregon, 1850.*—The "donation act" of Congress passed September 27, 1850, granted to the Territory of Oregon, the quantity of two townships of land in said Territory, west of the Cascade Mountains, and to be selected in legal subdivisions after the same has been surveyed by the legislative assembly of said Territory, in such manner as it may deem proper, one to be located north, and the other south of the Columbia River, to aid in the establishment of a university in the Territory of Oregon, in such manner as the said legislative assembly may direct, the selection to be approved by the surveyor general.<sup>1</sup>

*Grant for university in Washington Territory, 1854.*—When Washington was separated from Oregon by being accorded territorial status on March 3, 1853, Congress did not overlook the fact that provision should be made speedily for a university in the new commonwealth. Accordingly in the "donation act" of Congress, approved July 17, 1854, it was enacted in section 4:

That in lieu of the two townships of land granted to the territory of Oregon by the tenth section of the act of eighteen hundred and fifty, for universities, there shall be reserved to each of the Territories of Washington and Oregon, two townships of land of thirty-six sections each, to be selected in legal subdivisions for university purposes under the direction of the legislature of said territories respectively.<sup>2</sup>

<sup>1</sup> Laws of Washington, 1854, p. 47.

<sup>2</sup> *Ibid.*, p. 54.

## 2. Establishment of the Territorial University

*Legislative enactment, January 29, 1855.*—One of the first acts of the legislature following the "donation act" of Congress was to consider the establishment of a territorial university. The next (second) session of the legislative assembly convened on December 4, 1854. On December 13 a bill was introduced by Mr. Strickler as council bill no. 7, entitled "An Act to Locate the Territorial University."<sup>3</sup> This was passed on January 29, 1855.<sup>4</sup> Because of the historic significance of that act it is reproduced entire.

AN ACT TO LOCATE THE TERRITORIAL UNIVERSITY<sup>1</sup>

Sec. 1. University located at Seattle: branch on Boisfort Plains, to be on equal footing with university.

Sec. 2. University lands divided.

Sec. 3. One township of land to the University at Seattle, the other to the branch on Boisfort Plains.

Sec. 1. *Be it enacted by the Legislative Assembly of the Territory of Washington,* That the university shall be, and hereby is located and established at Seattle in the county of King; and there is hereby located and established a branch of said university on Boisfort Plains, in Lewis County, to be placed upon the same footing with respect to funds and all other matters as the university located at Seattle, in King County.

Sec. 2. The two townships of land granted by act of Congress of July seventeenth, 1854, for the support of universities, be and the same is hereby equally divided between the university located at Seattle, in King County, and the branch of said university located at Boisfort Plains in Lewis County.

Sec. 3. One township of the foregoing grant of land for university purposes is hereby set apart for the support and endowment of the university located at Seattle, in King County, and the other township is hereby set apart for the support and endowment of the branch of said university located at Boisfort Plains, in Lewis County.

*Passed January 29, 1855.*

*Provision for the selection of Federal-granted lands.*—Two days later, January 31, 1855, the legislature passed "An act to provide for the selection and location of two townships of land to aid in the establishment of a university."<sup>6</sup> This bill provided: "That the county superintendents of common schools throughout the territory" should be "constituted a board of commissioners to select and locate two townships of land for university purposes in accordance with the provisions of the act of Congress donating the said number of townships to Washington Territory for university purposes."

<sup>1</sup> Council Journal, 1854-55-56, Dec. 13, 1854, p. 20.

<sup>2</sup> Laws of Washington, 1854-55, secs. 1-3, p. 8.

<sup>3</sup> *Ibid.*, p. 8.

<sup>4</sup> *Ibid.*, secs. 1-3, pp. 8, 9.

It was specified that the act should take effect from and after its passage. The law stated that "the commissioners may proceed, as soon as in their opinion good selections can be made, to select and locate said lands." It was specified that no commissioner should select more than two sections before the next session of the legislature. All selections were to be approved by the land office and reported to the legislative assembly.

Apparently the county superintendents were remiss in their duty as no report to the legislature has been discovered. It has been stated that the county superintendents were hostile toward the idea of a university and purposely refrained from making any selections. That seems to be mere conjecture, however. It is more probable that the unorganized condition of education, the lack of a Territorial superintendent, and the peripatetic character of the county superintendents is an explanation.

*Relocation of the university on Cowlitz Farm Prairie, January 30, 1858.*—Evidently before any Federal-granted lands had been selected the legislature passed "An act to relocate the Territorial university." This act repealed the one passed on January 29, 1855, locating the bifurcated university at Seattle and Boisfort Plains. Because of the significance of the bill it is reproduced here verbatim.

#### AN ACT TO RELOCATE THE TERRITORIAL UNIVERSITY<sup>1</sup>

Sec. 1. Be it enacted by the Legislative Assembly of the Territory of Washington, That the Territorial university be, and the same is hereby located on the Cowlitz Farm Prairie, in the county of Lewis: Provided, a good and sufficient deed to 160 acres of land, on an eligible part of said prairie, be first executed to the Territory of Washington.

Sec. 2. The proceeds of the two townships of land granted by an act of Congress approved July 17, 1854, for university purposes, shall be applied for the support and endowment of said university.

Sec. 3. The act passed January 29th, 1855, entitled, "An Act to Locate the Territorial University," is repealed.

*Passed January 30, 1858.*

It was not stated by whom the deed was to be executed. It is to be noted that this act did not repeal the law providing that the county superintendents should constitute a board of commissioners to select the Federal-granted lands. The law was still in effect even if unexecuted. Two years later, however, the act was repealed and provision made for a different board.

*A new commission to locate the Federal grant lands.*—Undoubtedly there was dissatisfaction with the commission of county superin-

<sup>1</sup>Laws of Washington, 1857-58, p. 40.



tendents or possibly there was desire to distribute political patronage through their replacement by a new commission. On January 20, 1860, an act was passed "To provide for the selection and location of the lands reserved for university purposes, and to appoint a board of commissioners." Evidently the legislature considered that the former board was still in existence because section 8 repealed "An act to provide for the selection and location of two townships of land to aid in the establishment of a university", passed January 31, 1855.

The act named A. B. Dillinbaugh, John Clinger, and ——— Newland as commissioners. The instructions were essentially the same as for the former board but evidently in order to secure prompt action section 2 specified that "the board are hereby directed to proceed, forthwith, to make selection of said lands, in detached portions, in different parts of the Territory."<sup>8</sup> When the legislature adjourned a few days later the university was still located at Cowlitz Prairie Farm.

*Final relocation of the university at Seattle, December 12, 1860.*—By the opening of the next session of the legislature there were evidently new alignments, new enthusiasms, new jealousies, and new political debts to pay. There was a complete riot of relocations of Territorial institutions. The capital, which was in legal and actual existence at Olympia, was relocated in Vancouver; the penitentiary, which was legally at Vancouver, was relocated at Port Townsend, and the university, which had been reposing quietly at Cowlitz Farm Prairie, was relocated in Seattle. The supreme court declared the relocation of the capital illegal and later the penitentiary was relocated in Walla Walla. The details of their meanderings are not germane to this discussion.

Because of the great historical and educational importance and in the hope of helping to settle certain controversies regarding the location of the university in Seattle, the entire act is reproduced. It was introduced in the house as house bill no. 17 by Mr. Stone of Kitsap County on December 12, 1860, and passed by both houses on the same day. The procedure was as follows: Introduced by Mr. Stone; motion to lay on the table was lost; motion to postpone 1 week lost; rules suspended and bill read second time by title; motion lost to amend by inserting 160A instead of 10A; third reading called for carried; "the bill then read for a third time"; "so the bill was passed and its title agreed to"; "clerk instructed to report the bill to the council."<sup>9</sup> The clerk addressed the council: Mr. President: "I am

<sup>8</sup> Laws of Washington, 1859-60, secs. 1-8, pp. 293-294.

<sup>9</sup> Journal of the House of Representatives, 1860-61-62, pp. 64, 65, 66; Council Journal, 1860-61-62, pp. 61, 62.

instructed by the house to inform the council of the introduction and passage in the house of H.B. no. 17—An act to relocate the Territorial university."<sup>10</sup>

Then "on motion of Mr. Burbank"

H.B. no. 17—An act to relocate the Territorial university, "was taken from the table. Bill read for first time, and there being no objections, the bill was read second time by title."

Motion to refer to committee on education lost.<sup>11</sup> Mr. Clark moved that the rules be suspended and the bill considered engrossed, and now assigned for its third reading. Motion carried. "Bill read a third time." On the final passage the ayes and nays demanded. Affirmative 5, negative 3. "Bill passed and title agreed to."<sup>12</sup> "Mr. Caples moved that the clerk be instructed to report the passage of the bill forthwith to the house."<sup>13</sup>

Signed by L. D. DURGIN,  
Chief Clerk.

Mr. Durgin then reported to the council as follows: "Mr. Speaker: I am instructed to inform the house of the passage in the council of H.B. no. 17—An act to relocate the Territorial university."<sup>14</sup>

December 12, 1860.

L. D. DURGIN,  
Chief Clerk.

As bills did not require the signature of the governor, the bill was then considered passed. That was December 12, 1860. The text of the bill follows:<sup>15</sup>

*An act to relocate the Territorial university.*—(Passed in the session of 1860-1861 (exact date not recorded in the Territorial Laws, see p. 4).)

SECTION 1. Be it enacted by the legislative assembly of Washington Territory, That the Territorial university be, and the same is hereby located and established at Seattle, in King County; Provided, a good and sufficient deed to ten acres of land, eligibly situated in the vicinity of Seattle, be first executed to the Territory of Washington for university purposes.

SEC. 2. The proceeds of the two townships of land granted by an act of Congress approved July 17th, 1854, for university purposes, shall be applied for the support and endowment of said university.

SEC. 3. The act passed January 30th, 1858, entitled "An Act to Relocate the Territorial University", and all acts or parts of acts in conflict with the provisions hereof, be, and the same are hereby repealed.

<sup>10</sup> Op. cit., p. 61, Dec. 12, 1860.

<sup>11</sup> Op. cit., p. 62.

<sup>12</sup> Op. cit., p. 62.

<sup>13</sup> Op. cit., p. 62.

<sup>14</sup> Op. cit., p. 62.

<sup>15</sup> Laws of Washington, 1860-61, p. 4.

Sec. 4. This act to take effect and be in force from and after its passage.

LYMAN SHAFER,

*Speaker, House of Representatives.*

PAUL K. HUBBS,

*President of Council.*

(Passed \_\_\_\_\_.)

*When was the university "established"?*—There has been considerable difference of opinion as to the exact date of the "establishment" of the university. Traditionally 1861 is accepted, some writers giving January 11, 1861, others January 28, 1861. Clearly the real date of the "establishment", "foundation", or "creation" of the university by the legislative assembly was January 29, 1855. The language of the subsequent acts should be carefully noted. The acts of January 30, 1858, and of December 12, 1860, were to "Relocate" and not to "disestablish." If a date for the location in Seattle is sought there is but one legal date to be found, December 12, 1860. If other dates are cited, as May 20, 1861, the day when the cornerstone was laid; November 4, 1861, the day when the commissions to select the lands opened a school; or January 24, 1862, the date of incorporation; the particular act commemorated should be specified and the words "established" or "located" should not be used. There is but one date of establishment, January 29, 1855, and but one date of final location in Seattle, December 12, 1860.

There has been some controversy regarding the date when the act relocating the university in Seattle took effect: For some unknown reason in the official printed proceedings of the legislative assembly the space in which the date of the approval of bills was regularly indicated was left blank [ ] in this particular case. A very careful examination of the house and council journals, however, shows clearly and unequivocally that the bill was passed by both houses on the same day, December 12, 1860, first by the house and second by the council. The bill provided "This act to take effect and be in force from and after its passage."<sup>16</sup> During the early Territorial days the governor was not authorized to sign bills. Congress later gave such authorization and the first bills signed by the Governor are found in the session laws of 1864-65.

In substantiation of this interpretation of the date of locating the university in Seattle, the following statement from the recent secre-

<sup>16</sup> *Ibid.*, sec. 4, p. 4.

tary of state written January 2, 1932, in response to an inquiry from us, is given:

In the case at hand, the measure was passed December 12, 1860, as per the endorsement on the original bill, the bill provides that it shall be in force from the date of its passage. I am of the opinion that December 12, 1860, is the date when it took effect.

By F. H. GLOYD,  
Superintendent of Elections.

J. GRANT HINKLE,  
Secretary of State.

*A new commission to select the Federal lands and the 10-acre site.*— At almost the same time that the legislature relocated the university in Seattle, a bill was introduced providing for a new board of commissioners to locate the 10-acre site and to locate the Federal-granted lands. Evidently the two bills were planned together. As the date of passage of this bill is also under question, the entire procedure is detailed here.

Council bill no. 27, providing for new commissioners to select the university lands and to select the 10-acre site at Seattle, was introduced in the council by Mr. Denny on January 10, 1861.

The rules were suspended, the bill read the third time, passed and title agreed to.<sup>17</sup>

It was messaged on the same day to the house, the clerk saying—

Mr. SPEAKER. I am instructed by the council to inform the house, of the introduction and passage in the council, of council bill no. 27.

No action was taken on the bill that day. The next day, January 11, the bill was read a first time, read a second time under suspension of the rules, and then referred to a select committee of three. The speaker appointed as said committee: Messrs. Chapman, Foster, and Harris.<sup>18</sup>

On January 14—

the committee reported the addition of four sections and recommended passage. Report adopted; laid on the table; reconsidered; on motion of Mr. Ferguson the bill was read a third time; the bill passed and title agreed to.<sup>19</sup>

It was then necessary to refer the bill back to the council for concurrence in the amendment. On January 16 the chief clerk announced:

Mr. PRESIDENT. I am instructed by the house to inform the council of the passage of C.B. no. 27—An act to provide for the selection and location of the lands reserved for university purposes; appoint a board of commissioners, and provide for the selection and location of a site for the Territorial university.

The bill was "recommitted to the committee on education."

<sup>17</sup> Council Journal, 1860-61-62, pp. 150, 151.

<sup>18</sup> House Journal, 1860-61-62, p. 221.

<sup>19</sup> Loc. cit., pp. 280, 281.

On January 21, the bill was "taken up, and report of committee adopted." The council concurred in house amendment.<sup>20</sup>

Clearly this bill was enacted into law on January 21, 1861. The session laws, however, give the date as January 11. That date has been copied repeatedly, even appearing in a legislative enactment in which reference is made to the law authorizing the appointment of the commission. As the actions of that commission were destined to be the cause of volumes of controversy the law has been referred to hundreds of times. The date cannot possibly have been January 11, 1861, but without question was January 21, 1861.

Inasmuch as there has been so much controversy concerning the powers delegated to the commission the bill is reproduced verbatim. The particular question which has been debated is whether the commissioners were authorized to construct buildings and establish a school or whether they were delegated merely to clear and improve the site. It looks as if they clearly exceeded their powers in erecting buildings and opening a school.

AN ACT<sup>21</sup>

To provide for the selection and location of the land reserved for university purposes; to appoint a board of commissioners, and to provide for the selection and location of a site for the Territorial university.

- SECTION 1. Commissioners appointed to select and receive title to a site at Seattle; to select and locate lands donated by Congress for university.
2. Commissioners to meet, where and when; shall qualify and choose a president; president to record proceedings of board; shall agree upon plan for selection of lands.
  3. Commissioners directed to select lands for site at Seattle; shall be donated to Washington Territory; to receive title therefor; title papers to be recorded in King County; original to be filed with secretary of Territory; title to be approved by attorney general.
  4. Selection of lands donated by Congress; not more than 640 acres in a body.
  5. Compensation of commissioners; vouchers for services, &c., to be sworn to; filed with the Territorial auditor, who shall draw warrants on Territorial treasurer.
  6. Powers of commissioners in disposing of lands; minimum price for same.
  7. All sales of lands to be reported to the land office; titles to same.
  8. President of the board to give bond; governor to approve the same; bond to be filed with secretary of Territory.
  9. Provisions for clearing and improving site; expenditures not to exceed receipts of sale, &c.
  10. Repealing clause.

<sup>20</sup> Council Journal, 1860-61-62, p. 247.

<sup>21</sup> Laws of Washington, 1860-61, pp. 16-18.

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SECTION 1. *Be it enacted by the legislative assembly of the Territory of Washington, That Daniel Bagley, John Webster, and Edmund Carr be, and they are hereby constituted and appointed a board of commissioners to select, locate, and receive a title for ten acres of land within the vicinity of Seattle, that may be donated to the Territory of Washington for a site for the Territorial university, and to select and locate the lands donated by Congress to the Territory of Washington for university purposes.*

Sec. 2. *It shall be the duty of said commissioners, or a majority of them, to meet at the office of the county auditor of King County on the twenty-second day of February next, or as soon thereafter as practicable, after having taken an oath before any officer authorized to administer oaths in the Territory, to faithfully discharge the duties imposed upon them, and elect one of their number president of said board, whose duty it shall be, not only to provide, but to keep all records that may be deemed necessary, of the proceedings of said board, and to make out such report as may be required by law. They shall also agree upon a plan of operations for the selection of said lands, and make such a division of the work thus intrusted to them as may be deemed most desirable for the fulfilment of the provisions of this act.*

Sec. 3. *The board are hereby authorized and directed to proceed forthwith to make selection of such ten-acre lot of land within the vicinity of Seattle as may be donated to the Territory for university purposes, and to receive a title therefor, and the same to have recorded in the public records of King County, and forward the original to the secretary of the Territory, who shall file the same in his office, and forward a copy to the Attorney General of the United States for his approval.*

Sec. 4. *The board are hereby authorized to proceed forthwith to make selection of the lands reserved by Congress for university purposes, but in no case to select more than six hundred and forty (640) acres in one body.*

Sec. 5. *Each of said commissioners shall be allowed out of the Territorial treasury, from moneys not otherwise appropriated, the sum of three dollars per day, for each and every day actually and necessarily employed in the performance of the duties of his office, together with all other expenses necessarily incurred in discharge of the duties as herein required. Vouchers for said expenses and per diem to be sworn to by the parties presenting them, and filed with the Territorial auditor, and said auditor is hereby directed to examine and audit the same, and draw warrants for the payment of the same upon the Territorial treasurer, and the treasurer is hereby authorized to pay the same.*

Sec. 6. *Said commissioners shall have authority at any time after lands have been properly entered in the Land Office, in accordance with section three of the act to which this is amendatory, to sell any and all lands thus located, for any sum not less than one dollar and fifty cents per acre, according to the quality of the land.*

Sec. 7. *Upon the sale of any of the lands, the commissioners shall report forthwith the tract or tracts so sold, to the proper land office in order that the purchaser may receive a proper and sufficient title for the same.*

Sec. 8. *Before receiving any money for lands thus sold, the president of the board shall execute a bond to the Territory in any sum deemed sufficient or necessary by the governor, for the safe-keeping and faithful expenditure of the same. Said bond shall be filed in the office of the secretary of the Territory.*

Sec. 9. *The commissioners may contract for the clearing and improving the ten-acre site hereinbefore mentioned, but shall not at any time exceed the amount of available funds arising from the sale of lands or any donations made by individuals for that purpose.*

Sec. 10. The first and second sections of an act passed January 20th, 1860, entitled "An act to provide for the selection and location of the lands reserved for university purposes, and to appoint a board of commissioners," and all acts or parts of acts in conflict with this act, are hereby repealed.

Passed January 11, 1861.

LYMAN SHAFER,  
Speaker, House of Representatives.  
PAUL K. HUBBS,  
President of Council.

### 3. Organizing the University

*Construction of initial buildings.*—The newly appointed commissioners met on February 22, 1861—

in the auditor's little office that stood at the northwest corner of Third Avenue and Yeeler Way. Mr. Bagley was chosen president of the board, and the entire management of the affairs of the university was intrusted to him.<sup>21</sup>

Under the leadership of Mr. Bagley the commission evidently took their duties seriously and set to work with surprising dispatch. Federal lands were sold and contractors began clearing and grading the tract.

A literal interpretation of the law would doubtless warrant the commissioners in limiting their activities to clearing, grading, and similarly improving the tract. They interpreted liberally, however, and assumed that improving included building. There has been much controversy as to whether they were authorized to construct any buildings. That is in the past and no useful purpose would be served by attempting to settle the question here. The fact remains that they immediately began the construction of a main university building, a president's house, and a dormitory. "On the 20th day of May, 1861, the cornerstone of the university building was placed in position with appropriate ceremonies." (Catalogs 1886-87 to 1898-99; also Report of the Board of Regents, 1891, p. 38; also Puget Sound Herald, Steilacoom, June 20, 1861.) Beginning with the Catalog of 1899-1900 the date has been given as May 21, 1861. The evidence seems to show that May 20 is the correct date. These structures were completed by fall to such an extent that Mr. Bagley arranged with a teacher to open a school on November 4, 1861.

*The first "faculty."*—The teacher was Asa Shirm Mercer. He had arrived in Seattle in time to do considerable manual labor about the university grounds during the summer of 1861. Later in the summer he did some surveying.<sup>22</sup> Mr. Mercer has gone down in history as

<sup>21</sup> Bagley, Clarence B. History of Seattle, p. 136.

<sup>22</sup> Bagley, op. cit., p. 136.

the first president of the University of Washington. He was the entire faculty also. "There was but one schoolroom and about 30 scholars in attendance."<sup>24</sup> He was certainly a very youthful and inexperienced college president, having been graduated from Franklin College, New Athens, Ohio, in 1860, at the age of 22. The school was in reality a private school composed mainly of unclassified elementary pupils and dependent entirely upon tuitions.

At that time there were no regents, the university had not been incorporated, and there was no legal authorization to open a school or university. All was solely on the initiative of the president of the board of commissioners. It is said that Mr. Bagley moved rapidly to forestall a possible relocation of the university by the legislature. He probably reasoned that with buildings constructed and a school in operation such action would not take place. It has also been conjectured that he wished to have the Territorial university thoroughly established before the Puget Sound University, chartered by the legislature, January 25, 1860,<sup>25</sup> should make the Territorial university unnecessary. Mr. Arthur A. Denny, who was the chief donor of the Territorial university site, was one of the trustees of Puget Sound University, which was not yet located. "The building erected in 1861 was the finest educational structure at the time in the Pacific Northwest."<sup>26</sup>

*The beginning of instruction.*—On October 10, 1861, the following advertisement appeared in the Port Townsend *Northwest* weekly paper. At that time Seattle had no newspaper.

#### *Territorial University*

The Territorial university building will be so far completed that school will be commenced in it on Monday, the 4th of November next, under the supervision of the president of the board of commissioners, Rev. Daniel Bagley, who has secured the services of A. S. Mercer, A. M., late of Ohio, as professor and teacher.

The term will continue twenty-two weeks, and be divided into two quarters, each eleven weeks.

Tuition will be as follows:

	Per quarter
Primary department .....	\$5
Common English .....	6
Common English with history, algebra, and physiology .....	7
Higher English .....	8
Latin and Greek .....	10
Daily lessons in vocal music gratuitous.	

<sup>24</sup> Bagley, *op. cit.*, p. 139.

<sup>25</sup> Laws of Washington, 1859-60, p. 446.

<sup>26</sup> Catalog, 1901, p. 21.



A dormitory building will be in readiness that will accommodate twenty-five or thirty young men.

It is recommended that all who design attending be with us at the opening of the term as much is lost by not being present at the formation of classes.

DANIEL BAGLEY,  
Pres't Board.

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Seattle, W. T., September 16th,

Port Townsend Northwest, October 10, 1861.<sup>27</sup>

School was opened on November 4, 1861. Daniel Bagley in his report to the Territorial council said that "A good school of some 30 students is in progress, A. S. Mercer, A.B., late of Ohio, teacher."<sup>28</sup> Clarence Bagley<sup>29</sup> gives a partial list of names of the pupils but no official list can be discovered. How they were classified we do not know. Presumably they were mostly elementary pupils although Daniel Bagley in his report to the council said that "The studies now include the higher mathematics and Latin."<sup>30</sup>

Mr. Clarence Bagley records that—Mrs. Ossian J. Carr taught a private school in the same room for three months in 1862, May, June, and July, with twenty-four children attending.<sup>31</sup>

On September 17, 1862, an advertisement of the opening of the university on October 4 appeared in the *Olympia (Wash.) Standard* over the signature of President Mercer.

#### *University of the Territory of Washington*

Preliminary to the opening of this institution, for the purposes provided for by law, it has been determined, subject to the approval of the board of regents, when assembled, to open in a portion of the building, for the immediate accommodation of the patrons of the institution and the people of the Territory.

#### *A Primary and Collegiate School*

To be conducted under the supervision of Mr. A. S. Mercer, A.B., in which will be taught all the branches usually taught in the primary department of the public schools of the Territory and all the branches usually taught in the grammar and high schools of California and the Atlantic States.

The girls will be under the immediate care of Mrs. Virginia Calhoun, including the piano pupils.

<sup>27</sup> Meany, Edmund S. *Early Records of the University*. *Washington Historical Quarterly*, 8: 114-123.

<sup>28</sup> Council Journal, Dec. 4, 1861 (1860-61-62), pp. 51-77.

<sup>29</sup> *History of Seattle*, p. 139.

<sup>30</sup> *Op. cit.*, p. 77.

<sup>31</sup> Bagley, *op. cit.*, p. 139.

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Vacation, Christmas to New Year.	
Prices of tuition in the primary school.....	Per quarter \$5
Prices of tuition in common English.....	6
Prices of tuition in the higher classes.....	7
Prices of tuition in the collegiate studies.....	9
Prices of tuition in music.....	10
Board per week, \$3.	

The term of 5 months will commence on Monday, the 20th of October next. Pupils of both sexes will be under proper restrictions and care be received, and their education in the several branches above named industriously and carefully attended to, without any sectional bias or influence whatever, and subject at all times to the most rigid guards over their moral demeanor and accomplished manner. For further information apply to

A. S. MERCER, Principal,  
at Seattle, W. T. September 17th, 1862. 46: of  
*Olympia Washington Standard*,<sup>23</sup> Oct. 4, 1862.

*Opposition to the university.*—Evidently there was not a very great demand for a university at that time and much opposition developed, especially in rival towns. Daniel Bagley, himself wrote—

When it was proposed to commence a school in the university building, there was a marked clamor raised. Notwithstanding the much good counsel I received free of charge, after much thought, I still regarded it as best. I am strengthened in that belief after a full trial up to this time. We have a No. One school, with arrangements for students from all parts of the Territory. The studies now include the higher mathematics and Latin. The teacher, A. S. Mercer, A.B., is thorough in discipline and high tone morality. University funds are not used or promised in support of the school.<sup>24</sup>

The Territorial superintendent of public instruction, B. C. Lippincott, was violently opposed to the university. In his report to the council on December 10, 1861, he assailed bitterly the policy of maintaining a university under the pioneer conditions. He doubtless reflected the opinion of many of the legislators. However, not all agreed with him and a bill abolishing the office of superintendent of public instruction was immediately introduced and passed by a large majority. In his report he said:

We think that the expense is already too great for the public good of the Territory. In fact, if the matter is well considered, we shall find that we are not yet prepared for a Territorial university. We have reason to believe that there is not a young man in the Territory who could pass an examination to enter the University course. Hence where is the propriety of spending all this money? There is not in all King County (the county in which the University is located), one hundred children of lawful age to attend even a district school. Our common schools demand our attention first, then our high schools, academies, colleges and universities, but in the above, matters are

<sup>23</sup> See Meany, *op. cit.*, p. 115.

<sup>24</sup> Council Journal, 1860-61-62, Dec. 4, 1861, p. 77.

reversed—University first then common schools. We feel it our duty to enter, officially, our protest against this hasty expenditure of public funds.<sup>24</sup>

4. Incorporation and Appointment of a Board of Regents

AN ACT TO INCORPORATE THE UNIVERSITY OF THE TERRITORY OF WASHINGTON<sup>25</sup>

SECTION 1. *Be it enacted by the Legislative Assembly of the Territory of Washington,* That Daniel Bagley, Paul K. Hubbs, J. P. Keller, John Webster, E. Carr, Frank Clark, G. A. Meigs, Columbia Lancaster, and C. H. Hale, their associates and successors in office are hereby constituted a board of regents, a body corporate and politic, with perpetual succession, under the name of the university of the Territory of Washington, by which they may sue and be sued, plead and be impleaded, in all the courts of law and equity.

SEC. 2. The university shall provide the inhabitants of this Territory with the means of acquiring a thorough knowledge of the various branches of the literature, science, and arts.

SEC. 3. The government of the university is vested in the board of regents.

SEC. 4. Three regents of the university shall be elected by the legislature each year, after the first year. The regents at their first meeting shall determine by lot whose term shall expire the first year, the second, etc., until the term of office of the above board shall expire. In case of a vacancy when the legislature is not in session the governor may appoint.

SEC. 5. The board of regents shall have a corporate seal, and the same alter or break at pleasure; may hold all kinds of estate, real, personal, or mixed, which they may acquire by purchase, donation, devise, or otherwise, necessary to accomplish the object of the corporation.

SEC. 6. The regents shall have power to enact ordinances, bylaws, and regulations for the government of the university; to elect a president; to fix, increase, and reduce the regular number of professors and tutors, and to appoint the same, and to determine the amount of their salaries.

SEC. 7. They shall have power to remove the president and any professor or tutors, when the interest of the university shall require it.

SEC. 8. They shall have power to appoint a secretary, librarian, treasurer, steward, and such other officers as the interests of the institution may require, who shall hold their offices at the pleasure of the board and receive such compensation as the board may prescribe: *Provided*, That the treasurer shall not in any case be a member of the board of regents or board of university commissioners.

SEC. 9. The university shall consist of at least four departments:

- 1st. A department of literature, science, and arts.
- 2nd. A department of law.
- 3rd. A department of medicine.
- 4th. A military department.

These departments may be organized and such others added as the regents shall deem necessary and the state of the university fund shall allow.

SEC. 10. The regents shall provide for the arrangements and selection of a course or courses of study in the university for such students as may not desire to pursue the usual collegiate course in the department of literature, science, and the arts, embracing

<sup>24</sup> Journal of the Council of the Territory of Washington, 1862, p. 141.

<sup>25</sup> Laws of Washington, 1851-52, pp. 43-46.

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the ancient languages and to provide for the admission of such students, without previous examination, as to their attainments in said languages, and for granting such certificates at the expiration of such course or term of such students as may be appropriate to their respective attainments.

Sec. 11. The immediate government of the several departments shall be intrusted to the president and the respective faculties; but the regents shall have power to regulate the course of instruction and prescribe under the advice of the professors the books and authorities to be used in the several departments; and also to confer such degrees, and grant such diplomas, as are usually conferred and granted by other similar institutions.

Sec. 12. The fee of admission to the regular university course in the department of literature, science, and the arts, shall not exceed ten dollars, but such course or courses of instruction as may be arranged under the provisions of section nine of this act shall be open without fee to the citizens of this Territory.

Sec. 13. The university shall be open to all persons residents of this Territory under the regulations prescribed by the regents, and to all other persons under such regulations and restrictions as the board may prescribe.

Sec. 14. The moneys received from the sale of land or otherwise shall be paid to the treasurer, and so much thereof as shall be necessary for the purpose shall be expended by the regents in keeping the university buildings in good condition and repair; also in meeting the general expenses of the institution. The treasurer shall give bonds in the sum of fifteen thousand dollars, to be approved by the governor, which shall be increased whenever he may deem the same necessary.

Sec. 15. The board of regents shall make an exhibit of the affairs of the university in each year to the legislature, setting forth the condition of the university, the amount of its receipts and expenditures, the number of students in the several departments, and in the several classes; the books of instructions used, and an estimate of the expenses for the ensuing year.

Sec. 16. The meetings of the board may be called in such manner as the regents shall prescribe, four of them shall constitute a quorum for the transaction of business, a less number may adjourn from time to time.

Sec. 17. A board of visitors to consist of three persons shall be appointed biennially at the commencement of the collegiate year, by the board of regents. It shall be their duty to make a personal examination into the state and conditions of the university in all its departments, once at least in each year, and report the result to the board of regents, suggesting such improvements as they may deem important.

Sec. 18. The regents and visitors of the university shall each receive pay for the actual and necessary expenses incurred by them in the performance of their duties, which shall be paid out of the university fund.

Sec. 19. All orders on the treasurer shall be signed by the secretary and countersigned by the president.

Sec. 20. This act shall not be so construed as to prevent the legislature from making such amendments to the same, as the welfare of the university may require.

Sec. 21. This act shall take effect and be in force from and after its passage. Passed, January 24th, 1862.

JAS. LEO FERGUSON,  
*Speaker of the House of Representatives.*  
A. R. BURBANK,  
*President of the Council.*

## 5. The Presidential Succession

*Asa Shinn Mercer temporary president, 1861-63.*—The regents called a meeting in May 1862, but no quorum being present no business was transacted. The first regular meeting was held on November 11, 1862. Mr. Bagley was chosen chairman of the board. Their first annual report to the legislature was dated December 1, 1862. The following items are of interest:

At a meeting on November 11, 1862, T. M. Gatch, Esq. of Oregon was elected president of the faculty and professor of the department of literature, science, and arts.<sup>20</sup>

Mr. Gatch was the president of Willamette University and did not accept, however, at that time, waiting 25 years—until 1887. Whether they intended to have Mr. Gatch begin in Washington at once (November 1862) or at the opening of the following year (1862-63) cannot be determined. Probably it was the next year as a school had already been opened by Mr. Mercer on October 10.

The following paragraph shows that they did not regard Mr. Mercer as a full-fledged president. Neither did they apparently regard the 5-month's term of school held during the fall and winter of 1861-62 as an initial year of the university. They do not even mention it. They begin with the next year. They merely approved what they found under way. Whether a different statement would have been made had Mr. Bagley, who had set the machinery in motion, been present cannot be known. Mr. Bagley had resigned the presidency of the board on account of illness in his family and was absent in the East. The board merely approved what they found, and officially endorsed Mr. Mercer's contract with Mr. Bagley. The following report shows clearly that they did not contemplate making him the permanent president.

On the 10th day of October last (probably 1862) a primary and collegiate school, for pupils of both sexes, was opened in the university building, under the charge of Mr. A. S. Mercer, A.B., assisted by Mrs. B. Calhoun, the term to continue for five months, Mr. Mercer receiving from the university fund, two hundred and fifty dollars for his services as acting professor of the department of literature, science, and arts; and in addition the fees paid for tuition by those attending. The regents found this school in progress, and it being merely designed to meet the immediate wants of the community, they have approved the agreement entered into with Mr. Mercer. A statement showing the several classes in this school, the number of scholars, and the books used, is herewith submitted.

<sup>20</sup> House Journal, 1860-61-62, appendix, p. V.

When the president of the university shall have entered upon his duties, the course of studies will be determined upon, and the several departments organized, as far as possible.<sup>27</sup>

This last undoubtedly refers to Dr. Gatch.

During Mr. Mercer's second year, of 5 months, beginning October 10, 1862, the following course of study was in effect. We do not know the sequence of the studies or the length of time pursued, or the numbers in each class. Of the 51 pupils 35 were in the primary department; 13 in the grammar school; 7 in the preparatory department; and 1 in the freshman class. The following is taken from the regents' report to the Legislature.<sup>28</sup>

#### *Statement of Organization*

Statement showing the several classes, the books used, and the number of scholars in the primary and collegiate school, under the charge of A. S. Mercer, A.B., referred to in report of the regents.

The school is divided into four classes, as follows:

#### *Primary Department*

Orthography, Webster.  
 Reading (first and second series), Parker and Watson.  
 Arithmetic (first part), Ray.  
 Grammar (first lessons), Tower.  
 Geography, Cornell.  
 Writing.  
 Vocal music.  
 Declamation.

Thirty pupils.

#### *Grammar School*

Orthography, Town.  
 Reading (third and fourth series), Parker and Watson.  
 Grammar (English), Bullion.  
 Geography (intermediate), Cornell.  
 Arithmetic (second and third part), Ray.  
 American history.  
 Composition, and vocal music.

Thirteen pupils.

#### *Preparatory Department*

Orthography, McElligot.  
 Reading (fifth series), Parker and Watson.  
 Arithmetic (higher), Ray.  
 Grammar (analytical and practical), Bullion.  
 Geography (high school), Cornell.  
 Algebra (first part), Ray.

<sup>27</sup> House Journal, 1860-61-62, appendix, pp. IV-VIII.

<sup>28</sup> House Journal, 1860-62, appendix, p. XXI.

Latin grammar and reader, Bullion.  
 Greek, Bullion.  
 Cæsar (4 books), Anthon.  
 English composition and declamation.  
 Seven pupils.

*Freshman Class*

Cæsar (last three books).  
 Virgil.  
 Anabasis of Xenophon.  
 Classical antiquities.  
 Algebra (second part), Ray.  
 Geometry, Legendre, Davies.  
 Horace's Odes.  
 Homer's Iliad (three books).  
 Plane trigonometry.  
 Physiology.

One pupil.

In all, 51 pupils.

There is also a music class of seven pupils, under charge of Mrs. V. Calhoun.

It is thus seen that the institution was more of an elementary school than a university. The one college student was probably not of the James A. Garfield type and even though the president had been of the Mark Hopkins' type his duties were so varied and manifold that he had little time to be at the other end of the log to give him individual stimulation. There is no record of the name of the one student.

The university opened this session on October 10, 1862. It was still on a tuition basis, and the teachers' salaries were derived from that source.

In January 1862, \$2,000 were appropriated from the university fund by the commissioners to purchase books and philosophical apparatus, and provision was made to allow the use of the interest on the remainder of the fund for educational purposes.<sup>29</sup>

This was the first direct appropriation for the support of the University. It was 15 years before an appropriation was made by the Legislature for the university.

*William E. Barnard's administration, 1863-66.*—As Dr. Gatch declined to accept the presidency, the regents secured William E. Barnard from Willamette University, Salem, Oreg., who was recommended by Dr. Gatch. President Barnard opened the university on September 7, 1863. He was a native of Massachusetts and a graduate of Dartmouth, 1858. He remained in charge of the university until the close of the academic year, June 1866. On August 15, 1863, the following advertisement of the opening of the university appeared in the *Seattle Gazette* over Mr. Barnard's signature:

<sup>29</sup> Bagley, *op. cit.*, p. 138.

*University of Washington Territory*

The University established at Seattle on Puget Sound by Legislative enactment and in accordance with an act of Congress approved July 17th, 1854, being completed, now opens its doors to all those who desire to avail themselves of the facilities it affords for acquiring a thorough acquaintance with the common branches, and also the usual collegiate course of study.

The board of regents have recently elected W. C. Barnard, A.M., president of the university.

The school year will be divided into four sessions of eleven weeks each:

First or fall session, opens Sept 7, 1863.

Second or winter session opens Nov. 30, 1863.

Third or spring session opens February 15, 1864.

Fourth or summer session, opens May 9th, 1864.

Tuition rates:

Primary department, per quarter	\$6.00
Academic	8.00
Collegiate	10.00

W. E. BARNARD, A.M.

*Seattle Gazette*, Aug. 15, 1863.

Bagley says that Barnard was inexperienced in pioneering and "did not understand the people of the West and their unconventional ways. Little true sympathy and affection between him and his pupils was established. Almost immediately after he assumed control of the institution here he entered upon correspondence with others seeking an engagement elsewhere."

In writing to another institution shortly before resigning at Washington he drew a very depressing picture of conditions in Washington.

Education throughout the Sound district is in an extremely backward condition; as an illustration: Not one of the misses attending the university the first quarter after our arrival, could accurately repeat the multiplication table. Society is also greatly disorganized; drunkenness, licentiousness, profanity, and Sabbath desecration are the striking characteristics of our people, and of no portion more than those of Seattle. Of course, there are a few honorable exceptions. We have two distilleries, eleven drinking establishments, one bawdy house, and at all the drinking establishments, as at our three hotels gambling is openly practiced; and Sunday is no exception. These are influences we have had to encounter in our efforts to build up an institution of learning. I need not say it is discouraging and well nigh hopeless.

Bagley comments:

Mr. Barnard wrote the literal truth, but he made no effort to present the bright side of the shield. At that period the description of his surroundings here applied equally well to every town and city on the Pacific coast, and its exact parallel existed here for a full half century afterward.<sup>60</sup>

<sup>60</sup> Bagley, *op. cit.*, p. 140



In 1866 Mr. Barnard resigned and took a position as deputy collector of customs at Port Townsend where he remained for 2 years before removing to California.

*George F. Whitworth's first term as president, 1866-67.*—On the resignation of President Barnard, Rev. George F. Whitworth, the pioneer in the Presbyterian church in the Northwest was induced to accept the presidency of the university. The work began on the 17th of September, 1866. Arrangements had been made with the directors of the public schools in Seattle to teach the pupils of the district. For lack of support the university did not open the next year, 1867-68, although it was advertised to begin on July 22, 1867. During these early years the buildings were used by the teachers, rent free, but they had to depend upon tuitions for salaries and largely for equipment.

*The university closed.*—In April 1868 the regents offered to lease the university for a private school, advertising it in Washington, Oregon, and California. The advertisement stated:

The institution embraces ten acres of ground, well cleared and fenced; the University Building proper, President's House, Boarding House, and Outbuildings, with a good supply of running water. It is pleasantly and healthfully situated in Seattle, W. T. \* \* \* Propositions to lease it as a sectarian institution will not be entertained.

This last sentence eliminated the most probable lessees, because denominational educational institutions were much more numerous at that time than any other type.<sup>41</sup>

*John H. Hall becomes president, 1869-1872.*—As no satisfactory renters applied the university was closed for 2 years, 1867-69. On April 5, 1869, the regents advertised in the *Seattle Intelligencer* that—  
the institution will be permanently reopened on Monday the 12th day of April, 1869, under the management of Professor John Hall, assisted by such professors and assistant teachers as may be required. Tuition per term of eleven weeks: scientific department, \$10.00; Collegiate department, \$12.00.<sup>42</sup>

Mr. Bagley who knew him personally says that he was a graduate of Yale College and a gentleman of fine attainments and much executive ability. The fact that he was able to maintain himself for 3 years proves that he must have had considerable financial ability to keep the institution open in the face of so many adverse influences.<sup>43</sup> Mr. Hall later taught in King and Pierce Counties. He was a teacher in Seattle for a number of years. From 1874 for 5 or 6 years he was

<sup>41</sup> *Seattle Intelligencer*, Apr. 13, 1868.

<sup>42</sup> Bagley, *op. cit.*, p. 142.

<sup>43</sup> Bagley, *op. cit.*, p. 142.

in reality the superintendent although that title was not used until 1884 when E. S. Ingraham was formally elected as city superintendent.<sup>44</sup>

*The administration of Pres. E. K. Hill, 1872-74.*—Edgar K. Hill from Berkeley, Ohio, began his work in the autumn of 1872. He was only 27 years old and his only advanced training had been in an elementary course at the Ypsilanti Normal School from which he had just graduated. He and his wife constituted the faculty. They had "classes in Latin, Greek, German, and French, higher mathematics, and down through the grammar grades into the primary. At the beginning of the second year, all grades below the sixth were abolished as they had been taken over by the public schools of the city."<sup>45</sup> Miss May Thayer became an assistant sometime during 1873.

*The university again closed.*—In 1874 the university again closed for lack of funds. Mr. Hill removed to California where he taught in various cities during the next 16 years. In 1890 he returned to Seattle and taught for a time in the city schools. While here four of his sons attended the university, three of them graduating. In the Alaskan gold rush he and his four sons went with the crowd. Mr. Hill died and was buried there.<sup>46</sup>

*F. H. Whitworth, president, 1874-75.*—In 1874 F. H. Whitworth became president and was assisted by Miss May Thayer. He was at the helm only 8 months. He engaged in civil engineering following his resignation from the university and was prominently identified with mining and railroad development. For several years he and R. H. Thomson were associated. Later he and George F. Cotterill were in partnership for many years. Evidently Miss Thayer was more than an ordinary assistant. Mr. Bagley says he was unacquainted with her but that—

in one of the university publications appear the following kindly words regarding her: "Miss Thayer deserves much credit as one who shared with the early presidents the joys and care of responsibility. She was a graduate of Mount Holyoke and before coming to Seattle had taught in the schools of Massachusetts and New York. She came West in 1873 to become assistant to President Hill. More than once her untiring efforts kept alive the feeble little school. When money was lacking and classes in algebra and Latin had ceased to exist Miss Thayer continued to occupy the building with her class of infants. During one of these periods it became very lonely and bitterly cold in the great empty, echoing hall. Friends advised her to give up the school but the brave woman, with her tiny 'university,' moved to an upper room in the house

<sup>44</sup> Bagley, *op. cit.*, pp. 142, 164.

<sup>45</sup> Bagley, *op. cit.*, p. 142.

<sup>46</sup> Bagley, *op. cit.*, p. 142.

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of Mr. Thomas W. Prosch, where she continued to teach amid more congenial surroundings." 47

*Pres. George F. Whitworth's second term, 1875-76.*—In the spring term of 1875 George F. Whitworth was again placed at the helm. He remained in charge until Christmas 1876 when the university closed once more on account of poverty. In the subsequent catalogs the name of Miss Clara McCarthy is listed as an 1876 graduate of the scientific course, the honor of being the first graduate from the University of Washington. She later became county superintendent of Pierce County. Later she became Mrs. Wilt and lived in Tacoma until her death, January 29, 1929.

Among the catalogs that have been preserved the earliest now available is that of 1874-75, bearing the date of June 1875. The register of students shows that there were 96 pupils, 44 boys and 52 girls. Their classification is not indicated, but, judging from the catalogs issued during the next 5 years, probably nearly all were in the primary, intermediate, or the preparatory departments. Of the 96 pupils, 70 were from Seattle, 10 more from King County, 3 from Lewis County, 1 from Tacoma, 1 from Steilacoom, 4 from Snohomish County, 2 from Olympia, 3 from the Puyallup Valley, 1 from Port Ludlow, and 1 from Whatcom.

The following course of study and textbooks were indicated in the register for the year ending July 30, 1875.

### Courses of study—School

#### PRIMARY DEPARTMENT

Monteith's Primary Geography	Sanders' Reader (3rd completed)
Robinson's Mental Arithmetic	Union Spellers
Butler's or Kerl's English Grammar (Introductory)	

#### INTERMEDIATE DEPARTMENT

Monteith's Intermediate Geography	Sanders' Fourth and Fifth Readers
Robinson's Arithmetic	Union spellers
Butler's or Kerl's English Grammar (Practical)	Swinton's United States History

#### PREPARATORY OR ACADEMIC COURSE

<i>First year</i>	<i>Second year</i>
English Grammar	Latin
Arithmetic completed	Greek
Geography	Algebra (to Quadratics)
English composition	Geometry (4 books)
Latin commenced	Modern languages
Greek commenced	Composition
History United States	History

<sup>a</sup> Bagley, *op. cit.*, p. 143.

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College course—Classical

FIRST YEAR

Latin (Livy and Cicero De Senectute)	Geometry
Greek (Homer and Greek Historians)	Rhetoric
Latin and Greek Composition	Ancient history
Algebra completed	Modern languages

SECOND YEAR

Latin (Horace and Tacitus)	Analytical geometry
Greek (Demosthenes)	Physics
Modern languages	Rhetoric
Trigonometry and surveying	Ancient history

THIRD YEAR

Latin (Cicero and Juvenal)	Astronomy
Greek (Tragedies, Plato and Aristotle)	Logic
Modern languages	Zoology
Physics	Botany
Calculus	Chemistry

FOURTH YEAR

Mental and Moral philosophy	Political economy
Physics	Natural theology
Geology	Butler's analogy
Linguistics	Constitutional law
Civil engineering	

SCIENTIFIC COURSE

<i>First year</i>	<i>Second year</i>	<i>Third year</i>
Algebra	Trigonometry & surveying	Philosophy, mental and moral
Geometry	Analytical geometry	Chemistry
History	Astronomy	Geology
Bookkeeping	Natural history	Civil engineering
Natural philosophy	Logic	Natural theology with analogy
Physiology	English literature	English literature

Other studies may be substituted in the place of mathematics, higher than trigonometry; especially by young ladies pursuing the above course of study. Music, painting, drawing, Latin, French, or German, will be deemed an equivalent.

Textbooks

*English literature.*—Butler's or Kerl's Grammar, Union readers and spellers, Soule's and Wheeler's Manual of Pronunciation, Quackenbos' Composition, Whateley and Quackenbos' Rhetoric.

*Mathematics.*—Robinson's Series, Chauvenet's Geometry.

*Natural science.*—Steele's Series, Snell's Olmstead, Gray's Botany.

*Ethics.*—Wayland's Moral Science, Alexander's Evidences, Butler's Analogy, Atwater's Logic, Haven's Mental Philosophy.

*Latin.*—Harkness and Hanson.

Greek.—Crosby and McClintock.

French.—Pasquelle.

German.—Woodbury.

The enrollment in 1875 was from a very restricted area. An analysis of the information in the *Register* for that year shows the following distribution of the 96 pupils, 52 girls and 44 boys: Seattle 70, 10 more from King County, Lewis County 3, Snohomish County 4, Puyallup Valley 3, Olympia 2, Port Ludlow 1, Steilacoom 1, Tacoma 1, Whatcom 1. (*Register*, 1875.)

George F. Whitworth was one of the most influential pioneers of the Northwest, not only educationally but in the ministry and in various business ventures. Bagley says:

Probably no resident of Washington has left so deep an impress upon public affairs of so wide a range. By turns he was teacher, editor, deputy surveyor, civil engineer, clerk in the Indian department, deputy collector of customs, and at all times he was active in religious, moral, temperance and educational work, not only in his own community, but throughout Washington. He was active in putting into operation the infant industries, particularly coal mining.<sup>48</sup>

In an earlier chapter it was recorded that Whitworth and his wife opened a private school in Olympia in 1855. In 1856 he was in charge of the "Olympia Public School", which was then on a tuition basis. He served for a time as county superintendent of Thurston County and founded an academy at Sumner, Pierce County. This school was later moved to Tacoma and there was called Whitworth College. Still later the institution was transferred to Spokane where it now is Whitworth College. It is under the Presbyterian Church. Whitworth was the first Presbyterian pastor in Seattle. During his incumbency as president of the University he preached on every other Sunday alternating with Rev. Daniel Bagley, the pastor.<sup>49</sup>

*The administration of President Anderson, 1877-82.*—The next president, Alexander J. Anderson opened a private school in the university in September 1877. In February 1878, he was elected president remaining in charge until 1882, when he resigned and accepted the presidency of Whitman College. He remained there for 10 years when ill health compelled him to relinquish that post. He died in Olympia on March 17, 1903.

During the years 1882 and 1883, the university would have been obliged to close had it not been for the generosity of Henry Villard, president of the Northern Pacific Railroad. He contributed \$4,000 to keep it running.<sup>50</sup>

<sup>48</sup> Bagley, *op. cit.*, p. 141.

<sup>49</sup> Bagley, *op. cit.*, p. 181.

<sup>50</sup> Bagley, *op. cit.*, p. 138, 143.

Bagley says that—

A farewell reception was given Mr. and Mrs. Anderson July 18, 1882, at the Arlington Hotel in this city. Henry G. Seave, president of the university (board of regents), presided and complimentary addresses were made by him and L. P. Smith, John Leary, John F. Damon, Bailey Gatzert, and other city notables of that period.<sup>81</sup>

The regents passed the following commendatory resolution regarding President Anderson:

Resolved by the board of regents of the University of Washington Territory, that we deeply regret the necessity that compels Prof. A. J. Anderson's resignation of the presidency thereof; that we gratefully acknowledge that the university has enjoyed a degree of prosperity and efficiency under his administration not enjoyed before; and in parting with him we cheerfully recommend him as an accomplished and thorough teacher, and a gentleman of fine executive ability in the management of an institution of learning.

G. A. WEED, Secretary.

Adopted by board, May 5, 1882.

Catalogue 1881-82, p. 18.

• During President Anderson's regime the university grew in numbers and influence. President Graves two decades later said that it was during President Anderson's term of service that the institution became a real university. The record of the distribution of pupils, however, does not impress one as being on a university plane. There were "59 ladies and 67 gentlemen" with the following classification in studies:

Spelling, 66; reading, 86; writing, 47; geography, 36; arithmetic, 106; United States history, 15; English grammar, 68; elementary algebra, 24; university algebra, 20; physiology, 25; natural philosophy, 17; botany, 4; Latin (first book), 33; Latin reader, and grammar, 26; Cicero, 3; common school bookkeeping, 32; counting house bookkeeping, 2; W. T. School law, 7; United States Constitution, 9; geometry, 7; trigonometry, 3."<sup>82</sup>

During President Anderson's entire administration it was impossible to develop anything approaching a university, or even a good standard college. Up to 1877 there had been no appropriation by the legislature for its support, and the funds derived from the sale of the Federal-granted university lands were exhausted long before. On November 1877 the legislature made the first appropriation for the university. The sum of \$1,500 was appropriated for teachers' salaries for the year 1878. The following year a similar amount was appropriated for the same purpose. It was necessary to conduct the institution practically as a private school dependent upon tuitions for salaries and most of the equipment. The buildings had been constructed from public funds, but were sadly in need of repairs.

<sup>81</sup> Bagley, *op. cit.*, p. 143.

<sup>82</sup> Announcement, June 1878.

It is not to be wondered at that every president employed as many of his own family and relatives as possible. In 1881 the catalog shows that the Anderson family constituted almost the entire faculty. President A. J. Anderson was listed to teach psychology, pedagogics, literature, and mathematics. Mrs. Louisa P. Anderson was scheduled for botany and zoology, and Louis F. Anderson for Latin and Greek. A. J. Anderson, Jr., was listed for plain and ornamental penmanship.<sup>53</sup> The others on the faculty list were Frank P. Gilman, Miss Mattie Hansee, E. Steidle, Miss Minnie Sparling, Mrs. M. M. Curtis, and W. H. Davis. The year before C. M. Anderson was principal of the commercial department and O. P. Anderson taught the plain and ornamental penmanship.

In the report of the regents in 1879 we find the following financial statement:

*Report of the Regents*

An examination of the treasurer's accounts shows the receipts from all sources as follows:

From the Territorial treasurer.....	\$2,000.00
From interest on loans, rents, and collections.....	2,386.11
Total.....	4,386.11
Expenditures during the past 2 years for salaries of teachers, repairs, and incidental expenses.....	4,088.19
Leaving a balance in the treasury of.....	297.92

This balance will be entirely absorbed in the payment of salaries, shortly due.<sup>54</sup>

Notwithstanding these conditions the regents rendered a very optimistic report to the governor in the following words:

REPORT OF THE REGENTS

*To the Governor.*—The board of regents of the university are gratified at being able to report to your excellency that very marked progress has been made during the past 2 years in making the institution what it was designed to be in the beginning. In fact, so much has been accomplished that the university is now entitled to rank with the very best on the Pacific coast. \* \* \* During the current year four courses of study have been arranged, which are designed to meet the demand for college instruction in the classics, mathematics, and sciences, and serve the present need of the Territory as a normal school, and also meet the wants of young men desiring a business education. During the next 2 years it must be prepared to give instruction through the third and fourth years of the classical and scientific courses, as well as provide for classes in all the branches taught during the past 2 years. \* \* \* Students are not admitted until they have pursued a course of study through the fifth reader, spelling, elementary geography, and arithmetic through fractions and compound numbers.<sup>55</sup>

<sup>53</sup> Catalogue, 1880-81.

<sup>54</sup> Report of the Regents, Sept., 1879, p. 8.

<sup>55</sup> Loc. cit., pp. 5, 6.

In November 1879 the legislature appropriated \$1,000 annually for salaries during 1880-81 and 1881-82 and also \$500 for each year of the biennium for philosophical apparatus.<sup>56</sup>

*Pres. Leonard J. Powell's administration, 1882-87.*—Following the resignation of President Anderson the position was tendered to Thomas Condon, professor of geology in the University of Oregon. He declined to accept and Leonard J. Powell, superintendent of public instruction in Oregon, was elected to the position. He accepted, arriving in Seattle on July 18, 1882, and opened the university on September 20, 1882. Bagley writes that he was accorded plenary powers to organize a faculty and prescribe a course of collegiate and academic instruction.<sup>57</sup>

President Powell had been professor of mathematics and natural science at Willamette University under President Gatch and undoubtedly it was the latter's recommendation which for the second time was the chief factor in determining the selection of a president for the University of Washington. Powell had also been acting president at Willamette for a time and so was not inexperienced in executive work of a varied character. President Powell was apparently not in rugged health. He began to fail but continued at the helm until after graduation in June 1887. "Soon afterward his body was taken to Lakeview Cemetery by his former students accompanied by a large concourse of students and citizens of the city."<sup>58</sup>

*Pres. Thomas M. Gatch's administration, 1887-95.*—Following the demise of President Powell, Dr. Gatch was again elected to the position which he had declined in 1861. This time he accepted, entering upon his work in September 1887. He remained at the head of the institution for 9 years, one of the three in its whole history to 1932 to hold the office for that length of time.

Dr. Gatch was one of the most influential educators of the Northwest for more than half a century. He was born near Cincinnati, January 28, 1833. He received the degree of A.B. from Ohio Wesleyan University in 1855. He attended Lane Theological Seminary but was refused a degree by Pres. Lyman Beecher because he would not bind himself to enter the ministry. In 1860 he was awarded the degree of A.M. by Ohio Wesleyan. Later Lane Seminary conferred upon him the degree of D.D. In 1874 Indiana Asbury University (now DePauw) conferred upon him the degree of Ph.D.

<sup>56</sup> Laws of Washington, 1879, p. 138.

<sup>57</sup> Bagley, *op. cit.*, p. 144.

<sup>58</sup> Bagley, *op. cit.*, p. 144.



Mr. Gatch was successively principal of the school at Santa Cruz; the first county superintendent of that county; principal of the Puget Sound Wesleyan Institute at Olympia; professor and president of Willamette University; elected president of the University of Oregon; but declined, and later became a professor there; principal of Wasco Academy; president of the University of Washington; president and later professor at Oregon Agricultural College.<sup>80</sup>

## II. *The University Under Statehood*

*Expansion due to statehood.*—During President Gatch's incumbency the institution began to take on more of the characteristics of a university than before. Previous to his time the institution was largely an unorganized school including a little of everything from the primary school to the upper class college work. Before his time the numbers were too small and the equipment too meager to do much real college work. It was far from being a real university, judged by modern standards, even when he relinquished the reins.

The year before he took office the enrollment was 44 in the college courses, 17 in the normal course, and 68 in the preparatory or "academic" department. During his last year, 1894-95 the college enrollment had reached 425. As the legislature now made definite appropriations of considerable importance he was able to increase the library to 6,000 volumes and augmented the equipment for physics and chemistry.

In 1890-91 the single scientific course was divided into a Latin-scientific course and an English-scientific course. The classical course was retained but the normal course disappeared from the catalog. This was continued throughout the following year. In 1892-93 the beginnings of a university organization into colleges took place. "Four coordinate colleges" were listed—The College of Literature, Science and Arts; The Normal College; The Conservatory of Music; and the Department of Military Science and Tactics. The degree of A.B. was awarded to those completing the classical course, the degree of B.S. to those completing the Latin and the English-scientific course. The Normal College provided two courses, one an elementary course of 3 years leading to a certificate but no degree, the advanced course of 4 years leading to the degree of bachelor of pedagogics. The

<sup>80</sup> Santos, J. F., Thomas Milton Gatch, Educator, *Oregon Historical Quarterly*, 32: 114-122, June 1931.

subfreshman work was eliminated and for the first time "post-graduate" work was advertised.<sup>60</sup>

In 1893-94 the previous years' organization was again entirely remodeled. All colleges were abolished and everything was included in a "Faculty of Literature, Science and Arts". Nine departments were recognized, viz: (1) Philosophy; (2) Greek; (3) Latin; (4) mathematics and astronomy; (5) natural science; (6) physical science; (7) modern languages; (8) English and history; (9) pedagogy.

The following year, which was Dr. Gatch's last year as president, the number of departments was extended to 20, as follows: (1) Philosophy; (2) ancient languages; (3) mathematics and astronomy; (4) biology and physiology; (5) physics; (6) chemistry; (7) pharmacy; (8) modern languages; (9) English literature and language; (10) history; (11) pedagogy; (12) law; (13) the school of mines and mining; (14) geology and mineralogy; (15) civil engineering; (16) electrical engineering; (17) mining engineering; (18) military science and tactics; (19) physical culture and hygiene; (20) the conservatory of music.

On April 30, 1895, Dr. Gatch resigned as president of the university, but consented, upon request of the board of regents, to serve as acting president until the position of president is filled. At the same time he was elected to the chair of political and social science.<sup>61</sup>

Dr. Gatch remained as professor of political and social science until July 31, 1897, when he resigned to become president of Oregon Agricultural College. He guided the destinies of that institution until July 17, 1907, when he was succeeded by Dr. William Jasper Kerr.<sup>62</sup>

### 1. Reorganization and Final Location of the University

*Territorial development.*—The decade between 1880 and 1890 developed a new problem with reference to the location of the university. When located in Seattle in 1860 Seattle was a village of about 400 population. When the 10-acre site was selected by Daniel Bagley and the other commissioners the tract was away out in the forest only reached by long, winding, lonesome woodland trails. By 1880 the village had become a little city and the population of the State had increased from about 12,000 in 1860 to 75,116. During the decade following 1880 agriculture, lumbering, and fishing developed. Trade with Alaska and the Orient became realities; the Northern Pacific Railway reached Seattle and a new tide of immigration set in. Seattle jumped in population to a city of 42,837 and the State to 375,232 by 1890.

<sup>60</sup> Catalog, 1892-93.

<sup>61</sup> Catalog, 1894-95, p. 9.

<sup>62</sup> Santee, J. F., Thomas Milton Gatch, Educator, *Oregon Historical Quarterly*, 32: 114-122, June 1931.

*Limitations of old campus.*—The city surrounded the university; its quarters began to be too cramped and adjacent land for expansion became prohibitive in price. Commercial interests also had their eyes upon that very choice area for business blocks. Many began to urge a new location.

The attainment of statehood hastened the consciousness of the need of the university. The enabling act of Congress replaced some of the means for the material development of a university suited to the new dignity coincident with acceptance of the Territory in full status as a Commonwealth in the Republic. The consideration of education was so prominent in the enabling act that it could not help but stimulate the new-born State tremendously to greater educational effort.

*The Enabling Act of Congress, February 22, 1889.*—Portions of the Enabling Act of Congress in providing for statehood which bear upon the university are here reproduced:

14. And such quantity of the lands authorized by the fourth section of the act of July seventeenth, eighteen hundred and fifty-four, to be reserved for university purposes in the Territory of Washington, as, together with the lands confirmed to the vendees of the Territory by the act of March fourteenth, eighteen hundred and sixty-four, will make the full quantity of seventy-two entire sections, are hereby granted in the like manner to the State of Washington for the purposes of a university in said State. None of the lands granted in this section shall be sold at less than ten dollars per acre; but said lands may be leased in the same manner as provided in section eleven of this act. The schools, colleges, and universities provided for in this act shall forever remain under the exclusive control of the said States respectively, and no part of the proceeds arising from the sale or disposal of any lands herein granted for educational purposes shall be used for the support of any sectarian or denomination school, college or university.

17. The following grants of land are hereby made, to wit: \* \* \* To the State of Washington: For the establishment and maintenance of a scientific school, one hundred thousand acres; for State normal schools, one hundred thousand acres; for public buildings at the State capital, in addition to the grant hereinbefore made for that purpose, one hundred thousand acres; for State charitable, educational, penal, and reformatory institutions, two hundred thousand acres.<sup>68</sup>

*Governor Ferry's Inaugural Address.*—In his inaugural address to the first legislature under statehood Gov. Elisha P. Ferry voiced the new attitude toward the university. He said:

It will also become your duty, under the constitution, to provide for a general and uniform system of popular education, to include common schools, and such high schools as may be established. \* \* \*

In this connection I desire to commend to your consideration the Territorial university, which should be reorganized and its name changed to "The Washington State

<sup>68</sup> Enabling Act, Approved, Feb. 22, 1889. See *Remington's Compiled Statutes, 1922*, pp. 35, 36.

University." This institution should be made worthy of our Commonwealth and a fitting stode for our educational system.<sup>64</sup>

## 2. Establishment of the State University by the Legislature, March 27, 1890

During the first session the State legislature on March 27, 1890, passed "An act in relation to the establishment and government of the University of the State of Washington". The essential features of the law were:

SECTION 1. There shall be established in this State, at or near the city of Seattle, in the county of King, on grounds secured for that purpose, or that may be secured pursuant to subsequent acts of the legislature of the State of Washington, an institution of learning under the name and style of the University of Washington.

SECTION 2. The objects of the University of Washington shall be to provide the best and most efficient means of imparting to young men and women on equal terms a liberal education and thorough knowledge of the different branches of literature, the arts and sciences, with their varied applications. The university, so far as practicable, shall begin the course of study in the collegiate and scientific departments at the points where the same are completed in the high schools, and no student shall be admitted who has not previously completed the elementary studies, and such branches as are taught in the common schools throughout the State; *Provided*, that nothing in this section shall be construed to apply to any student now attending the university.

The immediate government of each college shall be by its own faculty, which shall consist of the professors thereof (not instructors), and the president of the university.<sup>65</sup>

The fund of the university shall be derived from the proceeds of the sales of lands donated by the United States for the endowment of a university, and the admission and tuition fees of the students, and such appropriations as the legislature may make.<sup>66</sup>

*Law providing a new site.*—During the legislative session of 1891 a joint senate and house committee was appointed to visit the university, examine into its condition and consider "all matters pertaining to the university." The chairman of the senate committee was L. F. Thompson and of the house committee was Edmond S. Meany who was in the house of representatives during that session and the succeeding one. The committee reported to the legislature on February 23, 1891, and accompanied their report with a bill entitled "An act providing for the establishment, location, maintenance and support of the University of Washington."<sup>67</sup> The bill recommended the selection of a new site and the sale of the 10-acre tract then occupied by the university. They reported that it was probably worth between \$250,000 and \$300,000.

<sup>64</sup> Senate Journal, 1889-90, Nov. 22, 1889, p. 48.

<sup>65</sup> Laws of Washington, sec. 14 1889-90, p. 398.

<sup>66</sup> Sec. 15, L.W., 1889-90, p. 398. Only interest on sale of lands to be used, sec. 16, p. 398. \$10,000 appropriated for the university, p. 399 L.W., 1889-90.

<sup>67</sup> Laws of Washington, 1891, ch. CXXV, p. 229-231.

The site recommended included 160 acres in section 16, township 25, a school section.

The bill provided for a commission consisting of "the governor, one member of the board of regents \* \* \* and three citizens to be appointed by the governor." The governor was ex officio president of the board. The commissioners were given a complex task. They were to ascertain the status of the Federal lands granted for university purposes, to select the remaining lands, to secure quitclaim deeds for the 10-acre tract. It was provided that then they—

shall proceed to locate the University of Washington on a tract of land not exceeding one hundred and sixty acres of the fractional school section, number 16, township, north of range 4 east." 68

The law stated that—

It shall be the duty of said board, as soon as the site for the university is selected and secured \* \* \* to proceed with the construction on said site of a university building of such dimensions as may be suited to the wants of the state, and of such other buildings as may be necessary for the use of the officers, professors, students and employees of said university. The building was to be constructed of brick or stone or brick and stone. The buildings on the old campus were to be used until on or before the first day of March, 1893, when the university and all its movable belongings shall be moved to the new university buildings. 69

On August 5, 1891, the commission located the 160 acres. They readily secured quitclaim deeds to the 10-acre tract from Arthur A. Denny and wife, Judge Lander, and the heirs of Charles C. Terry. There was then no possible question regarding the State's clear title to the 10-acre tract as some had assumed there might be in case it were no longer used for university purposes.

The commission at once proceeded to the work of clearing the new site and to the construction of new buildings. The building program recommended by the architect was certainly an ambitious one. It included a hall of administration and belles lettres, a biological hall, a chemical hall, a hall of law and medicine, a general library building, a gymnasium, an observatory, dormitories and dining hall, chapel, manual training hall, stables and a boathouse. Everything was on an extravagant scale. The bids for the hall of administration and belles lettres ranged from \$439,000 to \$647,000. All bids were rejected. On September 26, 1891, advertisements appeared calling for bids upon materials only as the commissioners had decided to have the labor

68 Sec. 4, p. 231.

69 Laws of Washington, 1891, ch. CXXV, sec. 11, p. 235.

undertaken by the university. On August 10 they began clearing at an expense of \$350 daily.<sup>70</sup>

People began to object to the extravagance and published articles challenging the legality of the procedure. The State auditor, T. M. Reed, refused on October 7, 1891, to honor the warrants until the Supreme Court should pass upon its legality. The auditor assumed the responsibility of issuing warrants for about \$5,000 to pay for the work already done up to and including September 30, 1891.

A test case was taken to the Supreme Court. The case hinged upon the interpretation of section 4, article 8 of the State Constitution which is:

No moneys shall be paid out of the treasury of this state, or any of its funds, or any of the funds under its management, except in pursuance of an appropriation by law \* \* \* and every such law making new appropriations, or continuing or receiving an appropriation, shall distinctly specify the sum appropriated, and the object to which it is to be applied, and it shall not be sufficient for such law to refer to any other law to fix such sum.

The Supreme Court held this provision to be applicable and ruled that no money could be paid out of the treasury under the act authorizing the building and ruled that the auditor had no legal right to issue warrants on the university fund because of no specific appropriation.<sup>71</sup>

The bids for construction were returned unopened. The commission could do little more than wait until a new legislature should convene, but in the meantime sentiment had changed so profoundly that those who in 1891 had thought it most expedient to place the work in the hands of a commission were now duly certain that the commission ought to be abolished and some arrangement made whereby the regents could have charge. The commission carried the issue into the political campaign but lost, and the legislature which convened was hostile to their cause.<sup>72</sup>

The legislature of 1893 appointed a new committee to visit the university. The committee consisted of Senator C. E. Claypool, chairman; Senator Trusten P. Dyer, and Representatives Edmond S. Meany, F. B. Turpin, J. H. Smithson.

They reported a very distressing picture of the inadequacy of the university upon the 10-acre site. The report stated that

The rooms and equipment are in a pitifully cramped and inadequate condition for effective work. The recitation rooms are very small. The cloak rooms have been transformed into recitation rooms, while the hallways have been made to serve for cloak rooms. The chemical laboratory is not more than twelve or fifteen feet in dimensions, with very scant apparatus and materials \* \* \*. The hallway on the second

<sup>70</sup> Report of University Land Commissioners, Nov. 29, 1892, pp. 10-16.

<sup>71</sup> Report of the University Land and Building Commission, Nov. 29, 1892, p. 27.

<sup>72</sup> Bagley, op. cit., p. 149.

floor has been partitioned off to serve as a library. It makes a room about forty feet long and only five feet wide.<sup>73</sup>

The committee report recommended the passage of an act "providing for the location, construction, and maintenance of the University of Washington, and making an appropriation therefor, and declaring an emergency." This was enacted into law and approved by the Governor on March 14, 1893. The main provisions of the statute were: The Governor was authorized to buy fractional section 16 in township 25, range 4. This contains 582 acres. An executive committee of three of the regents were to act for the board in the erection of "a building and such other buildings as they may deem suitable." They were to offer three prizes for architects' plans. The first prize was the employment of the services and plans of the architect, the second prize was \$1,000, and the third prize was \$500. The university board of land commissioners was abolished.

The law stated the aims and scope of the university and provided that the courses should begin where the courses in the high schools ended. The first step was taken in the accreditation of the work of the high schools in lieu of entrance examinations. This will be treated more fully under the history of the high schools. An appropriation of \$150,000 was made for the construction of the first building (later named Denny Hall), and \$39,000 for maintenance for the ensuing biennium.

Sec. 9 provided—That 100,000 acres of the lands granted by section 17 of the enabling act, approved February 22, 1889, for state, charitable, educational, penal and reformatory institutions are hereby assigned for the support of the University of Washington.

The board of regents was authorized to sell at public auction or to lease the 10-acre site. Any disposal was to have the concurrence of six-eighths of the membership.<sup>74</sup>

*Site purchased by Governor McGraw.*—On October 11, 1893, Gov. John H. McGraw made the purchase of the fractional section 16 as provided in the law of March 14, 1893. The sum paid was \$28,313.75. Architects were at once invited to submit plans in competition for the prize. Charles W. Saunders of Seattle was selected as the architect. Cameron and Ashenfelter were awarded the contract for the first building on their bid of \$112,000.<sup>75</sup>

<sup>73</sup> *House Journal*, 1893, p. 661.

<sup>74</sup> *Laws of Washington*, 1893, ch. CXXII, pp. 293-300.

<sup>75</sup> *Report of the Board of Regents*, Dec. 1, 1894, pp. 4-7.

The cornerstone of the new building was laid on July 4, 1894. The main addresses were delivered by Daniel Bagley and Arthur A. Denny, both of whom had been prominent in the exercises when the cornerstone of the first building was laid on May 20, 1861. At this christening the building was called "Administration Building" but before completion was renamed "Denny Hall" in honor of Mr. Arthur A. Denny.<sup>76</sup>

Out of money saved from the original plans a drill hall and gymnasium costing \$7,000 was constructed. From stone left over from Denny Hall the present observatory was constructed.

*Removal to present campus, September 4, 1895.*—The university moved into the quarters on the new and present campus on September 4, 1895.<sup>77</sup>

### 3. The Disposal of the 10-Acre Tract

With removal to the new site the regents began to consider selling the 10-acre tract. The act of March 7, 1891, had authorized the university land and building commission to sell at auction to the highest bidder, provided that the bid should not be less than the appraised value. But the law of March 14, 1893, while authorizing the sale or lease provided that no sale could be made except upon the six-eighths affirmative vote of the regents. With this restriction and the growing belief that ultimately the growth of Seattle would enhance the value very greatly the regents decided to lease rather than to sell.<sup>78</sup> No records are available to show what was done with the property following the autumn of 1895 for a couple of years. Bagley records that

About 1897 the old building was rented to Seattle School District No. 1, which occupied it for a time, after which the Seattle Public Library rented it. Old North Hall, formerly used as a dormitory, became the temporary headquarters of the law school. The United States Government was looking for a site upon which to construct a Federal building, and the regents, considering that the erection of such a structure would greatly enhance the remaining portion, consented to sell a strip 64 by 240 feet at its appraised value, which was \$25,000.<sup>79</sup>

That was the northwest corner on what is now Third Avenue and Union Street, in the very heart of the city. The Federal post office was erected there and still occupies the site.

<sup>76</sup> Bagley, *op. cit.*, p. 150.

<sup>77</sup> Catalog, 1895-96, p. 14.

<sup>78</sup> Report of the Board of Regents, Dec. 1, 1894, p. 13.

<sup>79</sup> Bagley, *op. cit.*, p. 151.



In 1898 the regents advertised for bids to lease the property, reserving quarters for the law school and a business office for the board of regents. One of the many offers was accepted. A 30-year lease was made. Certain reservations were made for university purposes. The annual rental was to be \$32,500 and during the term of lease improvements of a substantial type aggregating \$452,500 were to be made. All buildings were to be of brick. These and all improvements were immediately to become the property of the State. Before the lease was delivered the State land commission made the claim that the regents had no authority to dispose of any university land, and the lessee refused to enter upon the contract until assured of the validity. The State land commission claimed that certain legislative enactments of 1893, 1895, and 1897 vested such rights in that commission.

The regents, through Richard Winsor, instituted suit against S. A. Calvert, commissioner of public lands. The regents won in the Superior Court of King County. The case was appealed to the Supreme Court, which again decided in favor of the regents. The decision, rendered on November 27, 1901, was as follows:

The authority vested in the board of regents of the State university by the act of March 14, 1893, to sell the State university site in the city of Seattle, which had been originally donated for university purposes, and apply the proceeds of sale towards the purchase and construction of a new site and building, was not abrogated so as to vest the power of sale in the State land commissioners by the passage of the act of March 15, 1893, which provides that the said board of State land commissioners should have full supervision and control of all public lands granted to the State for common school, university, and all other educational purposes, and should possess and exercise over such lands all the authority, power, and functions and should perform all the duties which the State land commission, the State school land commission, and the State board of equalization and appeal for the appraisal of tide and shore lands had exercised, since the latter act expressly restricted its operation by making it apply to public lands only "so far as the same shall not have been disposed of and not appropriated by law to any specific public use."

Again on December 23, 1902, the 10-acre tract was leased, this time to the University Site Improvement Co. The tenants were to pay a cash rental of 2 percent annually for the first 5 years on a valuation of \$300,000. During the second 5 years the rate was to be 3 percent on the same valuation. Subsequent to that the rate was to be 3 percent on a valuation to be determined by appraisers every 10 years. Besides the cash rental the lessees were to make during the first 10 years at least \$100,000 worth of permanent improvements (exclusive of buildings), such as sewers, grading, paving, sidewalks, etc. Only brick or stone buildings were to be constructed. All buildings and improvements at once became the property of the State. Again, a lease

occurred. The Improvement Co. failed to carry out the terms of the contract and on October 1, 1904, the lease was declared forfeited.

On November 1, 1904, another lease was executed, this one with James A. Moore of Seattle. This lease covered a period of 50 years, to terminate in 1954. The terms were: For the first 3 years, \$6,000 per year; for the next 5 years, \$9,000 per year; for the next 10 years, 3 percent per annum of the appraised value of the land, the appraisers to be chosen by both parties; for the next 10 years, 4 percent per annum on the appraised value, similarly determined; for the last 22 years, 6 percent per annum on the appraised value, determined as before. During the first 8 years Moore was to make permanent improvements, exclusive of buildings, valued at \$85,000. As in the previous leases, it was stipulated that all buildings and other improvements at once became the property of the university.

In 1907 this lease, with some amendments, was continued with the Metropolitan Building Co., successors to James A. Moore. The following statement quoted from a regents' report gives the salient facts concerning the leasehold at present in force:

The tract is under a forty-seven year lease to the Metropolitan Building Company bearing the date of 1907. Operating under the act of the legislature of 1915, the income from this lease (at present \$40,000 a year), together with tuitions and matriculation fees, goes into the "University of Washington Building Fund." The following table<sup>80</sup> will show the terms for the remaining years of the lease, giving the period, the estimated valuation, the rate upon which the rental is based, and the annual rental:

Period	Rate	Estimated value	Annual rental
	Percent		
1907-12.....	3	\$500,000	\$15,000
1912-22.....	4	1,000,000	40,000
1922-32.....	4	2,000,000	80,000
1932-42.....	4	2,500,000	100,000
1942-52.....	4	3,500,000	140,000

#### 4. Presidents During Statehood

*Pres. Thomas M. Gatch's service, 1887-95, connected the old regime under territorial days with the new impulse furnished by admission of Washington to full status in the sisterhood of commonwealths. His splendid service during the transition period in initiating a new order of things has already been recited and need not be expanded here.*

*Mark W. Harrington, president 1895-97.—Following the resignation of President Gatch a careful search was made for a successor with*

<sup>80</sup> Regents' Report, 1919, p. 96.

broad training and large vision for the future university in its new home.

A long personal interview was obtained with President David Starr Jordan of ~~Leland~~ Stanford Jr. University, and an extensive correspondence was carried on with the principal educational men of the United States. The result was the choice of Mark Walrod Harrington.<sup>81</sup>

His alma mater was the University of Michigan where he received the degrees of A.B. and A.M. in 1867 and 1868. His travels were extensive in various parts of the world. The University of Michigan made him professor of astronomy in 1878 where he remained until 1891. He then became Chief of the United States Weather Bureau. In 1884 he founded the *American Meteorological Journal* to which he made frequent important contributions. His acceptance of the presidency at Washington was considered very fortunate. Unfortunately his career there was cut short by mental breakdown, resigning March 24, 1897.<sup>82</sup>

No major change appeared in the organization of the university during Harrington's first year, except that the department of pedagogy was merged with philosophy, paideutics and oratory. A department of political and social science was listed. Latin and Greek were combined in 1 department and the modern languages were separated into 2 departments, German and French. Physics became terrestrial physics and geography. During that year the position of registrar and librarian was established with Clark Davis as the incumbent.

In 1896-97, the last year of President Harrington's regime, the institution was organized on a very ambitious university scale. Six coordinate colleges and a department of military science and tactics were listed in the catalog. The colleges were: (1) Literature, science, and the liberal arts; (2) engineering; (3) mines and mining; (4) chemistry; (5) medicine and surgery; (6) law.<sup>83</sup>

*William Edwards, President, 1897.*—When President Harrington resigned, March 24, 1897, Prof. William Edwards of the department of physics was elected president on March 24, 1897. He was a graduate of the University of Michigan, 1890, and came to the University of Washington as professor of physics in 1897.

Whether the reorganization that took place during the year 1896-97 was the work of President Harrington or President Edwards is not known. The catalog was issued after President Harrington's resig-

<sup>81</sup> Bagley, *op. cit.*, p. 154.

<sup>82</sup> Catalog, 1896-97, p. 10.

<sup>83</sup> Catalog, 1896-97, p. 28.

nation on March 24, 1897, but after that there was not much time for reorganization.

President Edwards' incumbency was brief. He had been selected because he "had made such an excellent showing in arranging the laboratories and scientific apparatus in the new building at the time of the removal that he was regarded with favor." He was not so fortunate as an executive. He wished to organize the institution on a strictly university basis with emphasis upon graduate work. The conditions were not ripe for this. He wished to abolish the preparatory department. The faculty opposed it. His views on university organization and his alinement in a religious controversy brought him into disfavor. On October 1, 1897, he ended the tension by resigning from the university.<sup>84</sup>

*Acting President Charles Francis Reeves, 1897-98.*—Charles Francis Reeves was made acting president on October 1, 1897, when President Edwards resigned. Professor Reeves had been professor of modern languages in the University of Washington since the opening of the academic year, 1895-96. He was a graduate of Pennsylvania State College, 1878, and also received the degree of M.S. from there in 1881. After extensive travel in Europe he served as professor of modern languages and librarian in his alma mater until 1890. He then engaged in business for 5 years, when he became a member of the Washington faculty. On the election of President Graves, August 1, 1898, Professor Reeves resumed his position as professor of modern languages. He retired from university work in 1903 when he again reentered a business career. His death occurred in Seattle on December 29, 1933. During the incumbency of Acting President Reeves the University retained the same nominal organization of many colleges. The ambitious program was toned down, however, by the statement in the catalog "The colleges of medicine and surgery and the college of law are not yet organized."<sup>85</sup> Pharmacy was listed in the college of chemistry.

*The administration of President Graves, 1898-1902.*—On August 1, 1898, Frank Pierrepont Graves became president of the University of Washington, having been elected some months earlier. Dr. Graves was born in Brooklyn, N.Y., June 23, 1869. He was graduated from Columbia University with the degree of B.A. in 1890 and a year later received the M.A. degree from there. He received the Ph.D. from Boston University in 1892 and from Columbia in 1912. He has been

<sup>84</sup> Bagley, *op. cit.*, p. 136.

<sup>85</sup> Catalog, 1897-98, p. 29.

honored with the degree of LL.D. by many institutions: Hanover College, 1897; Oberlin, 1920; Hobart and Hamilton, 1922; and the University of Wisconsin, 1926. Heidelberg University, Ohio, bestowed upon him the degree of Litt.D. in 1896, and Rochester University in 1923. Tufts College bestowed upon him the degree of L.H.D. in 1921. For a time he was instructor in Greek in Columbia and later professor of classical philology in Tufts College, Massachusetts, from 1891 to 1896.

In 1896 he became president of the University of Wyoming, resigning in 1898 to accept the presidency of the University of Washington. He remained as president of the University of Washington until the close of the year 1901-2. After resigning at Washington he traveled extensively for a year, then becoming professor of education at the University of Missouri. Subsequent to 3 years of service there he served as professor of education and dean of the summer session at Ohio State University for 6 years, 1907-13. The next 8 years were very notable years as dean of the School of Education at the University of Pennsylvania. In 1921 he was elected president of the University of the State of New York and commissioner of education, where he now is rounding out a brilliant and useful educational career. In addition to his administrative contribution he has written voluminously, especially on the history of education, to which he has made a notable contribution.

During his period of guidance at Washington the university assumed an entirely new position in the State. The population had increased to such numbers that it was possible to draw a sufficient number of students to make specialization possible. The catalog during his first year, 1898-99, states that the city of Seattle had 80,000 inhabitants. Four years later, 1901-2 the number is given as 100,000.

*The preparatory department reinstated.*—When President Graves assumed office he studied the high-school development of the State and decided that the university had been too hasty in abolishing the preparatory work in the university. In the catalog issued in the summer of 1899 there reappeared an announcement of "The Preparatory School." President Graves stated—

From a recent report of the State superintendent of public instruction, supplemented by information from other authorities, it is ascertained that only nine high schools of the State give complete preparation for college and nearly three-fourths of the school districts cannot carry on work beyond the eighth grade. Nine counties contain no school whose course extends further than the grammar grades. It is evident from this, that unless the preparatory school is maintained by the State University, a gap must for

some time exist between it and the rest of the system of public education. In order that as many young people as possible may enjoy the advantages of higher education, the university will bridge this gap with its preparatory school as long as may be necessary. As the income from the school tax is increased and the courses maintained by the common schools are extended, 1 year after another in the course of the preparatory school will be dropped.<sup>64</sup>

In 1898-99 President Graves established the school of law. It had been under contemplation a long time and several times a college of law had been announced. The new school of law, headed by John T. Condon, dean and professor of law, was housed at first in the old university building on the down-town property.

Through the vigorous and scholarly leadership of President Graves the institution rapidly assumed the appearance of a real university. The catalogs published during his administration were better organized, more carefully edited, and in every way appear different from the earliest pamphlets looking like private-school appeals, or those of the dozen years preceding 1898 when the catalogs were filled with ambitious, unorganized programs which were not carried out, but reorganized every year. They were significant signs of an important metamorphosis of an emerging university, but which had not yet arrived. The emergence was completed a little later when the equipment, faculty, and enrollment were sufficient to do really specialized work of a university grade.

*The administration of President Thomas F. Kane, 1902-1914.*—On President Graves' resignation in June 1902, Thomas Franklin Kane, professor of Latin, was made acting president. After 1 year of service he was promoted to the presidency, in which capacity he served until 1914. He was removed by the regents, a leave of absence being granted to commence on January 1, 1914, and complete severance occurring August 1, 1914.

In 1905-6 the catalog indicates the following organization: (1) The college of liberal arts; (2) the college of engineering; (3) the school of mines; (4) the school of pharmacy; (5) the summer school. This last was organized for the first session in the summer of 1906. The attendance at that first session of 6 weeks was 114 students, largely teachers. The preparatory department was entirely abandoned in 1904.

During the year 1905-6 deanships were established in the various colleges and schools of the university. The following deans are listed in the catalog of that year: Arthur R. Priest, college of liberal arts; Almon H. Fuller, college of engineering; John T. Condon, school of law; Charles W. Johnson, school of pharmacy; Milnor Roberts, school

<sup>64</sup> Catalog, 1898-99, p. 143.

of mines; Albert H. Yoder, director of the department of education; Harry C. Coffman, librarian; Herbert T. Condon, registrar.

The following year, 1906-7 William E. Henry became librarian and Edward O. Sisson, director of the department of education. A year later, 1907-8, a school of forestry was established with Francis G. Miller as dean. A graduate faculty was established to better organize the graduate work for which the demand was growing. Prof. J. Allen Smith was named chairman of that division.

In 1908-9 only one additional organization was effected. The position of dean of women was created and Inis H. Weed was placed in that position. The next year, 1909-10, the graduate work was organized into a graduate school and J. Allen Smith was given the title of dean. Isabella Austin succeeded Inis H. Weed as dean of women. During the next year, 1910-11 Arthur Sewall Haggett became dean of the college of liberal arts.

The catalog for 1911-12 shows that a department of library economy was established under Professor Henry, the librarian. In order to extend the graduate facilities the Puget Sound Marine Station at Friday Harbor was established with Prof. Trevor Kincaid as director. The following year Prof. T. C. Frye became director.

*The Alaska-Yukon-Pacific Exposition.*—In the summer of 1909 the Alaska-Yukon-Pacific Exposition was held on the university campus. In return for the use of the campus the exposition management made certain improvements, including the erection of a large number of buildings which became the property of the university. Three of the buildings, the auditorium (later named Meany Hall in honor of Prof. Edmond S. Meany); Bagley Hall, now housing the department of chemistry; and the Engineering Building were all permanent class B structures. Besides those about a dozen frame buildings were left which have served various purposes temporarily. The most unique building was the Forestry Building, erected at an expense of \$91,000. The framework consisted of unhewn fir columns from 5 to 6 feet in diameter and from 42 to 54 feet in height. For about 20 years it was one of the unique structures in the world, attracting annually thousands of visitors. Because of the ravages of borers it became unsafe and was razed in 1930.

At the time of the exposition it appeared as if the university had made an excellent bargain in gaining a number of much-needed buildings. Within a decade, however, it began to appear otherwise. While the immediate rental was equitable, when the university began to ask the legislature for permanent buildings, the people said, "Haven't

you plenty of buildings left by the exposition?" The temporary buildings were entirely inadequate and unsuited to university purposes. Their presence actually retarded the acquisition of much-needed adequate structures. Ultimately that handicap was overcome. The legislature rallied nobly and today the university is splendidly housed for almost every type of university work.

In January 1913 a far-reaching reorganization was effected. After much deliberation the college of literature, science, and liberal arts was divided into a college of liberal arts, with Arthur S. Haggett as dean, and a college of science, with Henry Landes, professor of geology as dean. The work of training teachers was organized into a college of education, with Frederick E. Bolton, director of the department of education, as dean of the new organization. An extension division was created, with Edwin Augustus Start as director. At the beginning of the academic session 1912-13 Prof. Hugo Winkenwerder was installed as dean of the school of forestry, Dean Miller having resigned to go to the University of Idaho. In 1913-14 a new division of fine arts was created with Irving Mackey Glen as director.

*Acting President Henry Landes, 1914-15.*—On January 1, 1914, when President Kane's active services were terminated, Henry Landes, professor of geology and dean of the college of science, was made acting president. He served in this capacity until September 1915, when Henry Suzzallo entered upon the presidency, having been elected in June 1915. Dean Landes again became dean of the college of science and professor of geology, which positions he retained until the college was abolished in 1932. Dean Landes was born in Carroll, Ind., December 22, 1867. He was awarded the degree of B.A. by the University of Indiana in 1892, and the A.B. and M.A. degrees by Harvard in 1893. He became professor of geology at the University of Washington in 1895 and dean of the newly organized college of science in January 1913. He served as State geologist from 1901 to 1921.

*The administration of Pres. Henry Suzzallo, 1915-26.*—In June 1915 Henry Suzzallo, professor of education in Teachers College, Columbia University, was elected president and began his term of service in September. He was born in San Jose, Calif., August 22, 1875. He was graduated from the State normal school at San Jose in 1895. In 1899 he received the B.A. degree from Stanford University, in 1902 the A.M., and in 1905 the Ph.D. from Columbia University. The degree of LL.D. was conferred upon him by the University of California in 1918 and in 1925 by the University of British Columbia. Before coming to Washington he had served as assistant instructor



and assistant professor of education at Stanford. At Teachers College, Columbia University, he was fellow and lecturer, 1903-5; adjunct professor of education, 1907-9; professor of education, 1909-15.

He served as president at Washington until October 1927. The Governor, Roland H. Hartley, stated that President Suzzallo was too much involved in politics and that the board of regents were not managing the university economically and advantageously. He removed the board of regents and appointed a new board, which, in turn, removed President Suzzallo. Dr. Suzzallo was president of the Carnegie Foundation for the Advancement of Teaching from 1930 to the time of his death on September 25, 1933. He was stricken in Seattle while making a visit en route from California to New York City. The regents of the university met and voted to name the library The Henry Suzzallo Memorial Library.

During the period from 1915 to 1927 the university grew rapidly in numbers and influence. In 1914-15 the enrollment was 4,050. In 1926-27 10,169 were enrolled. A school of commerce was opened at the beginning of the year, 1916-17 with Carlton Hubbell Parker as dean. This school filled an important need as many high-school graduates were previously barred by the academic requirements, especially in the foreign languages from entering any college of the university. Graduates from the commercial courses in the high schools were admitted. The enrollment was large from the outset. The college of business administration, the name since 1917-18, is one of the largest in the university and includes many of the best students, most of whom were barred from university study before the new organization was established. In 1916-17 a library school was opened with Librarian William E. Henry as director. A college of naval, military, and aeronautical science was established in 1917-18 under the stimulus of the World War conditions. The name of the Friday Harbor Station was changed that year to the Puget Sound Biological Station. In March 1918, a school of journalism was organized under Colin Victor Dymont as director.

From 1917 to 1919 the university, as every other institution, was tremendously upset by the World War. With the great exodus of faculty and students for war service, with the public mind absorbed in the titanic problems it is remarkable that the universities could function with any degree of effectiveness. The university campus was an armed military camp, faculty and students passed through the picket lines going to and from their work and everywhere Mars was

dominant. Notwithstanding the terrific disruption the university managed to continue. The bronze tablet at the north entrance has inscribed upon it the large roll of those who paid the supreme price and never returned to complete a university course.

In 1919-20 Colin V. Dymont resigned and Matthew Lyle Spencer was elected director of the school of journalism. A college of fisheries was established with John N. Cobb as director.

In 1921-22 the college of education was reorganized, by relegating the first 2 years of work of the college of education to the colleges of liberal arts and science. The new organization, beginning with the junior year of college work and admitting normal school graduates also was renamed the school of education. That reduced the number of nominal education students but did not reduce the enrollment in the department of education.

During President Suzzallo's administration numerous buildings were constructed on the campus. They included the Home Economics Hall, Commerce Hall, Philosophy Hall, Education Hall, the Forestry Building, Mines Building, and the first unit of the library. All these served to attract attention to the university. All of these buildings are in the Tudor-Gothic style of architecture, fireproof, class A buildings of steel and reinforced concrete. They are veneered with a beautiful buff-colored brick with terra cotta trimmings. The whole appearance is exceedingly attractive.

*Acting President David Thomson, 1926-27.*—On the removal of President Suzzallo, Dean David Thomson of the college of liberal arts was made acting president, which position he held during the academic year 1926-27. He is a graduate of the University of Toronto with the degree of A.B. He was a graduate student in the University of Chicago. After a year of study in Europe he came to the University of Washington as professor of Latin, succeeding Dr. Kane who became president. No changes occurred in the university during Acting President Thomson's incumbency.

Upon retiring President Suzzallo the regents immediately began a search for a permanent successor. The position was offered to Stephen I. Miller who was a former dean of the college of business administration, but who had resigned to become secretary of the American Bankers' Association. Dean Miller declined the position although he was assured of a free hand in the management of the university.

*The administration of President Spencer, 1927-33.*—In the summer of 1927 Matthew Lyle Spencer was elected president and entered

upon the position at the opening of the academic year, 1927-28. Dr. Spencer as previously stated had formerly been dean of the school of journalism of the university from 1919-20 to 1926. He resigned the deanship in 1926 and devoted a year to travel in Europe and to the vice presidency of the Seattle Chamber of Commerce.

In 1930 the work offered in the college of fisheries was merged with the college of science and distributed among several of the science departments. On July 19, 1932, the regents made a complete reorganization of the university schools and colleges. The 13 school and college units were combined into 4. The colleges of liberal arts, science, business administration, fine arts, and the schools of education, journalism, and the library school were merged in the colleges of arts and sciences, with Dudley D. Griffith as dean. The college of technology absorbed the colleges of engineering, pharmacy, forestry, and mines. Richard G. Tyler of the former college of engineering was made dean of the new college. The law school retained its former organization with Harold Shepherd continuing as dean. Frederick Morgan Padelford continued as dean of the graduate school which was not changed in organization.

The schools and colleges which lost their former organization were given departmental status and their deans were made department executive officers as the designation "head of department" had been abandoned a couple of years earlier.

President Spencer explained the reorganization as partly one of economy to reduce overhead expenses. The primary purpose, however, he considered as educational efficiency. He said that

through drastic elimination of trades and vocational courses, which will be effected in the near future by the faculty we will teach the student the fundamentals of knowledge, teach him to think and allow him to apply that knowledge, for himself. We will now educate our students, not train them \* \* \*. Greater loyalty to the University of Washington will be one result of the change. Graduates of this university have previously considered themselves graduates of a particular school or college. This placed loyalty will be eliminated and supplanted by a new and truer Washingtonian loyalty. The financial savings to be effected which were the immediate motive for the changes, will be noticed in the elimination of dean's offices and secretarial staff.<sup>87</sup>

On January 25, 1933, Governor Martin, who had become Governor in the election in November 1932, appointed an entirely new board of regents. The members were Lewis B. Schwellenbach, Philip D. Macbride, Alfred Shemanski, and Winlock W. Miller of Seattle; Werner A. Rupp of Aberdeen; Robert Montgomery of Puyallup; and

<sup>87</sup> *University of Washington Daily*, Oct. 4, 1932.

Edward P. Ryan of Spokane. Messrs. Miller and Rupp had served on the board before, being replaced by Governor Hartley.

Following the appointment of the new board of regents, President Spencer filed his resignation on January 27, 1933, and asked that he be appointed as professor of English. On March 27 a local paper carried the following news item: "Following an all-day Sunday session at the University of Washington yesterday the university board of regents announced it had voted unanimously to accept the resignation of Dr. M. Lyle Spencer as president."<sup>88</sup>

The resignation of Dr. Spencer became effective June 30, 1933. Between the time of his resignation and the above date, he was "relieved of active duty but with full salary and use of the President's residence."<sup>89</sup> During the year 1933-34, Dr. Spencer became dean of the school of journalism of Syracuse University.

*Hugo Winkenwerder, acting president, March 1933 to August 1, 1934.*—Following the retirement of President Spencer the regents appointed Hugo Winkenwerder then executive officer of the department of forestry, as acting president of the university.

Dean Winkenwerder was born at Watertown, Wis., March 16, 1878. He was graduated from the University of Wisconsin in June 1902 with the degree of B. S. and from Yale University in 1907 with the degree of master of forestry. He became assistant professor of forestry in Colorado College in 1908 and served there 1 year. In 1909 he was elected associate professor of forestry at the University of Washington, in which rank he served until 1912 when he became dean of the college of forestry on the resignation of Dean Miller. In 1930, when the college of forestry was disorganized and merged in the college of technology, Dean Winkenwerder became executive officer of the department of forestry.

Immediately following their appointment, the new board of regents set about the reestablishment of some of the dismantled colleges and schools. The college of pharmacy was the first one to be reinstated, February 5, 1933. Dr. Charles W. Johnson was reappointed dean. On May 22, 1933, the college of science was restored to its former status with Prof. Henry Landes again as dean. On the same date the school of education was reestablished with Dr. Willis L. Uhl again as dean. The college of forestry was reestablished on July 1, 1933, with Dwight S. Jeffers as acting dean. On September 30, 1933, the

<sup>88</sup> Post-Intelligencer, Mar. 27, 1933.

<sup>89</sup> University of Washington Daily, Mar. 28, 1933.

division of economics and business administration was reestablished as the college of economics and business. Dr. Shirley J. Coon was reappointed as the dean.

*Lee Paul Sieg, president, August 1, 1934.*—After a search of more than a year the regents elected Dean Lee Paul Sieg of the University of Pittsburgh as president. Dr. Sieg wired his acceptance on May 30, 1934. His term of office began August 1. Acting President Winkenwerder was restored to his former position as dean of the college of forestry, which he had headed for 22 years before being drafted as the temporary executive of the university.

Dr. Sieg was born at Marshalltown, Iowa, October 7, 1879. He received his elementary and secondary school training in the schools of that city. He was graduated from the University of Iowa with the degree of B. S. in June 1900. The following year he was awarded the degree of M. S. In 1910 the university bestowed upon him its highest degree, Ph. D., his major work having been in physics. His distinguished work in that field later gained him election as a fellow in the American Physical Society and in the American Association for the Advancement of Science.

During the years 1903-6 he was head of the department of physics at Carleton College, Northfield, Minn. On his return to the University of Iowa he was successively instructor, assistant professor, and professor of physics, being in the last-named rank from 1920 to 1924. In the fall of 1924 he accepted a call to the University of Pittsburgh to become a colleague of his former classmate, colleague, and president, Dr. John G. Bowman, Chancellor of the University of Pittsburgh. There Dr. Sieg was head of the department of physics and dean of the college and graduate school. From 1931 to the time of his acceptance of his post at the University of Washington he was also acting dean of the school of education.

Immediately following his election as president Dr. Sieg chose as dean of the college of liberal arts Dr. Edward H. Lauer, who was at the time director of extension and athletics at the University of Iowa. The announcement was made at the University of Washington on June 4, 1934. He succeeded Dean Dudley D. Griffith, who was retained as executive officer of the department of English. Dr. Lauer assumed office on August 1.

On August 15 President Sieg announced a far-reaching reorganization. A university college was established to include the college of liberal arts and the college of science. Dr. Lauer was named dean of the university college and also dean of faculties, replacing Dean David Thomson. The university college absorbed the divisions of journalism

and fine arts which had been for a couple of years under the wing of the college of liberal arts.

The new university college comprises two divisions, one of general studies, including the departments usually designated as liberal arts or sciences; the other division includes the semiprofessional departments of architecture, art, chemistry, journalism, home economics, library, music, and nursing. Prof. Henry Landes was named as dean and adviser of students in the semiprofessional division and Dean Thomson as dean and adviser of the students in the division of general studies. Both divisions are under the university college.

Dean Thomson, who was also vice president, was made vice president emeritus with the statement from the regents that no one else would be made vice president while Dean Thomson was connected with the university.

On September 2, 1934, the regents restored the department of mines to its former status as the college of mines. Prof. Milnor Roberts was reappointed to his former position as dean of the college.

*More liberal entrance requirements.*—The State board of education since 1909 has been vested with the authority to inspect and accredit high schools. Graduation from an accredited high school gives a legal right to enter the university, the State college, and the State normal schools. For entrance to a given college or school in the university the faculty of the university has the legal right to determine the entrance requirements.<sup>60</sup> For a number of years the faculty assumed the right to admit to the university only those accredited high-school graduates whose grades were approximately C or above. This ruling caused considerable dissatisfaction among many patrons of the university.

When Clarence D. Martin became a candidate for Governor he announced that if elected every graduate of an accredited high school should have the privilege of admission to any of the higher educational institutions of the State. Since his election that has been true. Governor Martin has stated that from the standpoint of citizenship he is even more concerned about those graduates with low grades than those who have higher scholarship.

In response to public opinion the faculty voted to admit all graduates of the accredited high schools who are recommended by their high-school principals. Students whose grade-point averages are 2 or above during the last 2 years of high-school work are admitted as regular

<sup>60</sup> Laws of Washington, 1909, sec. 5, p. 236; sec. 2, p. 238.

students. All whose averages are below that are admitted on probation for 1 year and are not allowed to participate in student activities.

### 5. Growth in Enrollment at the University of Washington

The records of the university prior to 1875 are almost nonexistent. Between that date and 1903 when the preparatory department was finally abolished the classification was so indefinite that the statistics undoubtedly reveal only approximately the actual enrollments. However, meager and loosely classified as the statistics are, a fairly approximate picture of the growth of the university may be gained.

In 1861-62 during the 5 months of school about 30 pupils were enrolled. They were probably mostly elementary pupils. There was one teacher, Asa Shinn Mercer. In 1862-63 during the 5 months of school 51 were enrolled, distributed as follows: Primary 30; grammar 13; preparatory 7; college 1. There were two teachers.

In 1877-78 there were 126 enrolled, "59 ladies, 67 gentlemen." The announcement does not classify them, but we may judge that they were mainly elementary and preparatory pupils by the fact of their distribution according to subjects, which was as follows:

Spelling, 66; reading, 86; writing, 47; geography, 36; arithmetic, 106; United States history, 15; English grammar, 68; elementary algebra, 24; university algebra, 20; physiology, 25; natural philosophy, 17; botany, 4; Latin (first book), 33; Latin reader and grammar, 26; Cicero, 3; German, 9; common school bookkeeping, 32; counting-house bookkeeping, 2; Washington Territory school law, 7; United States constitutions, 9; geometry, 7; trigonometry, 3.<sup>21</sup>

Beginning with the year 1878-79 an approximate classification has been figured out from the catalogs or announcements. A rough tabular statement follows. From 1903 the arrangement is satisfactory in the announcements.

The summer session was established in the summer of 1904. The attendance has always been counted on the next year's enrollment. The preparatory department, temporarily abandoned in 1897, reestablished in 1898, was permanently abolished in 1904.

<sup>21</sup> Announcement, 1878

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TABLE 29.—Enrollment in the University of Washington during successive years from 1861-62 to 1904

Year	College students	Preparatory students	Teachers
1	2	3	4
1861-62	7	About 30	1
1862-63	1	50 (30 primary, 13 grammar, sec. 7)	2
1874-75	96 unclassified		6
1877-78	207 126 unclassified		5
1878-79	8 (plus 33 subfreshmen)	114	12
1879-80	26 (plus 51 subfreshmen)	83	11
1880-81	27 (plus 33 subfreshmen)	77	11
1881-82	34 (plus 37 subfreshmen)	68	9
1882-83	69 (plus 35 subfreshmen)	80 (plus 53 primary)	13
1884-85	82	68 (plus 50 primary)	12
1886-87	35	78 (plus 55 unclassified)	7
1887-88	108	84 (plus 23 art)	7
1888-89	89	102 (plus 88 music, art)	8
1889-90	96	124 (plus 124 music, art)	10
1890-91	50	176 (plus 139 music, art)	11
1891-92	45	50 (plus 123 music, art)	13
1892-93	59	47 (plus 120 music, art)	15
1893-94	128	133 (plus 264 music, art)	16
1894-95	425 (includes preparatory students)		19
1896-97	271		28
1897-98	239		28
1898-99	264		28
1899-1900	399	115	24
1900-1	472	132	52
1901-2	499	102	48
1902-3	601	30	54
1903-4	707		47

TABLE 30.—Enrollment in University of Washington, 1904-34<sup>1</sup>

Year	Summer session	Regular year	Total	Number in faculty
1	2	3	4	5
1904-5	114	811	925	64
1905-6	161	1,035	1,194	65
1906-7	198	1,132	1,330	68
1907-8	243	1,396	1,592	82
1908-9	235	1,679	1,846	99
1909-10	288	1,938	2,156	113
1910-11	303	2,200	2,427	128
1911-12	373	2,341	2,632	143
1912-13	482	2,292	2,824	155
1913-14	667	2,810	3,340	177
1914-15	917	3,307	4,050	192
1915-16	1,060	3,225	4,053	205
1916-17	1,386	3,716	4,824	208
1917-18	1,245	3,074	4,098	205
1918-19	1,291	5,030	6,007	251
1919-20	1,527	5,958	7,135	255
1920-21	1,664	5,882	7,015	264
1921-22	1,930	5,410	6,631	270
1922-23	1,964	5,819	7,005	274
1923-24	2,109	6,190	7,844	272
1924-25	2,356	6,310	8,136	272
1925-26	2,489	7,260	9,261	286
1926-27	2,697	7,933	10,169	296
1927-28	3,249	8,353	11,100	372
1928-29	3,057	8,309	10,767	338
1929-30	3,039	8,304	10,998	361
1930-31	3,272	8,583	11,561	385
1931-32	3,686	7,915	11,064	398
1932-33	2,915	7,193	9,604	398
1933-34	1,975	8,469	9,864	416

<sup>1</sup> Biennial reports of the board of regents, 1917, p. 63; 1919, p. 90; 1929, p. 57; 1933, p. 58; annual catalogs.



## 6. Financial Support of the University

An exact statistical statement of the finances of the university during territorial days is impossible because most of the records have either been entirely lost or have become so scattered that they cannot be located. During most of that period no systematic method of accounting had been developed at the university. The present regents do not have possession of most of the records during the territorial period. From the scattered sources, including regents' reports, catalogs, session laws, legislative council proceedings, etc., a fragmentary and inadequate statement has been prepared. From the date of admission of Washington to statehood the records are fairly complete although the legislative records are not at all systematically arranged.

The subjoined table makes no attempt at an accountant's analysis of receipts and expenditures. The figures indicate merely the revenues made available through the sale of the original land grants, through rentals from the donated 10-acre site, through student fees, and through direct legislative appropriations.

While the accounts have been admirably kept since the beginning of statehood, the bookkeeping has been necessarily complex. To reproduce all of the intricacies of accounting would serve no important purpose in this history of education. The discussion following will afford an approximately correct understanding of the meager support accorded the university during territorial days and the rather generous support since that time.

In 1861 the territorial university was relocated in Seattle. Ten acres were given as a campus by five donors,  $8\frac{1}{2}$  acres by the Hon. A. A. Denny and wife, Mary A., and  $1\frac{1}{2}$  acres by Charles C. Terry and wife, Mary J., and Edward Landér. The proceeds of two townships of land of 36 sections each granted by the Amended Donation Act of Congress, July 17, 1854, were to be used for the support and endowment of the institution. The aggregate quantity of land reserved was 46,080 acres. The council journal shows that by December 4, 1861, there had been erected and nearly completed a university building 50 by 80 feet and 2 stories in height, containing 4 rooms, also a president's house 40 by 50, and a boarding house 24 by 48 feet (possibly 40). There had been sold 20,524.70 acres at \$1.50 per acre, making \$30,787.04, of which amount \$30,400.69 had been expended for buildings, clearing, and fencing of the land, etc.<sup>92</sup>

<sup>92</sup> C.B. No. 31, an act relative to the school fund of King County.

The territorial legislature in 1862 allowed \$2,000 of the principal to be used. Whether this was to be used for the president's salary cannot be determined. In H. B. No. 1, 1862, relative to the school fund in King County is found the report of the regents which shows additional land sales of \$16,748.03, making the total expenditure to that date \$40,616.42. Not until 1866 when the legislature voted \$150 per year to the treasurer do we find the university mentioned in the Session Laws. But in the regents' reports in 1864 it is stated that 43,928 acres of land had been sold at \$1.50 per acre which brought \$65,892, but that buildings and other expenses had reduced the amount to \$24,015. Again through the regents' reports in 1866 it is learned that there was \$13,884.77 available but only \$298.82 in cash.

On June 28, 1867, the university was closed. Whether or not other or more primary school work was given in the buildings is not shown by official reports. The Session Laws of 1875 show an appropriation of \$1,500 which was allowed for the repair of buildings. The university catalog for that year shows that the university was in session during the year 1874-75. The 1877 appropriation was \$2,000 per biennium; and \$500 for the purchase of philosophical apparatus. The regents' report indicates that \$2,000 was received from the territorial treasurer and \$2,386.11 from interest on loans, rents, and collections, totaling \$4,386.11. In 1879 the total appropriation from the territorial legislature for the biennium was \$2,500 but the regents' report shows receipts for \$5,362.09 which includes interest, etc., and tuition for 1 year of \$2,560 from March 1880 to February 1881.

The only appropriation allowed by the territorial legislature for the biennium of 1881-83 was \$150 to locate lands but the "Catalogue of the University of Washington Territory, Seattle, Wn." for the scholastic year 1882-83 under the title "Improvements" reads "Besides the expenditure during the year by the regents of about \$3,000 raised by voluntary contribution by the citizens of Seattle, in necessary repairs and improvements of the University buildings and grounds, the faculty and students, by series of lectures and literary entertainments, have raised the necessary funds with which have been purchased and placed in the University a fine Weber piano, an excellent Estey Chapel organ and two hundred dollars' worth of philosophical apparatus." This report was signed by the president, L. J. Powell.

In 1883 the legislative appropriation was \$6,000; in 1885, \$10,600; and in 1887, again \$10,600. The regents' report for 1887 contains the following statement:

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Oct. 3, A. D. 1885. Bal. of money.....	\$721. 99
Notes valued at.....	2, 570. 00
From terr. treas. Jan. 1, 1886 to July 1, 1887.....	8, 250. 00
Tuition since Oct. 1, 1885 to Sept. 20, 1887 (Pres. Powell).....	2, 016. 10
Tuition Sept. 7, 1887 Pres. Gatch.....	205. 00
Miscellaneous account.....	1, 435. 00
	12, 928. 09

Treasurer's report May 23, 1889 (Report Apr. 16, 1888-Sept. 28, 1889).

Cash turned over by Hon. Orange Jacobs' (former treas.).....	\$1, 839. 13
Cash received loans and interest.....	1, 417. 40
Cash received tuition fees.....	4, 025. 95
Cash received from librarian.....	2. 00
Cash received Territorial Legislative appropriation.....	6, 550. 00
	13, 834. 48

In 1889, the year of attaining statehood, the biennium appropriation dropped to \$10,000.<sup>93</sup>

The accompanying table exhibits the amounts provided for the university from different sources for each biennium since the commonwealth was admitted to statehood. The amounts indicated represent approximately the sums expended for the university although in some cases there have been unexpended balances which automatically revert to the State treasury.

TABLE 31.—University revenues from all sources, 1891-1933

Year	Appropriations	Student fees for buildings	Rental old site	From land commission
1	2	3	4	5
1891-93.....	\$26, 600. 00			
1893-95.....	39, 000. 00			
1895-97.....	140, 000. 00		\$1, 046	\$128. 39
1897-99.....	80, 500. 00			680. 00
1899-1901.....	165, 000. 00			819. 57
1901-3.....	270, 000. 00			5, 050. 16
1903-5.....	218, 500. 00		9, 000	6, 851. 44
1905-7.....	298, 690. 00		13, 500	15, 606. 50
1907-9.....	1, 004, 000. 00		30, 000	3, 979. 56

<sup>1</sup> \$600,000 of the above was appropriated for the Alaska Yukon Pacific Exposition buildings which later were to be used for university purposes.

<sup>93</sup> The regents' reports during the earlier territorial days are difficult to find; one or two may be found in the Council Journals and another one or two in that of the House. Regents' Report for 1861—Council Journal; 1862—House Journal; 1864 published as separate reports to the Legislative Assembly; House Journal, 1866, page 100 gives the University Commissioners' Report; 1867 Report of the Board of University Regents of the Territory of Washington to the first biennial session of the Legislative Assembly; 1879 and 1881, 1887, 1889 reports are published in separate cover.

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TABLE 31.—University revenues from all sources, 1891-1933—Continued

Year	Appropriations	Student fees for buildings	Rental old site	From land commission
1	2	3	4	5
1909-11	\$673,322.00		\$30,000	\$30,526.93
1911-13	816,000.00		55,000	11,736.36
1913-15	1,052,201.00		80,000	11,961.06
1915-17	1,410,000.00	\$104,275.00	80,000	22,318.24
1917-19	1,614,780.00	93,565.00	80,000	53,026.90
1919-21	2,560,154.34	229,531.13	80,000	25,698.99
1921-23	3,457,747.94	210,335.00	130,000	6,872.38
1923-25	3,071,683.00	258,195.00	160,000	18,487.91
1925-27	2,229,814.34	343,725.28	160,000	12,425.85
1927-29	4,266,524.00	385,661.90	160,000	83,231.10
1929-31	4,434,300.00	383,356.08	160,000	25,962.10
1931-33	4,139,401.00	202,608.61	180,000	1,494.70
1933-35	2,530,160.77			

<sup>1</sup> 1922-24.

<sup>2</sup> 1924-26.

<sup>3</sup> In addition there was reappropriated a total of \$129,000 for erection and maintenance of a mines building and other buildings.

<sup>4</sup> 1926-28.

<sup>5</sup> 1928-30.

<sup>6</sup> Apr. 1, 1931-Mar. 31, 1932.

<sup>7</sup> 1930-32.

Donations for buildings.<sup>84</sup>—In addition to the support derived from public funds, the university has received several substantial gifts for buildings. These are indicated in the accompanying statement:

Year	Building	Amount	Name of donor
1	2	3	4
1923-25	Anderson Hall	\$259,603.18	Anges H. Anderson.
1925-27	Henry Art Gallery	100,000.00	H. C. Henry.
1927-29	Men's gymnasium and pavilion	467,895.72	The Associated Students.
1929-31	Guggenheim Hall	292,008.06	Guggenheims.
1931-33	Oceanographic laboratories and boat	239,798.32	Rockefeller Foundation.
1933-35	Dormitory, infirmary, and power-house extension.	237,500.00	Federal Government.
	Library wing	112,500.00	Do.
	do	137,500.00	State.
	Dormitory, infirmary, and power-house extension.	262,500.00	Do.
	do	450,000.00	Federal Government to be repaid out of receipts from dormitory and infirmary within 20 years.

<sup>84</sup> The foregoing section has been mainly assembled by Miss Eunice Spencer. The authors acknowledge her valuable assistance in this time-consuming and difficult task. The data were secured from Session Laws, reports of the board of regents, land commissioners' reports, House and Senate Journals, etc. The statistics relating to rentals, fees for buildings, etc., are found in part in the regents' report of January 1933, pp. 67, 70. Dean Herbert T. Condon, dean of men and secretary of the board of regents has kindly read this section. He was for many years comptroller of the university.

## Chapter XII

### The State College at Pullman\*

#### 1. The Growing Demand for Agricultural and Industrial Education

*A new interpretation of education.*—The establishment and subsequent development of the State college at Pullman is one item in a most remarkable phase of the history of education in America. That institution and some 50 others are the direct fruit of a changing conception of the meaning and objectives of education. The philosophy of education which produced these nearly three score institutions was new to the world in the latter half of the nineteenth century.

There was a growing disbelief in the old classical education for the few and an indefinite idea that a more practical type of education should be made available for the masses of the industrial workers and the common people. There was also emerging a belief that the National Government ought to provide on a generous scale for the advanced education of its industrial classes.

*The Illinois resolutions to Congress, 1853.*—The first organized expression of this belief was formulated by the legislature of Illinois in resolutions to Congress on February 8, 1853. Those resolutions are here reproduced:<sup>1</sup>

Whereas the spirit and progress of this age and country demand the culture of the highest order of intellectual attainment in theoretic and industrial science; and

Whereas it is impossible that our commerce and prosperity will continue to increase without calling into requisition all the elements of internal thrift arising from the labors of the farmer, the mechanic, and the manufacturer, by every fostering effort within the reach of the government; and

Whereas a system of industrial universities, liberally endowed in each State of the Union, cooperative with each other, and with the Smithsonian Institute at Washington, would develop a more liberal and practical education among the people, tend to more intellectualize the rising generation and eminently conduce to the virtue, intelligence and true glory of our common country; therefore be it

Resolved by the house of representatives, the senate concurring herein, That our Senators in Congress be instructed, and our Representatives be requested, to use

\* The galley proofs of chs. XII and XIV relating to the State College of Washington have been read by President Holland and Dr. E. A. Bryan, president emeritus of that institution. The authors are grateful to these men for their criticisms, corrections, and suggestions.

<sup>1</sup> James, Edmund J. *The Origin of the Land-Grant Act of 1862*, University of Illinois, Bulletin, Nov. 10, 1910, pp. 16-17.

their best exertions to procure the passage of a law of Congress donating to each State in the Union an amount of public lands not less in value than five hundred thousand dollars, for the liberal endowment of a system of industrial universities, one in each State in the Union, to cooperate with each other, and with the Smithsonian Institute at Washington, for the more liberal and practical education of our industrial classes and their teachers; a liberal and varied education, adapted to the manifold wants of a practical and enterprising people, and a provision for such educational facilities being in manifest concurrence with the intimations of the popular will, it urgently demands the united efforts of our strength.

Resolved, That the Governor is hereby authorized to forward a copy of the foregoing resolutions to our Senators and Representatives in Congress, and to the executive and legislature of each of our sister States, inviting them to cooperate with us in this meritorious enterprise.

JOHN REYNOLDS,

*Speaker of the House of Representatives.*

G. KOERNER,

*Speaker of the Senate.*

J. A. MATTESON.

Approved, FEBRUARY 8, 1853.

A true copy.

Attest:

ALEXANDER STARNE,

*Secretary of State.*

*Horace Greeley's editorial.*—A few days later, February 26, 1853, the *New York Tribune*, the most widely circulated and influential paper of that time, carried the following editorial, probably penned by Horace Greeley himself:

It may now be ten years since a few poor and inconsiderate persons began to "agitate" in favor of a more practical system of thorough education, whereby youth without distinction of sex should be trained for eminent usefulness in all the departments of industry. They demanded seminaries in which agriculture, the mechanic arts, the management of machinery, &c., should be thoroughly taught, based upon a knowledge of chemistry, geology, botany, hydraulics, &c., with a corresponding proficiency in all that pertains to housewifery, and household manufactures for female pupils. These demands made very little immediate impression on the public mind. They were backed by no great names, and no imposing array of colonels, generals, and honorables was ever presented in the reports of the agitators' meetings. In fact, these meetings proffering no chances for making personal or party capital, and holding out no prospects of snug berths for cousins and younger brothers, have always been but thinly attended. The only class feeling a deep interest in them was that one which could least afford the time and expense involved in attendance on distant conventions. And the great majority of the journals have not, to this day, evinced a consciousness that any such movement had an existence.

Still, the idea has slowly gained ground wherever a few faithful advocates were found to cherish it, and several small conventions of its friends have been held in this State, looking to the foundation of a "People's College" and the project has elicited the marked approval of Gov. Hunt and Gov. Seymour. Two State conventions have in like manner been held in Illinois—the last some few weeks ago—and one result of these is the passage by the legislature of the State of the following joint resolutions.<sup>2</sup>

<sup>2</sup> *Ibid.*, pp. 17-18. (Quoted above.)

Dr. Edmund J. James, former president of the University of Illinois, credits Jonathan B. Turner, one-time professor in Illinois College at Jacksonville, Ill., as the real father of the so-called "Morrill Act" of July 2, 1862.<sup>3</sup>

## 2. Federal Legislation for Agricultural Colleges

*The Morrill bill of 1857.*—Even if Senator Morrill was not the first to suggest the idea of national colleges of agriculture and the mechanic arts, it was he who introduced the first bill in Congress to achieve that end. He introduced the original bill in the House of Representatives of which he was then a member on December 14, 1857. The bill was passed by the House on April 22, 1858, by a vote of 105 to 100. In the Senate, Jefferson Davis, as an exponent of State's rights, opposed the bill vigorously. It was passed in the Senate on February 7, 1859, by a vote of 25 to 22, but returned to the House with two unimportant amendments which were concurred in by the House on February 16. It then went to President Buchanan, who vetoed it on February 24. An attempt was made to repass the bill over the President's veto, but was unsuccessful.

*The first Morrill Act, 1862.*—When the next session of Congress opened President Lincoln was in the White House. Mr. Morrill, then in the Senate, was as ardent as ever regarding his bill. Being immersed in the preparation of an exigent internal-revenue tax bill he says—

I handed a copy of the bill to my friend old Ben Wade of Ohio, with the request that he should introduce it in the Senate, to which that sturdy Senator readily assented and then presented the bill on May 2, 1862.<sup>4</sup>

It passed the Senate on June 10 by a vote of 32 to 7 and the House on June 17 by a vote of 90 to 25. On July 2, 1862, the epoch-making document was signed by President Lincoln.<sup>5</sup>

Because of the importance of the wording of this classical act in the interpretation of educational legislation in every State in the Union the exact text of its most important parts are reproduced here:

*An act donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts*

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there be granted to the several States for the*

<sup>3</sup> James, Edmund J. *The Origin of the Land-Grant Act of 1862*, University of Illinois Bulletin, Nov. 10, 1910, p. 111.

<sup>4</sup> Parker, William Belmont. *The Life and Public Services of Justin Smith Morrill*, p. 269.

<sup>5</sup> For an excellent detailed account see Kandel, I. L. *Federal Aid for Vocational Education*, The Carnegie Foundation for the Advancement of Teaching, 1917, pp. 3-19.

purposes hereinafter mentioned an amount of public land, to be apportioned to each State a quantity equal to 30,000 acres for each Senator and Representative in Congress to which the States are respectively entitled by the apportionment under the census of 1860: *Provided*, That no mineral lands shall be selected or purchased under the provisions of this act.

Sec. 4: (original) *And be it further enacted*, That all moneys derived from the sale of the lands aforesaid by the States to which the lands are apportioned, and from the sale of land scrip hereinbefore provided for, shall be invested in stocks of the United States or of the States, or some other safe stocks, yielding not less than 5 per centum upon the par value of said stocks; and that the moneys so invested shall constitute a perpetual fund, the capital of which shall remain forever undiminished (except so far as may be provided in section 5 of this act), and the interest of which shall be inviolably appropriated by each State which may take and claim the benefit of this act to the endowment, support, and maintenance of at least one college where the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the legislatures, of the States may respectively prescribe in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life.

Sec. 5. *Provided that* "the annual interest shall be regularly applied without diminution to the purposes mentioned in the fourth section of this act, except that a sum, not exceeding 10 per centum upon the amount received by any State under the provisions of this act, may be expended for the purchase of lands for sites or experimental farms whenever authorized by the respective legislatures of said States."

"Second. No portion of said fund, nor the interest thereon, shall be applied, directly or indirectly, under any pretense whatever, to the purchase, erection, preservation, or repair of any building or buildings."

The same section stipulated that any States accepting the grant should "provide, within 5 years, at least not less than one college as described in the fourth section of this act \* \* \*. No State shall be entitled to the benefits of this act unless it shall express its acceptance thereof by its legislature within 2 years from the date of its approval by the President." The bill was approved by President Lincoln on July 2, 1862.<sup>6</sup> Section 4 was amended Mar. 3, 1883. The only changes referred to some details respecting manner of investment by the legislature.

*Supplementary acts of 1864 and 1866.*—On April 14, 1864, and on July 23, 1866, supplementary acts extended the time of acceptance until July 23, 1869, and until 1871 to establish a college. They also provided that any territory on becoming a State should be allowed 3 years from the date of attaining statehood to take advantage of the benefits. That gave Washington until November 11, 1892.<sup>7</sup>

<sup>6</sup> 12 Stat. L., 503.

<sup>7</sup> 14 Stat. L., 206.



*Evaluation of importance of Morrill Act.*—Andrew D. White, for many years president of Cornell University and later Minister to Germany, said of Senator Morrill's work in promoting agricultural and industrial education:

It is, in my opinion, a service which deserves to be ranked, and which future historians will rank, with those of Hamilton in advocating the Constitution, of Jefferson in acquiring Louisiana, and of Clay in giving us a truly American policy.<sup>8</sup>

We have definite statements showing Mr. Morrill's motives and objectives in asking legislation for the establishment of colleges through Federal aid. Among his papers are memoranda penciled in 1874 in which he explains at some length the history and his purposes in urging the bill. Mr. Morrill said of the objectives that he had in mind

that most of the existing collegiate institutions and their feeders were based upon the classic plan of teaching those only destined to pursue the so-called learned professions, leaving farmers and mechanics and all those who must win their bread by labor, to the haphazard of being self-taught or not scientifically taught at all, and restricting the number of those who might be supposed to be qualified to fill places of higher consideration in private or public employments to the limited number of the graduates of the literary institutions \* \* \*. Being myself the son of a hard-handed blacksmith, the most truly honest man I ever knew, who felt his own deprivation of schools (never having spent but six weeks inside of a school house), I could not overlook mechanics in any measure intended to aid the industrial classes in the procurement of an education that might exalt their usefulness.<sup>9</sup>

### 3. Legislation for an Agricultural College in Washington Territory

*Act accepting conditions of Morrill Act, 1864.*—The legislative assembly of the Territory of Washington did not delay but on January 28, 1864, voted to accept the bounty of the Federal Government in providing for the establishment of an agricultural college. It seems important to give the text of that enactment because apparently no previous account of the establishment of the State college has mentioned the important fact.

An act \* \* \*

To accept the proposition of the Congress of the United States granting lands to the Territory of Washington for agricultural colleges.

After reciting the act of Congress in detail the following law was enacted by the legislative assembly;

Sec. 1. Be it enacted by the Legislative Assembly of the Territory of Washington, That each and all of the propositions in said act of Congress, offered to the Territory of Washington, are irrevocably adopted, with all the conditions and obligations therein contained.

<sup>8</sup> Parker, William Belmont. *The Life and Public Services of Justin Smith Morrill*, p. 259.

<sup>9</sup> *Ibid.*, p. 262.

SEC. 2. *And Whereas*, It is expedient to make provisions for locating said lands as soon as possible, this act shall take effect and be in force from and after its passage.

*Passed January 28, 1864*

C. CROSBY,  
*Speaker of the House of Representatives.*  
O. B. McFADDEN,  
*President of the Council.*

The legislature not only voted to accept the terms of the Federal grant, but also immediately, January 2, 1865, enacted a statute establishing an agricultural college at Vancouver.

*Agricultural college established at Vancouver, 1865.*—It is probably known to very few at the present time that an agricultural college was established by the Territorial Legislative Assembly on January 1, 1865. In the distribution of political patronage Vancouver seemed to possess large drawing power. The first Territorial institution to be located there was the penitentiary, on January 11, 1855. In 1860 the penitentiary was relocated at Port Townsend and the capital, then at Olympia, was traded to Vancouver in exchange. The Territorial Supreme Court declared the act unconstitutional, the capital remained at Olympia and Vancouver was without a Territorial institution.

But Vancouver was not to be overlooked and consequently on January 2, 1865, the act which is quoted below was passed. The Agricultural college never was developed there and later Vancouver was given the School for the Defectives, now the School for the Deaf and Blind. Because of the historic significance of the establishment of the agricultural college at that time and place extended excerpts from the law are reproduced.

An act for the establishment and government of an agricultural college provided for by act of Congress, approved July 2, 1862.

Sec. 1. *Be it enacted by the Legislative Assembly of the Territory of Washington*, That there shall be established in this Territory a college for the benefit of agriculture and the mechanic arts, under the provisions of an act of Congress approved July 2, 1862, entitled "An act donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts", which college shall bear the name and style of "Washington College", and be located at or near the city of Vancouver, in the county of Clarke, Washington Territory.

Sec. 2. That the object of said college shall be to teach such branches of learning as are related to agriculture and the mechanic arts, including scientific and classic studies and military tactics, in such manner as the board of trustees of said college hereinafter created may prescribe and establish, subject to the approval of the Legislative Assembly of this Territory.<sup>10</sup>

<sup>10</sup> Laws of Washington, 1864-65, pp. 32-36.

It was provided that there should be a board of seven trustees, the governor to be one member. The persons named as trustees were: E. S. Fowler, Mich. Wintler, John Sheets, S. W. Brown, Gay Hayden, John H. Timmons, and Gov. Ellwood Evans, *ex officio*. The board was to have its first meeting on the third Monday of February, A.D. 1865, at Vancouver. They were to elect a commissioner of college lands, whose duty it was to select 30,000 acres of land under the Federal grant. No lands were to be sold for less than \$1.25 per acre.<sup>11</sup>

A supplementary act named three commissioners to select the site in or near Vancouver. Most of the act seems superfluous because the college had already been established and a board of trustees named at the previous session. The act read as follows:

An act to provide for the location of an agricultural college of Washington Territory under the provisions of an act of Congress donating lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts.

Sec. 1. *Be it enacted by the Legislative Assembly of the Territory of Washington,* That there shall be established in this Territory one college for the teaching of such branches as are related to agriculture and the mechanic arts.

Sec. 2. That said college is hereby located in Clarke County.

Three commissioners, John Aird, Levi Farnsworth, and William H. Dillon were to select the site for the college. The site was to comprise not less than 40 acres nor more than 160 acres, for which not to exceed \$2,000 was to be paid.<sup>12</sup>

#### 4. Federal Provision for Experiment Stations

*The Hatch Act.*—On March 2, 1887, the Hatch Act provided for the establishment of experiment stations in connection with the agricultural colleges established under the Morrill Act of July 2, 1862, and the various supplementary acts. The Hatch Act reads:

That in order to aid in acquiring and diffusing among the people of the United States useful and practical information on subjects connected with agriculture, and to promote scientific investigation and experiment respecting the principles and applications of agricultural science, there shall be established under direction of the college or colleges or agricultural department of colleges in each State or Territory established, or which may hereafter be established, in accordance with the provisions of an act approved July 2, 1862, entitled "An act donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts", or any of the supplements to said act, a department to be known and designated as an "agricultural experiment station": *Provided,* That in any State or Territory in which two such colleges have been or may be so established the appropriation herein

<sup>11</sup> *Ibid.*, p. 36.

<sup>12</sup> *Ibid.*, p. 31.

after made to such State or Territory shall be equally divided between such colleges, unless the legislature of such State or Territory shall otherwise direct.

Sec. 2 That it shall be the object and duty of said experiment stations to conduct original researches or verify experiments on the physiology of plants and animals; the diseases to which they are severally subject, with the remedies of the same; the chemical composition of useful plants at their different stages of growth; the comparative advantages of rotative cropping as pursued under the varying series of crops; the capacity of new plants or trees for acclimation; the analysis of soils and water; the chemical composition of manures, natural or artificial, with experiments designed to test the comparative effects on crops of different kinds; the adaptation and value of grasses and forage plants; the composition and digestibility of the different kinds of food for domestic animals; the scientific and economic questions involved in the production of butter and cheese; and such other researches or experiments bearing directly on the agricultural industry of the United States as may in each case be deemed advisable, having due regard to the varying conditions and needs of the respective States or Territories.

Sec. 5. That for the purpose of paying the necessary expenses of conducting investigations and experiments and printing and distributing the results as hereinbefore prescribed, the sum of \$15,000 per annum is hereby appropriated to each State \* \* \* : Provided, however, That out of the first annual appropriation so received by any station an amount not exceeding one-fifth may be expended in the erection, enlargement, or repair of a building or buildings necessary for carrying on the work of such station; and thereafter an amount not exceeding 5 per centum of such annual appropriation may be so expended.<sup>13</sup>

On March 2, 1889, a special proviso was passed requiring all experiment stations established under the Hatch Act, "as far as practicable", to "devote a portion of their work to the examination and classification of soils of their respective States and Territories, with a view to securing more extended knowledge and better development of their agricultural capabilities".<sup>14</sup>

#### 5. Legislation Under Statehood for Agricultural Education

*Lapse of the territorial legislative enactments.*—For some undiscovered reason the agricultural college at Vancouver was never developed. Apparently no subsequent legislation repealed the acts. The secretary of state of Washington and the Federal Secretary of Agriculture have not been able to throw any light upon the question. The Legislature apparently took no steps to set in motion the selection of the Government lands, to construct buildings; or select a faculty. Apparently nothing was done until statehood was attained and then the Legislature began de novo.

<sup>13</sup> 25 Stat. L., 841.

<sup>14</sup> *Ibid.*

Why the provisions of the law of 1865 were never put into effect we have not discovered. The law was never repealed, except by implication when the act of 1890 was passed. It seems as if the legislators would have been quick to take advantage of the Federal provisions. The outlook for developing a college of agriculture was much more promising than for the development of the university. The passage of the Morrill Act stirred up a nationwide interest in the new type of education. The acts of 1864 and 1866 in extending the time for the acceptance of the conditions and the establishment of colleges served to assure the various commonwealths that the Federal acts were not empty political gestures. While in each case lands were donated for the support of the institutions their sale value at that time was so small that little revenue could be derived from them. That had been the case at the university, and the institution was obliged to depend upon tuition fees. The legislature made no appropriation until much later—1878. But in the case of the agricultural college funds for immediate maintenance were provided by the Federal Government. If the legislators deemed one Territorial institution of higher education sufficient at that time they might have joined the two, placing the college of agriculture within the university at one location, as was done by Illinois, Wisconsin, Minnesota, and 17 other States. Such an arrangement, in the opinion of some, would have been most fortunate; to others, it would have been most unfortunate. Many people are opposed to sending their children to an institution where the enrollment is in excess, say, of 4 or 5 thousand. This explains, to a considerable extent, why there was an insistent and successful demand in southern California to establish a new institution in that section of the State. The enrollment at the University of California is above 11,000, and the enrollment in the new institution—the University of California at Los Angeles—is already considerably in excess of 6,000.

*Felt need for agricultural and industrial education.*—As the east side of the State became populated and the need for instruction in agriculture and technology became apparent the legislature made plans to take advantage of the Federal provisions for these types of instruction. Following the traditions for distributing political patronage they specified in the law of 1891 that the college of agriculture should not be located in any city where another State institution is already located. Dr. Bryan remarks:

The scramble of the several counties to secure the location of some one of the State institutions was very great. The location of the agricultural college was no exception.

The plums were to be distributed where they would do the most good—to the politicians.<sup>11</sup>

Awakened consciousness of the importance of a new type of education and of the desirability of taking advantage of the provisions of the Federal Government led to the enactment of legislation in 1890 and in 1891. In order that the entire background of the present organization may be better understood and also to interpret as clearly as possible the objectives in the minds of the framers of the legislation very extensive literal transcripts are given here. The statutes are very difficult to understand. They are very bunglingly stated and very indefinite in many respects.

The acts of 1890 and 1891 aimed to accomplish exactly what was attempted in the legislation of 1865. The later acts, especially that of 1890, are more bunglingly drawn than the law of 1865.

*An act to create a commission of technical instruction, and to establish a State agricultural college and school of science, and to declare an emergency*

*Whereas, By section sixteen of an act of Congress approved February twenty-second, anno domini eighteen hundred and eighty-nine, entitled "An act to provide for the division of Dakota into two States, and to enable the people of North Dakota, South Dakota, Montana, and Washington to form constitutions and State governments, and to be admitted into the Union on an equal footing with the original States, and to make donations of public lands to such States," ninety thousand acres of land (to be selected and located as provided in section ten of said act, approved February twenty-second, anno domini eighteen hundred and eighty-nine) are granted to the State of Washington for the use and support of agricultural colleges in said State, as provided in the acts of Congress making donations of lands for such purposes; and*

*Whereas, By section seventeen of said act, approved February twenty-second, anno domini eighteen hundred and eighty-nine, one hundred thousand acres of land are granted to the State of Washington for the establishment and maintenance of a scientific school; and*

*Whereas, By an act of Congress approved March second, anno domini eighteen hundred and eighty-seven, and entitled "An act to establish agricultural experiment stations in connection with the colleges established in the several States", under the provisions of an act approved July second, eighteen hundred and sixty-two, and of the acts supplementary thereto, certain moneys are appropriated to each State, entitled (under the provisions of said act, approved March second, anno domini eighteen hundred and eighty-seven), to the benefits of said act: therefore*

*Be it enacted by the Legislature of the State of Washington:*

**SEC. 1.** That a commission is hereby created and established, to be known as the commission of technical instruction, which shall be composed of three commissioners, who shall be appointed by the Governor of the State of Washington, by and with the advice and consent of the Senate \* \* \*

**SEC. 3.** That it shall be the object and duty of the commission to further the application of the principles of physical science to industrial pursuits, and in particular to

<sup>11</sup> Bryan, *Historical Sketch of the State College of Washington*, p. 32

collect information as to schemes of technical instruction adopted in other parts of the United States and in foreign countries, to hold farmers' institutes at such times and places and under such regulations as it may determine, and to perform such other duties as may from time to time be prescribed by law. \* \* \*

SEC. 4. That there is hereby established within the State of Washington an educational institution by the name of the Washington State Agricultural College and School of Science. The said college shall be under the management of the commission of technical instruction, and the chairman of said commission shall discharge the duties of president of said college. Said commission shall locate the said college unless its location has been otherwise selected in accordance with law, previous to the first day of June, A.D. eighteen hundred and ninety; and in selecting said location said commission shall have in view the best interests of said college and the attainment of the object aimed at in the creation of the same.

SEC. 6. That the object of said college shall be to train teachers of physical science, and thereby to further the application of the principles of physical science to industrial pursuits.

SEC. 7. That the commission is authorized to appoint a secretary, and such professors, or other employees as may be deemed necessary by it; \* \* \*

SEC. 8. That the said commission shall make provisions that all instruction given in the college shall, to the utmost practicable extent, be conveyed by means of practical work in the laboratory. Said commission shall provide in connection with said college, the following laboratories: One physical laboratory or more, one chemical laboratory of more, and one biological laboratory or more, and suitably furnish and equip the same. Said commission shall provide that all male students shall be trained in military tactics. Said commission shall establish a department of said college to be designated the department of elementary science, and in connection therewith provide instruction in the following subjects: Elementary mathematics, including elementary trigonometry; elementary mechanics, elementary and mechanical drawing, land surveying. Said commission shall establish a department of said college to be designated the department of agriculture, and in connection therewith provide instruction in the following subjects: *First*, physics, with special application of its principles to agriculture; *second*, chemistry, with special application of the principles to agriculture; *third*, morphology and physiology and physiology of plants, with special reference to the commonly grown crops and their fungus enemies; *fourth*, morphology and physiology of the lower forms of animal life, with special reference to insect pests; *fifth*, morphology and physiology of the higher forms of animal life, and in particular of the horse, cow, sheep, and swine; *sixth*, agriculture with special reference to the breeding and feeding of live stock, and the best mode of cultivation of farm produce; *seventh*, mining and metallurgy. And it shall appoint demonstrators in each of these subjects, to superintend the equipment of a laboratory and to give practical instruction in the same. Said commission shall establish an agricultural experimental station in connection with the department of agriculture of said college, appoint its officers and prescribe such regulations for its management as it may deem expedient. Said commission may establish other departments of said college, and provide courses of instruction therein, when, those are, in its judgment, required for the better carrying out of the object of the college.

Section 9 authorized the commission to prescribe regulations for the admission of students, the rates of tuition, and the government of students. It also specifies that "The commission may confer on any person or persons power to enforce the regulations provided in this section."<sup>16</sup>

<sup>16</sup> Laws of Washington, 1889-90, pp. 260-266.

*The second Morrill Act.*—On August 30, 1890, another act supplementary to the Morrill Act was passed by Congress. It provided,

That there shall be, and hereby is, annually appropriated, out of any money in the Treasury not otherwise appropriated, arising from the sales of public lands, to be paid, as hereinafter provided, to each State and Territory for the more complete endowment and maintenance of colleges for the benefit of agriculture and the mechanic arts now established, or which may be hereafter established, in accordance with an act of Congress approved July 2, 1862, the sum of \$15,000 for the year ending June 30, 1890, and an annual increase of the amount of such appropriation thereafter for 10 years by an additional sum of \$1,000 over the preceding year, and the annual amount to be paid thereafter to each State and Territory shall be \$25,000, to be applied only to instruction in agriculture; the mechanic arts, the English language, and the various branches of mathematical, physical, natural, and economic science, with special reference to their applications in the industries of life and to the facilities for such instruction \* \* \*<sup>17</sup>

*Committee to select site.*—A committee of three was appointed under authority of the act of 1890 to select a site for the agricultural college. The committee consisted of E. C. Ferguson, Snohomish County; F. J. Smith, Whitman County; and Edward Whitson of Yakima County. They examined sites and considered propositions from citizens in Walla Walla, Colfax, Spokane Falls, North Yakima, Dayton, Sprague, Pullman. On July 14, 1890, they balloted but were unable to agree on a site and adjourned, subject to the call of the chairman.<sup>18</sup>

*Supplementary act of 1891.*—The legislature of 1891 passed another act in which the specific objective was to establish a college of agriculture and not a commission on technical instruction. The management of the college was placed very properly in the hands of a board of five regents. The act of 1891 was mainly for the purposes of clarifying and correcting the law of 1890 which had been so bunglingly drawn. The objectives of the two were identical. The essential features of the act are reproduced.

#### *Agricultural College and Experimental Station*

An act to provide for the location and maintenance of the agricultural college experiment station, and school of science of the State of Washington, and declaring an emergency.

*Be it enacted by the Legislature of the State of Washington:*

SECTION 1. There is hereby established an institution of learning to be known as the agricultural college, experiment station and school of science of the State of Washington. Said institution to be located as hereinafter provided, on a tract of land containing not less than one hundred and sixty (160) acres.

SEC. 2. The agricultural college, experiment station and school of science created and established by this act shall be an institution of learning open to the children of all residents of the State, and to such other persons as the board of regents may determine,

<sup>17</sup> 26 Stat. L., 417.

<sup>18</sup> Annual Report of the State Agricultural College for 1890, p. 3.



under such rules of (and) regulations and terms as may be prescribed by said board of regents; shall be nonsectarian in character, and devoted to practical instruction in agriculture, mechanic arts, natural sciences connected therewith, as well as a thorough course of instruction in all branches of learning upon agriculture and other industrial pursuits.

Sec. 3. The course of instruction of the agricultural college, experiment station and school of science shall embrace the English language, literature, mathematics philosophy, civil and mechanical engineering, chemistry, animal and vegetable anatomy and physiology, the veterinary art, entomology, geology, and political, rural and household economy, horticulture, moral philosophy, history, mechanics and such other sciences and courses of instruction as shall be prescribed by the regents of this institution of learning \* \* \*<sup>19</sup>

Sec. 5. That a commission of three be appointed by the governor, with the advice and consent of the senate, to select a site for the location of said agricultural college, experiment station and school of science, who shall locate said college and school of science upon land selected with special reference to its adaptability for the purposes intended and not for its pecuniary value: *And provided*, That none of the commissioners so appointed shall be from any county east of the Cascade mountains: *Provided further*, That said commission shall not consider, receive or accept any bonus, other than a tract of land not exceeding three hundred and twenty (320) acres, and said commission shall locate said college and school of science on or before July 1, 1891, in some county east of the Cascade mountains. The commission to locate the State agricultural college and school of science shall not locate said college in any county already having a State institution.

Sec. 10. The agricultural experiment station provided for in this act in connection with said agricultural college, shall be likewise located in connection with said agricultural college, and upon the land referred to in section one (1) of this act. \* \* \*

*Generous endowment.*—So well was the college endowed by the Federal Government that State Superintendent Bryan said—

Through the generosity of the general Government the State agricultural college is rendered far less dependent upon State support than any other State institution. In fact, the land endowment of the school of science and agricultural college combined together with the annual appropriations made by Congress, seem more than adequate for the support of a single school, and should the varied climatic conditions of the State suggest the advisability of establishing another school than the one now located at Pullman, these land endowments will in the near future, if judiciously managed, prove ample for the support of two such schools.<sup>20</sup>

*New committee to select site.*—Governor Laughton immediately named S. B. Conover of Port Townsend, A. H. Smith of Tacoma, and George A. Black of Fairhaven as the committee to select a site. The story of the selection of Pullman is dramatically told by Dr. Bryan who came as president of the college a couple of years later.<sup>21</sup> The narrative discloses the political influences that entangled all educational development of that time. The details need not be restated here.

<sup>19</sup> Laws of Washington, 1891, ch. CXLV, pp. 334-341. Approved Mar. 9, 1891.

<sup>20</sup> Biennial Report of Superintendent of Public Instruction, 1892, p. 63.

<sup>21</sup> Bryan, loc. cit., pp. 57-81.

## 6. Opening of the College at Pullman, 1892

*Selection of President Lilley and faculty.*—The board of regents proceeded with great promptness to select a president and faculty, to erect buildings, and to open the college. On May 1, 1891, George Lilley of the Agricultural College at Brookings, S. Dak., was elected President at a salary of \$4,000 a year. The president was also professor of mathematics and physics. Five other faculty members were elected on December 1, 1891. John O'B. Scobey was appointed professor of agriculture; E. R. Lake, professor of horticulture, forestry, and botany; Charles E. Munn, professor of veterinary science; and George S. Hitchcock, professor of chemistry. Each of these four professors was to receive a salary of \$2,000 per year. Mrs. Van Doren was appointed preceptress and professor of English at \$1,500 per year.<sup>22</sup>

*Beginning instruction.*—The college inaugurated instruction on January 13, 1892, within 9 months after the appointment of a board of regents and a committee to select the site. They were probably afraid that a subsequent legislature might relocate the college if it were not actually in operation. At the opening 60 students were enrolled, 16 of them being classified as freshmen, and 44 as preparatory students. Whitman County furnished 50 of the students, 40 of them being residents of Pullman. According to Dr. Bryan the total registration for the year was 84. Of these 21 were classified as freshmen, the remaining 63 being preparatory students.

*Material equipment.*—While the initial equipment was meager and crude compared with the splendid equipment on the same campus 40 years later, it was generous compared with that of the university during its pioneer days. According to the first announcements at the opening there was a farm of 200 acres and a campus of 25 acres, all donated by the people of Pullman.

The report says the college hall is—

two and a half stories in height, including a basement. It contains the president's office, class rooms, library and reading room, physical and chemical laboratory, music room, and a large assembly hall on the first floor. The building will soon be lighted with electricity and is heated by steam. The dormitory was of brick construction 104 by 57 ft., five stories in height including the basement and attic. The basement contained the kitchen, dining room, and two suites of living rooms. The report states that the four remaining floors are provided with thirty-two suites of rooms, each consisting of a study and two sleeping rooms. Eight study rooms are 23 by 10 feet, each with a bedroom 10 by 10 feet. Twenty-four study rooms are 18 by 8 feet each, with bedrooms 9 by 8 feet \* \* \*. It will soon be lighted with electricity and is heated throughout by steam.

<sup>22</sup> Annual Report of the Board of Regents of the Agricultural College, Experiment Station and School of Science, of the State of Washington, Nov. 1, 1892, p. 5.

A one-story brick building 36 by 60 feet housed the work in botany, horticulture, entomology, and the collections in natural history. A building 28 by 40 feet with two wings each 28 by 30 feet, contained the wood working and the machine shops. A goodly array of equipment was installed in the shops. Besides the foregoing there were several farm buildings, a considerable array of farm machinery, and some livestock.<sup>23</sup>

The library contained 1,550 volumes during the first year and a large number of newspapers and periodicals. Considerably over 100 periodicals donated by the publishers were regularly received. These included daily and weekly papers in the State; farm, orchard, dairy, stock-breeding, and bookkeeping journals.

A literary society was established and managed by the students and "a very successful college paper is maintained and published by the students". Even at that early date the catalog stated that "The students also maintain an athletic association".<sup>24</sup>

Evidently everything possible was done to make the college attractive to students. The regents in their first annual report urged the need for additional dormitory facilities. They said—

the college popularity is established, and the work should not be allowed to stand still for lack of legislative support. At the start it became apparent to the board that the life of the college depended upon its attaining the favoritism of the student class, and that it would never become a prosperous institution unless suitable accommodations were furnished those who desired to avail themselves of the courses of instruction in the curriculum. At this date there are 225 students entered at the college and 204 are occupants of the dormitory. Notwithstanding this surprising showing of the attendance for the first year, there are forty-five applicants for rooms in the dormitory and for admission to the college who cannot be accommodated for lack of facilities.<sup>25</sup>

Judged by present-day cost of living the low expenses at that time should have made the college attractive. It was stated that "The College offers free room rent to about one hundred twenty students". This included heat and light. Board was furnished at actual cost, which was estimated at "from two dollars and a quarter to two dollars and a half per week".<sup>26</sup>

*Early entrance requirements.*—In 1892 in the first announcement the requirements for admission to the freshman class were as follows:

Candidates for admission to the freshman class, at the beginning of the fall term, must be not less than fifteen years of age, of good character, of industrious habits, and must be able to pass a satisfactory examination in reading, spelling, penmanship, arithmetic, grammar, geography, and United States history. A knowledge of ele-

<sup>23</sup> Loc. cit., pp. 6-8.

<sup>24</sup> First Annual Catalog of the State Agricultural College, 1892, p. 38.

<sup>25</sup> Annual Report of the Board of Regents, Nov. 1, 1892. p. 19.

<sup>26</sup> First Annual Catalog, p. 64.

mentary algebra is desirable. Certificates from schools or teachers, approved by the faculty, will be taken in place of an entrance examination.<sup>27</sup>

A preparatory department was maintained for those not ready to enter the freshman class. Only five 4-year high schools were to be found in this State in 1933, when Dr. E. A. Bryan became president of the State College of Washington. One of these was situated in Spokane, then Spokane Falls, and one each in Seattle, Tacoma, Olympia, and Fairhaven. Consequently, it was necessary for the department of elementary science of the State College of Washington to serve as a preparatory school as well as to give vocational instruction in various lines.

Here are the requirements which were laid down for admission to the department of elementary science:

The applicant for admission must be not less than fourteen years of age, and must be able to pass a satisfactory examination in arithmetic through fractions, spelling, penmanship, reading, the elements of English grammar, and the geography of the United States. The following course of one year was offered:

Course of instruction<sup>1</sup>

Fall term	Winter term	Spring term
Arithmetic. English grammar. Spelling. Elements of hygiene and physiology.	Arithmetic. English grammar. Penmanship. Geography.	Elementary algebra. English grammar. United States history. Elocution.

<sup>1</sup> First annual catalog and circular, 1892, p. 51.

*Scope of the first college curricula.*—The first annual catalog was a very creditable one. It was very ambitious and undoubtedly offered far more courses than were necessary at that time. However, the authorities were perfectly justified in looking to the future. It may be considered as an announcement of forward-looking plans, rather than a record of what was actually given. The skeleton statement of curricula offered covered 13 pages of the announcement and 18 pages more were devoted to a description of individual courses. The courses (curricula) published were as follows:

	Years
Agriculture.....	4
Mechanic arts.....	4
Domestic science.....	4
Chemistry.....	4
Mining engineering.....	4
Civil engineering.....	4
Mechanical engineering.....	4
Electrical engineering.....	4

<sup>27</sup> Loc. cit., p. 62

*President George Lilley.*—President Lilley had been president of the South Dakota Agricultural College at Brookings from 1884 to 1886 and then until 1890 professor of mathematics in the same institution. He was an undergraduate at Knox College and the University of Michigan, but apparently did not graduate. The honorary degree of A.M. was conferred upon him by Illinois Wesleyan, Washington and Jefferson, and Knox Colleges. An honorary LL.D. was conferred on him by Craddock College, Quincy, Ill.

While at Pullman, in addition to his executive duties he taught mathematics and elementary physics. During the year trouble arose between President Lilley and the board of regents. There were hints of financial irregularities and of similar troubles connected with his past in the East. He was popular with the students who petitioned the regents to retain him. He had been elected for only 1 year and until his successor was elected and duly qualified so that he was not asked to resign nor was he removed. On December 12, 1892, a successor was named and Dr. Lilley was then out. Dr. Lilley later became professor of mathematics in the University of Oregon where he remained until his death.<sup>28</sup>

*Pres. John W. Heston.*—On December 12, 1892, John W. Heston was elected for the ensuing year and "until his successor is elected and qualified." The students were so enraged over the summary dismissal of President Lilley that they rotten-egged President Heston and one of the regents on the day of the new president's first appearance. President Heston was about 40 years of age, a graduate from the State College of Pennsylvania and had been principal of the Seattle High School.

Troubles were multiplying. The board members were apparently making their office a means of individual political patronage. Different members apparently secured the appointment of various members of the faculty regardless of qualifications. One was elected "as a civil engineer and teacher", another was "tendered a position of such chair as may be assigned."

It is said that the chief qualifications of the party selected as a civil engineer was that he was a skilled player on the cello and that there was a desire to have on the faculty someone possessed of musical ability. It is a matter of record that the president asked for instruction as to the assignment of the work of the men whom the board had employed, an indication that the management of affairs was slipping out of his hands.<sup>29</sup>

<sup>28</sup> Bryan, loc. cit., pp. 93-108.

<sup>29</sup> Bryan, op. cit., p. 94.

## 7. Organization and Expansion

*President Bryan's administration.*—In the spring of 1893, soon after the adjournment of the legislature, Gov. John H. McGraw appointed a new board of regents. They felt that they had a mandate to clean house and proceeded forthwith to accomplish the task. They immediately dropped several members of the faculty and asked for President Heston's resignation. After some hesitation he complied, the resignation to take effect on September 1, 1893. The board soon relieved him of any further service to the college, and began immediately to search for a successor.<sup>30</sup>

On July 22, 1893, Dr. Enoch A. Bryan was elected as the third president of "The Agricultural College, Experiment Station and School of Science."

Dr. Bryan was born at Bloomington, Ind., May 10, 1855. He was graduated from the classical course of the University of Indiana, in 1878. Before graduation he had taught three terms in the common schools of Jefferson County, Ind. Subsequent to graduation he was superintendent of schools in Grayville, Ill. During vacations he was instructor in summer normal schools in Illinois and Indiana.

From 1882 to 1893 he served as president of Vincennes University, located at Vincennes, Ind. It was really a junior college but had been established by the State of Indiana as its university on the basis of a Federal land grant of 1806. At that time it was listed by the United States Bureau of Education as a private, nonsectarian secondary school. It was not a State-supported school. In June 1893, while on leave of absence from Vincennes he was awarded the master's degree. In 1907 Michigan Agricultural College conferred upon him the degree of LL.D. On the same occasion, the fiftieth anniversary of the founding of the college, the degree of LL.D. was conferred upon President Angell of the University of Michigan, President Stone of Purdue University, and Hon. James Wilson, Secretary of Agriculture. President Roosevelt delivered an address to 25,000 people on the college campus.<sup>31</sup>

Dr. Bryan remained as president for 22½ years resigning on January 1, 1916. He had made known his intention of resigning at that time in December 1914. The board urged him to reconsider and suggested an increase of salary, but he adhered to his original intention to withdraw from educational work at that time. A part of his letter of resignation is of sufficient interest to reproduce here.

<sup>30</sup> Bryan, *loc. cit.*, p. 111.

<sup>31</sup> Bryan, *op. cit.*, p. 305.

After mature consideration I have decided to present to you my resignation to take effect January 1, 1916. I am personally in the full enjoyment of health and strength and after nearly twenty-two years of unremitting labor, I have the satisfaction of seeing the college with a splendid plant, a thoroughly organized curriculum, a competent faculty, a fine student body, a good annual income, and a magnificent permanent endowment, enjoying the confidence and support of the citizens of this commonwealth. So far as I can discover, there is neither internal friction nor external danger to the institution from any source. It is just such a moment when the sky is clear and the winds are fair and my strength unabated, that I have looked forward to for release from this, my life's work, for such moments do not come frequently in the life of a college president.

I have given you a year in which to elect my successor, knowing that such a task is a delicate and difficult one which requires deliberation both on your part and on the part of those you would consider for so responsible a position. This will in particular permit persons whom you might invite, to visit the college next summer during the San Francisco Exposition without undue expense to anyone.

I cannot make this announcement without a profound sense of the deep obligations I owe to you and your predecessors in office, to my colleagues in the past years, to my children, the alumni of the college, and to the citizens of this commonwealth for the loyalty and the unswerving support which I have received.

Signed, Yours very truly,

E. A. BRYAN, *President.*

*The outlook in 1893.*—During President Bryan's regime the college prospered to a remarkable degree. When he took the reins the college was insignificant in numbers, faculty, buildings, and equipment. The faculty were discordant, the regents, political henchmen, the people skeptical, and the legislature regarding educational institutions as political plums. The only alluring prospects came from the fact that the people of the State were of a progressive pioneer stock, the special field of agricultural education and applied science unpreempted, and a magnificent potential endowment for the work guaranteed by the Federal Government.

When President Bryan relinquished the management a splendid institution was his legacy to his successor, President Holland. A beautiful campus, a group of commodious buildings, a faculty of 149 members, a student body numbering 1,647, a constituency standing solidly behind him and the institution. There are many who believe that the college has trespassed beyond the boundaries intended and legitimate for the institution. This question is susceptible to different interpretations. But there has never been the slightest doubt of the absolute honesty and sincerity of belief by Dr. Bryan that he was laboring for the law-given objectives of the college and the well-being of the people of the commonwealth. The institution today is a monument to a powerful educational statesman.

In 1916 following his withdrawal from the college he made a race for the United States Senate against Miles Poindexter. In the contest Poindexter was the winner. Dr. Bryan says that when he resigned the presidency he had no thought of entering the contest for the Senate.

In 1917 Dr. Bryan was appointed commissioner of education in the State of Idaho, a position which he held for 6 years. Following that in 1923 he was made research professor of economics and economic history at the State college, a position which he still retains. In 1927-28 he wrote a historical sketch of the State College of Washington, which was published in 1928 by the alumni and the Associated Students of the College.

*Name changed to State College of Washington.*—The original name given by the Territorial legislature to the institution to be provided for under the Morrill Act was "the name and style "Washington College." The purpose of this college was plainly indicated in the title of the act which read—An act for the establishment and government of an agricultural college provided for by act of Congress, approved July 2, 1862." This was reiterated in section 1 of the act, which stated "that there shall be established in this Territory a college for the benefit of agriculture and the mechanic arts, under the provisions of an act of Congress approved July 2, 1862."<sup>22</sup> This will be discussed further in chapter XIV.

The name given to the institution by the legislature of 1890 was "The Agricultural College and School of Science". In 1891 this was amended to read "The Agricultural College Experiment Station and School of Science of the State of Washington". This designation remained until 1905 when the present name of "State College of Washington" was the legal name given by the legislature. This name was proposed in a bill introduced in the session of 1899. An amendment proposed the name "Washington School of Technology". This passed the senate but was not reported out of the house committee. The bill was reintroduced in 1901, again passed the senate but did not come to vote in the house. Other names proposed in 1901 were "The State College of Agriculture, Mechanic Arts, and Applied Science"; "The State College of Applied Science"; "The Justin Morrill College."<sup>23</sup>

About this time several new Federal acts provided for greatly increased revenues for the land-grant colleges. Two of those, the

<sup>22</sup> Laws of Washington, 1864-65, p. 32.

<sup>23</sup> Bryan, *op. cit.*, p. 25.



Adams Act and the Nelson Amendment to the Morrill Act are quoted here.

*The Adams Act.*—An Act to provide for an increased annual appropriation for agricultural experiment stations.

That there shall be, and hereby is, annually appropriated, out of any money in the Treasury not otherwise appropriated, to be paid as hereinafter provided, to each State and Territory, for the more complete endowment and maintenance of agricultural experiment stations now established or which may hereafter be established in accordance with the act of Congress approved March 2, 1887, the sum of \$5,000 in addition to the sum named in said act for the year ending June 30, 1906, and an annual increase of the amount of such appropriation thereafter for five years by an additional sum of \$2,000 over the preceding year, and the annual amount thereafter to each State and Territory shall be \$30,000, to be applied only to paying the necessary expenses of conducting original researches or experiments bearing directly upon the agricultural industry of the United States, having due regard to the varying conditions and needs of the respective States and Territories.<sup>34</sup>

*The Nelson Amendment to the Morrill Act, 1907.*—On March 4, 1907, an amendment known as the Nelson amendment to the Morrill Act was passed by Congress. It provided "That there shall be, and hereby is, annually appropriated, out of any money in the Treasury not otherwise appropriated, to be paid as hereinafter provided to each State and Territory for the more complete endowment and maintenance of agricultural colleges now established, or which may hereafter be established, in accordance with the act of Congress approved July 2, 1862, and the act of Congress approved August 30, 1890, the sum of \$5,000, in addition to the sums named in said act, for the fiscal year ending June 30, 1908, and an annual increase of the amount of such appropriation thereafter for four years by an additional sum of \$5,000 over the preceding year, and the annual sum to be paid thereafter to each State and Territory shall be \$50,000, to be applied only for the purposes of the agricultural colleges as defined and limited in the act of Congress approved July 2, 1862, and the act of Congress approved August 30, 1890.

This same amendatory act of 1907 also "Provided, That said colleges may use a portion of this money for providing courses for the special preparation of instructors for teaching the elements of agriculture and the mechanic arts."<sup>35</sup>

*President Holland's administration.*—The presidential mantle was bestowed upon Dr. Ernest O. Holland who began his services on January 1, 1916, and who is at the head of the college at this writing. He has already served over 19 years. Doctor Holland was born in Bennington, Ind., February 4, 1874. After graduation from the University of Indiana with the degree of A.B. in 1895 he taught in public schools of Indiana for 5 years. From 1900 to 1905 he was head of the department of English in the Louisville, Ky., High School. From 1905 to 1911 he was a member of the department of education in the University of Indiana. He did graduate work in education at Columbia University, receiving from there the Ph.D. degree in 1911. From 1911 to 1916 he

<sup>34</sup> 34 Stat. L., 63, 669, 696.

<sup>35</sup> 34 Stat. L., 1256, 1281.

was superintendent of schools in Louisville, Ky., resigning there to become president of the State College of Washington.

President Holland entered upon his duties at a very auspicious time. The college was functioning smoothly and efficiently. It was growing rapidly and the means for its growth were being supplied generously by the State. There was the utmost internal harmony with faculty and students. Still it was a very difficult situation for the new president. The very efficiency and the popularity of Dr. Bryan were certain to cause comments concerning inevitable changes in procedure. Dr. Holland at once manifested strength of leadership and has been able to maintain things on an even keel throughout nearly two decades. The college has continued the high rate of progress, has enlisted the generous support of the legislature and the people.

Early in Dr. Holland's administration the United States entered the World War. The college like most other educational institutions was sadly disorganized, suffered many irreparable losses, and made many supreme sacrifices.

During 1915-17 the State higher institutions of education underwent a survey to determine the legitimate field of each institution. That struggle is discussed in another chapter. Dr. Holland fell heir to the controversial problems and immediately proved himself an able partisan for the State college. Throughout he was intense, vigorous, but withal judicial and well poised. Dr. Bryan believes that the State college emerged with even greater functions than it had before.<sup>26</sup>

*Reorganization of divisions.*—Early in Dr. Holland's regime a rather far-reaching reorganization of the college was effected. Due to the growth in numbers and the widening of functions the simple departmental organization seemed to need revision. On June 12, 1917, the reorganized system of colleges and schools was adopted. The work was grouped as follows:

I. The college of agriculture, which included the departments of agriculture, horticulture, forestry, and the agricultural experiment station. Prof. George Severance was made acting director and vice dean.

II. The college of mechanic arts and engineering, including the departments of mechanical and electrical engineering, mathematics, physics, civil engineering, and architecture. Prof. H. V. Carpenter was made dean.

III. The college of sciences and arts with Prof. W. G. Beach as dean. In this were included the departments of botany, zoology, geology, chemistry, economic science and history, English, foreign languages.

IV. The college of veterinary science with Prof. S. B. Nelson, dean.

V. The college of home economics with Prof. Agnes Craig, head.

<sup>26</sup> Bryan, *op. cit.*, p. 423.

1. The school of mines, Prof. Francis A. Thomson, dean. The departments comprised in this school were mines and metallurgy.
2. The school of education with Prof. A. A. Cleveland, dean.
3. The school of pharmacy with Prof. P. H. Dirstine as head and later dean.
4. The school of music and applied design with Prof. Herbert Kimbrough as dean.
5. The graduate school was organized later, 1922-23, with Dr. C. C. Todd, head of the department of chemistry as acting head of the school.

#### 8. Statistics of Growth

No detailed and minute analysis of the statistics of growth of the college will be possible here because of the limitations of space. The financial data afford a record of remarkably generous facilities for higher education. The statistics of enrollment indicate an appreciative response in utilizing the advantages afforded by a paternal government, National and State. The table representing faculty membership through the years indicates that teachers have been considered as central in the equipment of the educational institution.

*Financial support, 1891-1933.*—A perusal of the bare statistics of the financial provisions for the State college impresses one profoundly with the generosity of the Federal Government and the citizenry of the State toward the education of its youth. At the very outset for the first biennium, 1891-93 the college received \$60,000 from the State and \$72,500 from the Federal Government, a total of \$132,500. That was a large sum for that time. Attention, however, should be called to the fact that some of the \$60,000 was to be spent for a temporary building on the college campus, and about 60 percent of the money obtained from the Federal Government was appropriated specifically for agricultural experiment station work. During the same biennium the university received only \$26,600 and the two normal schools nothing.

The State appropriations increased gradually during the first decade and a half and then for 1907-9 were more than tripled. By 1919-21 the amount was again more than tripled, reaching nearly 2 million for State appropriations and more than 2½ million, including the local receipts and the Federal grants. The amounts from local receipts are, of course, State appropriations and now reach approximately a million dollars biennially. The amount for the biennium, 1929-31 reached the sum of \$3,104,321.99 from the State and \$497,201.53 from the Federal Government, a grand total of \$3,601,523.52—nearly \$4,000,000 for the biennium, or \$2,000,000 annually. Table 32 shows graphically the growth in financial support.

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TABLE 32.—Income of the State College of Washington from all sources from the date of its foundation<sup>1</sup>

Year	State	Local receipts	From United States Government		
			Hatch	Adams	Morrill
1	2	3	4	5	6
1891-93	\$60,000.00		\$37,500.00		\$35,000
1893-95	97,000.00	\$1,333.44	30,000.00		39,000
1895-97	78,474.62	4,692.56	30,000.00		43,000
1897-99	29,000.00	8,549.35	30,000.00		47,000
1899-1901	144,250.00	25,889.82	30,000.00		50,000
1901-3	127,800.00	26,593.24	30,000.00		50,000
1903-5	163,000.00	35,648.84	30,000.00		50,000
1905-7	163,000.00	43,586.85	30,000.00	\$8,080.11	50,000
1907-9	575,754.00	27,093.24	30,000.00	20,000.00	65,000
1909-11	534,536.00	106,522.51	30,000.00	28,000.00	85,000
1911-13	535,000.00	129,390.39	30,000.00	30,000.00	100,000
1913-15	797,306.00	162,458.82	28,687.95	30,000.00	100,000
1915-17	833,836.97	199,805.27	30,000.00	30,000.00	100,000
1917-19	971,102.00	330,377.35	30,000.00	30,000.00	100,000
1919-21	1,763,540.82	462,015.95	30,000.00	30,000.00	100,000
1921-23	1,742,086.47	518,502.15	30,000.00	30,000.00	100,000
1923-25	1,796,654.58	679,771.09	30,000.00	30,000.00	100,000
1925-27	2,503,203.43	1,080,131.50	30,000.00	30,000.00	100,000
1927-29	2,490,092.84	822,064.12	30,000.00	30,000.00	100,000
1929-31	2,270,522.00	833,799.99	30,000.00	30,000.00	100,000
1931-33	2,050,207.76	645,014.14	30,000.00	30,000.00	100,000

Year	From United States Government				Total
	Smith-Lever and supp.	Emergency Smith-Lever	Purnell	Capper-Ketcham	
1	7	8	9	10	11
1891-93					\$132,500.00
1893-95					167,333.44
1895-97					156,167.18
1897-99					114,549.35
1899-1901					250,139.82
1901-3					236,593.24
1903-5					278,648.84
1905-7					296,666.06
1907-9					717,847.24
1909-11					784,058.51
1911-13					824,590.39
1913-15	\$10,000.00				1,088,452.77
1915-17	38,480.30				1,232,122.54
1917-19	60,221.82				1,521,701.17
1919-21	114,575.62				2,500,132.39
1921-23	144,188.34				2,564,776.06
1923-25	148,736.58				2,785,162.23
1925-27	147,736.58		\$50,000		3,941,071.51
1927-29	150,989.50		90,000	\$20,000.00	3,693,146.46
1929-31	154,242.42	\$16,000.00	120,000	46,959.11	3,601,523.52
1931-33	163,133.51	32,000.00	120,000	52,564.18	3,222,919.82

<sup>1</sup> Kindly furnished by W. C. Kruegel Burns, of the State College of Washington.

*Enrollment by years, 1892-1932.*—The registration in 1893-94 was but a corporal's guard when compared with the four and a half thousand of today. However, considering the sparseness of population, the low status of education of that time, and the small number

at the university it was a very substantial beginning. It showed that the new practical education as contrasted with the traditional classical education made an immediate appeal. The Federal land-grant colleges were to lead the way in a new interpretation of the function of education in contributing to the solution of the industrial and economic problems of the masses.

In the opening year of the twentieth century the attendance doubled and by the close of the first decade it had more than quadrupled. Of course, similar increases were taking place all over the country in secondary schools and colleges as this new attitude toward education was accepted. During the decade from 1910 to 1920 the numbers nearly doubled and again during the decade from 1920 to 1930. The present enrollment of 4,447 places the institution among the group of the largest colleges and universities of the country. In part, the large attendance has been due to the fact of its location 400 miles from the State university. The distribution of enrollment by counties, however, shows that a large percentage came from west of the Cascade Mountains. A glance at the map of enrollment reveals at once that the institution is more than local in its appeal and service. The growth in enrollment is exhibited in table 33.

TABLE 33.—Enrollment in the State college, 1892-1932<sup>1</sup>

Year	Enrollment	Year	Enrollment
1892-93.....	234	1912-13.....	1,537
1893-94.....	110	1913-14.....	1,527
1894-95.....	186	1914-15.....	1,647
1895-96.....	303	1915-16.....	1,778
1896-97.....	307	1916-17.....	2,130
1897-98.....	356	1917-18.....	1,839
1898-99.....	300	1918-19.....	1,958
1899-1900.....	386	1919-20.....	2,332
1900-1.....	628	1920-21.....	2,678
1901-2.....	724	1921-22.....	2,692
1902-3.....	568	1922-23.....	2,809
1903-4.....	653	1923-24.....	2,944
1904-5.....	793	1924-25.....	3,129
1905-6.....	1,079	1925-26.....	3,388
1906-7.....	1,100	1926-27.....	3,275
1907-8.....	1,336	1927-28.....	3,144
1908-9.....	1,282	1928-29.....	3,488
1909-10.....	1,371	1929-30.....	4,151
1910-11.....	1,463	1930-31.....	4,170
1911-12.....	1,310	1931-32.....	4,447

<sup>1</sup> Bryan, Historical Sketch, p. 467 and personal letter from Registrar Frank T. Barnard.

*Enrollment by colleges and schools.*—A study of the registration in the various divisions of the college is interesting. It at once reveals that the institution is in reality a university and not a college of agriculture and mechanic arts as at first contemplated by Senator Morrill and the

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early legislators of the State. Out of 4,170 students, only 308, less than 8 percent, were enrolled in agriculture in 1930-31, and that is a typical year. The school of education enrolled 13 percent more than the department of agriculture; mechanic arts and engineering claimed more than 12 percent of the total enrollment; music and fine arts nearly 7 percent; and general sciences and arts more than 32 percent, or nearly one-third of the total enrollment. Law, medicine, Greek, the Semitic and Oriental languages are the only fields of university study not represented in the college.

TABLE 34.—The State college of Washington enrollment by colleges and schools for the year 1930-31 <sup>87</sup>

Agriculture . . . . .	308	Sciences and arts . . . . .	1,357
Education . . . . .	348	Veterinary medicine . . . . .	76
Home economics . . . . .	232	Nonmatriculates . . . . .	21
Mechanic arts and engineering . . . . .	537	Summer session . . . . .	905
Military . . . . .	1	Winter short courses . . . . .	134
Mines and geology . . . . .	124		
Music and fine arts . . . . .	292	Total . . . . .	4,170
Pharmacy . . . . .	101		
Physical education (men and women) . . . . .	210		

<sup>87</sup> Figures furnished by Registrar Frank T. Barnard.

## Chapter XIII

### The State Normal Schools

#### I. Problems Common to All

##### 1. Pioneer Territorial Teachers

*The source of supply.*—The earliest teachers in Washington Territory were of many different types. Some were emigrants who had been well educated in the Eastern States, some even with college degrees. They had come in search of land or business opportunities of whatever type might turn up, and were willing to tide over by earning a little money by teaching a district school. Some who had taught in the East came to try their luck in getting better paying positions and adventure in a pioneer country. Still others had almost no education but were able to convince the district boards or the county superintendents that they were competent. The examinations were very superficial, often entirely waived.

*The normal department of the university.*—As early as 1878 a normal department was maintained at the university. For 20 years a considerable number of students received some instruction in the theory of teaching. It did not represent, however, an organized and integrated system of training for elementary teachers. The classic idea dominated the whole university and normal training or pedagogy, was thrown in mainly as a lure to secure students who otherwise would not attend the university.

*Normal training in high schools.*—As high schools began to develop some work in psychology and pedagogics was frequently offered. A good many rural teachers received their only professional training in this way. Reference to the chapter on the high schools will furnish illustrations.

*Private colleges, normal schools, and seminaries.*—A number of private seminaries, collegiate institutes, seminaries, and normal schools came into existence, usually temporarily, before the State normal schools were established. One attraction was always the normal course. Illustrations of these are Whitman College, Olym-

pian Collegiate Institute, Waitsburg Academy,<sup>1</sup> the Dayton High School, Seattle High School.<sup>2</sup> The Bellingham Normal School was the outgrowth of the private Lynden Normal School.<sup>3</sup>

## 2. Need of Professional Training Urged

*County superintendents.*—As population increased, especially in the villages, some of the better county superintendents began to urge the need of better-trained teachers and the necessity of normal schools to provide the training.

*Territorial superintendents.*—In 1881, J. S. Houghton, Territorial Superintendent of Public Instruction called attention to the need of normal school training and expressed the belief that the normal department of the university would not be sufficient to take care of the need.<sup>4</sup>

In 1883 Superintendent Wheeler reiterated the same idea. After discussing their values and showing how most of the States were establishing normal schools he said:

It is to be hoped that the time is not far distant when Washington Territory, than which no State or Territory has more flattering prospects of a brilliant future, will have established a normal school for the special training of teachers.<sup>5</sup>

Superintendent Lawrence in 1887 urged the necessity of better-trained teachers. He said:

We need a training school within our own Territory. A normal department in any university is not sufficient. A private normal school, no matter how excellent, would not fill the requirements, as many young men and women would not have the means to bear the expense of attending such an institution and pay tuition. What is needed is a State or Territorial normal school. I would, therefore, recommend that a normal school be established as soon as a sufficient appropriation of funds can be secured to insure its success.<sup>6</sup>

## 3. Foundation Statutory Provisions

*Federal land grants for normal schools.*—The Federal Government manifested remarkably wide vision in stimulating and in part providing a great range of social endeavor. Among the various types of institutions were teacher-training schools. Section XVII of the enabling act creating the State of Washington and others contains the following:

<sup>1</sup> History of Early Common School Education in Washington, p. 106.

<sup>2</sup> See chapter on High Schools, this bulletin.

<sup>3</sup> Annual Catalog, 1909, p. 11.

<sup>4</sup> Report of the Superintendent of Public Instruction, 1881, p. 6.

<sup>5</sup> Report of Superintendent of Public Instruction, 1883, p. 12.

<sup>6</sup> Report of Superintendent of Public Instruction, 1887, p. 27. Superintendent Morgan in his second report called attention to the same idea. Report of Superintendent of Public Instruction, 1889, p. 44.



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For the establishment and maintenance of a scientific school, one hundred thousand acres; for State normal schools, one hundred thousand acres; for public buildings at the State capital, in addition to the grant hereinbefore mentioned for that purpose, one hundred thousand acres; for State charitable, educational, penal and reformatory institutions, two hundred thousand acres; \* \* \* And the lands granted by this section shall be held, appropriated and disposed of exclusively for the purposes herein mentioned, in such manner as the legislatures of the respective States may severally provide.

*State constitutional provision for normal schools.*—In harmony with this the following was included in the State constitution, adopted at Olympia, August 22, 1889, and ratified by vote of the people October 1, the same year:

The legislature shall provide for a general and uniform system of public schools. The public school system shall include common schools and such high schools, normal schools and technical schools as may hereafter be established. But the entire revenue derived from the common school fund, and the State tax for common schools, shall be exclusively applied to the support of the common schools.<sup>1</sup>

### 4. State Enactments Establishing Four Normal Schools

There have been four State normal schools established in Washington. The first two Cheney and Ellensburg were established during the first session of the State legislature, 1890. Whatcom (Bellingham) was established in 1893 and Centralia in 1919. Each of these is discussed in a separate section.

### 5. Uniform Laws for All Normal Schools

*At first each independent.*—When the two normal schools at Cheney and Ellensburg were established they were entirely independent of each other and governed by separate statutes. For example, Cheney had three trustees and Ellensburg had five.

State Superintendent Bryan recognized the absurdity of having a separate board and a separate plan for each of the normal schools and voiced his criticism in his biennial report in 1892.

These schools, however numerous they may be in a State, should be uniform in their course of training, and their general management should be under the control of a single board of trustees. The certificates or diplomas issued to graduates of these schools should be issued by one authority, and the values of these papers should be defined by the legislature. Two State normal schools were established by the first legislature of this State, one being located at Cheney and the other at Ellensburg. The laws creating these schools and providing for their management are entirely dissimilar, and if uniform results are reached it will be in spite of the laws and not in accordance with them. The respective boards of trustees are authorized to establish such courses as they may see fit. It will be seen by reference to the courses of study adopted by these schools \* \* \*

<sup>1</sup> State Constitution art. IX, sec. 1.

that there is a wide difference in their plans or policies, and that the difference is not still greater is simply the result of accident. Again, provisions in regard to the eligibility of students to these schools differ very materially. To say the least, they should be identical.

He regarded the laws relating to graduation, diplomas, and certificates, "as extremely lame", as the conditions were "left entirely at the option of the respective boards of trustees." He said there was even doubt regarding the Cheney certificate "as to whether it possesses any legal value at all."<sup>8</sup>

*Uniform laws enacted in 1893.*—Some remedial legislation was enacted by means of which there were secured: Uniform entrance requirements, curricula, diplomas and certificates, and financial plans of support. The new law of 1893 provided for boards of three trustees for each school and for a general board of trustees made up of members from each of the schools. This latter idea never succeeded and the law was abandoned in 1897.<sup>9</sup> A great mistake was made in not placing all the normal schools under a single board. A still better plan would have been to place all the educational institutions under a single board.

*The local board of trustees.*—The act of March 10, 1893, provided that each of the State normal schools should be governed by a board of three trustees "to be known as the 'local board of trustees for the State normal school at \* \* \*'". At least two of the trustees were to be residents of the county in which the school was located. All trustees were "to be appointed by the governor by and with the advice and consent of the senate." The terms of office were fixed at 6 years.

Each local board of trustees was vested with power to employ a principal for a period "not to exceed 2 years", provide equipment, have charge of buildings, purchase supplies, audit accounts, provide a library, and "to do such other things, not forbidden by law, as may become necessary for the good of the school."

*Free tuition.*—Tuition in all normal schools was to be free to residents of the State. Each student was required "to certify upon honor that it is his intention to pursue the vocation of teaching." Note that it did not say "in Washington." Nonresidents "may be granted scholarships to complete any course upon payment of one hundred dollars."<sup>10</sup>

<sup>8</sup> Report of Superintendent of Public Instruction, 1892, p. 64.

<sup>9</sup> Laws of Washington, 1897, ch. CXXVIII, p. 448.

<sup>10</sup> Laws of Washington, 1893, ch. CVII, p. 259.

*State normal school fund.*—The legislature of 1895 made provision for conserving and utilizing the proceeds of the Federal grants of land. The statute enacted was as follows:

SECTION 1. There is hereby created a fund to be known as the "State normal school fund", into which fund shall be paid all proceeds from the sales of lands granted to the State of Washington by the United States for State normal schools, and that no appropriation for the erection of State normal school buildings shall be made from any other fund, except the fund derived from the sale of lands granted by the United States to the State of Washington for State normal schools.<sup>11</sup>

## 6. Curriculum and Certification

*Entrance requirements.*—Candidates for entrance to the normal schools, "except legally qualified teachers", were required to take competitive examinations supervised by the county superintendents. The questions were to be prepared by the State superintendent. The subjects required were: "Reading, orthography, writing, geography, arithmetic, English grammar, history of the United States, physiology, and hygiene." The candidates were ranked according to their ratings and admission was determined in the order of their rank. The county superintendent was permitted to "discriminate in favor of those whose age and experience specially fit them to become students in such schools." No men under 16, and no women under 15 were to be admitted to the normal schools.<sup>12</sup>

*Function of the general board of normal school trustees.*—The law of 1893 created "a general board of normal school trustees", consisting of two members from each local board, chosen by the local boards. The superintendent of public instruction was to be the secretary. This general board was vested with the power to prescribe the course of study for all the normal schools; provide (may) for uniform entrance examinations; and to grant diplomas to the graduates. "All teachers holding county certificates may be admitted to any of said schools from the State at large."<sup>13</sup>

*Types of courses prescribed by statute.*—The law relating to the courses of study was specific though indefinite. The statute relating to courses of study is here reproduced.

Sec. 11. The general board of normal school trustees may, in its discretion, prescribe two courses of study for the schools under its control, one of which shall be known as the elementary course and the other as the advanced course; but no elementary course shall cover a shorter period of time than two years, and no advanced

<sup>11</sup> Laws of Washington, 1895, ch. XXXIII, p. 54.

<sup>12</sup> Laws of Washington, 1893, ch. CVII, pp. 254-263.

<sup>13</sup> *Ibid.*, p. 27.

course shall cover a longer period than four years; or, it may establish for said schools a single course of study, which shall not cover a shorter period of time than three years nor a longer period than four years. The course or courses of study which may be prescribed for said schools shall embrace all branches in which applicants for State certificates and life diplomas are required to be examined, and such other branches as the board of trustees may determine.<sup>14</sup>

*Model schools mandatory.*—Provision for “a model school or training department” was made mandatory for each normal school, “in which all senior grade students shall have actual practice in teaching for not less than 20 weeks under the supervision and observation of a model school training teacher.”

The general board was given permissive authority to establish “a manual training department for each school.”

*Certification.*—Diplomas from the elementary course legally qualified “the holder to teach in the common schools of this State for a period of 2 years.” After 12 months of successful teaching subsequent to graduation the general board of trustees was empowered to renew them for 3 years. Diplomas granted to graduates from the advanced course legally entitled the holders to teach “in any of the public schools of this State for a period of 5 years.” The general board was authorized to validate for life the diplomas of all graduates from the advanced course, upon proof of 36 months of successful teaching. No student was entitled to a diploma who had not been in attendance at least 40 weeks. “Every diploma shall specifically state what course of study the holder has taken, and for what length of time said diploma is valid as a certificate.” In 1895 the amount of experience required for a life diploma was changed to 27 months.<sup>15</sup>

On March 21, 1895, the law was amended so that a “certificate” instead of a diploma may be granted to students completing the elementary course of the normal schools.<sup>16</sup>

*The State board of education and the State board of higher education.*—It will be recalled that a Territorial board of education had been created in 1877, one function of which was to prescribe courses of study for the normal schools when established. That statute was evidently overlooked or at least that function of the board was annulled in the creation of the general board of normal school trustees and making one of its specific functions to prescribe courses of study for the normal schools. This latter board apparently was not very successful and so the legislature repealed the law creating it and established a new

<sup>14</sup> *Ibid.*, p. 258.

<sup>15</sup> Laws of Washington, 1895, ch. CXLVII, p. 367.

<sup>16</sup> Laws of Washington, ch. CXLVII, p. 366.

board. The new board was so similar, and in personnel, identical with the original board of education that confusion resulted and the board of higher education was abolished in 1909.

On March 19, 1897, the new type of State board of education was established. It consisted of the superintendent of public instruction and four persons appointed by the governor, selected from among "those actually engaged in teaching in the common schools of the State, and who hold life diplomas issued by authority of this State." A State board of higher education was also created by the same act. This was to consist of the foregoing State board of education "together with the president of the University of Washington, the president of the State agricultural college and school of science, and the principals of the State normal schools."

It was made the duty of the board of higher education to adopt courses of study for the normal schools and also for the preparatory requirements for entrance to the University of Washington and the agricultural college.

The statute specified that—

The board of higher education shall prescribe the following courses of study, which shall be uniform in all State normal schools of this State: An elementary course of two years; an advanced course of four years; \* \* \* two courses for professional training for graduates of colleges and accredited high schools, namely, one course of one year and another of two years.

Graduates of the elementary course were to receive a certificate entitling them to teach in the common schools for 5 years.

Students completing the advanced course shall, after satisfactory evidence shall have been furnished of their having successfully taught for two years, receive a diploma which shall mature into a life diploma issued by the State board of education.

Students completing the 1-year course for high-school and college graduates—

shall receive the same diploma as is granted for the regular advanced course. Those completing the two-year's course shall receive a diploma which shall entitle the holder to teach in the common schools of the State for life.

No one was to receive any certificate or diploma without having attended at least 40 weeks and having had at least 20 weeks of practice teaching in the training school.<sup>17</sup>

*Courses prescribed by this board.*—The first uniform course of study prescribed by the general board of normal school trustees was published in 1894.<sup>18</sup> The courses are as follows:

<sup>17</sup> Laws of Washington, 1897, ch. CXVIII, pp. 366-368, 438-443.

<sup>18</sup> Report of the Superintendent of Public Instruction in 1894, p. 153.

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COURSES OF STUDY

Elementary Course

First year		Second year	
Subject	Weeks	Subject	Weeks
Physiology and zoology . . . . .	20	Mental arithmetic . . . . .	20
Arithmetic . . . . .	20	Plane geometry . . . . .	20
Grammar and composition . . . . .	40	Rhetoric . . . . .	20
Civil government and school laws . . . . .	20	English literature . . . . .	20
English and United States history . . . . .	10	Elementary psychology . . . . .	10
Reading . . . . .	10	School management . . . . .	10
Penmanship . . . . .	10	Bookkeeping . . . . .	15
Drawing . . . . .	20	Physics . . . . .	30
Music . . . . .	40	Botany . . . . .	20
Physical and mathematical geog- raphy . . . . .	20	Arithmetic methods . . . . .	10
Reading methods . . . . .	10	Observation in training school . . . . .	10
Elementary algebra . . . . .	40		

Advanced Course <sup>19</sup>

Third year		Fourth year	
Subject	Weeks	Subject	Weeks
Geology and mineralogy . . . . .	20	Review of arithmetic . . . . .	10
Descriptive astronomy . . . . .	10	Review of grammar . . . . .	10
Plane geometry . . . . .	5	Review of geography . . . . .	10
Solid geometry . . . . .	15	Review of reading . . . . .	10
Trigonometry . . . . .	20	Advanced algebra . . . . .	10
Advanced algebra . . . . .	20	Applied psychology . . . . .	20
English and American literature . . . . .	20	History of education . . . . .	20
General history . . . . .	20	Grammar methods . . . . .	10
Chemistry . . . . .	20	Practice teaching . . . . .	20
Observation in training school . . . . .	10		

Statutory modifications.—On March 15, 1899, part of the law of 1897 was amended and much improved. It read thus:

- (1) An elementary course of three years; (2) an advanced course of two years for those who have completed the elementary course; (3) an advanced course for graduates from a four-year high school accredited by the board of higher education; (4) an advanced course of one year for graduates from colleges and universities.

Graduates from the elementary course were awarded a certificate to teach in the common schools for 5 years. Graduates from any of the advanced courses were awarded a certificate to teach in the common schools for 5 years. Those from the advanced courses who taught successfully for 2 years were entitled to a life diploma.<sup>20</sup>

<sup>19</sup> Drills in penmanship, drawing, music, calisthenics, orthography, and rhetoricals throughout the entire course.  
<sup>20</sup> Laws of Washington, ch. CXLII, p. 325.

On March 6, 1905, the law relating to normal school courses of study was again amended to read:

The board of higher education shall prescribe courses of study for the normal schools of the State as follows: (1) An elementary course of two years; (2) a secondary course of 2 years; (3) advanced courses of two years (in 1909 changed to "Advanced courses of two and three years"); (4) a complete course of five years; (5) an advanced course of one year for graduates from colleges and universities \* \* \* Upon completion of the elementary course, a certificate known as an elementary normal school certificate, which shall authorize the holder to teach in any elementary school in the State for a period of two years; upon the completion of the secondary course a certificate to be known as a secondary normal school certificate, which shall authorize the holder to teach in the common schools of the State for a period of five years; upon the completion of any advanced course, a diploma to be known as a normal school diploma which shall authorize the holder to teach in the common schools of the State for a period of five years.

A life certificate was awarded after 2 years of successful teaching on the normal school diploma. "Upon completion of the work of the junior year any student may be given a secondary normal school certificate by vote of the faculty."<sup>21</sup>

*State board of higher education merged with the State board of education.*—On March 11, 1909, the State board of higher education was abolished and merged with the State board of education. From then until now the State board of education has consisted of the superintendent of public instruction, who is ex officio its president; the presidents of the University of Washington and the State College of Washington; 1 normal school principal selected by the principals of the normal schools; 1 superintendent of a first-class district; 1 county superintendent; and 1 principal of a fully accredited 4-year high school. These last 3 are appointed by the Governor and are required to possess life diplomas issued by this State and be actively engaged in educational work. The deputy superintendent of public instruction is ex officio secretary, but without vote.

This State board of education is vested with all the powers of two former boards, including the approval of the courses of study of the normal schools, in fact of all teacher-training curricula in the State.<sup>22</sup>

Sec. 11. The State board of education shall prescribe courses of study for the normal schools of the State as follows: (1) An elementary course of two years; (2) a secondary course of two years; (3) advanced courses of two and three years; (4) a complete course of five years; (5) an advanced course of one year for graduates from colleges and universities \* \* \*

<sup>21</sup> Laws of Washington, 1905, ch. 85, p. 171.

<sup>22</sup> Laws of Washington, 1909, ch. 97, p. 234.

The following certificates and diplomas were provided: Upon completion of the elementary course an "elementary normal school certificate", valid for 2 years in any elementary school; from the secondary course a "secondary normal school certificate", valid for 3 years in the common schools; from any advanced course a "normal school diploma", valid for 5 years in the common schools. This diploma was to be validated for life after 3 years of successful experience. Upon completing the junior year any student was eligible to a secondary normal school certificate on vote of the faculty.<sup>23</sup>

On March 18, 1915, a statute was enacted making it the duty of the State board of education to prescribe the conditions for entrance to all the teacher-training institutions in this State, or other States, desiring accreditation by the State board.<sup>24</sup>

*Joint board of higher curricula.*—Following the recommendations of the survey of 1915 the legislature on February 10, 1917, established a "Joint board of higher curricula." It was patterned somewhat after the old general board of normal school trustees and the old board of higher education. This board likewise was found unsatisfactory and abolished in 1927. The statute creating the board is here reproduced:

Sec. 12. There is hereby established a joint board of higher curricula composed of nine members, namely, the president of the University of Washington, two regents of said university selected by the board of regents of said university, the president of the State College of Washington, two regents of said college, selected by the board of regents of said college, the president of one of the State normal schools selected by the presidents of the State normal schools, and one trustee from each of the boards of trustees of the other two normal schools, selected by their respective boards of trustees. The selected members of the joint board shall hold office for two years and shall serve until their successors are selected.<sup>25</sup>

#### The joint board of higher curricula

shall each year consider matters of efficiency and economy in the administration of the foregoing institutions and shall make recommendations to the boards of regents and of trustees of the several institutions. They shall survey the several institutions, investigating the enrollment, attendance, and cost of instruction, in the several institutions and report biennially to the Governor, on or before December 15th next preceding the convening of the legislature, the courses of study pursued in each institution, and the detailed cost per student of operating and maintaining the various courses of study. They shall report such other matters as said joint board may deem necessary. No new major professional or applied science line shall be introduced into any of the foregoing institutions except with the approval of six members of said joint board of higher curricula.<sup>26</sup>

<sup>23</sup> Ibid., p. 254.

<sup>24</sup> Laws of Washington, 1915, ch. 161, p. 481.

<sup>25</sup> Laws of Washington, 1917, ch. 10, p. 36, repealed, Feb. 8, 1927. Laws of Washington, 1927, ch. 110, p. 98.

<sup>26</sup> Laws of Washington, 1917, ch. 10, p. 37.



The discussion of that legislation will be considered in a separate chapter.

Its objectives were mainly to seek economy in the finances. In the same act it was stated that the professional training of teachers for the elementary schools should be given at the State normal schools only. The State board of education was authorized to prescribe courses of study for the normal schools.

*Curricula, diplomas, and certificates since 1917.*—Down to 1933 the law enacted in 1917 was not changed regarding normal school curricula and certificates and diplomas of graduation. The statute reads as follows:

The State board of education shall prescribe courses of study for the State normal schools as follows: Elementary courses of one and two years; advance courses of three or of four years; a special advanced course of one year for graduates from colleges and universities: Provided that the four-year advanced course shall not become operative before the year 1920.<sup>27</sup>

The certificates and conditions of validity are set forth in the following tabular statement:

*Normal school courses, certificates, and diplomas, 1917*

Course	Kind of certificate	Validity	Extension
1-year, elementary.....	Normal school elementary certificate.	Elementary schools, 2 years.	Not renewable.
2-year, elementary.....	Normal school elementary diploma.	Elementary schools, 5 years.	Renewable for 5 years after 24 months of successful experience; or validated for life.
3-year, advanced.....	Special normal-school diploma.	Common schools, 5 years.	Do.
4-year, advanced.....	Advanced special normal school diploma.	.....do.....	Do.
1-year, advanced for college and university graduates.	Graduate normal school diploma.	.....do.....	Do.

7. Miscellaneous Normal School Problems

*Centralization or distribution of normal schools.*—From the time that normal school training began to be urged by Washington educational leaders in Territorial days the question of one or several schools has had proponents on each side. The precedents established in Oregon and most all other States pointed toward multiplicity. The widespread idea of the generous distribution of political patronage was very dominant in locating State institutions.

<sup>27</sup> *Ibid.*, p. 25.

Much emphasis was placed on the plural wording of the enabling act of Congress in granting Federal lands for the support of normal schools and also upon the plural wording in the State constitution in relation to normal schools. The particular portion of the enabling act reads as follows:

To the State of Washington; for the establishment and maintenance of a scientific school, one hundred thousand acres; for State normal schools, one hundred thousand acres; for public buildings at the State capital, in addition to the grant hereinbefore made for that purpose, one hundred thousand acres; for State charitable, educational, penal, and reformatory institutions, two hundred thousand acres. \* \* \*

The State constitution, section II, article IX, reads as follows:

The legislature shall provide for a general and uniform system of public schools. The public-school system shall include common schools and such high schools, normal schools, and technical schools as may hereafter be established \* \* \*

In 1919 the Centralia Normal School was established by the legislature. There was genuine belief on the part of many leading educators that it was in the interest of training more efficient teachers to have the normal schools well distributed to the population centers and that no school should be allowed to become unwieldy. This belief was stimulated and increased by the survey report of 1915. In part, however, the establishment of the school was due to an undercurrent of political pressure for some State institution to be located in the southwestern part of the State.

The school made an auspicious start and then it became inanimate for want of sustenance. Gov. Louis F. Hart in 1921 vetoed an item of \$205,000 for maintenance. A bill was passed in 1921 repealing the provision for millage. A bill for the disestablishment of the school was passed by the house on February 9, 1931, but apparently never went to the senate. The institution is there and may be revived at some time in the future when good times return after the depression and the southwest is in a strategic condition to demand an institution as its share of political patronage.

The legislature of 1889-90 apparently was intent upon distributing as much political patronage as possible. A bill was passed establishing an agricultural college and school of science. A bill was introduced to establish a normal school at Cheney, another bill to establish a normal school at Ellensburg, and still another to establish four normal schools. The bills establishing normal schools at Cheney and Ellensburg were passed, March 22 and 24, 1890, respectively. It was thought by some that the omnibus bill to establish four normal

schools was a plot to defeat the bill locating a normal school at Cheney.<sup>28</sup>

Gov. John H. McGraw in 1893 vetoed the appropriation for \$25,000 for maintenance and \$80,000 for a new building to replace the one destroyed by fire. He said it was in the interest of economy. By allowing the Cheney Normal School to die Ellensburg would have been the only normal, and centrally located.

In 1897 Gov. John R. Rogers vetoed the bill for appropriations to both Cheney and Whatcom (Bellingham) Normal Schools. He made it perfectly clear that he was opposed to supporting more than one normal school. His explanation of his veto of the bill is here given.

*Senate Bill No. 273 (Session of 1897<sup>29</sup>)*

The appropriation of \$25,500 for the Cheney Normal School, \$17,500 for maintenance of Whatcom Normal, and \$20,000 for equipment and improving grounds of the said Whatcom school are hereby objected to and disapproved. The reason for such disapproval being that such appropriations are opposed to a just public policy at this time.

With these exceptions, the bill is hereby approved.

Approved March 15th, 1897

J. R. ROGERS, Governor.

When Governor Rogers later was convinced that the people of the State demanded several normal schools he graciously submitted to the will of the people and gave his cooperation to the support for 3 or 4. An extract from his message to the legislature in 1901 is reproduced here.

Governor Rogers said:

My predecessor in office, as well as myself, endeavored to stem the tide by veto, but without avail. We now have three State normal schools; one at Cheney, for the eastern portion of the State; one at Ellensburg, for the central, and one at New Whatcom, for the northwest. Another, for the southwest, will undoubtedly be called for in the near future. These institutions are now permanent fixtures, and must be provided for.<sup>30</sup>

Governor Lister was also very strongly opposed to maintaining so many normal schools. After the destruction by fire of the second building at Cheney in 1912 Governor Lister vetoed the bill for an appropriation of \$300,000 to rebuild.

Governor Lister said in explanation of his veto of the appropriation of \$300,000 for rebuilding the Cheney Normal School:

My views regarding this subject have been well known to all members of the legislature since I assumed the duties of my office. \* \* \* While it has been under con-

<sup>28</sup> *The Cheney Enterprise*, Feb. 6, 1893.

<sup>29</sup> *Senate Journal*, 1899, p. 73.

<sup>30</sup> *Senate Journal*, 1901, p. 29.

sideration by your honorable body, this department has made no effort whatever to change the opinion of a single member of the legislature or influence his or her vote on the subject. The responsibility is now upon your shoulders. In the further consideration by your honorable body of this bill, I sincerely hope that each and every member will consider it strictly upon its merits, and the matter of influence, or trade of votes will not enter into consideration. I regret exceedingly that my judgment in this matter does not coincide with the views of the legislature; yet, entertaining these objections to the bill, I feel it my duty to disapprove it and return it to your honorable body for such action as you may deem advisable.

Inasmuch as the bill had passed the house 82 to 7 and the senate 37 to 2 it was assumed that it would be re-passed over his veto. After much jockeying this was done, March 11, 1913.<sup>31</sup> He had also vetoed an item of \$195,000 in the general appropriation bill providing for maintenance of the Cheney Normal. This was also re-passed over his veto.

The United States Bureau Committee recommended the establishment of a fourth normal school. They argued that there is a very definite limit to the number of students that can be taught advantageously in the last year of the normal school. It was regarded as especially true of practice teaching. They said further, "It is also quite evident that these three normal schools will never be able to supply to the State all the well-prepared teachers needed, even after making full allowance for all that may come from other States and schools."<sup>32</sup> The great oversupply of recent years entirely disproves that estimate.

*Low standards of admission.*—Throughout the first 25 years of existence of the normal schools the standards of admission were unjustifiably low. Up to 1900 there was some justification for admitting on a relatively low standard as 4-year high schools were not numerous. Until 1909 students were admitted from the eighth grade. The normal schools should not have admitted any except graduates from 4-year high schools after June 1903, the time when the preparatory department of the university was abolished.<sup>33</sup> There were plenty of high schools and academies to which students should have been required to go to complete their high-school education.

Washington spent millions of dollars in maintaining preparatory departments at the university, State college, and the normal schools long after they had been abandoned in Midwestern States. It had a retarding influence on the development of the high schools.

<sup>31</sup> Senate Journal, 1913, p. 1029.

<sup>32</sup> A Survey of Educational Institutions of the State of Washington, p. 184.

<sup>33</sup> Catalog, 1902-3, p. 185.

In 1910 the normal schools made ninth-grade work prerequisite to admission; in 1910-11 this was raised to tenth-grade preparation. There it remained until June 1917 when the legislature prescribed that

Requirements for entrance to the University of Washington, the State College of Washington, and the State normal schools of Washington, shall not be less than graduation from a four-year accredited high school, except for persons twenty-one years of age or over and except for students in the elementary science departments of the State College of Washington. This requirement may be varied as to summer school, short courses or extension work.<sup>24</sup>

The United States Bureau Survey Committee in 1915 called attention to the excessively large numbers of students in the lower classes and the small numbers in the higher classes of the normal schools. They said,

The value of normal schools depends more than does the value of schools of other kinds on the number of students who complete the work of their higher classes rather than on the number in lower classes or on the total enrollment. It is only in the higher classes with students more mature both in scholarship and in age that the most important part of the professional work can be done, including practice teaching in the training schools. Students who leave the normal schools from the lower classes, without having done this work have made little more advance in professional preparation than they would have made by attending college an equal length of time. The normal schools should therefore strive to hold students until they have completed one of the regular courses. When the normal schools of Washington have been reorganized, as herein recommended, they might well require a declaration of purpose on the part of the student to remain through the two years at least, as one of the conditions of admission.<sup>25</sup>

*Teachers-college idea.*—During the last two decades there has been a decided movement among the normal schools of the country to expand into teachers colleges. The change has taken place in 35 States. Washington is 1 of the 13 States in which the transformation has not been made. Several of the normal school presidents and many members of the faculties have striven to effect the change but many other people have opposed it.

Bills were introduced in the legislatures of 1925 and 1929, to empower the normal schools to grant degrees. Each time the bill passed both houses but was vetoed by Governor Hartley. The objections advanced by Governor Hartley, accompanying his veto each time, are reproduced here.<sup>26</sup>

<sup>24</sup> Laws of Washington, 1917, p. 35.

<sup>25</sup> A Survey of Educational Institutions of the State of Washington, 1916, p. 183.

<sup>26</sup> Senate Journal, 1929, p. 764.

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Thursday, March 21, 1929.

TO THE HONORABLE, THE HOUSE OF REPRESENTATIVES OF THE STATE OF WASHINGTON  
(Through the Secretary of State)

I am filing herewith, to be transmitted to the house of representatives at the next session of the legislature, without my approval, house bill no. 239, entitled: "An act empowering the granting of degrees by the State normal schools of Washington when conforming to prescribed curricula:"

House bill no. 47, passed at the extraordinary session of 1925, was vetoed. In vetoing the same, I took occasion to say:

"At the present time the degree of bachelor of arts in education is granted at the university and the State college. This degree has behind it four years of work, the last two of which are of full collegiate grade. The normal schools are not now equipped to duplicate this collegiate course. They propose, however, to grant the bachelor's degree upon their present four-year course.

"In other words, if the provisions of this bill become operative, a degree of bachelor of arts in education from the university or the State college will mean one thing, while the same degree from a normal school will mean something else. Any degree, when granted, should be evidence that the recipient thereof has completed a certain definite course of study and it should not be necessary to ascertain what school had granted it in order to know what kind of training the holder had received. In my opinion, the State of Washington cannot afford to have degrees of bachelor of arts in education of different grades or dignity.

"This, in my opinion, however, is not the most serious objection to this measure. It brings before us the whole question of higher education and reveals to us just another step toward the development in this State of five competing universities. Each school wants to branch out and expand, add another study here, a new course there, and after while a new department, school or college established. This means more buildings, more equipment, more instructors, and a bigger hole in the taxpayer's pocket.

"Despite arguments advanced in favor of this bill, I am still unconvinced that a four-year normal course, which includes numerous academic and collegiate subjects, is either necessary or desirable. In fact, there is reason to believe that [the] normal school curriculum has been expanded beyond actual needs and an effort should be made to simplify rather than to further enrich it with collegiate subjects."

Certain it is if this bill becomes a law, the granting of degrees will become the primary function of normal schools, and more and more they will become competitive institutions with the university and the State college.

I am of the same opinion now that I was when I vetoed said house bill no. 47.

Consequently, house bill no. 239 is vetoed.

Respectfully submitted.

ROLAND H. HARTLEY,  
Governor.

*Degrees authorized in 1933.*—In the legislature of 1933 the normal schools succeeded in securing legislation authorizing the granting of the degree of bachelor of arts in education. The statute as enacted is as follows:

The degree of bachelor of arts in education may be granted to any student who has completed one of the advanced four-year courses of study in the State normal schools

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in the State of Washington: Provided, Said course of study is authorized in accordance with prescribed law and represents four years of advanced work in teacher training.<sup>17</sup>

The indications are that the measure will prove to be popular. Although the law has been in operation but 1 year, considerable numbers have remained for the fourth year and secured the degree. It will undoubtedly tend to reduce the number of education degrees issued by the State colleges and the university. Whether the degree will come to be recognized as a valid credential for teaching in senior high schools remains to be seen. In many States that has been the history of the teachers-college degrees.

The number of degrees issued by each of the normal schools is indicated below:

School	1933	1934
Bellingham.....	18	40
Cheney.....	22	73
Ellensburg.....	41	41

TABLE 35.—Diplomas and certificates issued by Washington normal schools, 1916-34

Year	College graduate course	4-year course	3-year course	2-year course	Elementary certificates	Life diplomas
1	2	3	4	5	6	7
1916-17.....			13	530	487	302
1917-18.....			15	611	503	392
1918-19.....	1		22	619	427	501
1919-20.....			16	538	519	594
1920-21.....	1		28	509	466	575
1921-22.....	3	8	34	613	557	497
1922-23.....	3	10	57	838	890	543
1923-24.....		13	60	1,003	799	561
1924-25.....	3	14	83	1,224	755	686
1925-26.....	4	12	93	1,285	611	804
1926-27.....	4	10	121	1,297	198	791
1927-28.....	7	9	138	1,343		365
1928-29.....	2	9	154	1,051		525
1929-30.....	1	10	178	934		589
1930-31.....	6	8	194	749		734
1931-32.....	8	8	274	488		391
1932-33.....	15	31	374	286		354
1933-34.....	19	95	455	106		201

*Diplomas and certificates awarded, 1917-34.*—The accompanying table indicates the number of various diplomas and certificates awarded by each of the normal schools since 1917. At that time legislation following the recommendation of the 1915 survey was enacted which made high-school graduation the standard for entrance to the normal schools.

<sup>17</sup> Approved by the Governor, Feb. 9, 1933. Laws of Washington, 1933, ch. 13, p. 134.

Down to 1932 only a very small number of 4-year diplomas and college graduate diplomas had been issued. Only 23 college graduates had secured the diploma. Only 64 students had remained for a diploma from the 4-year course. Immediately following the enactment of the law in 1933, giving authority to grant degrees, the number of these advanced diplomas increased rapidly.

The United States Bureau Committee expressed very definitely and forcefully the belief that the normal schools should not attempt to become teachers colleges and to train for high-school teaching. They said:

The principal function of the normal schools should be the preparation of elementary teachers; while the principal function of the departments of education of the State University and the colleges should be the preparation of high school teachers \* \* \*. The normal schools should recognize a special obligation to provide appropriately trained teachers for rural communities.<sup>28</sup>

The foregoing recommendations were supported by generalizations growing out of long study and observation of normal schools throughout the country. Excerpts from those arguments are reproduced here.

The teaching force and physical equipment of normal schools all over the country have been selected and the general professional atmosphere developed with a view to one paramount purpose, namely, the training of elementary teachers. Whatever the ambitions of certain institutions, the momentum of the normal schools is in this direction. The peculiar and exacting nature of this task prevents the successful adaptation of the normal school to secondary ends. The committee's dictum on this point is based on the study of many normal schools in all parts of the country. It is convinced that not until the normal schools of a State have completely fulfilled their major function, the preparation of elementary teachers, may they profitably devote their surplus energies and equipment to preparing teachers for higher schools. Normal schools have not satisfied this major function so long as the State is obliged to draw for part of its teachers upon the professionally unprepared, who enter the service by the examination route, or so long as the normal schools are unable to give a specialized preparation to both rural and other elementary teachers.

Moreover, certain other considerations should not be forgotten. The physical equipment required in preparing teachers for elementary schools is comparatively inexpensive, but the laboratories and other equipment needed to prepare teachers for high schools are much more costly. For a normal school to provide facilities for higher teacher training often entails an expense out of proportion to the results obtained. Schools which embark upon this enterprise generally fall victims also to another tendency equally calculated to defeat their main purpose. The attention of the stronger members of their staffs is concentrated upon a small group of advanced students while the younger pupils are left to the care of the less efficient instructors.<sup>29</sup>

<sup>28</sup> A Survey of the Educational Institutions of the State of Washington, p. 177, U.S. Bureau of Education, Bulletin, 1916, no. 26.

<sup>29</sup> Op. cit., p. 167.



## II: The Individual Normal Schools

### I. THE CHENEY NORMAL SCHOOL

#### 1. Establishment and Location

*Legal enactment.*—The first normal school to be established in the State was at Cheney, about 20 miles from Spokane, March 22, 1890. It was located in that city with the provision

That the trustees of the Benjamin P. Cheney Academy shall, prior to the first day of September (1890), eighteen hundred and ninety, donate to the State the building and one block of ground containing eight acres, now occupied by said Benjamin P. Cheney Academy, within the limits of the city of Cheney and valued at not less than thirty thousand (\$30,000) dollars, and shall convey the same to the State of Washington by a good and perfect title in fee simple, to be approved by the attorney general and accepted by the board of trustees hereinafter mentioned.

SECTION 1. That a normal school for the State of Washington is hereby established in the city of Cheney, in Spokane County, the exclusive purpose of which shall be the instruction of persons, both male and female, in the art of teaching the various branches that pertain to a good common-school education; also to give instruction in mechanical arts and in husbandry, in the fundamental laws of the United States, and in what regards the rights and duties of citizens.<sup>1</sup>

The statute provided for a board of five trustees to be appointed by the Governor. The members of the first board of trustees of the Cheney Normal School appointed by Gov. Elisha P. Ferry were Louis Walter, president, W. E. Weygant, W. H. H. McClure, H. F. Saksdorf, S. A. Wells.<sup>2</sup>

The law relating to the Cheney Normal School vested the trustees with power to select the faculty, to "prescribe the various books to be used in said school, and shall make all the regulations and bylaws necessary for the good government and management of the same." They were to "ordain such rules and regulations for the admission of pupils to said school as they shall deem necessary and proper." The following general statement with reference to certification is stated in the law:

That as soon as any person has attended said institution 22 weeks said person may be examined in the studies required by the board in such manner as may be prescribed

<sup>1</sup> Laws of Washington, 1890, p. 282.

<sup>2</sup> Report of superintendent of public instruction, 1890, p. 181.

by them, and if it shall appear that such person possesses learning and other qualifications necessary to teach a common school, said person shall receive a certificate.<sup>3</sup>

That lectures in chemistry, comparative anatomy, the mechanical arts, agricultural chemistry, and any other science or any branches of literature that the board of trustees may direct, may be delivered to those attending such school in such manner and on such conditions as the board of trustees may prescribe.<sup>4</sup>

*No initial appropriation.*—Whether intentionally or by oversight the bill establishing the school at Cheney made no appropriation for construction of a building or for maintenance. There was no possibility that the sale of the Federal-granted lands could provide for the immediate needs.

*Local friends to the rescue.*—Friends of the newly established normal school made provision privately for funds to launch the school. Just how it was done we have not discovered. They were afraid that if a start were not made the next legislature might disestablish the institution.<sup>5</sup>

*The first faculty.*—The trustees employed a faculty of four, including W. W. Gillette, principal; W. J. Sutton, vice principal; W. C. Stone and Miss Mattie Hammond as additional teachers. Mr. Gillette was born in New York. He was a graduate of the Potsdam Normal School. For 3 years he had been superintendent of schools in Tucson, Ariz.; 1 year at Prescott, Ariz.; and 3 years at Kalispell, Mont. Mr. Sutton was born in Michigan, September 29, 1865, and was graduated from the Fenton Normal School in 1886. On coming to Washington in 1887 he became principal of the public schools of Cheney, remaining in that capacity until elected to a position on the normal school faculty.

*Opening of the school.*—School opened on October 13, 1890, with an enrollment of 16 students. A total of 50, 21 men and 29 women were enrolled during the first year. The legislature made an appropriation of \$18,300 for the next biennium, 1891–93. Provision was made for an addition to the academy building, but before its completion a fire on August 27, 1891, destroyed the entire building. School was opened on September 2 in the public-school building and later transferred to the Pomeroy business block, where it was conducted for 2 years.

*Pioneer days.*—The funds provided by the legislature were so inadequate that the school would have been forced to close "but for the timely assistance rendered by the business men of Cheney and the mem-

<sup>3</sup> Laws of Washington, 1889–90, pp. 282–283.

<sup>4</sup> *Ibid.*, p. 285.

<sup>5</sup> Oliphant, J. Orin. *History of the State Normal School at Cheney, Wash.*, p. 27. Spokane, Inland American Printing Co., 1924.

bers of the board. These gentlemen gave their joint notes in order to secure means for carrying on the work."<sup>6</sup> The school grew in spite of all the obstacles. The enrollment increased to 104 the second year and 2 teachers were added.

*W. J. Sutton, principal, 1892-97.*—In January 1892, Mr. Gillette retired from the school and Mr. Sutton was promoted to the principalship. He remained in that position until March 1, 1897, when he resigned. During that period there were many struggles to continue operating. In January 1892, a training department was established. The trustees asked the legislature for \$123,306.94, of which \$15,682.94 was to cover a deficit, \$75,000 for a new building, and the remainder, \$32,624 for operating expenses for the biennium, 1893-95. The legislature voted \$25,000 for operating expenses and \$60,000 for a building. Gov. John H. McGraw vetoed both appropriations in the interest of economy. At the same time he vetoed the appropriation for the Whatcom Normal School. Apparently the appropriation was made to cover the deficit existing.

The people of Cheney voted bonds for \$19,000 and erected a brick building which was turned over to the normal school in the fall of 1893. This was used until 1896. The State emergency board, of which the Governor was a member, was petitioned to allow the normal school trustees to create a deficit for operating expenses and thus enable the school to continue operating. This was denied.<sup>7</sup>

The faculty voted to continue through the year 1893-94 even without salary. Local citizens and faculty members signed notes guaranteeing the payment of many necessary bills for maintenance. Principal Sutton borrowed money at 18 percent interest. He also secured a supreme court writ authorizing certificates of indebtedness against the State.

In 1895 the legislature appropriated \$28,000 for maintenance, \$60,000 for a new building, and sufficient funds to cancel deficits. Governor McGraw did not veto the appropriations this time. The cornerstone of the new building was laid in 1895 and the building occupied in 1896.

With appropriations, a new building, and legislative and executive hazards apparently removed, clear sailing seemed certain. But new troubles loomed. A contractor failed, differences arose between the trustees and certain business interests involved in construction of the building. Principal Sutton and members of the faculty were criticized, the incoming Governor, John R. Rogers, was hostile toward the maintenance of several normal schools, advocating a central normal school

<sup>6</sup> Second biennial report of the State Normal School at Cheney, October 1892, p. 1.

<sup>7</sup> Oliphant, *op. cit.*, pp. 33-40.

instead. On February 1, 1897, Principal Sutton presented his resignation in the following communication addressed to the trustees:

Owing to the differences which have arisen between your honorable body and myself concerning the administration of affairs of this institution, and of which there seems to be no probability of an amicable adjustment, I herewith tender you my resignation, to take effect March 1, 1897.<sup>8</sup>

Within a few days three other teachers resigned. The board accepted all of the resignations. Trustee Dempsie said: "I would like to say of Professor Sutton that he is a fine man and has always taken a deep interest in the school. He has always been anxious to see it take a front rank."<sup>9</sup> "Citizens of Cheney gave a reception in honor of the departing teachers in the Odd Fellows Hall on February 11, 1897. Several addresses were made, and the work of the principal and the other teachers commended. By special order of the board of trustees, students of the normal school were not permitted to attend the reception."<sup>10</sup>

Mr. Sutton has resided in Cheney since that time and is one of its most prominent business men. Sutton Hall on the Normal School campus was named in his honor. He has served as State senator many terms and is always on the committee on education. In 1917 he was chairman of the commission of educational survey of Washington. In 1921 he was chairman of the public school administrative code commission. Accounts of both of those important commissions are given in more detail elsewhere.

*J. J. Rippentoe, principal, 1897, March-July.*—W. C. Stone, vice principal, was made acting principal but did not have long to serve. J. J. Rippentoe, professor of chemistry of Portland University, was elected principal and took up his duties at once. He had been a member of the faculty of Spokane College from 1889 to 1892 and was not unfamiliar with the Cheney problems. He had been in the Portland University faculty from 1892 to 1897. He was a graduate with the A.B. and B.S. degrees from Campbell College, Kansas, 1887. He then did graduate work in Stanford for 2 years. He remained at Cheney only until the end of the year.

During the session of the legislature in 1897 a bill appropriating \$25,000 for maintenance of the Cheney Normal School was passed,

<sup>8</sup> Oliphant, *op. cit.*, p. 55.

<sup>9</sup> Oliphant, *op. cit.*, p. 56.

<sup>10</sup> Oliphant, *op. cit.*, p. 57.

but vetoed by Gov. John R. Rogers. An appropriation of \$37,500 for the Whatcom Normal School was likewise vetoed by Governor Rogers. He recorded as "The reason for such disapproval being that such appropriations are opposed to a just public policy at the present time."<sup>11</sup> A bill was introduced in 1897 to abolish the Cheney Normal School. It did not pass. No appropriations however were made for maintenance and the school was closed.

*W. B. Turner, principal, 1898-1900.*—In the fall of 1898 citizens of Cheney again provided some funds and a tuition fee (called an incidental fee) of \$15 a semester was charged and the school again opened. W. B. Turner, former superintendent of Spokane schools was principal and Mrs. Turner was in charge of the training school. Mr. Turner was born in Honolulu, February 17, 1858. He received the degree of A.M. at Napa College, California. During the period from 1885 he was superintendent at Palouse, Sprague, Wenatchee, Spokane County, principal of the high school in Spokane, and superintendent in Spokane. He remained as principal of the Cheney Normal School for 2 years, 1898-1900.

The legislature of 1899 voted an appropriation of \$25,000 for the biennium for maintenance and \$1,400 for special purposes. Ellensburg was voted \$38,500, and Whatcom \$18,500. Governor Rogers did not veto the appropriations but allowed the bill to become a law without his signature. He gave the commencement address at Cheney on June 22, 1899. He then stated that while he still believed that a single normal school would be better he was willing to abide by the will of the people and consider the Cheney Normal School a permanent institution.

*J. H. Miller, principal, 1900-2.*—In July 1900, J. H. Miller was elected principal of the normal school. The cause of the change is unknown to the present writers. Likewise the biography of Mr. Miller is unknown to us. He was dismissed by the trustees in February 1902, following charges made by him to Governor McBride against the trustees. He asked the removal of J. J. Browne and Joseph Allen, two of the members. He charged that the trustees employed incompetent teachers without consulting him and that funds were misappropriated.<sup>12</sup> Vice Principal C. S. Kingston was made acting principal for the remainder of the year, 1901-2.

*Lewis B. Alger, principal, 1902-3.*—Lewis B. Alger was then elected principal and remained 1 year. He was born in Ohio, June

<sup>11</sup> Senate Journal, 1899, p. 75.

<sup>12</sup> Oliphant, op. cit., p. 71.

22, 1872; graduated from the University of Michigan in 1897; taught in Michigan public schools for 2 years; studied for 2 years in Teachers College, Columbia University. He came from Columbia to Cheney. His services at Cheney were apparently successful, being reelected in April 1903. During the summer he resigned to become a member of the department of education at the University of Michigan.

*Harry M. Shafer, principal, 1903-8.*—In August 1903, Harry M. Shafer of San Diego was elected principal. He had studied in Eureka College, Illinois, held the degrees of A.B., and A.M. from Harvard, and had done additional graduate work in Columbia and California. He remained at Cheney until the close of 1907-8. For some years since that he was assistant superintendent of schools in Los Angeles.

*Hiram C. Sampson, principal, 1908-10.*—Hiram C. Sampson was the next incumbent, serving as principal from 1908-10. Mr. Sampson was a Hoosier, born in Mogro, Ind., November 22, 1870. He was graduated from the University of Indiana in 1897. In 1901-2 he did graduate work in Harvard. For 2 years he was superintendent of schools at Kingfisher, Okla. He taught mathematics in the Cheney Normal School and for 2 years was principal of the preparatory school at the State College of Washington. On May 1, 1910, he resigned as principal of the Cheney Normal School to become general manager of the Western Union Life Insurance Co. He was a vigorous advocate of various educational reforms.

*Noah David Showalter, principal, 1910-26.*—In 1910 Noah David Showalter then in charge of the newly established rural department of the school was chosen principal. He did not assume office for nearly a year. Vice Principal Kingston, again being drafted as acting principal. Mr. Showalter was born in Nebraska, 1869. He studied in the State Normal School at Ellensburg; the University of Idaho, 1893-96; the State Normal School, Lewiston, Idaho, graduating in 1899; State College of Washington, A.B. 1907, A.M. 1908; Teachers College, Columbia, summer of 1916; Stanford University, summers of 1920 and 1923. In 1930 the College of Puget Sound, Tacoma, bestowed upon him the honorary degree of LL.D. Mr. Showalter was superintendent of schools at Farmington, Oakesdale, and of Whitman County before becoming head of the rural department at Cheney. He is the author of *A Handbook for Rural Officers*, published by Houghton Mifflin Co. in 1920. He remained at the helm at Cheney until September 1926, when his resignation became effective. After 2 years he became State superintendent of public instruction in Washington, a position which he now occupies.

*The second baptism by fire, April 24, 1912.*—The Cheney Normal School was certainly tried by fire. Again on April 24, 1912, in the early days of Principal Showalter's administration fire razed to the ground the administration building. Churches and other buildings were utilized and "almost without equipment, lacking everything but the determination to carry on, the work of the school was resumed with only 1 day's interruption." Gov. M. E. Hay, happened to be at Cheney on that evening. At a mass meeting he declared that he would favor an appropriation for a bigger and better normal school. The school board offered the temporary use of their new high-school building to the Normal School, but the training school building was remodeled and used as the administration building.

Governor Hay was not reelected. In his farewell address he recommended the rebuilding of the Cheney plant. The new governor, Ernest Lister, was not favorable toward the plan. He believed in a single State normal school. Former Principal Sutton, then a State senator was on the education committee and succeeded in having a bill passed appropriating \$300,000. Governor Lister vetoed the bill on February 14, 1913. Governor Lister had also vetoed an item in the general appropriation bill for \$195,000 for maintenance of the Cheney Normal. Both were re-passed over his veto. When the Governor visited Cheney later he assured them that inasmuch as the legislature had overridden his veto it was his intention to build an institution of which they would be proud.

Principal Showalter's large task during his 17 years as principal was in raising standards, organizing the curriculum, securing a trained faculty and providing for the increasing demands made by a larger student body and the necessity for better trained teachers. When he took the reins the student body numbered 598; the biennial appropriation for maintenance was \$172,778.43. When he resigned in 1926 there was an enrollment of 2,131 and a biennial budget of \$398,688.31.

Mr. Showalter's success as an organizer and an administrator coupled with his grasp of the practical problems of education in the State were the factors that insured his election as State superintendent in 1928.

*Richard T. Hargreaves, president, 1926*———As successor to President Showalter the trustees elected Richard T. Hargreaves. He began his service there in September 1926.

President Hargreaves was born in Lancashire, England, March 17, 1877. He came to America with his parents who settled in Kansas.

His early schooling was received in Kansas prairie schools. Later training was obtained in the Washburn Preparatory School, Topeka, Kans. He then studied in the University of Kansas, receiving the degree of A.B. from there in 1902. Later graduate study was carried on in the University of Chicago.

His first teaching experience was in the Topeka High School from 1902 to 1905. For a year following he was instructor in the University of Kansas. In 1909 he became principal of the North Central High School in Spokane, remaining in that position until 1918. In 1918 he was called to Minneapolis where he was principal of the Central High School until 1926 when he was elected to his present position. Because of his long residence in Spokane he was no stranger at Cheney.

While at the Central High School in Minneapolis Mr. Hargreaves became the co-author of the "The Self-Directed School", published by Charles Scribner's Sons.

*Growth in enrollment.*—From small beginnings the Cheney Normal School has grown to large proportions. Even in the pioneer days beset by obstacles, wiped out twice by fire, with appropriations vetoed, with a bill to disestablish, the school demonstrated a need. The determination shown by the citizens of Cheney, the loyalty of students and faculty and the vigor of administration of several of its principals finally won the approval of hostile legislatures and governors. The growth in enrollment is exhibited in table 36.

The maximum enrollment was a little over 2,000 from 1924-26. The slight decrease since that time is due to higher standards and the intentional limitation of enrollments due to a surplus of teachers in the State.

*Financial support.*—The institution was obliged to start with only a campus and an inadequate building donated by the city of Cheney. Not a dollar was appropriated for maintenance and the potential revenues from the Federal land grants were small and unavailable. Private beneficence was the only thing that held the legally established institution from being spirited away as political patronage.

The first biennial appropriation, 1891-93, was \$18,297.87. The appropriations were very small for more than a decade. They then began to increase appreciably. In 1909-11 the biennial appropriation had reached \$172,778.43. A decade later, 1919-21 it had reached over \$400,000. The greatest appropriation was for 1929-31 when it



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reached nearly a half million—\$485,000. For the current biennium it was slightly less.

The plant is one of the best in the country, beautiful architecturally, commodious, and well equipped with administration building, library, classrooms, shops, training school, dormitories, dining halls, and campus.

TABLE 36.—Annual enrollment, 1890-1932, Cheney State Normal School <sup>1</sup>

Year	Normal school, regular year	Training school, regular year	Total, regular year	Summer session
1	2	3	4	5
1890-91	50		50	
1891-92	76	28	104	
1892-93	89	62	151	
1893-94	110	169	279	
1894-95	163	148	311	
1895-96	217	147	364	
1896-97	252	150	402	
1897-98	(?)	(?)	(?)	
1898-99	101	70	171	
1899-1900	166	82	248	
1900-1	201	96	297	
1901-2	180	81	261	
1902-3	257	114	371	
1903-4	230	125	355	
1904-5	300	129	429	30
1905-6	305	135	440	66
1906-7	350	147	497	62
1907-8	349	152	501	63
1908-9	417	178	595	162
1909-10	598	235	833	311
1910-11	650	264	914	374
1911-12	582	321	903	407
1912-13	626	257	883	480
1913-14	725	242	967	563
1914-15	858	239	1,117	604
1915-16	1,040	245	1,285	669
1916-17	982	290	1,272	602
1917-18	958	294	1,252	627
1918-19	955	261	1,216	641
1919-20	953	295	1,248	807
1920-21	1,104	338	1,442	909
1921-22	1,426	360	1,786	1,060
1922-23	1,764	367	2,131	1,064
1923-24	1,898	370	2,268	
1924-25	2,105	287	2,392	
1925-26	2,131	251	2,382	
1926-27	1,882	288	2,170	
1927-28	1,927	236	2,163	
1928-29	1,821	192	2,013	
1929-30	1,690	288	1,978	
1930-31	1,707	274	1,981	

<sup>1</sup> Oliphant, J. Orin. History of the State Normal School at Cheney, Wash., Spokane, Inland-American Printing Co., 1924, p. 153, and figures furnished by vice president, C. S. Kingston, June 17, 1932.

<sup>2</sup> School closed.

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TABLE 37.—Biennial appropriations, 1891-1935, Cheney State Normal School<sup>1</sup>

Biennium	Amount	Biennium	Amount
1891-93	\$18,297.87	1913-15	\$419,270.96
1893-95	15,681.32	1915-17	300,689.57
1895-97	113,599.33	1917-19	248,720.90
1897-99	(?)	1919-21	409,931.52
1899-1901	30,553.46	1921-23	340,054.00
1901-3	48,433.49	1923-25	368,000.00
1903-05	72,000.00	1925-27	398,688.31
1905-07	65,000.00	1927-29	436,910.00
1907-09	160,000.00	1929-31	483,000.00
1909-11	172,778.43	1931-33	431,341.00
1911-13	132,363.07	1933-35	329,996.63

SPECIAL APPROPRIATIONS

Biennium	Amount	Biennium	Amount
1923-25	\$12,000	1927-29	27,000
1925-27	23,000	1931-33	18,000

<sup>1</sup> Financial History of Washington, p. 197, and figures furnished by Vice Pres. C. S. Kingston, June 17, 1932.  
<sup>2</sup> Vetted.

*The teacher contribution.*—The display of certification statistics indicates roughly in an objective way the teacher contribution made by the school. Table 38 shows the number of each of the different types of diplomas granted from the time the school opened in 1891 to the present. From small beginnings there was a steady increase up to 1925-26. Since that time the number has decreased, due, first, to the abandonment of the elementary certificate in 1927-28, and, second, to the decreased enrollment.

It will be noted that the number of 4-year diplomas and college-graduate diplomas to 1933 was very small, almost negligible. The number of 3-year diplomas is considerable, and increasing. The number will increase still further because of the 3-year standard that went into effect after September 1, 1933. With the authorization of the A. B. degree in 1933 the number of third-year and fourth-year diplomas began to increase rapidly.

TABLE 38.—Diplomas and certificates issued 1891-1934, Cheney State Normal School<sup>1</sup>

Year	Renew-als	College graduate	Fourth year	Third year	Diplo-mas	Second-aries	Elemen-tary	Life di-plomas	Total
1	2	3	4	5	6	7	8	9	10
1891-92					3				3
1892-93					11				11
1893-94					3				3
1894-95					5				5
1895-96					9				9
1896-97					10		8		18
1897-98	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
1898-99					6		30		36
1899-1900					10		12		22
1900-1					11		27		38
1901-2					10		10		20
1902-3					14		12		26
1903-4					19		10		29
1904-5					23		15		38
1905-6					21	17	36		74
1906-7					27	31	58		116
1907-8					34	32	51		117
1908-9					26	45	44		115
1909-10					37	37	51	38	163
1910-11					56	41	67	39	203
1911-12					59	71	42	34	206
1912-13					82	48	19	79	228
1913-14					69	76	44	43	232
1914-15					107	100	62	88	357
1915-16					119	87	119	93	418
1916-17					180	83	102	90	455
1917-18				1	143		124	92	360
1918-19				4	146		128	131	409
1919-20					150		137	150	437
1920-21		1		8	171		133	163	476
1921-22		1	3	13	165		158	130	470
1922-23		2	6	22	251		281	162	724
1923-24			3	23	302		291	173	792
1924-25		2	4	33	361		296	246	942
1925-26		2	8	34	439		307	323	1,113
1926-27		1	4	41	431		137	314	928
1927-28		2	5	42	538			139	726
1928-29			3	56	474			192	723
1929-30			3	67	416			274	760
1930-31	8	2	6	99	288			269	672
1931-32	7	2	5	146	193			233	586
1932-33 <sup>3</sup>	11	3	7	179	91			160	451
1933-34 <sup>4</sup>	24	9	28	210	32			98	401

<sup>1</sup> Oliphant, J. O. *History of the State Normal School, Cheney, Wash.*, Spokane, Inland-American Printing Co. 1921, p. 152, and statistics furnished by Vice Pres. C. S. Kingston, June 17, 1932, and Registrar G. W. Wallace, Oct. 2, 1934.

<sup>2</sup> No session.

<sup>3</sup> The degree of A. B. in education was granted to 23 in 1933 and 73 in 1934. The law authorizing these degrees was enacted in 1933.

## II. THE ELLENSBURG NORMAL SCHOOL

### 1. Establishment and Location

*Legal enactment.*—Six days subsequent to the establishment of the Cheney Normal School, March 28, 1890, the legislature enacted a law establishing a second one at Ellensburg. While the establishment of the two were under contemplation at the same time the statutes creating them are worded very differently. Certainly there was little

evidence of an attempt to plan an organized system of higher education in the new State of Washington. So dissimilar were the laws that it will be desirable to quote the main provisions.

SECTION 1. There shall be established in the city of Ellensburg, county of Kittitas, a school to be called the Washington State Normal School, for the training and educating of teachers in the art of instructing and governing in the public schools of this State.

The Governor, the superintendent of public instruction and the secretary of state were appointed trustees to select the site in Ellensburg which was to be donated by the city. The Governor, the superintendent of public instruction and three others to be appointed by the Governor were to "constitute the board of normal school trustees." This board was vested with authority to select the principal and members of the faculty and to fix their salaries. They were to prescribe the course of study, conditions for graduation, the issuance of certificates and diplomas. They were authorized "when expedient" to establish a "training or model school or schools in which the pupils of the normal school shall be required to instruct classes under the supervision and direction of experienced teachers."

The school was evidently intended to be State-wide rather than regional and the students admitted were to be "apportioned among the counties of this State according to the number of representatives from said counties in the legislature." Teachers holding first- or second-grade certificates were to be admitted from the State at large regardless of the other limitations. County superintendents and county boards of education were authorized to hold competitive examinations before the first of May each year for candidates for admission. They were to be given preference for admission in the order of their standing. County superintendents were given discretionary power to "discriminate in favor of those whose age and experience specially fit them to become normal pupils."

The law does not state the length of the course except by implication. It states that—

To secure admission into the junior class of the normal school, the applicant, if a male, must be not less than seventeen years of age, or if a female, not less than sixteen years of age; to enter an advanced class, the applicant must be proportionately older.

This was certainly indefinite. All were to present recommendations from the county superintendent certifying to their good moral character and their fitness to enter the normal school. All were obliged to sign a declaration of "intention to engage in teaching in the public schools of this State."

Tuition was, by implication, free to residents of the State; non-residents were charged \$100 and not required to sign the declaration mentioned.<sup>13</sup>

The first five trustees included Gov. Elisha P. Ferry, ex officio, R. B. Bryan, State superintendent of public instruction ex officio, and three members appointed by the Governor, viz: W. R. Abrams, T. J. Newland, and M. Gilliam. The appointive members were all from Bellingham.<sup>14</sup>

*The initial faculty.*—The first faculty, 1891–92, consisted of B. F. Barge, principal, W. N. Hull, assistant principal, Rose M. Rice, and Fannie C. Norris.<sup>15</sup>

The public schools of Ellensburg shared their building with the normal school. The first 4 grades of the public schools were used as a training school during the first 3 years.

Evidently Mr. Barge was employed a year before the school opened as he is listed as principal by the United States Commissioner of Education for the year 1890–91. No students are reported for that year.<sup>16</sup>

*Principal B. F. Barge 1891–94.*—The one chosen to organize the normal school at Ellensburg was Benjamin F. Barge, a superintendent of schools from Illinois who had recently removed to Olympia. Mr. Barge was born in Concord, Mass., February 2, 1834. His father was a farmer. Mr. Barge studied at Yale for 3 years and at the age of 18 went to Louisiana where he engaged in teaching for 8 years.

At the outbreak of the Civil War he removed to Illinois and continued in the profession of teaching. For 6 years he was superintendent of the Cambridge city schools, following which he was city superintendent at Geneseo. During 11 years of this latter period he was also county superintendent. For 2 years, 1879–81 he served as a member of the State board of education in Illinois, resigning because of his removal to Iowa. He located at Webster City and engaged in agriculture and stock raising for 6 years. He then became a newspaper editor and publisher in Minnesota for 3 years.

In 1890, at the age of 56 after 29 years of teaching and a varied business experience he resumed his trek westward to Washington, then recently admitted to the Union and growing in population and wealth very rapidly. He settled in Olympia and almost immediately

<sup>13</sup> Laws of Washington, 1889–90, pp. 278–281.

<sup>14</sup> Report of Superintendent of Public Instruction, 1890, p. 182.

<sup>15</sup> Dewey, *History of Education in Washington*, p. 46.

<sup>16</sup> Report of United States Commissioner of Education, 1890–91, vol. 2, p. 1454.

was elected principal of the newly established normal school at Ellensburg.

After resigning, June 1894, at Ellensburg he was elected to the State legislature where he served 1 term. For 4 years he was disbursing officer of a Federal Commission on Indian Affairs. In 1896 he located in Yakima where he was very successful as a business man. For several years he served as president of the board of education in Yakima.<sup>17</sup>

*An early course of study.*—The curriculum of 1892-93 and little modified for many years is reproduced below:

COURSE OF INSTRUCTION, 1892-93

*Junior year*

**PROFESSIONAL.**—*First term:* Civil government and Constitution, 20 weeks. *Second term:* Manners and morals, 5 weeks.

**MATHEMATICS.**—*First term:* Algebra, 20 weeks. *Second term:* Algebra, 10 weeks; arithmetic, 10 weeks.

**ENGLISH.**—*First term:* Grammar, 20 weeks. *Second term:* Composition and literary reading, 20 weeks.

**SCIENCE.**—*First term:* Physiology, 10 weeks; United States history, 10 weeks. *Second term:* Zoology, 10 weeks; geography, 10 weeks.

**MISCELLANEOUS.**—*First term:* Penmanship and drawing, 20 weeks; reading and calisthenics, 20 weeks.

*Middle year*

**PROFESSIONAL.**—*First term:* Methods and observations in model school, 10 weeks; elementary psychology, 10 weeks. *Second term:* School management and observations in model school, 20 weeks.

**MATHEMATICS.**—*First term:* Geometry, 20 weeks. *Second term:* Geometry, 10 weeks; bookkeeping, 10 weeks.

**ENGLISH.**—*First term:* General history, 20 weeks. *Second term:* Rhetoric, 20 weeks; letter writing, physics, 20 weeks.

**SCIENCE.**—*First term:* Botany, 15 weeks. *Second term:* Physical geography, 10 weeks.

**MISCELLANEOUS.**—*First term:* Penmanship and drawing, 20 weeks. *Second term:* Reading and physical exercises, 20 weeks.

*Senior year*

**PROFESSIONAL.**—*First term:* Psychology, 10 weeks; pedagogy, 10 weeks; teaching in training school, 20 weeks.

**MATHEMATICS.**—*First term:* Arithmetic, 10 weeks. *Second term:* Algebra, 10 weeks.

**ENGLISH.**—*First term:* English literature, 20 weeks. *Second term:* Review of English grammar, 10 weeks.

**SCIENCE.**—*First term:* Chemistry, 20 weeks; geography, 10 weeks. *Second term:* Geology, 10 weeks.

**MISCELLANEOUS.**—*First term:* United States history, 10 weeks; perspective drawing, 20 weeks. *Second term:* Elocution, 20 weeks.

<sup>17</sup> Data furnished by Mrs. E. B. Lecky, Yakima, daughter of Mr. Barge.

Exercises throughout the entire course: Spelling and word analysis, graphic work, clay molding, drawing, vocal music, and taxidermy. For unclassified students not in regular course: Arithmetic, English grammar, geography, United States history bookkeeping, commercial arithmetic, school management.<sup>18</sup>

*P. A. Getz, principal, 1894-98.*—In September 1894 the new building was occupied. P. A. Getz became principal. The training school then was increased to six grades.

Mr. Getz was born at New Berlin (now Akron), Lancaster County, Pa., December 13, 1859. He was educated in the public schools of that county and in the State normal school at Millersville, Pa., from which he received the degrees of B.E. and M.E. in 1885 and 1887, respectively. In 1923 he received the B.A. degree from the University of Oregon, and also continued graduate work there intermittently until 1925.

He was principal of the high school at Hafeta, Pa., 1885-89; principal of the high school at Ashland, Oreg., 1889-92; and teacher of pedagogy in the State normal school at Monmouth, Oreg., 1892-94. In May 1894 he was elected principal of the State normal school at Ellensburg, which position he occupied until June 1898. In the summer sessions of 1924 and 1925 he served there as an instructor. Since 1916 he has been an instructor in the Roosevelt High School, Portland, Oreg.

In April 1898, Dr. A. E. Winship visited the Ellensburg Normal School, later publishing a very commendatory editorial concerning it and the services of Principal Getz in his journal. He also wrote a very flattering letter to one of the members of the normal school faculty. He said:

Considering the money at your disposal I have never seen any approach to the professional results obtained in Ellensburg, and in the purely professional side of the work, the imparting of high professional ideals and training in the adaptation of professional principles in methods I have not seen it equaled.<sup>19</sup>

*William E. Wilson, principal, 1898-1916.*—Prin. William Edward Wilson was at the helm from 1898 to 1916. He came directly from Providence, R.I., where he had been principal of the Rhode Island State Normal School from 1884-92. He was a student at the State normal school at Edinboro, Pa., and the Jamestown Seminary in the same State. He was a graduate of the West Virginia State Normal School and of Monmouth College. He was for a time a student at the University of Edinburgh and Free Church College of Divinity,

<sup>18</sup> Report of Superintendent of Public Instruction, 1892, p. 156.

<sup>19</sup> Data furnished by Mr. Getz through personal correspondence.

Scotland. He served successively as teacher in Morgan Park Military Academy, Chicago, the Nebraska State Normal School at Peru, and as superintendent of schools at North Platte and Brownsville, Nebr. From 1881 to 1884 he was professor of biological science at Coe College, Cedar Rapids, Iowa. In 1884 he became professor of biology and education in the State normal school, Providence, R.I. He served in that capacity until 1892 when he was made principal, in which capacity he served until 1898, then transferring to Ellensburg.<sup>20</sup> He was 69 years old at the time of his retirement, having been born March 27, 1847. After retirement he removed to Los Angeles where he died recently. His regime at Ellensburg was characterized by a fine spirit of citizenship, an atmosphere of refinement and culture, and the development of an attitude of loyalty and service in the profession of teaching. Through the practice work in surrounding schools a close relation was developed with the rural problems. For many years the only public kindergarden training department in Washington, Idaho, and Oregon was maintained at Ellensburg. That school is the only one in Washington at the present time.

*George H. Black, president, 1916-30.*—George Harold Black became president of the Ellensburg Normal School in July 1916, and remained until 1930. Mr. Black was born in Georgetown, Ontario, Canada, June 6, 1873. He received the degree of A.B. from the University of Toronto in 1898. He did graduate work at the University of Chicago in the summer of 1908. He served as vice president of Clarksburg College, Mo., 1898-1900. He then became head of the science department of the State normal school at Cheney, Wash., where he served for 3 years, 1900-3. He was then chosen president of the Lewiston, Idaho, State normal school, where he was in charge from 1903 to 1916. He resigned that position when elected president of the Ellensburg Normal School. He remained at Ellensburg from 1916-30.

Mr. Black was the author of the bill placing all the educational institutions in Idaho under a single board with a commissioner of education as its executive officer. In 1905 he was president of the Idaho State Teachers Association and in 1915 of the Inland Empire Teachers Association, representing the States of Washington, Oregon, Idaho, and Montana. In 1925 he was a delegate to the international health conference which met in Edinburgh, Scotland.

<sup>20</sup> *Quarter Century and Kooltuo*, p. 78.



During President Black's 15 years' incumbency at Ellensburg the institution developed in standards of work and increased in influence. The institution never expanded in numbers as the other two normal schools, but that is due to its geographical location. The population of the surrounding section is too sparse. The school should have been located at Walla Walla. President Black was regarded as one of the most vigorous and clear-visioned educational executives in the State.

Kindergarten training has been given at Ellensburg since 1900. It is the only normal school in the State permitted by the State board of education to offer that type of work.

Robert Ervie McConnell became the fifth president of the Ellensburg Normal in the fall of 1931, following President Black's retirement. Dr. McConnell is also a native of Canada, born at Meadford, Ontario, on December 16, 1896. He received the degree of B.S. from the Montana State College, Bozeman, in 1921; M.S. from the University of Wisconsin, 1923; the Ph.D. from the University of Iowa, 1928. He was fellow in education at Iowa during 1925-26.

During the 2 years, 1923-25, he taught education and psychology at the North Dakota Agricultural College, Fargo. During 1926-27 he was associate professor of education and psychology at Marshall College, Missouri. He went to Cheney Normal School in 1929 as head of the department of education, resigning in 1931 to become president at Ellensburg.

TABLE 39.—Annual enrollment, Ellensburg State Normal, 1891-1904

Year	Enrollment	Year	Enrollment	Year	Enrollment
1891-92	186	1905-6	80	1919-20	1,248
1892-93	140	1906-7	67	1920-21	1,155
1893-94	66	1907-8	57	1921-22	864
1894-95	167	1908-9	111	1922-23	1,003
1895-96	198	1909-10	155	1923-24	880
1896-97	173	1910-11	175	1924-25	902
1897-98	196	1911-12	218	1925-26	997
1898-99	26	1912-13	291	1926-27	836
1899-1900	41	1913-14	332	1927-28	933
1900-1	33	1914-15	199	1928-29	996
1901-2	37	1915-16	420	1929-30	1,019
1902-3	48	1916-17	452	1930-31	877
1903-4	63	1917-18	358	1931-32	597
1904-5	55	1918-19	598	1932-33	703
				1933-34	674

<sup>1</sup> Including high-school students.

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TABLE 40.—Diplomas and certificates issued by the State Normal School, Ellensburg, Wash., 1891-1916

Number of diplomas or certificates from—	2-year course	Elementary certificates	Life diplomas	Total
1	2	3	4	5
1891-92.....	11			11
1892-93.....	19	4		23
1893-94.....	24	17		41
1894-95.....	4	11		15
1895-96.....	16	22		38
1896-97.....	24	18		42
1897-98.....	25	83		38
1898-99.....	26	41		67
1899-1900.....	20	19		39
1900-1.....	13	11		24
1901-2.....	21	12		33
1902-3.....	18	8		26
1903-4.....	15	6		21
1904-5.....	22	11		33
1905-6.....	17	53		70
1906-7.....	18	52		74
1907-8.....	23	39	17	79
1908-9.....	15	42	2	59
1909-10.....	27	66	14	107
1910-11.....	41		8	49
1911-12.....	36	78	24	138
1912-13.....	65	50	28	143
1913-14.....	51	76	30	157
1914-15.....	61	60	59	180
1915-16.....	63	133	52	248

TABLE 41.—Diplomas and certificates issued by the State Normal School, Ellensburg, Wash., 1916-1934<sup>1</sup>

Number of diplomas of certificates from—	College graduate course	4-year course	3-year course	2-year course	Elementary certificates	Life diplomas	Total
1	2	3	4	5	6	7	8
1916-17.....				110	111	44	265
1917-18.....				109	89	64	262
1918-19.....				89	64	78	231
1919-20.....				91	108	103	304
1920-21.....				85	121	112	318
1921-22.....	2		5	130	140	92	369
1922-23.....	1		14	200	200	98	513
1923-24.....		5	6	226	156	113	504
1924-25.....			16	276	178	117	587
1925-26.....			16	309	124	174	623
1926-27.....			32	285		82	399
1927-28.....	5	2	51	271		58	385
1928-29.....	1	2	51	205		151	410
1929-30.....		2	69	183		128	382
1930-31.....	2	1	68	177		190	438
1931-32 (no date).....	2	1	58	51			112
1932-33 <sup>2</sup> .....	4	18	109	33		74	238
1933-34 <sup>3</sup> .....	2	39	101			28	170

<sup>1</sup> Statistics for tables — furnished by President McConnell in personal correspondence.

<sup>2</sup> The degree of A. B. in education was granted to 18 candidates in 1932-33 and to 40 in 1933-34. The law authorizing these degrees was enacted in 1933.

## III. THE BELLINGHAM NORMAL SCHOOL

## 1. Establishment of the "Washington State Normal School" in Whatcom County

*The Lynden Private Normal School.*—The Bellingham Normal School is, in a way, the logical successor of a private normal school which had been established for some time in the city of Lynden, Whatcom County. An attempt was made to convert this private school into a State-supported institution. This failed but resulted in enacting a law, February 24, 1893, creating a commission to select a site for a normal school in Whatcom County.

*The enactment of 1893, establishing Washington State Normal School.*—The enactment of 1893 was as follows:

SECTION 1. There shall be established in Whatcom County a school, to be called the Washington State Normal School, for the training and education of teachers in the art of instructing and governing in the public schools of this State.

The Governor and two others appointed by him constituted a commission to locate the site. It was provided:

That the citizens of Whatcom County shall donate not less than 10 acres of land accompanied by a good and perfect title in fee simple to the State of Washington. No discrimination shall be made in selecting said site by any proffer of a larger grant, donation, or bonus, but shall establish said school in the most suitable and accessible location.<sup>21</sup>

This act provided:

That said school shall be governed in the same manner and under the same rules as the State normal schools are governed at present, and laws that may be hereafter enacted for the government of all normal schools of the State.<sup>22</sup>

*The first appropriation.*—In 1895 the legislature made an appropriation of \$40,000 for the construction of the first building. In 1897 no appropriation was made and the building stood idle. In 1899 an appropriation of \$33,500 was made for equipment and maintenance for the biennium, 1899-1900. The first Circular of Information (catalog) stated,

With the latter appropriation the grounds have been cleaned, sidewalks laid, furniture selected, laboratory supplies ordered, a steam-heating plant installed, a library purchased, a faculty employed, and all things made ready for the opening of the first session of the institution, at ten o'clock, Wednesday morning, September sixth eighteen hundred and ninety-nine.<sup>23</sup>

<sup>21</sup> Laws of Washington, 1893, ch. XXXIII, p. 50.

<sup>22</sup> *Ibid.*, sec. 4, p. 51.

<sup>23</sup> Circular of Information, State Normal School, New Whatcom, Wash., June 1899, p. 9.

## The First Decade and a Half of Organization

*The first principal, Edward T. Mathes, 1899-1914.*—After the first appropriation was made in 1899 Edward T. Mathes was elected as the first principal of the New Whatcom Normal School.

Mr. Mathes was born August 9, 1868, in Fulton, Kalamazoo County, Mich. He was graduated from Heidelberg University, Tiffin, Ohio, in 1889. He later received the degree of M.S. from the same institution. On the basis of nonresident study he received the Ph.D. degree from the University of Omaha (Bellevue College). His early teaching experience was gained in Kansas and included 2 years as principal of the public schools at Wathena, a period in a denominational school in Wichita, 2 or 3 years as superintendent of schools at Lyons.

He then removed to the newly developing northwest, first teaching science in the Lewiston, Idaho Normal School for nearly 4 years. He was then elected in 1899 as principal of the Washington Normal School at New Whatcom (later Bellingham). He served there during the initial 15 years of the school's existence. When he took the reins in 1899 the faculty had only 6 members and the student body numbered only 160. When he relinquished his post in 1914 there were 800 students and 45 faculty members. The early struggles and successes are discussed in later pages.

Dr. Mathes believed in carrying his message to the people personally and during his 15 years as principal delivered more than 800 addresses and talks before meetings of all sorts. Since his resignation in 1914 he has operated a bookstore but has given much time to lecture work in Chautauquas, lyceums, P.T.A. organizations, etc. For 18 months during the World War he was in the Y.M.C.A. service overseas, 6 months of which with the Army of Occupation in Germany. In recent years he has given much time to the educational motion-picture field.

During his incumbency in addition to the task of organizing a new school the outstanding problems consisted in demonstrating to the public the necessity for the professional training of teachers, raising the entrance requirements, extending the period of training, securing certification reciprocity with other States, and the coordination of all the educational institutions of the States.<sup>24</sup>

*The initial faculty.*—The first faculty consisted of Edward T. Mathes, Ph.D., principal and teacher of history, psychology, philosophy of edu-

<sup>24</sup> Data furnished in personal correspondence from Dr. Mathes and from catalogs.

cation; John T. Forrest, Ph.B., mathematics; Frank W. Epley, A.M.; science; Jane Connell, Ph.D., Latin and English; (Miss) Avadana Millett, elocution, physical culture, drawing; Sadie Rogers, superintendent of the model school; J. A. McBride, custodian of buildings and grounds.<sup>25</sup>

*Admission requirements.*—“Persons possessing any of the following literary qualifications may be admitted without examination: An eighth-grade certificate, a teacher’s certificate, a high-school diploma, or a certificate of standing from any regular high school, or from any other reputable school doing work above the eighth grade.”<sup>26</sup>

*First curricula.*—The following courses of study were announced in the first circular of information. They were evidently in operation for some time subsequently.

REGULAR ELEMENTARY COURSE <sup>27</sup>

(Open to Eighth-Grade Graduates or Equivalent)

<i>First Year</i>	
<i>First term</i>	<i>Second term</i>
Reading and orthography	Composition and English classics
English grammar	Complete arithmetic
Elementary algebra	Botany
Vocal music and drawing	Vocal music and drawing
Introductory science and physiology	School law and school economy
Physical culture	Local history (10 weeks)
<i>Second Year</i>	
<i>First term</i>	<i>Second term</i>
Rhetoric and American literature	Rhetoric and English classics
Elementary algebra completed	Plane geometry
Drawing	Bookkeeping and penmanship
Physical geography	Vocal music and physical culture
Latin and word analysis	Latin
<i>Third Year</i>	
<i>First term</i>	<i>Second term</i>
Advanced algebra completed	Solid geometry
Physics	Physics completed
History—Ancient peoples	History—Medieval and modern
Literature	Zoology
Latin	Latin and literature

(A “modified elementary course” was also offered)

<sup>25</sup> Circular of Information, 1899, p. 7.

<sup>26</sup> *Ibid.*, p. 17.

<sup>27</sup> Circular of Information, 1899, pp. 14-16.

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### ADVANCED COURSE

(Open to Graduates of the Elementary Course or to Graduates of Accredited High Schools or the Equivalent)

#### First Year

##### First term

Methods in reading and English  
Methods in arithmetic and drawing  
Biology  
Chemistry  
Elementary psychology and logic

##### Second term

Methods in geography and nature study  
Physiological psychology  
Chemistry and hygiene  
Literature and physical culture  
Construction of school devices  
Practice teaching

#### Senior Year

##### First term

Methods in history and civics  
History of education  
Geology and mineralogy  
Reviews—Mathematics  
Practice teaching

##### Second term

Philosophy of education  
Masterpieces of literature  
Social science  
Reviews—English and history  
Practice teaching

### COURSES FOR COLLEGE GRADUATES

#### One Year

##### First term

History of education  
Child study  
School supervision  
Sociology  
Practice teaching

##### Second term

Philosophy of education  
Physiological psychology  
Ethics  
Educational creeds  
Practice teaching

*Opening the school, 1899.*—The normal school began its work on September 6, 1899, in a large, commodious, modern (then) brick building, 144 feet long, 3 stories in height, containing 38 rooms, 32 ready for occupancy. The building still gives excellent service in 1934. The training school included 8 grades, organized as a regular public school. The students were required to do observation and practice work. In addition, arrangements were made for observation in the city schools of New Whatcom and Fairhaven (now united into Bellingham) which together employed 45 teachers. Board and room in private homes cost from \$3 to \$4.50 per week. The enrollment during the first year, 1899-1900 was 264, distributed as follows: Seniors, 9; juniors, 33, third year 30, second year 60, first year 102, irregular 30. That is, there were 42 in the normal school proper and 222 in the preparatory classes. There were two college graduates in attendance. The average age of the first year (ninth grade) pupils was 17.8 years; of the second year (tenth grade) pupils 19.7 years; the third year, (eleventh grade) pupils 21.5

years; juniors, 19.1 years; seniors, 24.3 years. Twelve students were over 30 years of age; 24 over 25 years; 84 over 20 years. Sixty-eight had taught school. Eight were graduated from the senior class in June 1900.

*Curricular tendencies.*—As there were uniform curriculum requirements prescribed in the statutes and by the State board of education a detailed separate treatment will not be given for each of the normal schools. Because of the small number of 4-year high schools the Bellingham Normal, in common with the other normal schools, the university, the State college, and the private colleges, felt compelled to offer secondary school work. Consequently the elementary course at the normal school was a poor mixture of high-school work and elementary professional courses.

Latin was required beginning the second year, 1900-1901. It was offered because of its disciplinary value. The catalog stated that—

There are those who see in it only the source of a large proportion of the words of the English language and hence would make of it for normal schools a mere study of word analysis—or these same people may see in it a valuable adjunct to the study of English grammar and composition and as such may encourage a more or less thorough study of Latin grammar. The truest view of this branch of instruction is the one which recognizes its tremendous disciplinary value and sees its fitting place in normal school instruction in its power to develop patience, carefulness, attention to details, and the analytic sense.<sup>28</sup>

So great was the emphasis placed on Latin that in 1902 the statement appeared that—

No student will be granted an elementary certificate or diploma who has not in this or some other institution successfully completed the study of some standard Latin grammar and translated into English not less than eight hundred lines of some standard Latin text. A modern language cannot be substituted for the Latin without the consent of the teacher of Latin and the teacher of English.<sup>29</sup>

German was offered as an elective for the first time in 1902-3. In 1907 the Latin no longer appears as required but was optional with German. No foreign language was required except in the elementary or the so-called complete course.

Beginning with the year 1910-11 no foreign languages were required in the Bellingham Normal School. They have been offered as elective continuously.

*Relations with high schools.*—Toward the end of the first decade more definite relations with the high schools began to be developed. The lists of accredited schools made by the State board of education were

<sup>28</sup> Catalog, 1900-1901, p. 23.

<sup>29</sup> Catalog, 1901-2, p. 42.

followed. Students were not admitted from these schools unless they were graduates except in special cases. The preparatory work was still maintained for students coming from communities without accredited high schools.

From that time the curriculum and the entire organization of the school began to take on the characteristics of a real teacher-training institution. It began to have a professionally integrated curriculum and to lose the appearances of a medley of elementary and secondary academic subjects with a few abstract psychologic and pedagogic branches promiscuously thrown in. This transformation was taking place in normal schools throughout the country and was not peculiar to the Bellingham School.

*An epitome of 15 years' development.*—In many ways the Bellingham Normal School was peculiarly fortunate from the outset. It had the opportunity to build de novo without being weighted down by long-continued tradition. When Principal Mathes entered upon the work the stage was all set for the rapid development of a high-grade normal school without the necessity of a long period of privation and pioneering. The normal school policy had been established in the State. There was no other competing institution of college grade nearer than the university—100 miles away; there was a good building and an unsurpassable location; the appropriations were fairly liberal and students in sufficient numbers enrolled immediately. The problem was one of selecting the right faculty and keeping in mind the valid objective of a State normal school in a progressive public-school system.

When Dr. Mathes retired at the close of the year 1914 the campus possessed 6 substantial, commodious buildings, a student registration of 615 of whom 456 were of college grade. The summer session enrolled 538 additional. The school required at least 2 years of high-school work for admission. The school by 1914 had graduated 777 from the advanced courses, 714 from the secondary courses, and 412 from the elementary courses. In 1903-4 the cities of Whatcom and Fairhaven joined under the name of Bellingham. From that time on the name of the school has been the Bellingham Normal School.

*President Nash and the survey period.*—George Williston Nash became the second president of the Bellingham Normal School on August 1, 1914, and resigned, effective, March 31, 1922. Dr. Nash was born in Janesville, Wis., December 22, 1868. He received the degrees of B.S. and M.S. in 1891 and 1895, respectively, from Yankton College, S.Dak. During 1894-95 he was one of a throng of American students attending the German universities. He chose Leipzig.



The following year, 1896-97 he was a student at the University of Minnesota. He has thrice been decorated with the insignia of the degree of LL.D.: Yankton College, 1911; Colorado College, 1922; Drury College, 1923.

He was a journalist for a year, 1887-88 as joint publisher of the *Sioux Valley News*. He taught mathematics during 1891-92 at Augustana College, Canton, S.Dak.; from 1893-97 was principal of the Yankton College Academy; and professor of mathematics and astronomy in Yankton College from 1897-1902. He was then State superintendent of public instruction in South Dakota for 2 years, 1903-5. In 1905 he became President of the Northern Normal and Industrial School at Aberdeen in the same State where he remained until 1914. He assumed the reins at Bellingham in 1914, remained until March 31, 1922, when he resigned to become president of the Congregational Foundation of Education. In 1925 he returned to institutional administrative work, becoming president of Yankton College, his alma mater, which position he still retains.<sup>20</sup>

The administration of President Nash was characterized by a steady, substantial growth. The enrollment more than doubled during his 8 years at the helm. During the last year of his incumbency the attendance topped 1,200. The appropriations for maintenance likewise nearly doubled, reaching nearly \$400,000 for the last biennium. (See tables, 42-45.)

During the first half of his sojourn at Bellingham the famous survey of 1915 of the State's education, especially of the higher institutions took place. Dr. Nash was influential in securing some of the recommendations and the subsequent legislation favorable to the normal schools. His later years in the State were devoted to the reorganizations necessitated by the legislation following the survey. As the survey is treated in another chapter further discussion will not be necessary here.

*Dwight B. Waldo, president, 1922-23.*—On April 1, 1922, Dwight B. Waldo became president of the Bellingham Normal School. He remained until June 30, 1923. While he was given the full title of president at Bellingham it was generally understood that he was on leave of absence from the Kalamazoo, Mich., Teachers College. Had the outlook been more promising for the development of a 4-year, degree-granting teachers college at Bellingham he probably would have remained at Bellingham.

<sup>20</sup> Who's Who.

Mr. Waldo was born at Arcade, N.Y. on June 13, 1864. He attended the Michigan Agricultural College from 1881-83. In 1887 he was awarded the Ph.B degree and in 1890 the A.M. degree by Albion College, Mich. He attended Harvard during 1889-90. Kalamazoo College honored him with the LL.D. degree in 1912. His teaching and administrative experience include 2 years, 1890-92 as professor of history at Beloit College, Wis.; 7 years, 1892-1899, as professor of history and economics at Albion College; 5 years 1899-1904 as principal of the State normal school, Marquette, Mich.; the past 28 years as president of the Western State Normal School, Kalamazoo, Mich. This latter includes the brief sojourn while on leave of absence at Bellingham.

*The administration of President Fisher, 1923.*—Upon the return of President Waldo to Kalamazoo, the trustees selected Charles H. Fisher then president of the State normal school at Bloomsburg, Pa. He was a Pennsylvanian, having been born at York on April 25, 1880. His undergraduate study was done at Lebanon Valley College, Annville, Pa., where he received the degree of A.B. in 1904. He then studied for the ministry, receiving the B.D. degree from Union Theological Seminary in 1907. He has also done graduate work at Columbia and the University of Pennsylvania.

During the year 1907-8 he was secretary of the Y.M.C.A. in New York City. From 1908 to 1912 he was instructor in history in the York High School. During the next 3 years, 1912-15 he was head of the history department in the high school at Trenton, N.J. He then became head of the department of education in the State normal school at West Chester, Pa., where he remained from 1915 to 1919. Synchronously he was acting professor of education at Swarthmore College, 1916-19. For a year, 1919-20 he then served as assistant director of the teachers' bureau in the office of the State superintendent of public instruction, in Pennsylvania. His first executive position was as president of the State normal school, Bloomsburg, Pa., 1920-23, when he resigned to accept the position at Bellingham.

*Growth in enrollment.*—The Bellingham Normal School attracted a goodly number of students from the outset. While students below high-school graduation were admitted until 1917 the number with high-school preparation was considerable, even before the law required graduation from an accredited high school. The attendance reached its peak in 1924-25. The higher standards for certification

following the legislation of 1923 and the more rigid requirements for continuance within the school developed by President Fisher then caused a decrease in the enrollment. An especially large registration has been maintained in the summer sessions which are now a regular quarter of the school year.

*Financial support.*—The Bellingham Normal School has been more fortunate from the outset in its financial support from the State than the other three normal schools. Although the first appropriation in 1893 was vetoed, since the institution got under way in 1899 there has been continuous and generous support. No disastrous fire has impeded operations as at Cheney and no executive vetoes of appropriations or bills for disestablishment have caused alarm as at some of the other normal schools of the State. The highest biennial appropriations on a millage basis yielded well over half a million dollars. The table also shows substantial appropriations for capital outlays.

*Trained teacher output.*—Tables 43 and 44 indicate that the Bellingham Normal School has sent a large and steady stream of trained teachers into the public schools of the State. Table 43 shows the number and types of teaching credentials issued prior to 1917, the date of the law requiring graduation from an accredited high school for entrance.

Table 44 displays statistics of certification since 1916-17. The law of 1917 provided for 3- and 4-year courses. The 3-year courses had been authorized since 1909, but had attracted only a few students. Since 1917 a goodly number have finished the 3-year course. The 4-year course retained very few until 1933, due to the fact that no degree was awarded and the graduate schools of the country give little recognition to students without bachelor's degrees. While the course for college graduates was legalized in 1897 very few have availed themselves of it. Very few college graduates go back and make preparation for elementary teaching after graduation from college. Most of those who wish to teach in elementary schools attend the normal schools at first. Many finish in college after preparation in a normal school for elementary teaching. Considerable numbers teach for a time before finishing in college.

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TABLE 42.—Bellingham State Normal School, annual enrollments, 1889-1934

Year	Below college level	Above college level	Total	Summer school
1	2	3	4	5
1899-1900	192	72	264	
1900-01	204	62	266	
1901-02	200	135	335	
1902-03	232	156	388	
1903-04	192	111	303	56
1904-05	167	113	280	63
1905-06	177	108	285	72
1906-07	204	123	327	85
1907-08	182	153	335	108
1908-09	185	224	409	136
1909-10	212	253	465	234
1910-11	197	251	448	289
1911-12	128	268	396	425
1912-13	113	365	478	538
1913-14	132	456	588	666
1914-15	111	595	706	756
1915-16	121	836	957	911
1916-17	88	993	1,081	866
1917-18		876	876	842
1918-19		634	634	889
1919-20		690	690	916
1920-21		666	666	1,242
1921-22		1,009	1,009	1,399
1922-23		1,209	1,209	1,363
1923-24		1,308	1,308	1,363
1924-25		1,420	1,420	1,274
1925-26		1,312	1,312	1,044
1926-27		1,198	1,198	880
1927-28		1,117	1,117	1,068
1928-29		1,078	1,078	976
1929-30		941	941	1,080
1930-31		979	979	1,047
1931-32		955	955	818
1932-33		803	803	526
1933-34		726	726	642

TABLE 43.—Diplomas and certificates issued, 1900-17, Bellingham State Normal School

Year	Elementary	Secondary	Diploma	Life diploma	Total
1	2	3	4	5	6
1900		14	8		22
1901		23	28		51
1902		24	32	4	60
1903		24	38	12	74
1904		31	37	20	88
1905		27	40	22	89
1906	12	25	43	37	117
1907	28	49	32	30	139
1908	42	71	45	44	202
1909	50	75	52	29	206
1910	50	60	80	25	215
1911	81	66	89	55	291
1912	62	100	78	67	307
1913	55	99	127	79	358
1914	72	121	158	74	425
1915	116	172	192	119	599
1916	144	265	293	135	838
1917	274	202	401	168	1,045
Total	984	1,449	1,773	920	5,126

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TABLE 44.—Diplomas and certificates issued, 1917-34, Bellingham State Normal School

Number of diplomas or certificates from—	College graduate course	4-year course	3-year course	2-year course	Elementary certificates <sup>1</sup>	Life diplomas
1	2	3	4	5	6	7
1916-17			13	240	274	168
1917-18			15	359	295	236
1918-19	1		22	384	235	294
1919-20			16	297	274	339
1920-21			20	255	212	300
1921-22		5	16	318	259	275
1922-23		4	21	367	409	283
1923-24		7	31	475	352	275
1924-25	1	10	34	587	281	323
1925-26	2	4	43	557	180	307
1926-27	3	6	40	581	61	395
1927-28	2	2	45	534		168
1928-29	1	4	47	372		182
1929-30	1	5	42	335		187
1930-31	2	1	57	284		275
1931-32	4	2	70	244		68
1932-33	8	6	86	162		120 <sup>2</sup>
1933-34 <sup>2</sup>	8	28	144	74		75

<sup>1</sup> Abolished since 1927-28.

<sup>2</sup> In 1933-34 there were 41 granted the degree of A. B. in education under the new law of 1933.

TABLE 45.—Biennial appropriations, 1895-1933, Bellingham State Normal School<sup>21</sup>

*Appropriations for capital outlay, 1895-1933*

1895, original building	\$40,000.00
1897, extras for construction	4,189.05
1901, annex	45,000.00
1907, science annex, etc.	64,950.00
1917, buildings and land	35,000.00
1919, land	43,994.12
1921, dormitory	223,982.51
1926, land	30,000.00
1927, library and land	300,000.00
1929, gymnasium and recreational	15,000.00
Total	802,115.68

*Appropriations for operations, 1895-1933*

1899	\$33,800.00	1921	396,102.00
1901	54,604.00	1923	477,542.00
1903	83,000.00	1925	247,294.00
1905	80,000.00	1926	252,482.16
1907	80,070.00	1927	617,018.00
1909	127,500.00	1929	618,014.35
1911	135,000.00	1931	541,505.00
1913	198,600.00	1933	343,000.00
1915	229,000.00		
1917	250,000.00		
1919	\$311,000.00		5,075,531.51

<sup>21</sup> Statistics for tables 42, 43, 44 furnished by Pres. C. H. Fisher in personal correspondence.

## IV. THE CENTRALIA NORMAL SCHOOL

On March 18, 1919, a law was passed establishing the "State normal school at Centralia." The commission to select the site consisted of the Governor and two citizens appointed by him. It was required that the school should be in Centralia or "within 1 mile of the corporate limits of the city of Centralia."<sup>32</sup>

Governor Hart appointed a board of trustees, consisting of Harry L. Bras, Centralia, E. A. Rice, Chehalis, and F. E. Hazeltine of South Bend. The site for the school was chosen by the commission. City Superintendent Alexander C. Roberts of Everett was elected president in 1920. Plans were developed for opening the school on a permanent basis. A summer session was held under his direction as the opening term of the normal school. With him on the faculty was Paul J. Orr, superintendent of schools in Auburn, now professor of education in Linfield College, McMinnville, Oreg., who was chosen as a permanent faculty member. This first term proved to be the last because of lack of funds. There was no money to continue in the fall term. Both houses of the legislature in the winter of 1921 voted \$238,600 for maintenance during the biennium of 1921-23. Governor Hart vetoed an item of \$205,000, leaving only \$33,600 in the capital outlays fund. This left nothing for operation of the school, but a tract of 33 acres was purchased, making a total of 56 acres in the campus, which already had one old academy building when the first part of the site was purchased.<sup>33</sup>

Subsequent legislatures have failed to provide for opening the school. A bill was introduced in 1931 to disestablish the school. It passed the house on February 9 with no dissenting votes but was never acted on by the senate.<sup>34</sup>

A board of trustees has been maintained through most of the intervening years. Thus the school exists, but in somnolence.

*Pres. A. C. Roberts.*—When the Centralia Normal School failed to materialize President Roberts went to the University of Washington in 1921 to teach part time and to complete his work for the Ph.D. degree in education, which he received in 1922. He was then appointed as professor of education and director of extension in the university. In 1927 he was elected president of the State Teachers' College, San Francisco, Calif., which position he now occupies.

<sup>32</sup> Laws of Washington, 1919, ch. 147, p. 410.

<sup>33</sup> Biennial Report of the Superintendent of Public Instruction, 1922, p. 331.

<sup>34</sup> House Journal, 1931, p. 173.

President Roberts was born at Plainfield, Iowa, June 5, 1878. He was graduated from the State normal school, Cedar Falls, Iowa, in 1901. He received the degree of A.B. from the University of Wisconsin in 1906, A.M. and Ph.D. from the University of Washington in 1917 and 1922, respectively. After serving in various public-school teaching positions he was successively superintendent of schools at Marathon, Iowa, 1902-4; Cresco, Iowa, 1906-9; Fairfield, Iowa, 1909-10; high-school principal, Everett, Wash., 1910-18; superintendent, Everett, 1918-20. He is joint author with Edgar M. Draper of three books on secondary education.

## CHAPTER XIV

### The 1915 Legislative Survey of Education in Washington

#### 1. REASONS FOR THE SURVEY

As the five higher educational institutions of the State began to increase phenomenally in numbers and expand in functions and as the alumni multiplied and became more influential the partisanships became more intense. The effects of the struggle became especially irritating in the legislature when appropriations were under consideration.

#### 2. A LEGISLATIVE SURVEY ORDERED

The legislature passed an act, approved by the Governor, March 18, 1915, providing for a Commission of Educational Survey of Washington—

to make a comprehensive survey of the organization and work of the University of Washington, the State College of Washington, and the State Normal Schools at Ellensburg, Cheney, and Bellingham, and a general survey of the public school system of the State, both urban and rural, elementary and secondary, and of the educational development and possibilities of the State, and to determine more definitely the purpose, sphere, and functions of the university, the State college, and the State normal schools, and the lines along which each should be encouraged to develop for the better service of the State.<sup>1</sup>

*The legislative commission.*—The statute named as members of the commission the subcommittee of the joint committee on educational institutions of the legislature. They were: Senators W. J. Sutton, E. E. Boner, and A. H. Imus, Representatives Tom Brown, Charles Tmblyn, and Victor Zednick. They were required to file their report with the Governor on or before April 30, 1916. They were authorized to employ such experts as they deemed necessary.

*The United States Bureau of Education Committee.*—They selected Dr. Samuel P. Capen, then specialist in higher education in the United States Bureau of Education; Harold W. Foght, then specialist in rural school practice in the United States Bureau of Education; Dr. Alexander Inglis, assistant professor of education, Harvard University.

<sup>1</sup> Laws of Washington, 1915, ch. 143, p. 398.



Dr. P. P. Claxton, then United States Commissioner of Education, took an unusual interest in the survey and through his office facilitated greatly the progress of the work.

### 3. THE SCOPE OF THE REPORT

The survey experts made a critical analysis and an extended report on the manifold phases of the educational problems of the State. On the basis of their findings and recommendations the legislative commission made a brief summarized set of recommendations to the legislature. Unfortunately, the education committee appointed by Commissioner Claxton arrived in the State 3 or 4 months after the time originally planned by Commissioner Claxton. The members of the education committee spent only 3 days at the State college. Practically all the remainder of the time they spent in Seattle, and they did not return to the State college campus.

At the time the education committee conducted its work, President Holland of the State College of Washington had just arrived to assume his duties as head of that institution. Naturally, he was not thoroughly informed as to the functions of the institution, and Doctor Bryan, who had just retired from the presidency, was not called upon to discuss the questions at issue with the education committee.

The recommendations of the legislative commission and those of the experts do not coincide in all respects. It is especially true that the experts made many recommendations that are not included in those of the legislative commission. In a few cases this commission made recommendations that are not in any way implied in the findings of the experts. As Commissioner Claxton stated, however, in his letter of transmittal "it will be observed that in the main the commission of educational survey approves the conclusions of the survey committee". These recommendations were grouped under four heads:

1. Common schools, both urban and rural, elementary and secondary.
2. Normal schools.
3. State university and State college.
4. Distribution of the millage tax for the higher educational institutions.

The essential recommendations were:<sup>3</sup>

#### I. THE COMMON SCHOOLS

1. A more equitable system of taxation for public schools. No plan was suggested because another legislative committee was at work on this.

<sup>3</sup> A Survey of Educational Institutions of the State of Washington, pp. 9-19. U.S. Bureau of Education Bulletin, 1916, no. 26.

2. That the legislature submit to the people a constitutional amendment to remove the limit of 2 years' tenure of county superintendents.
3. Modify the law to make it possible for county superintendents to be chosen from any county in the State.
4. Make it the duty of the county superintendent to select all teachers except in first- and second-class districts.
5. That the legislature consider carefully the county-unit plan.
6. That the legislature consider carefully the subdivision of counties into supervision districts.
7. That teachers' certificates be issued for special types of work and not as blanket certificates.
8. To require by 1926 a minimum of 2 years of professional training of all candidates for certificates.
9. That all certificates be issued by the State superintendent.
10. Require all teachers to take an examination in all subjects they are required to teach.
11. Recognize certificates issued by the University, State college, and the normal schools.
12. Seek greater differentiation between the curricula of rural schools and city schools.
13. Have the legislature carefully consider the question of military instruction, with a view to making it compulsory in the high schools of this State."  
(Nothing on this by the experts.)
14. Long tenure for school teachers.

#### *Types of Certificates*

1. Common school certificates based upon examination:
  - a. Primary certificates, valid in grades I-IV.
  - b. Grammar school certificates, valid "in grammar grades."
  - c. Rural school certificates, valid in grades I-VIII.
  - d. High school certificates, valid "in high schools."
  - e. Administration certificates, validity not specified.
2. Normal school certificates:
  - a. Elementary school certificates:
    - (a) Primary certificates, valid in grades I-IV.
    - (b) Grammar school certificates, valid "in grammar grades."
    - (c) Rural school certificates, valid in grades I-VIII.
  - b. Special certificates:
    - (a) Supervisory certificates. Not further designated.
    - (b) Certificates of special subjects. Not further designated.
    - (c) Certificates of administration. Not further designated.
3. University and State college certificates:
  - a. High school certificates, valid "in high schools."
  - b. Special high school certificates. Not designated.
  - c. Special supervisors' certificates. Not designated.
  - d. High school administrative certificates. Not designated.
  - e. General administration certificates. Not designated.

The following explanations were made by the legislative commission regarding some of the foregoing certificates:

Normal school certificates issued by the State normal schools shall primarily cover the work of the elementary schools, shall provide for special teachers and supervisors for the elementary schools, and shall provide special administration certificates for the elementary and rural schools. Special certificates issued by the normal schools shall be sufficient in the named limited fields of work in any of the common schools of the State.

Certificates issued by the university and State college shall primarily cover the work of the high school field, including high school teachers, principals, and specialists in a definite limited field of work, and shall prepare special teachers and supervisors for the elementary schools.

Certificates of administration may be granted either by the normal schools, by the State college, or by the university upon a stipulated basis provided by the State board of education.

In 9-year schools, normal school certificates to teach in elementary grades shall be recognized as covering the first high school year, and university and State college certificates to teach in the high schools shall be recognized as covering the upper elementary grades.

A cursory analysis even shows that the elimination of duplication of functions and the simplification of certification were not secured. The recommendations concerning the general scope of the certificates were followed in the subsequent legislation, but the extreme specialization in certificates was not followed. Evidently the legislators were influenced by the fact of the single types of license to practice law or medicine. To a large extent those precedents are sensible.

## • II. NORMAL SCHOOLS

To the end that unwarranted duplication be now and hereafter eliminated, the commission defines rigidly the scope and functions of the university and State college in the preparation of teachers on the one hand and of the normal schools on the other. It draws a clean line of demarcation between them, indicating the class of teachers each group is to train. This is done in the interests both of economy and of turning out the most efficient product possible.

On the report of the experts, the views of the normal school principals, and personal inquiries by its members the commission bases the following recommendations:

1. That requirements for matriculation in the normal schools be those stated in the experts' report.
2. That the normal schools develop a full 3-year course in accordance with the suggestion of the experts.
3. That they go on a full four-year basis, not earlier than 1920, provided they have in the meantime arrived at the point where a full four-year course in an accredited high school is required for entrance and they have developed the

three-year course referred to above on a basis to warrant the expenditure this fourth year of work will entail.

4. That the State university and State college confine their training of teachers for the common schools strictly to the high school grades, but that graduates of such institutions be allowed to teach the upper elementary grades, when taught in connection with ninth-grade work in strictly one-year high schools.
5. That the State normal schools confine their training of teachers for the common schools strictly to the elementary grades, but that graduates of such institutions be allowed to teach the ninth grade when taught in connection with the upper elementary grades in strictly one-year high schools.
6. That school superintendents and directors, in this class of schools where both the upper elementary grades and one year of high school work are taught, give preference to those applicants having both a university or State college and a normal school training.
7. That, in consonance with the suggestions of the experts, the training of rural school teachers through the normal schools be further developed, but that the question of the location of model rural schools be left to the governing boards of the normal schools.
8. That the normal schools devote much serious effort to provide teachers for rural communities.
9. That the three-year course of study for the normal schools of the State, as suggested in the experts' report, be adopted.
10. That, for the purpose of promoting a harmonious development along parallel lines, a joint meeting of the respective boards of trustees of the three normal schools be held annually.

### III. UNIVERSITY AND STATE COLLEGE

The commission advised the enactment of legislation in accordance with the following recommendations:

1. That agriculture (in all its branches and subdivisions), veterinary medicine, mining, pharmacy, economic science in its application to agriculture and rural life, and the training of high school teachers (especially in agriculture, home economics, and mechanic arts), school supervisors, and school administrators be major lines at the State college.\*
2. That law, medicine, architecture, forestry, pharmacy, mining, commerce, journalism, library economy, graduate work in liberal arts and pure science, professional training of high school teachers, school supervisors, and school superintendents be major lines at the State university.
3. That duplication be recognized in liberal arts, pharmacy, mining, home economics, and in certain branches of engineering.
4. That civil, electrical, and mechanical engineering be taught at both the State college and the State university.
5. That chemical engineering be taught at the State university exclusively.

\* In the opinion of Dr. Bryan, forestry undoubtedly should have been included as a subdivision of agriculture. However, the State College of Washington would very properly be expected to emphasize questions of afforestation, reforestation, and range management, in contrast to the technical instruction offered in the school of forestry at the University of Washington and other separate universities of the country. With practically no exceptions, the large land-grant colleges of the country give instruction in forestry as described above. Furthermore, forestry is an integral part of the United States Department of Agriculture.

6. That agriculture and its various subdivisions be taught at the State college exclusively.
7. That the development of further departments or branches of engineering be submitted to a joint conference of the respective governing boards before their establishment at either institution.
8. That degree courses in liberal arts, with the training of high school teachers in the various branches of the same, be continued at the State college, but that no graduate work in these lines be offered.
9. That home economics be developed for the present without restriction at both the State university and the State college, but no extension work in home economics be undertaken by the university outside of King County.
10. That professional courses in marine engineering and fisheries be established at the State university as soon as its resources permit.<sup>b</sup>
11. That graduate work in engineering branches, when developed, be developed, at the university exclusively.
12. That both the State college and the State university continue their respective departments of mining engineering, but that the cooperation of the two institutions be secured so that each department will best serve the State. To this end we recommend that the university place special emphasis on coal and clay mining and ceramic engineering and that the State college place special emphasis on metalliferous mining.
13. That the work of the department of elementary science at the State college, which work in our opinion is making a most important contribution to the life of the State, be still further strengthened and extended, and that to this end there be brought about a partial reorganization of the administrative relationship of this department to the college, whereby this department shall have a teaching staff entirely its own and shall be separately housed.<sup>c</sup>
14. That the administrative officers of both institutions take under consideration the matter of small classes, as discussed in the report of the experts.
15. That the officers of the State college and the university consider the total number of hours required in the major subject, since it is often excessive and unduly limits the opportunity of the student to obtain the desired breadth of training.
16. That high-school graduation be required of all students entering the State college or the university, except those 21 years of age or older, and except students in the elementary science department of the State college. This restriction will not apply to summer schools, short courses, or extension work in either institution.
17. That in order to promote harmony, economy, and efficiency in the management of the institutions of higher education the regents of the State university and the State college hold joint meetings at least once a year.

<sup>b</sup> Dr. Bryan is of the opinion that the commission was justified in recommending that marine engineering and fisheries be established at the State university, since that institution is especially well situated to give instruction in these two fields.

<sup>c</sup> The necessity for following the recommendation of the commission with respect to the development and enlargement of the department of elementary science has steadily decreased during the past 15 years. This is due to the fact that many high schools of the State give vocational instruction in many fields. In addition, the agricultural instruction given under the Federal Smith-Hughes Act is of an efficient character, and therefore, instruction in agriculture of a subcollegiate grade at the State college is no longer required to serve the rural districts of the State.

## IV. DISTRIBUTION OF THE MILLAGE TAX

The basis of the main source of support of all the higher educational institutions of the State is a millage tax upon the entire assessed valuation of the State. This is thought to insure a more stable income than could be depended upon by leaving it to the varying attitudes of successive legislatures. The legislative commission recommended the following distribution indicated in the first column. The actual distribution at that time and the rates stated in successive statutes are indicated in separate columns.

TABLE 46.—Distribution of the millage tax

Institution	In force in 1915	Recommended by commission	1917	1921	1925
1	2	3	4	5	6
	Millage	Millage	Millage	Millage	Millage
University of Washington .....	0.475	0.90	0.74	1.10	1.47
State College .....	.325	.55	.45	.67	.8746
Bellingham Normal School .....	.09	.18	.152	.20	.26
Cheney Normal School .....	.09	.14 $\frac{1}{4}$	.13	.159	.22
Ellensburg Normal School .....	.07	.12 $\frac{1}{4}$	.108	.12	.16
Centralia Normal School .....				.10	
Total .....	1.05	1.90	1.578	2.349	2.9846

## 4. Legislation Following the Survey

*Legislation enacted.*—Many of the recommendations of the survey commission were enacted into law in the 1917 session of the legislature. Others followed in later sessions. The main ones related to (1) the extent of professional training required; (2) removing all certification from the county superintendents and placing all, except institutional certification, in the hands of the State superintendent; (3) the determination of the functions of the several higher educational institutions.

The main legislative changes are indicated below. The year of the enactment is indicated in the footnotes.<sup>3</sup>

## 33. Joint board of higher curricula.—

There is hereby established a joint board of higher curricula composed of seven members, namely, the president of the University of Washington, the president of the State College of Washington, the president of one of the State normal schools to be selected by the presidents of the State normal schools and four citizens of the State of Washington who are in no way connected with the institutions of higher learning, to be appointed by the Governor. The selected members of the joint board shall hold office for two years and shall serve until their successors are selected.<sup>4</sup>

<sup>3</sup> Code of Public Instruction, 1923, pp. 40-43.

<sup>4</sup> L. 1921, p. 227, sec. 1; R.C.S., sec. 4543.

34. *Definition of terms.*—

The terms "State institutions of higher education" as used in this act shall include the University of Washington, the Washington State College, the State Normal School at Cheney, the State Normal School at Ellensburg, and the State Normal School at Bellingham.<sup>5</sup>

35. *Funds created.*—

There is hereby created a fund to be known as the "university fund"; a fund to be known as the "Washington State College fund"; a fund to be known as the "Cheney normal school fund"; a fund to be known as the "Ellensburg normal school fund"; and a fund to be known as the "Bellingham normal school fund."<sup>6</sup>

36. *Where paid.*—

All moneys arising from the tax herein directed to be levied for the said several institutions of higher education shall be paid into the respective funds hereby created.<sup>7</sup>

37. *Purpose.*—

All sums of money produced by said tax shall be placed in said several funds and hereby set apart for the use of the several institutions herein provided for, for the purpose of maintenance, repairs and construction of buildings, and equipment thereof.<sup>8</sup>

38. *Centralia normal school fund.*—

There is hereby created a fund to be known as the "Centralia normal school fund", all sums of money produced by the tax provided for in this act and all bequests, gifts, or gratuities made to said school shall be placed in said fund, and are hereby set apart for the use of said school for the purpose of maintenance, repairs, and construction of buildings and equipment therefor.<sup>9</sup>

39. *Tax levy.*—

The State board of equalization shall, beginning the fiscal year 1921, and annually thereafter, at the time of levying taxes for State purposes, levy upon all property subject to taxation, a tax of one and ten one-hundredths of one mill (1.10) for the State university fund; sixty-seven one-hundredths of one mill (.67) for the State college fund; twenty one-hundredths of one mill (.20) for the Bellingham normal school fund; fifteen and nine-tenths hundredths of one mill (.159) for the Cheney normal school fund; and twelve one-hundredths of one mill (.12) for the Ellensburg normal school fund.

It shall be the duty of the joint board of higher curricula in the report to be made next preceding the convening of the legislature in 1925 to recommend any changes in levy herein provided for which the said board may deem necessary or proper, and to give their specific grounds and reasons therefor, for the purpose of having the levy herein provided for readjusted by the legislature of 1925.<sup>10</sup>

<sup>5</sup> L. 1911, p. 340, sec. 1; R.C.S., sec. 5528; P.C., sec. 4750.

<sup>6</sup> L. 1911, p. 340, sec. 2; R.C.S., sec. 5529; P.C., sec. 4751.

<sup>7</sup> L. 1911, p. 340, sec. 3; R.C.S., sec. 5530; P.C., sec. 4752.

<sup>8</sup> L. 1911, p. 341, sec. 5; R.C.S., sec. 5532; P.C., sec. 4754.

<sup>9</sup> L. 1919, p. 411, sec. 5; R.C.S., sec. 5533; P.C., sec. 4820c.

<sup>10</sup> L. 1921, p. 528, sec. 1; R.C.S., sec. 5531; P.C., sec. 4754a.

40. *Tax levy for Centralia normal school.*—

The State board of equalization shall at its regular meeting in the year 1921, and annually thereafter, at the time of levying taxes for State purposes, levy upon all property subject to taxation a tax of ten one-hundredths (10/100) of a mill for the Centralia normal school fund.<sup>11</sup>

41. *Major line defined.*—

The term "major line", whenever used in this act, shall be held and construed to mean the development of the work or courses of study in certain subjects to their fullest extent, leading to a degree or degrees in that subject.<sup>12</sup>

42. *Graduate work—When authorized.*—

Whenever a course is authorized to be offered and taught by this act, in any of the institutions herein mentioned, as a major line, it shall carry with it the right to offer and teach graduate work in such major lines.<sup>13</sup>

43. *Exclusive major lines—State University.*—

The courses of instruction of the University of Washington shall embrace as exclusive major lines, law, architecture, forestry, commerce, journalism, library economy, marine and aeronautic engineering, and fisheries.<sup>14</sup>

44. *Exclusive major lines—Washington State College.*—

The courses of instruction of the State College of Washington shall embrace as exclusive major lines, agriculture in all its branches and subdivisions, veterinary medicine, and economic science in its application to agriculture and rural life.<sup>15</sup>

45. *Medicine—Where taught.*—

Work and instruction in medicine when introduced or developed shall be offered and taught at the University of Washington exclusively.<sup>16</sup>

46. *Agriculture—Where taught.*—

Work and instruction in agriculture in all its branches and subdivisions shall be offered and taught in the State College of Washington exclusively.<sup>17</sup>

47. *Elementary science continued.*—

The work of the department of elementary science shall be continued and developed at the State College of Washington.<sup>18</sup>

48. *Joint major lines.*—

The course of instruction of both the University of Washington and the State College of Washington shall embrace as major lines, liberal arts, pure science, pharmacy, mining, civil engineering, electrical engineering, mechanical engineering, chemical engineering, home economics, and the professional training of high-school

<sup>11</sup> L. 1919, p. 411, sec. 6; R.C.S., sec. 5534; P.C., sec. 4820d.

<sup>12</sup> L. 1917, p. 34, sec. 1; R.C.S., sec. 4532; P.C., sec. 4734.

<sup>13</sup> L. 1917, p. 35, sec. 7; R.C.S., sec. 4538; P.C., sec. 4740.

<sup>14</sup> L. 1917, p. 34, sec. 2; R.C.S., sec. 4533; P.C., sec. 4735.

<sup>15</sup> L. 1917, p. 34, sec. 3; R.C.S., sec. 4534; P.C., sec. 4736.

<sup>16</sup> L. 1917, p. 35, sec. 5; R.C.S., sec. 4536; P.C., sec. 4738.

<sup>17</sup> L. 1917, p. 35, sec. 6; R.C.S., sec. 4537; P.C., sec. 4739.

<sup>18</sup> L. 1917, p. 35, sec. 8; R.C.S., sec. 4539; P.C., sec. 4741.



teachers, school supervisors, and school superintendents. These major lines shall be offered and taught at said institutions only.<sup>19</sup>

49. *Elementary teachers—Where trained.*—

The courses of instruction for the professional training of teachers for the elementary schools shall be offered and taught at the State normal schools only.<sup>20</sup>

50. *Entrance requirements.*—

Requirements for entrance to the University of Washington, the State College of Washington, and the State normal schools of Washington, shall not be less than graduation from a four-year accredited high school except for persons twenty-one years of age or over and except for students in the elementary science department of the State College of Washington. This requirement may be waived as to summer school, short courses or extension work.<sup>21</sup>

5. Recommendations and Legislation Compared

In a few items the recommendations of the Bureau of Education committee and those of the legislative committee did not coincide. The major differences are noted here.<sup>22</sup>

*A fourth normal school.*—The Bureau committee recommended the establishment of a fourth normal school.<sup>23</sup> The legislative committee did not mention it. In 1919 the Centralia Normal School was established, probably as the cumulative desire on the part of that section of the State to secure some State institution rather than as an outcome of the survey report.

*Elementary teacher training.*—Both committees agreed that the training of elementary teachers should be done primarily in the normal schools and the training of high-school teachers and administrators should be in the university and the State college. But the legislative committee mixed matters a good deal in the various recommendations for certification.

*High-school teacher training.*—There were very definite differences between the two committees with respect to the extent and scope of teacher training in the university and the State college. The Bureau committee recommended that "the training of high-school teachers of agriculture, home economics, and mechanic arts be major lines at the State college"; that the "professional training of high-school teachers and school superintendents \* \* \* be major lines at the State university"; that "degree courses in liberal arts

<sup>19</sup> L. 1917, p. 34, sec. 4; R.C.S., sec. 4535; P.C., sec. 4737.

<sup>20</sup> L. 1917, p. 35, sec. 10; R.C.S., sec. 4541; P.C., sec. 4743.

<sup>21</sup> L. 1917, p. 35, sec. 9; R.C.S., sec. 4540; P.C., sec. 4742.

<sup>22</sup> Recommendations of the Bureau of Education committee on pp. 187-189, Survey Report, op. cit.

<sup>23</sup> Survey Report, op. cit., p. 186.

with the training of high-school teachers in the same to be continued at the State college, but no graduate work in these lines be offered."

Notice that there were to be no limitations in the university on the range or extent of training, but that graduate work in the training of high-school teachers at the State college was to be limited to agriculture, home economics, and mechanic arts. The recommendation that degree work in the arts and sciences be continued in the State college was a concession due to the geographical location of the State college and the fact that such work was so thoroughly established there. On general principles the Bureau committee did not approve of it.<sup>24</sup>

In the opinion of Dr. Bryan, the recommendation attempting to limit the preparation of high-school teachers at the State College of Washington was due very largely to the strong classical bent of the members of this committee. In his opinion, these men did not have an adequate conception of the function and scope of a land-grant college. Therefore, in Dr. Bryan's opinion, the legislative committee was justified in modifying this recommendation.

The legislative committee, however, recommended that "the training of high-school teachers (especially in agriculture, home economics, and mechanic arts), school supervisors, and school administrators be major lines at the State college." This was almost identical with the functions recommended for the State university. The legislature in 1917 prescribed identical functions in teacher training for the two institutions, except that the State college was given an advantage by being able to train teachers of agriculture and the university was prohibited from so doing. The university was by implication allowed to train journalism teachers, but there are none such in demand.

*Graduate work.*—The Bureau committee in various ways stated that graduate work was to be the function of the university in liberal arts and sciences. The graduate work recommended for the State college was to be in agriculture, veterinary medicine, home economics, and economic science in its application to agriculture. There was evidently no intention to recommend the development of a graduate school of arts and science and education of university status at the State college. That was clearly intended to be at the university.

The Bureau of Education committee strongly urged that the strictly graduate work in education should be pursued in the university only. The following paragraph is unequivocal:

<sup>24</sup> Op cit., p. 109.

The committee is very definitely of the opinion that the task of preparing young men and women for service as teachers for normal schools and high schools (except for special subjects, preparation in which can better be given at the State college) and the preparation of superintendents, supervisors, and principals, together with provision for general educational investigation and research, belong to the university. Its college of education should be strengthened as may be needed to enable it to do this work well.<sup>24</sup>

The legislative committee, however, recommended that the training of high-school teachers, school supervisors, and school administrators be a major line at the State college as well as at the State university. As a major line meant graduate as well as undergraduate work there was given a definite authorization to maintain a graduate school of education. This was somewhat contradictory because in another paragraph the graduate "courses in liberal arts, with the training of high-school teachers in the various branches of the same" is opposed. Only degree courses in these are recommended.

The law of 1917, however, gives a clear mandate to offer graduate work in all of these. The legal right to develop a graduate school of university rank was plainly advantageous to the State college. The only lines in which graduate work may not be offered in the State college are in law, architecture, forestry, commerce, journalism, library economy, marine and aeronautic engineering, fisheries, and medicine. All of these are largely vocational lines in which few go further than the bachelor's degree. Even in some of these graduate work is given at the State college. Further comment is made later.

*Agriculture.*—"Agriculture, in all its branches and subdivisions, veterinary medicine, and economic science in its applications to agriculture and rural life" are now legally exclusive major lines of the State college. The first of these greatly limits the fields of applied botany, zoology, bacteriology, chemistry, and physics at the university. The last limits the fields of applied economics in a similar way.

*Forestry.*—The Bureau committee recommended that forestry be offered at the university only. The legislative committee concurred in this and it was enacted into a law in 1917 that forestry should be one of the exclusive major lines taught at the university. An examination of the current announcement of the State college discloses 18 courses in forestry organized into a school of forestry.<sup>25</sup> That certainly has the appearance of a major line.

Dr. Bryan calls attention to the fact that at an all-night conference in the office of Governor Lister while the 1917 legislature was in session,

<sup>24</sup> A Survey of Educational Institutions of the State of Washington, p. 113.

<sup>25</sup> Catalog, June 1931.

Dr. Suzzallo, on behalf of the University of Washington, stated that so long as the formal degree in forestry was not given at the State College of Washington, he saw no objection to work in this general field being offered at that institution.

Dr. Bryan also calls attention to the fact that there is no school of forestry at the State College of Washington. As a matter of fact, there is a department of forestry and range management, as a branch of the college of agriculture of that institution. Less basic work in forestry is now offered than was offered at the time Dr. Suzzallo was consulted in 1917. Possibly 2 years of work in forestry is given at the State college, and as a consequence, students enrolled in the department of forestry and range management occasionally leave the State college to enroll elsewhere so they may receive a degree in forestry.

*Architecture.*—Architecture is another subject which was recommended by the United States Bureau and the legislative committee as an exclusive major line for the university. The legislature followed their recommendations in the law of 1917. That also is given at the State college as a "Department of architectural engineering" with 29 courses in architecture.<sup>27</sup> In contrast to this number, the University of Washington offers 44 courses. The State college is on the semester basis and the university is on the quarter basis. A more detailed comparison shows that the State College of Washington is offering 76 semester hours, as against an equivalent of 95.2 semester hours at the university. Of these 76 semester hours offered at the State College of Washington, 13 are service courses for students in fine arts, manual arts, home economics, and for others.

At the all-night conference with Governor Lister in 1917, Dr. Suzzallo, according to President Holland, stated that the university had no objection to courses in architecture being offered at the State college if a degree in that subject were not granted.

To conform to the law of 1917, the degree in architecture has not been given, but in order to meet the requirements of a limited number of majors and other persons interested in mechanic arts, a degree in architectural engineering has been given for several years. According to the State college authorities, architecture deals largely with design, while architectural engineering deals primarily with structural engineering. On several occasions, students enrolled in architectural engineering have left the State College of Washington in order to go elsewhere and obtain the bachelor's degree in architecture.

<sup>27</sup> Catalog, *op. cit.*, 1931.

The courses in architectural engineering at the State college emphasize structural engineering and require only a limited amount of architectural design, but a great deal of work in civil and structural engineering. No other institution west of the Rocky Mountains gives a degree in architectural engineering.

*Journalism.*—Journalism was reserved to the university as an exclusive major line by the legislature, following the recommendation of both committees. This subject likewise has full departmental status (called a "group") at the present time under the title, "English journalism", subtitle, "industrial journalism." Eleven courses are being taught, including such courses as, editing, advanced editing, editorial writing, news writing, advanced news writing, magazine and feature writing. The university offers only 26 courses, and the fields covered are almost identical in the 2 institutions. Before the law of 1917 made the restriction only three courses in journalism were offered at the State college in the department of English. The next year another course was added, in 1919 another, the next year 5 more, and since that 1 more, making 11 in all.<sup>28</sup>

No degree has been offered in journalism since the 1917 law was passed, but courses in journalism have been given at the State college for more than 20 years. It is obvious that if the State college offers but 11 courses in journalism, that field does not have the status of a major division. Attention should be called to the fact that the university offers 26 courses. The State College of Washington, like some other land-grant institutions, does not have a school of journalism and does not have a department of journalism. However, it offers courses in journalism in the department of English, in which are enrolled students in home economics, agricultural engineering, business administration, and the sciences.

Later, in chapter XIV, will be found a discussion of how a charter in the national professional fraternity, Sigma Delta Chi, was granted to the State College of Washington.

*Chemical engineering.*—Chemical engineering was recommended by both committees as an exclusive major line at the university, but the legislature saw fit to make it a joint major at both institutions.

*Pharmacy.*—The United States Bureau committee recommended that pharmacy be an exclusive major line at the university. They gave elaborate figures showing the need of only one department of pharmacy and that west of the Cascades. The legislative committee recommended that it be a joint major line given at both institutions.

<sup>28</sup> Catalog.

The legislature followed this latter recommendation apparently on the ground that the size of the State would justify the maintenance of two well-conducted schools of pharmacy. In the opinion of many, the action of the State Legislature in this matter was thoroughly justified.

*Mining.*—The Bureau committee advised that there be but one mining school maintained, the location of which to be determined by a committee of mining experts not connected with either institution. The legislature followed the advice of the legislative commission and made it a joint major line, given at both institutions.

*Library economy.*—Library economy was recommended as a major line for the university by the legislative commission. This was followed by the legislature. The Bureau committee did not mention the subject.

## 6. Legal Status of the State College and the University

### I. President Bryan's Brief

During the controversy over the rightful fields of service of the two institutions Dr. Bryan, then president of the State college, issued a pamphlet in which he cited the Federal and State laws to show the original intentions and the actual status of each. He contended that the Morrill Act and the State laws plainly authorized the State college to cover the field of agriculture and the entire realm of the applied sciences. The State laws likewise gave the university the mandate to develop the liberal arts and the professional schools of law and medicine.

He cites the Morrill Act of 1862 in which the Federal Government pledges

endowment support and maintenance of at least one college where the leading object shall be without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, and in such manner as the legislature of the States may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions of life.

He refers to the State law of 1890 which established the Washington College of Agriculture and School of Science, and the amended law of 1891 in which specific mention is made of the English language, literature, mathematics, philosophy, civil and mechanical engineering, chemistry, entomology, geology; political, rural and household economy, moral philosophy, history, mechanics "and such other courses of instruction as shall be prescribed by the regents."

The second Morrill Act, 1890, is cited by Dr. Bryan as added evidence of a contract with the Federal Government to give a broad comprehensive training for "the industries of life." The particular money appropriated under this act says Dr. Bryan quoting the language of the Federal act is

to be applied to instruction in agriculture, the mechanic arts, the English language and the various branches of mathematical, physical, natural and economic science, with special reference to their applications in the industries of life and the facilities for such instruction.

The functions of the university, Dr. Bryan contends, were first specified in the charter of the Territorial university. He emphasizes especially section 9 which states that

The university shall consist of at least four departments: 1. A department of literature, science and arts. 2. A department of law. 3. A department of medicine. 4. A military department. These departments may be organized and such others added as the regents may deem necessary and the state of the university fund shall allow.

The last clause would seem to permit of expansion in any direction considered advisable by the regents. They were to be the sole judge. No restriction as to fields were apparently then contemplated. This interpretation seems plausible, especially since there was no other higher institution of learning in the Territory. Dr. Bryan, however, differs with that interpretation. He says:

The strict construction of the final clause, just as in the case of the State college, is applicable here also. "Such other subjects as the regents shall deem necessary, etc.," means other subjects in harmony with the functions as set forth in the law.<sup>19</sup>

Dr. Bryan cites the law of 1890 through which the University was to be relocated. It is there stated that—

The object of the University of Washington shall be to provide the best and most efficient means of imparting to young men and women on equal terms a liberal education and thorough knowledge of the different branches of literature, the arts and sciences with their varied applications.

Dr. Bryan contends that this was not intended to modify the original functions of the university (as interpreted by Dr. Bryan). He notes that in section 6 there is an apparent intention to enlarge the original functions. In that section are these words:

A liberal instruction in the different branches of literature, science, art, law, medicine, mechanics, industrial training, military science, and such other departments as may be established therein from time to time by the board of regents.<sup>20</sup>

<sup>19</sup> Op. cit., p. 23.

<sup>20</sup> Laws of Washington, 1893, sec. 6, p. 296.

Dr. Bryan contends that the inclusion of the whole section was "not good law" because it is outside of the scope of the title of the act which was "An Act providing for the location, construction, and maintenance of the University of Washington." The subsequent enactments of 1893, 1897, and 1909 omitted the words "mechanics", and "industrial training." He regards their omission as indicative of a recognition by the legislature that the original purpose was being changed and that another institution had already been established to assume that function. He says that in 1896-97 the university announcement "does not show a single technical or industrial subject provided for." Dr. Bryan was mistaken in this as in 1894-95 three departments of engineering were organized—civil, electrical, and mining.<sup>31</sup>

Dr. Bryan says, as is obviously true, that the legislature of 1917 did not lessen, but increased duplication of functions of the higher educational institutions. On the contrary: "First and foremost was the enlargement of the functions of the State university as these had been defined in the original charter and in the charter of 1890 and 1891 and subsequent legislation."<sup>32</sup> A careful analysis of these charters fails to reveal to the present writers that any added functions were allotted to the university. Those laws specified certain subjects and then gave carte blanche by adding "and such other subjects as may be added by the regents." Plainly the whole field of human knowledge is the only limitation. Dr. Bryan comments further:

The broad field of applied science and technology (with the exception of agriculture) which on our entrance to statehood had been assigned alone to the State college, was now extended to include the university. On the other hand the broad field of the liberal arts which had, in the first organic act and the amended act of 1891, been assigned only to a limited extent to the State college, was by the act of 1917 extended fully to the State college. The outcry against duplication had thus been met with legislation for almost unlimited duplication in purpose and spirit as well as in the specific subjects offered and taught. The State college lost forestry, architecture, journalism, and commerce as major lines of its curriculum. \* \* \* The net result of some eight years of superficial discussion and jangling about "duplication" had thus worked itself out into a more complete duplication than had before existed. The single value of the legislative compromise of 1917 was that it brought about a settlement. It should remain undisturbed.<sup>33</sup>

Dr. Bryan concludes his analysis of the legal criteria determining the fields of the two institutions with the following words:

<sup>31</sup> Catalog, 1894-95.

<sup>32</sup> Bryan, E. A., *Historical Sketch of the State College of Washington*, p. 422.

<sup>33</sup> Bryan, E. A., *Historical Sketch*, pp. 422, 425.



It would, therefore, seem indisputable that so far as the State legislature is able to determine, the matter of the segregation of the functions of the two higher educational institutions of the State has already been done, and that a uniform and consistent policy has been maintained for twenty-five years. No candid person can for a moment doubt the facts in the case. If the existing body of law is not sufficient, then no law could be sufficient for the purpose of segregation. The fact is, that civil, mechanical, electrical, and mining engineering, forestry, domestic economy, and kindred technical and industrial subjects have from time to time been introduced into the curriculum of the university without warrant of law and against a plainly declared policy of the State. That policy, declared upon our entrance to statehood and reiterated time and again by the legislature, divided the field of higher education into two parts.

To the university it assigned the field of liberal arts and professional schools.

To the State college it assigned the entire field of technical and industrial higher education.<sup>34</sup>

## II. Dean Condon's Rejoinder

In 1916 Dean John T. Condon of the University of Washington Law School published a reply to the Bryan pamphlet.<sup>35</sup> In addition to profound knowledge of law, in general, Dean Condon had a background of experience which enabled him to make a penetrating, critical analysis of the situation. He was born in the Territory of Washington in 1864, had lived in the commonwealth all his life, had been a student in the Territorial university, had been an observer of, and frequently a participant in the development of many of the laws of the Territory and the State. He was already a young lawyer practicing in Seattle when Washington attained statehood. He was the first law teacher in the university, beginning in 1899 and organized the School of Law in 1899. He was intimately acquainted with many of the legislators, and was at Olympia much during every session of the legislature for many years. All of this afforded him not only a familiarity with the legal enactments relating to the university and the State college but he knew of the intention of the legislators back of most of the laws.

In his pamphlet he shows conclusively that the Federal donations were made to the State and not to the particular college. The contractual relations are likewise with the State. Therefore the State may allot the functions and the supporting revenues to any institution. Those might have been allotted to the university by the State or divided among different institutions. The court decisions in sup-

<sup>34</sup> The legal Status of the Functions of the State College of Washington and the University of Washington, p. 25.

<sup>35</sup> The Functions of the University of Washington and the State College of Washington as Shown by the Federal and State Laws, 20 p. Bulletin of the University of Washington, No. 104, October 1916.

port of that interpretation are numerous cited by Dean Condon. "From a review of these authorities", he comments,

it follows that the State of Washington may distribute and redistribute the functions of its institutions of higher learning as it wishes. It is not hampered in the Morrill or Hatch Acts. If there was any doubt, Sec. 7 of the Hatch Act, which is as follows, would remove that doubt:

"Sec. 7. That nothing in this Act shall be construed to impair or modify the legal relations existing between any of the said colleges and the government of the States or Territories in which they are respectively located."

At page 19 of Dr. Bryan's Brief there appears a black-letter heading with a list of subjects stated below. The heading is: "Functions Prescribed by the United States." There are no such things in the sense that Congress prescribes them for the institutions. Congress prescribes them for the States and the States may distribute them as they will to the educational institutions of the States.<sup>36</sup>

Dean Condon in his analysis did not discuss the language or interpretation of the Morrill Act of 1862, evidently assuming the clear intention of the Federal Government to establish in each State a college of agriculture and mechanic arts. The location of the college, he maintained, was for the State to determine. The real problem became acute when the legislature in 1890, the first session under statehood, made plans to accept the benefits of the Morrill and Hatch Acts. Condon says:<sup>37</sup>

"The university of the Territory of Washington was an existing thing in law and fact at the time of the adoption of the State constitution, having been created by an act of the Territorial legislature of January 24, 1862. Its functions were defined by sections 2 and 9 of that act." These functions of the University as defined by the Act of 1862 remained in this condition until the Act of March 27, 1890 (Laws, 1890, p. 395), which was entitled "An Act in relation to the establishment and government of the University of the State of Washington." This was the first act in reference to the university after statehood." This act "provided for a liberal education and a thorough knowledge of the different branches of literature, the arts and sciences with their varied applications." "The Act of March 27, 1890", wrote Dean Condon, "made it the duty of the university to give a liberal education and thorough knowledge of the varied applications of literature, arts and sciences; in other words, the applied sciences."<sup>38</sup>

After reading the foregoing statement and quotation from Dean Condon's interpretation of the act of the Territorial legislature on

<sup>36</sup> Condon, *op. cit.*, p. 6.

<sup>37</sup> Condon, *op. cit.*, p. 8.

<sup>38</sup> *Op. cit.*, p. 8.

January 24, 1862, and the act of the State legislature on March 27, 1890, Dr. Bryan makes the following statement:

The assumption here made that the interpretation which should be placed upon the act of the legislature included the applied sciences is carried throughout the brief and is assumed established and granted. This assumption is denied as the actual interpretation. It is true that the two acts, as Dean Condon suggests, are parts and parcels of the same act, and that the legislature knew precisely what it was saying. It gave to the word "sciences" the same interpretation which had been given by the Territorial legislature of 1862; but in the acts of March 27 and 28, 1891, the legislature intended to establish also an additional institution which should cover far more than that covered in the original act founding the university.

That this interpretation is correct is carried out by the fact that 2 years later, in the catalog published by the university in the summer of 1893, precisely the same interpretation was being carried out by the university itself, and its description of the philosophy of education in which it believes, states precisely that theory, as may be seen on pages 28 to 30, inclusive, and page 59; and the curriculum of the university then published for the following year carries out the same ideal.

The next day, March 28, 1890, the legislature passed an act entitled "An Act to create a Commission of Technical Instruction and to establish a State Agricultural College and School of Science."<sup>39</sup>

Dean Condon considered the juxtaposition of the dates of these two acts as exceedingly significant. It showed that the legislature had under consideration the whole problem of higher education and that the 2 acts were intended to divide the functions of the 2 contemplated institutions, 1 already established. Dr. Bryan recognized the same significance. He stated<sup>40</sup>

This juxtaposition in the passage of the two acts is important, showing that the legislature had the entire problem before it at the same time and after consideration, purposely and definitely divided the field of higher education of the State into two quite distinct parts.

Dean Condon emphasizes the fact that the act provided for the establishment in the college of a department of elementary science in which were to be taught "elementary mathematics, including elementary trigonometry; elementary mechanics, elementary and mechanical drawing, land surveying."<sup>41</sup> The commission was also to "establish a department of said college to be designated the department of agriculture, and in connection therewith provide instruction in the following subjects: First, physics, with special application to agriculture; second, chemistry, with special application of its principles to agriculture." Morphology and physiology, agriculture, mining

<sup>39</sup> Laws of Washington, 1890, p. 260.

<sup>40</sup> Bryan Brief, p. 3.

<sup>41</sup> Laws of Washington, 1889, pp. 260-266.

and metallurgy were all likewise included under the department of agriculture. (Sec. 8 of original act.) Dean Condon traced the bill through the various stages in the legislature. Mining and metallurgy were not included in the original bill but were added as an amendment "providing courses" (not a department or school, it should be noted) He says,

It appears rather clearly from the above that Mr. Grant (who moved the amendment) knew at the time he made the motion to add courses in mining in the agricultural department that the legislature was in no mood to add a department of mining, and for that reason the motion was made in the form that it was.<sup>42</sup>

Mr. Grant moved an amendment to strike out all of the limiting phrases "with special application, etc.", but the amendment was defeated. Condon says that this showed "that the legislature 'purposely and definitely' intended those words to remain and operate as limitations."<sup>43</sup>

As a jurist, Dean Condon, says that

It is not claimed by anyone that there was another purposeful and definite redistribution of functions in the session of 1891. The most that can be claimed is that by this act of March 9, 1891, the functions of the State college were enlarged. There is no intent anywhere evidenced in this law of 1891 to change the functions of the university from the field of applied sciences assigned to it by the laws of March 27, 1890.<sup>44</sup>

Condon shows by citing section 2 of the act of 1891 that the same purpose was stated in the law of 1891 as in that of 1890. The particular expression is:

The agricultural college, experiment station, and school of science created and established by this act shall be \* \* \* devoted to practical instruction in agriculture, mechanic arts, natural sciences connected therewith, as well as a thorough course of instruction in all branches of learning upon agriculture and other industrial pursuits.<sup>45</sup>

Condon shows that the regents of the agricultural college recognized the primary function of the institution in their first annual report in which they make the statement that "Naturally in an institution of this character the most important departments are those devoted to agriculture and horticulture."<sup>46</sup>

Condon expressed the opinion that the State college has continually received illegally the proceeds of the 100,000-acre grant of the Federal Government for a scientific school.

<sup>42</sup> Condon, op. cit., p. 10.

<sup>43</sup> Condon, op. cit., p. 10. House Journal, 1889-90, p. 253.

<sup>44</sup> Condon, op. cit., p. 11.

<sup>45</sup> Laws of Washington, 1891, p. 334.

<sup>46</sup> Annual Report of the Board of Regents of the Agricultural College, Experiment Station and School of Science, Nov. 1, 1892, p. 10.

Bryan contends in the following statement that the grant was assigned to the State college:

By this act (Mar. 28, 1890) the two grants (that for an agricultural college and that for a scientific school), 190,000 acres in all, were united into a single foundation endowment for the institution thus established.

Condon comments:

Nowhere in the act of March 28th, 1890, is this done. There is a recital under a whereas that a grant of land had been made in the enabling act for a "scientific school" to the State, but there is no setting aside or assigning of this land to the agricultural college.

The act does specify the 90,000-acre grant "which shows conclusively", says Condon, "that the legislature had in mind only the 90,000 acres granted for the agricultural college."<sup>47</sup>

Among Dean Condon's concluding statements are the following:

1. That the grants of Congress in aid of "Agriculture and Mechanic Arts" are to the State to be administered by the State and if the State does not administer the trust properly Congress will refuse to continue the grant.
2. That in the State of Washington, the whole field of education was purposely and definitely divided into two distinct parts.
3. And that to the university was assigned the field of applied sciences of a college character as shown above and as matter of law has retained it ever since.
4. That Congress shows consistently over a period of about 60 years that it meant these colleges to be primarily agricultural. \* \* \* From the facts developed in the search it is clear that Congress used the terms "mechanic arts" as in connection with and subsidiary to agriculture. This was the view taken by our own legislature when it assigned the field of "elementary science", including elementary mechanics and elementary land surveying to the agricultural college by the laws of 1890, page 263, section 8.

Dr. Bryan states that the interpretation given by Dean Condon of the phrase "mechanic arts" is not sustained by that given by 48 land-grant colleges and universities for a period of more than 50 years, and the interpretation given by various decisions of the Department of the Interior during the same period, as well as the interpretation of courts of law in the premises.

Dr. Bryan contends that in every one of the 48 States, the term "mechanic arts" has been interpreted as including collegiate instruction in all phases of engineering—civil engineering, architectural engineering, mechanical engineering, hydroelectrical engineering, etc.

5. It also appears there never has been an assignment of the 100,000 acres granted to the State for a "scientific school" to any particular institution.<sup>48</sup>

<sup>47</sup> Condon, op. cit., p. 18.

<sup>48</sup> Condon, op. cit., pp. 17, 20.

President Holland has called our attention to the fact that the statement by the late Dean Condon relative to the 100,000 acres granted to the State for a scientific school was given immediate consideration by the legislature of 1917.

President Holland also calls our attention to the definitive action by the State legislature on February 2, 1917, in enacting the following law which is quoted in its entirety:

ALLOTMENT OF LANDS AND FUNDS TO THE STATE COLLEGE

An act relating to the support of the State College of Washington, and allotting lands and funds thereto

*Be it enacted by the Legislature of the State of Washington:*

SECTION 1. FEDERAL LAND GRANT.—The one hundred thousand acres of land granted by the United States Government to the State of Washington for a scientific school in the enabling act of the State of Washington, is hereby assigned to the support of the State College of Washington.

SEC. 2. FUNDS UNDER MORRILL ACT.—All funds granted by the United States Government under the Morrill act, passed by congress and approved July 2, 1862, together with all acts amendatory thereof and supplementary thereto, for the support and in aid of colleges of agriculture and mechanic arts, as well as experiment stations and farms and extension work in agriculture and home economics in connection with colleges of agriculture and mechanic arts are hereby allotted to the State College of Washington.

Passed the House February 2, 1917.

Passed the Senate February 2, 1917.

Approved by the Governor February 10, 1917.

Because of alleged encroachment by the State college upon certain major fields of work delegated by the legislature to the university, President Suzzallo of the university filed an official protest, at the meeting of the joint board of higher curricula, in Bellingham, October 6, 1922.

Excerpts from the secretary's minutes<sup>49</sup> are reproduced here:

The following questions which had been considered by the university board of regents were read by the secretary:

Questions which should be considered by the joint board before the report to the Governor is made up:

- (1) Is the law regarding the higher curricula being followed:
  - (a) Are the normal schools training students for stenographic and secretarial positions?
  - (b) Is the State College abiding by the law with reference to service courses in architecture, journalism, and forestry?
  - (c) Is there unlawful duplication between the State College and the University in the matter of business or commerce courses?

<sup>49</sup> From minutes of joint board of higher curricula, Bellingham, Oct. 12, 1922. Minutes filed with Edwin B. Stevens, secretary of the University of Washington.

(3) Shall the present law with reference to major curricula be modified? Should duplication be further restricted?

President Holland read the following letter from President Suzzallo:

BELLINGHAM, WASH.,  
October 12, 1922.

Dr. E. O. HOLLAND,  
*President State College.*

MY DEAR DR. HOLLAND: From the statements of students, the literature issued to prospective students, the announcements in your catalogues, the attitude of your administration toward the establishment of professional fraternities, the admissions made by you and members of your staff, we are under the impression that you are granting a degree or degrees to students specializing or majoring in the professional lines of curricula in commerce, journalism, architecture, and forestry.

Under the statute of 1917 distributing exclusive major lines to the State university, this seems to us unlawful. Will you kindly give us your definition of a major or professional line?

Will you also state the facts as to the policy of your administration in encouraging students to enter your institution for professional training in the four major lines mentioned?

We hold that it is not unlawful for you to give courses in these fields as service, auxiliary, or subordinate lines, but under our interpretation of the law, major lines in commerce, architecture, journalism, and forestry were and are exclusively assigned to the university in the interests of both efficiency and economy.

Very sincerely,

(Signed) HENRY SUZZALLO.

The foregoing matters were referred to the next meeting of the board. President Holland requested that President Suzzallo submit in writing the complaints.

The question of duplications in major lines was presented to the members of the joint board of higher curricula shortly after the board met in Bellingham, October 12, 1922.

When the joint board of higher curricula met in Olympia on December 7, 1922, President Holland stated that he was ready orally to present the complete rejoinder of the State College of Washington. It was suggested that this material be written out and sent to the members of the board in advance of the next meeting, to be held at Tacoma, January 9, 1923. This was done, and the members of the joint board of higher curricula had an opportunity to examine the reply of the State college several days in advance of the Tacoma meeting.

When the joint board met in Tacoma January 9, 1923, President Suzzallo was unable to attend, but was ably represented by the late John T. Condon. At this meeting, Dean Condon, representing the university, and the two attorneys on the joint board of higher curricula, W. H. Abel, of Montesano, and the late D. G. Wooten, of Seattle, discussed the questions at issue at considerable length. After

2 hours of discussion, it was disclosed that all of the members of the joint board in attendance believed that the university case, as presented by Dean Condon, had been fully answered by the State College of Washington.

Unfortunately, a complete record of the discussion was not kept, and the minutes of the meeting, in the opinion of President Holland, was inadequate. President Holland immediately wrote to the members of the joint board of higher curricula who attended this meeting and received replies, indicating that they felt a more positive record should be made of the conclusions reached at the Tacoma meeting.

When the joint board met in Seattle May 28, 1923, the following action was taken:

On motion it was voted to amend the minutes of the Tacoma meeting by inserting a motion to the effect that the report of the State college in the matter of duplication of courses be accepted as a satisfactory reply to the complaint of the university, and that the charges be found not to be sustained.

All the members of the joint board of higher curricula in attendance voted in favor of this resolution, except Dr. Suzzallo, who asked to be excused from casting a vote. Sections of the brief of complaint presented by the University of Washington had been prepared by Dean Stephen I. Miller of the college of business administration; Dean Winkenwerder of the college of forestry; Director Matthew Lyle Spencer of the school of journalism; Prof. James E. Gould, head of the department of architecture. Each one analyzed the offerings published in the State college catalog in his respective field and stated his belief that major work was offered, contrary to the law of 1917. The details cannot be quoted here.

A very lengthy written rejoinder was submitted by the State college several days before the Tacoma meeting. It was contended that the University arguments were erroneous, contrary to facts due to loose reading, and, finally, a failure to understand the Federal Government's purpose in establishing land-grant colleges.

The State college brief was prepared with the assistance of Dr. E. A. Bryan, president emeritus of that institution; Dr. H. W. Cordell, a member of the school of business administration; Prof. J. L. Ashlock, giving instruction in courses in journalism, Prof. E. H. Steffen, head of the department of forestry and range management, and Prof. Rudolph Weaver, who had been head of the department of architecture.

The fact that the joint board of higher curricula ruled in favor of the stand taken by the State College of Washington closed the controversy. Someone may stress the fact that due to an error in the



amendment to the law creating this board, it was left without power. However, both Dr. Suzzallo and Dr. Holland agreed for their respective institutions that any decision reached by the joint board of higher curricula would have the effect of law. This also was agreed to by the boards of regents of the two institutions.

Therefore, the positive decision of the joint board of higher curricula cleared this controversy between the two institutions which had been discussed since the passage of the law of 1917.

Much stress was laid on the definition of a "major line." The definition in the law of 1917 was:

The term "major line", whenever used in this act shall be held and construed to mean the development of the work or courses of study in certain subjects to their fullest extent, leading to a degree or degrees in that subject.

This definition had been formulated by Governor Lister at a very prolonged night conference in which he acted as a referee. Both President Suzzallo and President Holland had agreed to the definition.

President Holland maintained that if they do not offer degrees in any one of these lines that they have not deviated from the law. The argument with reference to journalism is typical. The statement is made that "The State college has the right to offer any courses in journalism so long as they are not developed into a major line as defined by that law." Unfortunately the law was very badly drawn, but it is very specious to assume that abandoning the degree and offering the same work or more is within the spirit of the law.

Boasts are frequently expressed in the brief that outstanding training is given in architecture such as to attract students and such that their students have won distinction at the Beaux Arts and a reputation among architects. In many universities students do major work in history, education, economics, for example, yet the universities grant no degrees in those subjects.

A national chapter of Sigma Delta Chi, men's professional fraternity in journalism, was established at the State college. President Suzzallo believed that such affiliation indicated outside recognition of outstanding major work in that field.

Dr. Holland states that probably Dr. Suzzallo may have been opposed to a charter of Sigma Delta Chi being granted at the State College of Washington. However, Dr. Holland is of the opinion that later, the University of Washington withdrew any objections it may have had to granting a charter. He called attention to the fact that when the national Sigma Delta Chi convention was held in Minneapolis in the fall of 1923, the delegate from the university seconded the motion to

grant a charter to the State College of Washington. Furthermore, when the chapter of Sigma Delta Chi was formally established at that institution, a member of the faculty of the University of Washington and one or two students of that institution came to the State college and conducted the installation.

Attention has also been called to the fact that in Indiana, the separate university has a school of journalism, but Purdue University—the land-grant college of that State—has a chapter of Sigma Delta Chi. In Iowa, the separate university, with a school of journalism, has a chapter of Sigma Delta Chi, and Iowa State College—the land-grant college of that State—also has a chapter of that fraternity. At the University of Kansas, where there is a school of journalism, there is a chapter of Sigma Delta Chi, and at Kansas State College, where courses in journalism are offered, is to be found a chapter of this national journalism fraternity.

President Holland stated in a recent personal letter that he believed that the action of the joint board of higher curricula clearly justified the procedure in relation to these disputed fields. An analysis of the law relating to the joint board of higher curricula does not warrant that belief in the minds of the present reviewers.

Despite the title "The Joint Board of Higher Curricula" the law did not empower the board to determine curricula, except in one specific case. They were given authority to pass upon the introduction of new major lines. All the rest of their powers were advisory and to be reported biennially to the Governor. The full text of the statute relating to powers and duties is reproduced below.

There is hereby established a joint board of higher curricula composed of nine members, namely, the president of the University of Washington, two regents of said university selected by the board of regents of said university, the president of the State College of Washington, two regents of said college selected by the board of regents of said college, the president of one of the State normal schools selected by the presidents of the State normal schools, and one trustee from each of the boards of trustees of the other two normal schools, selected by their respective boards of trustees. The selected members of the joint board shall hold office for 2 years and shall serve until their successors are elected.<sup>40</sup>

Said joint board shall each year consider matters of efficiency and economy in the administration of the foregoing institutions and shall make recommendations to the boards of regents and of trustees of the several institutions. They shall survey the several institutions, investigate the enrollment, attendance, and cost of instruction, in the several institutions, and report biennially to the Governor, on or before December 15th next preceding the convening of the legislature, the courses of study pursued in each institution, and the detailed cost per student of operating and maintaining the

<sup>40</sup> Laws of Washington, 1917, ch. 10, p. 37, sec. 12.

various courses of study. They shall report such other matters as said joint board may deem necessary. No new major professional or applied science shall be introduced into any of the foregoing institutions except with the approval of six members of said joint board of higher curricula.<sup>51</sup>

The board, therefore, never had any legal authority for determining curricula, except in the introduction of new major curricula under the original statute. In 1921 the law was amended and no powers and duties were included. The president of the joint board, Mr. McArdle says this was inadvertently done. The attorney general, however, says

We have the situation of an official board with no prescribed statutory duties or powers. We cannot assume in this case that the legislature inadvertently omitted the two paragraphs and we must take the amendatory act as we find it.<sup>52</sup>

At the time when the board voted to sustain the action of the State college they had no legal right to pass upon any matters whatsoever. The attorney general gave his opinion that the board might continue to act in an advisory capacity.

Attention has already been called to the fact, however, that both Dr. Suzzallo and Dr. Holland agreed that any decisions rendered by the joint board of higher curricula would be accepted as binding. Reference to this agreement is to be found in connection with the briefs presented by the university and the State College of Washington in the fall of 1922 and in January 1923.

The board did some very excellent and much needed study in analyzing the costs and efficiency of the State institutions of higher learning. However, because some complications arose in connection with the work of the board, because the board was without legal powers, and, finally, because the reorganized board recommended rather excessive increases in the income of the institutions of higher learning, it was abolished by the legislative session of 1927.

### III. The Historians' Opinions

In the light of all facts and opinions gleaned from Federal and State statutes, from the enlightening briefs by Bryan and Condon and from personal knowledge of that historic survey, an intimate

<sup>51</sup> Laws of Washington, 1917, ch. 10, p. 37, sec. 12.

<sup>52</sup> The Fourth Biennial Report of the Joint Board of Higher Curricula to the Governor of Washington pt. 1, 1922-23, p. 6.

acquaintance with most of the surveyors and hundreds of others concerned we are led to express the following opinions:

1. There is no doubt but that the Federal Government intended to provide for the endowment of colleges primarily devoted to agriculture and the industrial arts.

2. That the Federal Government originally meant by "mechanic arts", the scientific study of the trades and mechanical industries. At the time of the original grant, 1862, there were no schools of engineering in the modern sense.

Dr. Holland insists that the fact that there were no schools of engineering in the modern sense when the Morrill Act was passed in 1862 is beside the point. He contends that insofar as Congress could vision what might happen in the fields of technology and science, authority was given to the new type of institution to develop instruction of collegiate grade and carry on research work in engineering and all of the basic sciences. Naturally, Congress could not anticipate what the future held in connection with the industrial development of America; but it could provide in general terms for opportunity and encouragement, through Federal land grants and other means, for the endowment of institutions to give training to the industrial classes of the country.

The fact, too, that 48 States have great schools of engineering and important science departments would, in Dr. Holland's opinion, support this view.

3. As science has progressed and colleges of "agricultural and mechanic arts", have expanded and developed into scientific engineering Congress has not been amiss to an elastic interpretation and has gladly continued to supply funds for the applied sciences in the engineering departments and even for pure sciences and arts.

4. It is very evident that the legislature of the State of Washington in establishing an agricultural college and school of science had exactly the same idea as to the meaning of the terms as did Congress in 1862. In 1890 and 1891 the State legislature fully intended to follow the original literal meanings in stating the scope of the work for the college.

Dr. Bryan called attention to the fact that the university had gone for 30 years, doing nothing either in applied sciences or in technology. Therefore, there is every reason, according to Dr. Bryan's point of view, to justify the development of technological and scientific work at the State College of Washington.

5. President Lilley, the first in charge of the agricultural college, just from the East foresaw the new developments in applied science and forthwith outlined a comprehensive scheme of engineering departments, including, civil, mechanical, mining, electrical engineering. The 4-year course in chemistry was really a curriculum in chemical engineering. There was also a 2-year course in assaying. There were four courses in agriculture, mechanic arts (college grade, not trade school), and domestic science; and a 2-year course in pharmacy. A preparatory department is described in the catalog.<sup>63</sup> Each of these was a 4-year course. This was years before there were college students prepared to pursue them.

6. Dr. Bryan was likewise from the Middle West, reared under the eaves of Purdue University, one of the oldest (organized 1869) of the land-grant colleges. As a graduate of the University of Indiana he was near to the Universities of Illinois and Wisconsin, Michigan, and Iowa Agricultural Colleges, and Cornell University—all of them land-grant institutions and with well-developed engineering schools.

He was imbued with the spirit of the newly developing applied sciences, full of zeal for the new institution entrusted to his guiding hand. He visioned the great possibilities due to the absence of any competing institution in the State, and the wonderful backing through the resources of the Federal Government. Dr. Bryan honestly and properly alined himself with the interpretation of the paper organization left by President Lilley.

Dr. Bryan calls attention to the fact that there was at least one other person besides President Lilley in the State who believed that the new land-grant college of Washington, established by the legislative acts of 1890 and 1891, had a large and important field to occupy. In fact, he would give this person much more credit than he would President Lilley, who was head of the State College of Washington for only a few months.

Upon coming to the Pacific Northwest, Dr. Bryan learned that a Scotchman, a graduate of the University of Edinburgh, had a great dream in connection with the new institution. This man—Robert Connel—who had been an active member of the Scotch Mortgage Loan Co., and a world traveler, was living on a farm in Garfield County, a few miles from Pomeroy, the county seat. Mr. Connel had discussed with Mr. W. S. Oliphant, the first representative of Garfield County, and chairman of the agricultural committee, the bill Mr. Oliphant in-

<sup>63</sup> First Annual Catalog, 1891-92.

tended to propose, and, as a matter of fact, actually drafted it. Through Mr. Connel, correspondence was carried on with most of the colleges of agriculture and mechanic arts then established in the United States. Mr. Connel also corresponded with the educators in the leading European countries who were interested in the teaching of the basic and applied sciences and technology. It was Mr. Connel's belief that the new land-grant college should be divorced from political influences and given wide latitude in its curricula and in its opportunity to carry on research work in the basic sciences and in the growing technological fields.

Robert Connel lost all interest in the institution the very moment he discovered that the location of the college was to be determined by political considerations; but, undoubtedly, the legislative acts of 1890 and 1891, giving wide scope to the curricula of this new institution were suggested by Robert Connel, in accordance with the advice and encouragement he had received from many of the great educators of that time.

The University of Washington, steeped in classical traditions, was lethargic and did not realize what was transpiring until it was too late to escape from the momentum of the new and rival institution.

7. The legislature was ignorant of educational meanings and tendencies and bungled terribly in the formulation of their legislative enactments relating to education.

8. Most of the legislators and their constituents were apparently more interested in distributing political patronage than they were in studying and formulating sound educational policies.

9. When President Harrington (1896) and President Graves (1898), both with the modern vision and knowledge of what was actually transpiring, took charge, it was too late to check the new trend. The die had been cast. The university had been outgeneraled.

10. There is no record to indicate that the State college, prior to 1917, exceeded any of its legal powers, permissive though some of them were, and not actual mandates.

11. There is similarly no indication that the university has ever exceeded any of the powers granted to it.

12. As recent trends are showing, the university should have retained the complete organization of all higher education in the State. Many States, notably Iowa, Montana, Idaho, and Oregon have sought to undo the original mistakes by completely reorganizing their higher education under unitary control. The Morrill, Hatch,

Adams, and other Federal grants might just as well have been placed in the university, as they are in 28 States, typical of which are Wisconsin and Illinois.

13. For geographical reasons it might have been feasible to establish an agricultural college in a separate locality, but it should have been as a branch of the university, as is the case in California.

14. There should never have been more than one public higher educational institution giving work in mining, forestry, pharmacy, engineering, agriculture, architecture, journalism, graduate work in arts and sciences, the training of high-school teachers and school administrators, research directors in education. Any other procedure is wasteful and unjustified. With a vastly increased population branches might be necessary as in California, but that is far distant in Washington.

Both Dr. Bryan and Dr. Holland strongly dissent in connection with the foregoing statement. There is a distinct disadvantage in one institution, regardless of its size, attempting to serve all parts of a great State. It is true that there is a branch of the University of California at Davis especially devoted to certain phases of agricultural teaching and research problems; but it is only a part of the land-grant institution at Berkeley, dreamed of by Turner of Illinois, Morrill and other leaders of 75 years ago.

## CHAPTER XV

### Teacher Training in the University and the State College

#### I. The University

##### 1. In Territorial Days

*Initial motives for offering.*—The training of teachers for the public schools was early conceived as one of the functions of the university. During the entire territorial period of nearly 40 years, 1853–89, there were no public normal schools in the commonwealth. A few private academies and private normal schools of a very inferior type attempted some professional training. At best it was very meager.

The university offered some courses on school law, methods, theory and art of teaching, and school management of a very elementary character. They were not considered of college grade. Probably one of the dominant motives was to get students and extra tuitions to help float the academic work. Most of the early presidents were classically trained and regarded the classical course as the only standard college course. But as there were not enough classical students to maintain a college they offered a scientific course of lower college standard, and then added a preparatory department, for a long time a primary department, a commercial course on a par with the business college, a normal course, and then offered additional work with no classification, in music and art.

*The first teacher-training work.*—The first announcement of any teacher-training work at the university appeared in the "Annual announcement" of 1878. It was then stated that "The normal course is especially designed to assist those intending to teach in the public school." The studies listed in the course for teachers were as follows:

##### NORMAL

##### First year

Algebra  
History  
Bookkeeping (common school)

Algebra  
Natural philosophy  
Analysis

Algebra  
English composition  
Physiology



## Second year

English, literature, geometry	Psychology	Constitution of the United States
Chemistry	Geometry	Botany
Bookkeeping (counting house)	Chemistry	Pedagogics

President Anderson was listed as teacher of psychology and mathematics.<sup>1</sup> At that time seven students were listed in the subject of Washington Territory school law. There may have been some enrolled in psychology and pedagogics but there is no record.

In 1879 the "normal course" contained "normal training" throughout the first year and "pedagogics" for 2 terms and psychology for 1 term of the second year. Fifteen students were enrolled in the first year and none in the second. President Anderson was listed as teacher of psychology, pedagogics, literature, and mathematics. In 1880 there were 15 enrolled in the first year and 6 in the second year. "Methods of instruction" took the place of "normal training" in the announcement. In 1881 the "normal course" was extended to 3 years and listed as "second year", "first year", and "senior preparatory", the last being the most advanced year. The second year (lowest) contained the psychology, the first year the methods, and the "senior preparatory" year contained no professional courses but was about like a ninth grade course at the present time.

*Primary training school.*—The catalog of 1882-83 announced that

A primary training school has been organized in connection with the normal department of the university for the purpose of giving illustrative lessons in the art of teaching to students of the normal department who wish to fit themselves especially for the work of teaching.<sup>2</sup>

Mrs. McPherson was the teacher of the training school.

*The academic trend.*—The work of the "normal course" became less professional and more academic. The catalog for 1882-83 shows that no professional work was given in the first year (then) and methods through 3 of the 4 terms of the second (middle) year. The third year contained 2 terms of mental philosophy. Trigonometry, geology, political economy, mensuration, and surveying were offered for a term each during the third year. In the second year a term each of comparative biology, malacology, ornithology, and economic entomology were offered. Erudition instead of professional training was the chief objective and no integration of professional training was apparent.<sup>3</sup>

<sup>1</sup> Annual announcement, University of Washington Territory, June 1878.

<sup>2</sup> Catalog of the University of Washington Territory, 1882-83, p. 7.

<sup>3</sup> Catalog, 1882-83, p. 14.

There were 22 students enrolled in the first year (the ninth grade work), 9 in the second, and none in the third.

In 1884-85 the erudite biological terms had given way to plain zoology. A term of moral science was included in the third year. Methods of teaching and Territorial school law were offered in the second year. The years were then designated as "junior", "middle", and "senior" years. During that year 17 students were enrolled—9 junior, 4 middle, and 4 senior students. The normal training school enrolled 50 pupils. Rev. D. J. Pierce, A.M., was listed as professor of intellectual and moral sciences. The catalog stated that

The teachers' of normal course—is a three years' course and has been arranged with special reference to the requirements of persons wishing to fit themselves for teaching either in the common public school, the high school or the academy. The demand for well-trained and competent teachers throughout this new and rapidly developing country, becoming more pressing from year to year, it has been found absolutely necessary in the absence of any purely normal school, in order to meet the imperative requirements of the Territory, to establish and maintain a normal department in the Territorial University. Much has already been done to make this special, professional training efficient in turning out a well prepared class of teachers, and it is intended to give even more prominence to this department in the future. Already a primary training school has been annexed to the department for the purpose of giving illustrative lessons in the art of teaching, government, discipline, etc. Other advantages, it is to be hoped, will be added in the near future, making it far more desirable for the young teachers of the Territory to graduate from this department of the university than from any similar school outside of the Territory.<sup>4</sup>

In the report of the Territorial superintendent of public instruction in 1881 Superintendent Houghton mentions a "subjoined report of President Anderson of the university" in which he sets forth the needs of that institution, and briefly touches upon a plan for support of a normal department there. "His demand, it seems to me, is altogether too small to meet the public wants. We should not be 12 or 15 years in doing what we could and ought to do in 2 or 3." Unfortunately President Anderson's report is not included in the published document.<sup>5</sup>

In 1881 the regents' report contained a paragraph relating to the "normal course".

In the prescribed curriculum of study considerable prominence has been given to the theory and art of teaching. By this means the great practical advantages of maintaining the university have been forcibly demonstrated, no less than fifty-five of its students have been fitted for the work of teaching, and have actually taught in the public schools

<sup>4</sup> Catalog, 1884-85, p. 13.

<sup>5</sup> Report of the Superintendent of Public Instruction, 1881, p. 7.

of the Territory since they left the university. In this relation the institution is a valuable adjunct to our common school system. By means of free scholarships for the normal course from all parts of the Territory, including the payment of mileage so as to make it equally accessible to all sections, all demands for well-trained teachers in our common schools could be readily and effectively supplied.<sup>6</sup>

From 1885 to 1889 no name appeared in the catalog as teacher in the normal department. Presumably the president served in that capacity. President Powell was listed as professor of mental and moral sciences in 1882-83, but in 1884-85 he was professor of mathematics and astronomy and Rev. D. J. Pierce, A.M., appeared as professor of the intellectual and moral sciences. In 1887 President Powell was obliged to resign on account of ill health and he was succeeded by Dr. T. M. Gatch who was listed as professor of Greek and Latin. Professor Pierce's name was not included in the catalogs of 1886-87 and 1887-88. In 1888-89 his name reappears.

*Department of pedagogics, 1887-88.*—In 1887-88 a department of pedagogics was announced. In another part of the same catalog the normal department is listed. A similar description occurs in catalogs subsequent to 1889-90, the title "Normal Course" appearing but with the same subjects as before.

*Training school abandoned.*—No mention is made of a training school in any catalog of that time except in 1884-85.

*Normal school urged.*—In 1887 Superintendent Lawrence urged the establishment of a normal school and said that the normal department of the university was inadequate for the needs of the Territory.

## 2. Gradual Emergence During First 2 Decades of Statehood

*Mental and moral science.*—In 1890-91 Dr. Gatch became professor of mental and moral science. In that year students were listed in each of the 3 years of the normal course, but no description is given of pedagogics, science and art of teaching, or methods as in some of the previous catalogs. In the list of books used in the university no books on education are given. The author in psychology was Hill, and Jevon in logic. In the catalog of 1891-92 no normal students were listed and all the psychology, logic, and ethics were included in the department of philosophy.

*Normal college established, 1892-93.*—In 1892-93 a normal college was announced. This was coordinate with the college of literature, science and arts, the conservatory of music and art, and the department of military science and tactics. No additions to the faculty were

<sup>6</sup> Report of the Board of Regents of the Territorial University of the Territory of Washington, Sept. 30, 1881, p. 6.

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indicated. J. M. Taylor, professor of mathematics and astronomy, was designated as principal of the college. President Gatch continued as professor of mental and moral sciences. A detailed description of the work in the normal college was given. Two courses were announced, one elementary, the other advanced. The statement of the two courses follows:

### ELEMENTARY NORMAL COURSE

#### First year

##### First semester

Science of arithmetic  
Civics  
General history  
Algebra

##### Second semester

Critical English grammar  
Natural philosophy  
General history  
Geometry

#### Second year

Science of education  
Rhetoric  
Physiology  
Algebra

Art of teaching  
Botany  
Geometry  
Bookkeeping

#### Third year

Observation in city schools, primary grades  
Psychology  
Zoology  
Trigonometry  
Freehand drawing

Observation in city schools, advanced grades  
Biology  
Economics  
Perspective drawing

### ADVANCED NORMAL COURSE

In addition to the elementary course, includes the following:

#### Postgraduate year

##### First semester

English literature  
Chemistry  
Geology  
General astronomy

##### Second semester

English literature  
Logic, ethics  
Mineralogy  
History of education

*Note.*—1 year's course; elocution required before graduation.

The object of the normal college was "to prepare teachers for the public schools of the State of Washington." It is to be noted that the field was not limited to the high schools. The catalog explained that the elementary course was "designed to fit teachers for the ungraded country schools, and for the lower grades of city and village schools." The advanced course was "designed to prepare teachers for the gram-

mar schools and the high schools of the State of Washington." All applicants for admission were required to sign the following declaration:

I....., do hereby declare my purpose in entering the Normal College of the University of Washington is to qualify myself for teaching and I further declare, in seeking employment as a teacher, I will give the schools of the State of Washington the preference.

For entrance the candidates were required to "pass an examination in orthography, reading, geography, elements of English grammar, United States history, and elements of arithmetic." It is apparent that conditions for entrance were the same as for entrance to the State normal schools just established in 1891, and were much lower than for entrance to other departments of the university. The standard of admission to the normal college was the completion of a rural school, for entrance to the university proper, graduation from a high school. Even there, a subfreshman class was maintained, and most of the high schools maintained only 3-year courses, thus making admission to the university about equivalent to the completion of 2 years of present-day high-school work. Observation in the schools of Seattle was afforded both in the primary grades and in the high school.

Those who completed the advanced course were granted the degree of bachelor of pedagogy. Graduates from either the elementary course or the advanced course were granted a life diploma to teach in the public schools of the State.<sup>7</sup>

*Department of pedagogy, 1893-94.*—In 1893-94 a "department of pedagogy" instead of the "normal college" was organized in the "faculty of literature, science, and arts." Presumably President Gatch was the instructor. In April 1895, President Gatch resigned as president and became professor of political and social science. Mark W. Harrington was his successor as president. The catalog stated that a professor of pedagogy would be elected prior to September 1895. Dr. Edward John Hamilton, D.D., S.T.D. was chosen as "professor of mental and moral science, paideutics, and oratory." He remained for 4 years, until July 31, 1898. In April 1894, the regents voted to eliminate all subfreshman work after the close of the year 1894-95. This action placed the teacher-training work upon a distinctly higher level, a much needed change. ♦

*Department of education, 1895-96.*—In 1895-96 two separate departments, one philosophy, the other education were organized, with Dr. Hamilton in charge of both.

<sup>7</sup> Catalog, 1892-93, p. 38.

*Department of philosophy and education, 1896-97.*—The next year, 1896-97, the departments were combined as "philosophy and education" with Dr. Hamilton as professor of mental and moral science and oratory and Thaddeus Lincoln Bolton as professor of philosophy and education. Dr. Hamilton gave instruction in ethics, logic, and mental science while Dr. Bolton taught psychology and education.

*Department of education again, 1897-98.*—In 1897-98 the work was again divided into two departments, one philosophy and education under Dr. Bolton, the other mental and moral science and oratory in charge of Dr. Hamilton. At the end of the year the work of the two departments was again merged, Dr. Hamilton retiring and Dr. Bolton being continued in charge of the combined department.

*School of pedagogy established, 1898-99.*—In the catalog for 1898-99 a school of pedagogy appears with Alexander B. Coffey as dean of the school of pedagogy and professor of education, replacing Dr. Thaddeus Bolton. Dr. Frederick W. Colegrove was the new professor of philosophy, the head of the separate department.

*Department of education prevails, 1900-1901.*—The "school of pedagogy" was evidently abandoned in 1900-1901 and Mr. Coffey became professor of pedagogy, that department being placed under the division of philosophical sciences. Professor Coffey was absent on leave that year and Albert H. Yoder was acting professor of pedagogy. Professor Coffey did not return and Mr. Yoder became head of the department and professor of pedagogy the next year. He remained in that position until 1906. In 1904-5 his title was changed to director of the department of education and professor of pedagogy. At the close of the year, 1905-6, Professor Yoder resigned to become superintendent of schools in Tacoma. During Professor Yoder's service the work was reorganized, modernized, and expanded. Dr. Fletcher H. Swift was added as assistant professor.

### 3. The Last Quarter Century of Development

*Real university basis.*—Prof. Edward Octavius Sisson, Ph.D., Harvard, who was then assistant professor of education in the university of Illinois was elected professor of pedagogy and director of the department of education, beginning his work at the opening of the year 1906-7. He remained in the position for 6 years, resigning in the spring of 1912 to become professor of philosophy and education in Reed College, Portland, Oreg. During his period of service the work was further reorganized and placed upon a real university basis. Additional instructors were employed. When he resigned in 1912 there

were three full-time members and two part-time members in the department. The annual enrollment in education was nearly 200.

*Frederick E. Bolton, Dean, 1912-1928.*—In April 1912, Frederick E. Bolton, Ph.D., Clark University, then director of the school of education of the University of Iowa, was elected as Dr. Sisson's successor. He began his service as director of the department of education and professor of education in September 1912. He was also immediately appointed director of the summer session.

*School of education established, 1913.*—On January 21, 1913, a school of education was organized. Professor Bolton was made dean of the new unit. The scope and organization of the school were expressed in the following statement:

#### ORGANIZATION OF THE WORK IN THE SCHOOL OF EDUCATION

Three lines of work are provided in the school of education:

(a) The course leading to the degrees of bachelor of arts in education and bachelor of science in education; (b) the course leading to the degree of master of arts in education and master of science in education; (c) work leading to the normal diploma in connection with a degree from the college of liberal arts or the college of science or the school of education.

The school is organized on the assumption that the professional work of the teacher should begin with the junior year in college. A degree may be obtained at the end of the fourth year, but the standard which the university encourages and hopes to establish for high school teaching is the five-year course, consisting of two years of collegiate work and three years of professional work combined with advanced academic study. Students expecting to teach are encouraged to begin on entering the junior year to plan their courses for the master's degree in education. While the extended period is preferred it is possible for students with adequate preparation to secure the master's degree in a year of graduate work. The masters' degrees in education are specifically intended as teachers' degrees representing mastery of an extensive field of scholarship plus professional training, rather than intensive research in a limited field of investigation.<sup>8</sup>

*College of education organized, 1914.*—The school of education had scarcely begun to function before a further reorganization took place. Under the new organization students were admitted to the freshman year, and several specific requirements for entrance and in the college work were changed. The new unit was made coordinate with the liberal arts, science, and professional colleges, and given the title of the college of education.

The aims and organization were stated in the catalog as follows:

Under the new plan the student will not take so many required courses as formerly. The specific requirements in foreign language, physical science, mathematics, history, and a half year of philosophy have been omitted. Of course, the student may elect

<sup>8</sup> Catalog, 1912-13, p. 169.

these if he chooses. By this means the curriculum will be much more flexible and the student will be given the important educational privilege of choosing largely his own courses. This is in harmony with the idea of the greater vocationalizing of education.<sup>9</sup>

Under this new plan, freed from many traditional restrictions, the college grew rapidly, altogether more rapidly than had been expected by the faculty when it was established. In 1921-22 the president of the university, although in sympathy with the organization, asked for a change back to the school organization beginning with the junior year and faced with all the traditional old-line college requirements of the first 2 years. The first and only one to receive a bachelor's degree under the school organization of 1913-14 was Miss Alice Knapton.

During the year 1921-22 the status of the college of education as noted was once more changed to a school of education. Entrance was conditioned upon the completion of 2 years, 90 quarter-hours of college work in the University of Washington or in an accredited institution of equal rank. Graduates of the 2-year course of the State normal schools were admitted with junior standing.

This made it necessary to complete the requirements of the first 2 years in the colleges of liberal arts or science. The restoration of the requirement of foreign languages for entrance to be taken in the university and antecedent to registration in the school of education, undoubtedly reduced the enrollment.

An examination of table 47 shows that the enrollment in the school of education was immediately reduced. This was inevitable because the requirements for entrance and graduation were so nearly like those in the colleges of liberal arts and science that there was no incentive to enroll in the school of education. The arts and science degrees were generally preferred and the normal diploma could be secured with them. Table 48, showing the registration in the department of education as distinguished from the school of education, reveals that the enrollment in the education courses increased despite the new handicap. This meant that many elective credits in education were being secured.

The numbers who have enrolled in the later school or college of education and have received its degree of bachelor of arts in education or bachelor of science in education is surprisingly large. The traditional bachelor of arts degree is coveted by many as it has a certain academic value. Many of those who enroll in the school of education are graduates from the normal schools who do not wish to meet all the

<sup>9</sup> Catalog, 1914-15, p. 200.



requirements for arts or science degrees. The school of education has afforded them greater freedom.

*Willis L. Uhl, Dean, 1928*.—At the close of the summer session, 1928, Willis Lemon Uhl, Ph.D., University of Chicago, director of the school of education of the University of Wisconsin, became dean of the school of education at Washington. Professor Bolton was made dean emeritus of the school of education and professor of education.

#### 4. Growth in Enrollment

*Statistics incomplete*.—Unfortunately the statistics of enrollment are incomplete. They are wholly lacking before 1912 and partially lacking during the last 6 years. The figures available, however, afford a very good understanding of the remarkably large development of teacher-training activities at the university during the past two decades.

Table 47 assembles statistics of enrollment in the division of education, technically called the school of education or college of education, as contrasted with the department of education. Many students from other colleges especially from the colleges of liberal arts, science, business administration, and fine arts plan to teach and take courses in the department of education. If they comply with the requirements regarding the number of hours in education, majors and minors, they are eligible to receive the 5-year normal diploma on the same terms as graduates from the school of education. Less than half of all who have received the normal and life diplomas have been enrolled in the school or college of education. These facts should be kept in mind in reading the next two tables. Table 47 refers to the school or college of education. Even in that table the master's and doctor's candidates have not usually been enrolled in the school of education. Those degrees are under the jurisdiction of the graduate school.

Table 48 refers entirely to the department of education. The numbers include many, probably more than half who have not been enrolled in the school or college of education.

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TABLE 47.—Statistical representation of the school or college of education, 1912-34

Year	Enrollment, regular year	Enrollment, summer session	Bachelor's degrees	Master's degrees	Ph.D. degree
1	2	3	4	5	6
1912-13				3	0
1913-14	25		1	4	0
1914-15	42		0	5	0
1915-16	110		6	7	0
1916-17	247		15	4	0
1917-18	199			3	0
1918-19			35	7	0
1919-20	277	247	69	5	0
1920-21	269	352	55	5	0
1921-22	266	245	79	13	0
1922-23	127	409	105	13	2
1923-24	168	233	136	13	0
1924-25	157	383	117	10	1
1925-26	164	685	134	20	1
1926-27	209	546	184	16	4
1927-28	209	657	181	22	5
1928-29	243	574	175	26	7
1929-30	224	695	199	20	2
1930-31	236	814	203	29	6
1931-32	207	792	224	29	2
1932-33	106	643	156	35	2
1933-34	97	325	118	37	3

TABLE 48.—Registration in the department of education, 1912-28

Year	Number of different students during regular year	Number of different students in the summer session	Total in entire year	Number of class registrations in regular year	Number of class registrations in summer session	Total in entire year
1	2	3	4	5	6	7
1912-13	235	221	428	526	401	927
1913-14	375	346	677	897	565	1,462
1914-15	578	398	914	1,269	626	1,895
1915-16	654	573	1,155	1,431	954	2,385
1916-17	877	478	1,270	2,068	797	2,865
1917-18	695	367	979	1,683	626	2,309
1918-19	460	370	765	1,183	1,016	2,199
1919-20	963	546	1,391	1,984	895	2,879
1920-21	916	522	1,305	2,142	963	3,105
1921-22	1,014	683	1,489	2,272	1,172	3,444
1922-23	874	729	1,473	2,034	1,456	3,490
1923-24	1,133	910	1,887	2,734	1,469	4,223
1924-25	4,138	1,154	2,115	2,574	2,612	5,186
1925-26	1,231	1,204	2,259	3,177	2,499	5,676
1926-27	1,545	1,507	2,830	3,522	3,481	7,003
1927-28	1,469	1,280	2,576	3,544	3,086	6,630

## 5. Legal Certification of University Graduates

*Earliest Territorial recognition.*—Territorial days were nearly over before any legal recognition was given to the teacher-training work at the university. Even without it the normal department made some appeal. Teachers with some normal training were considered superior

to those lacking it. Examination conditions were easily met so that an institutional certificate was not so necessary then as later.

The first legal recognition was given in 1886 to the graduates of the normal department of the university. The text of the statute was as follows:

County boards of examination may in their discretion issue certificates without examination to the graduates of the normal department of the University of Washington Territory, or to any applicant, presenting a certified copy of a certificate of like grade issued in this or any other State or Territory.<sup>10</sup>

*First recognition under statehood, 1889-90.*—Under the initial law enacted during statehood the law was slightly changed to read: "Any diploma granted by the normal college shall entitle the holder to teach in any public school in this State during life."<sup>11</sup> The previous statute giving county boards of examiners the discretionary right to certificate without examination the graduates of the normal department of the university was also reenacted.

*Professional requirement eliminated.*—In 1895 the law was amended giving the State board of education the right to "grant certificates, without examination, good for 3 years, to all applicants who are graduates from the classical, scientific, philosophical, or literary courses of the University of the State of Washington, or any other university, college, or institution of learning whose requirements for entrance and graduation are equal to those of the University of Washington, and which is legally authorized to grant diplomas." The board was empowered to renew the certificate once and then on proof of 90 months' experience in teaching to validate the certificate for life.<sup>12</sup>

*Baccalaureate prerequisite to normal diploma, 1896.*—On May 13, 1896, the board of regents of the university voted to eliminate the short normal course and to grant the normal diploma only to those who had received a baccalaureate degree. The resolution was: "Resolved, That subsequent to May 28, 1896, the University of Washington will not grant the normal diploma to any person unless he or she shall have obtained a baccalaureate degree."<sup>13</sup>

*Bad effect of eliminating professional requirement.*—This wide open-door policy established by the law of 1895 was a distinct blow to professional training. It entirely eliminated any necessity for securing it, as the academic faculty undoubtedly intended. Friends of profes-

<sup>10</sup> Laws of Washington, 1885-6, title III, p. 11.

<sup>11</sup> Laws of Washington, 1889-90, ch. 12, sec. 7, p. 397.

<sup>12</sup> Laws of Washington, 1895, ch. CL, p. 376.

<sup>13</sup> Catalog, 1895-96, p. 80.

sional training immediately rallied to the rescue and in 1897 secured the passage of two important measures. The first authorized the holder of a diploma from the normal department of the university to teach in any public school in the State during life. The second provided for granting State certificates (presumably valid for life) to all graduates of the 4-year collegiate courses of the University of Washington, the State agricultural college, and school of science, or other institutions of equal rank. Candidates were required to give evidence of 3-years' experience and pass an examination in theory and practice of teaching, psychology, and the history of education. In 1905 "school law and constitution were added."<sup>14</sup>

*Improved legislation of 1909.*—The recodification of 1909 modified the law relating to university 5-year normal and life diplomas. The initial certificate was to be valid for 5 years. After 27 months of teaching experience life diplomas were to be awarded. It was stipulated that for either diploma each candidate "shall have completed not less than 12 semester hours in the department of education."

As stated elsewhere, graduates could gain an equivalent teaching credential through the State board of education without the credit in education. All had to pass an examination in "the State manual of Washington." They were always given a temporary certificate for a year, (and frequently extended) before passing even that superficial examination.

*Restoration of professional requirement, 1915.*—In 1915 the senior author of this history wrote an additional clause and secured its incorporation as an amendment to the law of 1909. The clause was:

Provided, That graduates of accredited colleges and universities must present evidence that they have completed satisfactorily 12 semester hours in professional study in an accredited institution or else pass examination in such professional subjects as the State board of education may direct.

The State board of education at once applied this literally, although sometimes rather liberally. The wholesome effect was immediate and from that day the professional training of secondary school teachers has been a reality in Washington.

#### 6. Numbers of Teaching Credentials Granted

*Records complete.*—Fortunately the registrar of the university was able to furnish a complete statement of the number of 5-year normal diplomas and life diplomas issued by the university since they were first authorized.

<sup>14</sup>See chapter on certification.

During the first two decades no teachers' certificates or diplomas were issued. In 1880 there is a record of three being awarded. Until 1898 the number bestowed each year was very small. In 1900 there were 25 awarded. Beginning with 1907 the number increased gradually up to 1914 when 79 were given.

Up to 1915, as stated elsewhere, it was not necessary to have the normal diploma because any college graduate could acquire a State certificate with identical rights and privileges by merely passing an examination in school law and the State manual. In 1915, it will be recalled, a clause was inserted in the certificate law which made it necessary to give evidence of having completed 12 semester-hours in the department of education or pass an examination in an equal amount of professional work prescribed by the State Board of Education.

A perusal of the table shows at a glance how the numbers increased at once. A steady increase from 1915 would have been observable but for the World War. The attendance at the university dropped temporarily and many who would have been candidates for teaching positions turned aside for other employment. The State board relaxed the conditions for securing teachers' certificates and many secured temporary certificates and still others taught in high school without meeting full requirements. City boards of education were lax in requiring candidates to observe full requirements for certification.

In 1922 the number of normal 5-year diplomas jumped to 226, an increase of 50 percent over the previous year and more than 100 percent over the number in 1915. The peak year was 1927 when 494 normal diplomas were granted. Since 1927 there has been a decrease of nearly 37 percent in the number of normal diplomas. For many years high-school enrollment increased tremendously, but now the increase has been considerably checked. High schools, especially the smaller ones, have not been able to augment the size of the teaching staff as rapidly as the student enrollments have increased. During the last 5 years the number of teachers has been decreased because of the financial depression.

The first life diploma granted by the university was in 1910. Sophia E. Townsend was the recipient of the single one awarded that year. Since that time there has been a steady increase in the number of life credentials issued. During the last 7 years the number has been especially striking. During the last 5 years the number of 5-year normal diplomas has steadily declined while the number of life diplomas has steadily risen in about the same proportion. This means that a far larger number than formerly continue in teaching for a con-

siderable period of years. This insures a better prepared body of teachers and greater stability in the teaching profession.

TABLE 49.—Number of 5-year normal diplomas and life diplomas granted by the university from 1880 to 1934

Year	Normal diplomas	Life diplomas	Year	Normal diplomas	Life diplomas
1880	3		1903	48	
1881	2		1909	67	
1882	2		1910	55	1
1883	2		1911	78	10
1884	1		1912	64	8
1885	4		1913	64	22
1886	4		1914	79	56
1887	2		1915	108	70
1888	5		1916	129	72
1889	2		1917	142	86
1890	2		1918	130	89
1891	3		1919	117	99
1892	6		1920	113	92
1893	3		1921	159	88
1894	3		1922	226	96
1895	5		1923	334	88
1896	10		1924	339	41
1897	4		1925	348	86
1898	8		1926	432	117
1899	25		1927	494	109
1900	18		1928	466	163
1901	22		1929	392	173
1902	6		1930	397	170
1903	4		1931	386	249
1904	23		1932	322	300
1905	12		1933	199	128
1906	26		1934	126	65
1907	44				

### 7. The New 5-Year Requirement for Certification

*Change contemplated for 2 decades.*—In 1913 the dean of the school of education, Dr. Bolton, expressed the hope that 5 years of preparation would be required for high-school teachers. He then stated:

A degree may be obtained at the end of the fourth year, but the standard which the university encourages and hopes to establish for high-school teaching is the five-year course, consisting of two years of collegiate work and three years of professional work combined with advanced academic study.<sup>18</sup>

Courses of 5 years in length were then planned looking toward the combination of academic and professional study and leading to the degree of master of arts or master of science in education. The course required 4 semester-hours more credit than for the regular master's degree offered at the university at that time. Very few students secured these degrees, first because few students obtained master's degrees of any type at that time, and second because of the penalty of 4 additional credits required. A thesis was not required and for that reason the degree was under suspicion by the faculty. The plan was abandoned in 1918 and the regular master's degrees were substituted.

<sup>18</sup> Catalog, 1912-13, p. 169.

*Additional quarter for life diploma, 1922.*—With the reorganization of the division into a school of education in 1922 the university added one quarter of study beyond the baccalaureate as a prerequisite for the life diploma. It was stated also that this was but a step toward the ultimate requirement of 5 years of preparation for high-school teaching. At that time it was thought by the dean that the year of extra preparation would be after the acquisition of the baccalaureate degree and 5-year normal diploma.

*The 5-year plan adopted, 1929.*—Gradually sentiment crystallized toward the belief that a fifth year should be required for the normal diploma and still another quarter following for the life diploma. Dean Uhl presented this plan to the State board of education urging its adoption. It was approved by the board and the university in 1929, to be put into effect by requiring an additional quarter each year until 1933 when the plan went into complete operation. The State college requirements and those of the State board for standard advanced certificates are one-quarter less for the initial and the life certificates. This places the university in the lead in the State and in the Nation. California requires the 5-year preparation for the initial certificate but exacts no further study for life certification.

#### 8. Education Becomes a Department Again

In the summer of 1932 the entire university underwent a far-reaching reorganization. As stated elsewhere, the 13 colleges and schools were reduced to 4. Nine of the major organizations again became departments only. Education was made a department of the college of arts and science. The entire change was made immediately effective so that the last degrees conferred by the school of education of that period were bestowed in August 1932.

#### 9. School of Education Again Restored

Events transpired rapidly, however, and as stated in chapter XI the work in education was once more reorganized as a school of education with Dr. Willis L. Uhl reappointed as dean. No other division in the university has undergone so many nominal reorganizations. The same organization as obtained from 1922 to 1932 is in force at the present time, December 1934.

#### 10. Once More a College of Education

Just as this goes to press it is announced that on April 13, 1935, the regents reestablished a college of education. The organization begins with the freshman year as in the 1913 plan. No change was made in personnel.

## II. *The State College*

### 1. Initial Steps in Teacher Training

*Legal basis for establishment.*—In the fourth annual catalog, 1894-95, page 15, the first mention is made of the preparation of teachers as an objective of the college. No courses were offered but the catalog states that in the initial act of 1890 creating a commission of technical instruction and to establish a State agricultural college and school of science one of the express objectives was that of training teachers of physical science. The section of the statute dealing with that provision is quoted here verbatim:

Sec. 6. That the object of said college shall be to train teachers of physical science, and thereby to further the application of the principles of physical science to industrial pursuits.<sup>1</sup>

While no courses were offered in education during that year, the foregoing statements were apparently made to indicate the plans that would be put into effect in the near future of the college. The statute and objectives were again stated in the catalog of 1895-96 and 1896-97, but no courses in education were listed in either of those announcements.

*The first course, 1897-98.*—The first scheduled course in education was announced in the seventh annual catalog 1897-98, page 85. The term "course" as used in the catalog at that time was the same as the present term "department" in most colleges and universities. Three separate courses were offered in that department. They were described as follows:

1. *Psychology—Full course.*—A course in psychology will be open to those who have the teaching profession in view. Daily, first semester.

2. *History of education—Three-fifths course.*—Mondays, Wednesdays, Fridays, second semester.

3. *Theory and practice of teaching—Three-fifths course.*—Tuesdays and Thursdays, second semester.

NOTE.—It is made by law the duty of the college to train teachers of science. The above course supplements such instruction.

The catalog does not designate the name of the instructor, either in the faculty list or in connection with the separate courses. Several succeeding catalogs state the same courses in education without indicating the name of the instructor. The name of Prof. Walter G. Beach is listed in the thirteenth annual catalog, May 1904, in connec-

<sup>1</sup> Laws of Washington, 1889-90, ch. 8, sec. 6, p. 262



tion with the courses in education, although in the faculty list he is designated as professor of economic science and history.

In the catalog issued in May 1904 an additional course in school law and the State constitution is listed.

## 2. Department of Education Established, 1906

*Hiram C. Sampson, professor of education, 1906.*—In the Fifteenth annual catalog issued May 1906 there is found the first designation of a professor of education, Hiram C. Sampson, who later became principal of the Cheney Normal School. He was listed the year before as assistant professor of English and principal of the preparatory school.

*Courses offered.*—With Professor Sampson's appointment the work in education was launched as a full-fledged department. The courses offered in his first year included the following:

1. Psychology. *Full course.*
2. History of education. *Three-fifths course.*
3. Theory and practice of teaching. *Three-fifths course.*
4. School law and the State constitution. *Two-fifths course.*
5. School administration and supervision. *Three-fifths course.*
6. Methods in English. *Three-fifths course.*
7. Methods in advanced English. *Three-fifths course.*
8. Methods in botany and zoology. *Two-fifths course.*
9. Methods in physics and chemistry. *Two-fifths course.*
10. Methods in algebra and geometry. *Two-fifths course.*
11. Methods in Latin. *Two-fifths course.*
12. Methods in history. *Two-fifths course.*
13. Methods in domestic economy. *Two-fifths course.*
14. Methods in modern language. *Two-fifths course.*
15. Methods in agriculture. *Two-fifths course.*

The catalog does not give the names of the instructors in the special methods courses but presumably they were given by persons in charge of the academic courses in the respective departments.

The year following, 1907-8, the name of an additional instructor appeared in connection with the regular courses in education, Alfred A. Cleveland, who is listed as assistant professor of psychology under Professor Sampson, head of the department of education. Courses in principles of education and adolescence appeared for the first time that year.

In the catalog issued in April 1909 Dr. Cleveland's name appears as professor of psychology and acting head of the department of education. At the beginning of year 1911-12 he became professor of psychology and head of the department of education.

*Aims and purposes in teacher training.*—In the catalog of 1909 the following additional statement is made to justify the development of the work in teacher training. Essentially the same statement is repeated in all of the subsequent catalogs.

This State statute was further supplemented March 4, 1907, when President Roosevelt signed the "Nelson Amendment" to the Morrill Act, which gradually increases from \$25,000 to \$50,000 the amount of money to be received annually by the College from this fund. The clause relative to the Department of Education is as follows: "Provided, that said College may use a portion of this money for providing courses for the special preparation of instructors for teaching the elements of agriculture and the mechanic arts."<sup>2</sup>

In the same catalog the aims in the preparation of teachers at that time were expressed in the following statement:

From the beginning of its work, the College has offered such necessary courses to its students, the courses being given by various members of the faculty and in connection with the various departments. The Department of Education gathers all these courses into one department, lengthens some of them, extends the work somewhat to meet the requirements made necessary by the development of new courses in the College and new conditions in the State, and puts all the work of the department into the hands of instructors specially prepared for such work. The ever-increasing demand of the State for teachers, specialists, supervisors, and school administrators makes such a department necessary. Students specializing in this department will give much attention to the content, pedagogical value, methods, etc., in Domestic Economy, "Manual Training," Agriculture, and other subjects of the curriculum. Equal attention will be given to the professional training of college students in other departments.<sup>3</sup>

*Requirements for the bachelor's degree.*—The requirements for the bachelor's degree with a major in education at that time are set forth in the following tabulation reproduced from the catalog in April 1911.

EDUCATION			
FRESHMAN YEAR			
FIRST SEMESTER	Hours	SECOND SEMESTER	Hours
English 28 and 30.....	5	English 29 and 31.....	5
Mathematics 1.....	5	History 1 or 2.....	5
A Language.....	5	A Language.....	5
A Science.....	5	A Science.....	5
SOPHOMORE YEAR			
A Language.....	5	A Language.....	5
A Science.....	5	Elective.....	5
Economics 31 or 12.....	5	Elective.....	5
Elective.....	5	Elective.....	5

<sup>2</sup>Catalog, April 1909, p. 159.

<sup>3</sup>Ibid.

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## EDUCATION—Continued

### JUNIOR YEAR

<i>History of Education</i> (Ed. 1).....	5	<i>The High School</i> (Ed. 8).....	3
<i>General Psychology</i> .....	5	<i>School Hygiene</i> (Ed. 11).....	2
<i>Economics</i> 12 or 31.....	5	<i>Education</i> 4.....	5
Elective.....	5	Elective.....	5
		Elective.....	5

### SENIOR YEAR

<i>Child Study and Adolescence</i> (Ed. 9).....	5	<i>Education</i> 5 and 6.....	5
<i>Thesis</i> .....	5	<i>Thesis</i> .....	5
Elective.....	5	Elective.....	5
Elective.....	5	Elective.....	5

NOTE.—Courses printed in italics required. To students in education it is suggested that they select for study the languages and sciences usually taught in high schools.<sup>4</sup>

### 3. School of Education Established, 1917-18

*Professor Cleveland appointed dean of the school.*—Dr. Cleveland retained the title of head of the department until 1917-18 when he was made dean of the newly established school of education in addition to his position as professor of psychology. Both of these positions he still occupied in 1934.

Dr. Cleveland is a native of Oregon and received the degrees of A.B. and A.M. from the University of Oregon. In 1906 he was awarded the degree of Ph.D. from Clark University where he had majored in psychology and minored in education.

In the catalog issued in April 1911 the name of an assistant professor of education, Charles L. Simmers, appears. The number of courses in education was increased to 18 besides 2 courses in general psychology which were listed in the department of education.

*Purposes and aims of the school.*—The purposes and aims of the school of education as stated in substance in all the catalogs published since the establishment of the school in 1917-18 are as follows:

The courses in the School of Education are planned to serve three classes of students:

1. Prospective principals, supervisors, and superintendents.
2. Those who enroll as major students in the School of Education in order to make proper academic and professional preparation to teach in a junior or a senior high school.
3. Those who elect (1) courses in Education and Psychology for their informational value, or (2) courses in Education required for the State College Normal or Life Diploma.<sup>5</sup>

<sup>4</sup> Catalog, April 1911, p. 247.

<sup>5</sup> Catalogs, June 1934, p. 206; June 1918, p. 136; other catalogs in between.

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*Enrollment in education.*—It was hoped that a complete analytical statement of the enrollment by years would be possible. The accompanying letter from Dean Cleveland in answer to a request for such material will indicate the difficulty of furnishing such material.

... In looking over our records, I find that it would require an immense amount of work to furnish all of the figures suggested in your letter. We have not attempted to keep the record in a way that would make it possible to segregate the students without going through the enrollment cards for all the years. I have never attempted to keep the class enrollments excepting to note them from year to year. The best index of the numbers trained, it seems to me, is the number of teachers' diplomas issued from time to time. We have gone back to the beginning of the issuance of diplomas by the College, namely, 1909, and have checked through each year, giving the total number of normal diplomas and life diplomas that have been issued. I am enclosing the data on the normal diplomas, life diplomas, and renewals covering the period from 1909 to September, 1932.\*

*Normal and life diplomas.*—Teachers' certificates awarded at the State college have been issued under the same State regulations as those issued by the University of Washington. The development of certification regulations has been identical as far as statutory regulations are concerned. Minor differences have existed in the specific courses required, majors and minors, directed teaching, etc. Inasmuch as the evolution of teacher certification is set forth in a separate chapter and the institutional relation to certain types of certificates has been discussed in relation with teacher training in the university, these phases will not need repetition here.

A tabular statement of the number of normal and life diplomas issued by the State college from the time of first issuance to the present is subjoined.

Number of normal and life diplomas issued by the State College of Washington, 1909-34

Year	Normal diplomas	Life diplomas	Renewals	Year	Normal diplomas	Life diplomas	Renewals
1	2	3	4	1	2	3	4
1909	5	4	.....	1922	101	39	.....
1910	3	1	.....	1923	138	75	.....
1911	1	1	.....	1924	149	74	.....
1912	28	4	.....	1925	169	86	.....
1913	19	3	.....	1926	211	55	.....
1914	33	16	.....	1927	194	76	.....
1915	52	25	.....	1928	215	79	.....
1916	59	26	.....	1929	227	75	.....
1917	42	25	.....	1930	228	102	2
1918	41	19	.....	1931	298	132	9
1919	46	30	.....	1932	159	101	4
1920	45	23	.....	1933	107	21	10
1921	69	40	.....	1934 <sup>1</sup>	97	40	18

<sup>1</sup> Up to Oct. 1, 1934.

\* Personal letter, Dec. 27, 1932.

## Chapter XVI

### The Certification of Teachers

#### 1. In Territorial Days

*Function of the county superintendent.*—The earliest certification law in Washington was enacted in 1854, the year following admission as a Territory. Provision was made in that first Territorial code for a county superintendent of schools. Among the duties prescribed by law were the examination and certification of teachers for the common schools. The law read:

It shall be the duty of the county superintendent to examine all persons who wish to become teachers in his county; he shall examine them in orthography, reading, writing, arithmetic, English grammar, and geography; and if he be of the opinion that the person examined is competent to teach said branches, and that he or she is of good moral character, he shall give such person a certificate, certifying that he or she is qualified to teach a common school in said county; such certificate shall be for the term of one year only, and may be revoked sooner by the superintendent for good cause.<sup>1</sup>

Permits valid for 6 months in a given district were also authorized. The foregoing regulations were found in the statutes for many years.<sup>2</sup>

The same law of 1854 made it mandatory for all teachers to be certificated before contracting to teach a public school. This requirement was stated as follows:

It shall be the duty of every teacher of a common school, to procure a certificate of qualification and good moral character, before entering upon the duties of a teacher.<sup>3</sup>

*Certificates issued by district boards.*—Evidently some school directors found it difficult to employ some of their friends because of these legal restrictions. The legislature, therefore, practically annulled the authority of the county superintendent regarding the examination and certification of teachers by enacting that:

School directors may be competent judges of the qualifications of the teachers in their respective districts, and a certificate from the board of directors of any district shall be sufficient evidence of the qualifications of teachers employed by them.<sup>4</sup>

<sup>1</sup> Laws of Washington, 1854, ch. II, sec. 4, p. 321.

<sup>2</sup> Laws of Washington, 1859-60, p. 306; 1863, p. 459; 1866, p. 7.

<sup>3</sup> Laws of Washington, 1854, ch. III, sec. 20, p. 226. Same 1859-60, p. 342.

<sup>4</sup> Laws of Washington, 1856-57, sec. 3, p. 34.

As the foregoing act was permissive only, the legislation in 1857-58 made it mandatory by providing that:

It shall be the duty of school directors to employ teachers to teach in their district, and school directors shall be judges of the qualifications of teachers in their districts, but may require a teacher to get a certificate from under the hand of the county superintendent . . . .<sup>5</sup>

In 1859-60 the law was modified by again making it permissive for the directors to determine the qualifications of teachers in their districts. At the same time the law of 1854 making it mandatory for the county superintendent to examine and certificate teachers remained upon the statute books. Of course, the laws were inconsistent with each other. The law read:

It shall be the duty of the directors of every school district: To contract with and employ teachers; and they may be judges of the qualifications of teachers in their districts, but may require a teacher to get a certificate from under the hand of the county superintendent as provided in section 6, chapter II, and shall give a certificate to that effect, stating the branches upon which said teacher has been so examined by them, and that he or she is of good moral character, and is qualified to teach a common school; such certificate to be signed by each of the directors, and shall be for the term of three months only. No engagement of any teacher shall be valid so as to entitle any district to draw their apportionment of public money, unless such examination has been previously made either by the directors or county superintendent.<sup>6</sup>

*Certificating powers removed from district boards.*—In the laws enacted in 1866 we find the following:

It shall be the duty of the directors of every school district: To contract with and employ teachers; and they shall require a teacher to get a certificate from under the hand of the county superintendent as provided in section six, chapter two. No engagement with a teacher shall be valid so as to entitle any district to draw their apportionment of public money, unless such examination has been previously made.<sup>7</sup>

This definitely removed the certificating power from the local board. In later years it was unfortunately revised in the case of city boards in first-class districts. In the same year the subject of history of the United States was added to the list required for examination.<sup>8</sup>

*Territorial superintendent elected, 1871.*—In 1871, for the second time, a Territorial superintendent of public instruction was provided for in the statutes. Dr. Nelson Rounds was elected by the legislature to the position, serving 2 years, 1872-74. Among his rather vaguely formulated duties the superintendent was vested with the permissive

<sup>5</sup> Laws of Washington, 1857-58, sec. 6, p. 20. The above does not appear in 1859-60.

<sup>6</sup> Laws of Washington, 1859-60, ch. III, sec. 6, par. 5, p. 310. Reenacted Jan. 27, 1863, ch. III, sec. 6, par. 5, p. 463.

<sup>7</sup> Laws of Washington, 1866, ch. III, sec. 6, par. 5, p. 10.

<sup>8</sup> Loc. cit., p. 27.

duty of certificating teachers. This duty was purely coordinate with that of county superintendents. The certificates issued were the same and his fees for issuance were the same as paid to county superintendents. The statute was as follows:

He may examine all who apply to him for certificates to teach school, and his certificate shall be valid in the whole Territory, and he shall be entitled to receive the same fees for certificates as county superintendents. . . .<sup>9</sup>

*Teachers required to have a certificate, 1871.*—While it was stated in the earlier laws that teachers must possess legal certificates to teach in the public schools, it was not expressly stated from whom they were to be secured. In 1871 it was made mandatory that the certificates be secured from either the county superintendent or the Territorial superintendent. The statute read:

Sec. 15. It shall be the duty of every teacher of a common school to procure a certificate of qualification and good moral character, before entering on the duties of a teacher . . . .<sup>10</sup>

School directors "shall require a teacher to get a certificate from under the hands of the Territorial or county superintendent."<sup>11</sup>

*Territorial board of education established, 1877.*—A new and important step was taken in 1877 in establishing a Territorial board of education. The constitution of the board is discussed in chapter VII. One important function vested in the board was in relation to the examination and certification of teachers. This new board was not to be coordinate with the county boards of examiners, but was to be a super-board, empowered to issue certificates valid in any county and also to issue a higher type of certificates. They were also to standardize county certificates by preparing uniform examination questions for all the counties. This was a distinctly forward-looking movement.

Various functions of the board are stated in the following excerpts:

The Territorial board of education was empowered "to sit as a board of examination at their semiannual meetings and grant Territorial certificates. A Territorial certificate shall entitle the holder to teach in any public school for the period of three years, subject to be revoked for cause. The fees charged for Territorial certificates shall be six dollars. The fees collected shall constitute a fund for paying the expenses of the board of education. The board of education may, at their discretion, grant, without examination, certificates to persons presenting authenticated diplomas, or certificates from other States, of the like grade and kind as those granted by the board of education for the Territory: Provided, they have been actually engaged in teaching, three years.

<sup>9</sup> Laws of Washington, 1871, ch. I, sec. 3, p. 13.

<sup>10</sup> Laws of Washington, 1871, ch. 4, sec. 15, p. 23.

<sup>11</sup> Laws of Washington, 1873, ch. IV, sec. 6, p. 427.

It shall be the duty of the board of education to prepare, semiannually, a uniform series of questions to be used by county boards of examination of teachers.<sup>13</sup>

Three grades of county certificates were authorized, first, second, and third, the first being the highest and the third the lowest. The first grade was valid for 3 years, the second grade for 2 years, and the third grade for 1 year. For first-grade county certificates, 1 year of teaching experience was required. Holders of the first grade certificate who had taught for 3 years were eligible to take the examination for the first-grade Territorial certificate.<sup>13</sup>

*Institutional training recognized.*—In 1883 the law provided that the Territorial board of education might accept in lieu of an examination "certified copies of a diploma from some State normal school or a State or Territorial certificate from some State or Territory", requiring the same standards as Washington. For Territorial certificates 27 months of experience were required and for life diplomas 10 years, at least one of which in Washington.<sup>14</sup> Here was the beginning of the recognition of institutional training.

The legislature of 1885-86 went a step farther in the recognition of institutional training in certification. In addition to the permissive acceptance of "a diploma from some State normal school by the Territorial board of education . . . county boards of examination may in their discretion issue certificates without examination to the graduates of the normal department of the University of Washington Territory, or to any applicant, presenting a certified copy of a certificate of like grade issued in this or any other State or Territory."<sup>15</sup>

The same legislature extended the subjects for examination and included as professional branches school law and the theory and practice of teaching. The statute read:

Sec. 87. All applicants for certificates shall be examined in reading, writing, orthography, arithmetic, geography, English grammar, physiology, hygiene, history of the United States, school law of the Territory, and the theory and practice of teaching.<sup>16</sup>

*City certification.*—The legislature of 1889-90 made the very serious mistake of enacting a law empowering boards of education in cities of 10,000 or more population to issue teachers' certificates valid in the given city. It has been a serious obstacle in the way of State

<sup>13</sup> Laws of Washington, 1877, title II, sec. 12, 13, p. 262.

<sup>14</sup> Laws of Washington, 1877, title III, sec. 26, p. 266.

<sup>15</sup> Laws of Washington, 1883, title II, p. 6.

<sup>16</sup> Laws of Washington, 1885-86, title III, p. 11.

<sup>17</sup> Laws of Washington, 1885-86, title XVII, p. 27.



standardization of teacher preparation and certification ever since the cities were not required to use the uniform questions prepared by the State board of education as were the counties.

The statute provided that "there may be a board of examination, which shall consist of the city superintendent of schools, as ex-officio chairman, and four (4) other members, 2 of whom shall be members of the board of education and the other 2 experienced teachers elected by the board of education for a term of 1 year." This board was empowered to grant four grades of city certificates; viz: High-school certificates, valid for 6 years to teach in any public school in the city; grammar school certificates, valid for 5 years to teach in any primary or grammar school in the city; primary school certificates, valid for 5 years to teach in any primary school in the city; second class grammar school or primary certificates valid for 2 years, and nonrenewable; special city certificates, valid for 5 years to teach such special branches as may be authorized by the board of education. The board was also empowered to grant certificates without examination to holders of State and life certificates or diplomas and city certificates from other cities in Washington. The board had power to renew any certificates without examination. No one was allowed to receive a city certificate or to be employed in the city who was not the holder of a valid county certificate in the given county or a valid State certificate. The kind of certificate required is not specified.<sup>17</sup>

*Summary.*—A condensed summary of certification during the Territorial period is given in table 50.

<sup>17</sup> Laws of Washington, 1889-90, secs. 26, 27, 28, p. 393.

TABLE 50.—Territorial plan of certification of teachers, 1854-89<sup>1</sup>

Year	Subjects	Grade and term of certificate	Granted by—	Where valid	Experience
1854	1	3	4	5	6
1867	2	1 year only	County superintendent	In county	
1871	Orthography, reading, writing, arithmetic, English grammar, geography. Same as 1854, and: United States history defining, English composition.	do.	do.	do.	
1877	Same as 1854, and: Physiology; United States history, United States Constitution, Washington school law, theory and practice.	Territorial, 1 year; county, 1 year. Territorial, 3 years; first grade Territorial, 3 years; first grade, 3 years (may mature into first grade territorial) second grade, 2 years; third grade, 1 year. (a) Life diploma; (b) Territorial, 5 years; (c) first grade territorial, 5 years; (d) first grade, 3 years (may mature into first grade Territorial); second grade, 2 years; third grade, 1 year.	Territorial superintendent; county superintendent. Territorial board of education; county superintendent.	In Territory, in county do. do.	
1883	do.	do.	do.	do.	(a) 10 years, 1 year in Territory; (b) 27 months, 9 months in Territory; (c) 3 years; (d) 1 year.
1885-89	do.	do.	do.	do.	(a) 10 years, 1 year in Territory; (b) 27 months, 9 months in Territory; (c) 3 years; (d) 9 months.

<sup>1</sup> Adapted from Report of Superintendent of Public Instruction, 1922, p. 241.

## 2. Certification During the Initial Period of Statehood

*State certificates.*—On attaining statehood the powers of the State board of education were redefined. The law specified the subjects for examination and conditions for receiving State certificates and life diplomas. Applicants were required to pass an examination in all subjects required for a first grade county certificate and in addition, "pedagogy, plane geometry, geology, natural history, civil government, psychology, bookkeeping, composition, English literature, and general history." In lieu of the examinations the candidate might file "a certified copy of a diploma from some normal school, or of a State or Territorial certificate from any State or Territory", with requirements similar to those in Washington. The same conditions applied to life diplomas. For the 5-year certificate 27 months of experience were required; for the life diploma, 10 years.<sup>18</sup>

*Institutional training and certification.*—In the first session of the State legislature further emphasis was given to the principle of recognizing institutional training as superior to examinations for certificates.

On March 27, 1890, the legislature enacted a statute to the effect that "any diploma granted by the normal college shall entitle the holder to teach in any public school in this State during life."<sup>19</sup>

County boards of examiners were also empowered in their discretion to "issue certificates without examination to the graduates of the normal department of the State University of Washington, or to the graduates of any State normal school, or to the holder of a State certificate or life diploma from any State or Territory."<sup>20</sup>

With the establishment of normal schools in 1890 provision was made for recognizing the diplomas of the Cheney or the Ellensburg institutions as teaching credentials. The statutes were very general and unsatisfactory. In 1893 more definite legal recognition was accorded to the diplomas issued by any of the normal schools. The law was amended from time to time making more specific the types of diplomas and certificates and their validity as teaching credentials. The details of this development are given in the chapters on the normal schools. Here it may be noted that the principle of recognizing institutional training in place of examinations was legalized even during the territorial period, 1883, and that it was emphasized with the advent of statehood and the establishment of State normal schools.

<sup>18</sup> Laws of Washington, 1889-90, ch. 12, sec. 8, p. 354.

<sup>19</sup> *Ibid.*, sec. 7, p. 397.

<sup>20</sup> *Ibid.*, sec. 12, p. 358.

*Types of county certificates.*—The new State law specified three grades of county certificates—first, second, and third—the last being the lowest. The first grade was valid for 3 years, the second 2 years, and the third 1 year. For the first grade 9 months of experience were necessary. The law is silent regarding the requirements for second grade certificates. The county board of examiners had discretionary power in issuing more than one third-grade certificate to the same person: Holders of first-grade certificates with 3 years' experience were eligible to take the State examination.<sup>21</sup>

The initial State law regarding county certificates provided that all applicants must be at least 17 years of age and have attended a teachers' institute. The subjects for examination were specified as follows: Reading, penmanship, orthography, written and mental arithmetic, geography, English grammar, physiology and hygiene, history and constitution of the United States, school law and constitution of the State of Washington, and the theory and art of teaching. For the first-grade certificate natural philosophy, English literature, and algebra were additional requirements.<sup>22</sup>

*Summary of the law of 1889–90.*—A summary of the requirements for gaining certificates by examination under the legislation of 1889–90 is indicated in table 51.

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<sup>21</sup>Ibid.

<sup>22</sup>Ibid., p. 359.

TABLE 51.—Plan of certification of teachers, 1889-90<sup>1</sup>

Subjects for examination	Grade of certificate	Valid for and where	Experience and credits required	Issued by—
<p>1</p> <p>Reading, penmanship, orthography, written and mental arithmetic, geography, English grammar, physiology and hygiene, history and Constitution of the United States, school law and constitution of State, theory and art of teaching.<sup>2</sup></p> <p>Above subjects and following additional: Natural philosophy, English literature, algebra.</p> <p>All above subjects and following additional: Pedagogy, plane geometry, civil government, psychology, bookkeeping, composition, English literature, general history.</p>	<p>2</p> <p>Third.....</p> <p>Second.....</p> <p>First.....</p> <p>State certificate (renewable).</p> <p>Life diploma.....</p>	<p>3</p> <p>1 year in county.....</p> <p>2 years in county.....</p> <p>3 years in county.....</p> <p>5 years in State.....</p> <p>Life in State.....</p>	<p>4</p> <p>Total credits required, 600; minimum credits, arithmetic, 60; grammar, 60</p> <p>Total credits required, 750; minimum credits, arithmetic, 75; grammar, 75.</p> <p>Total credits required, 1,170; minimum credits, arithmetic, 90; grammar, 90; 1 school year of 9 months, 27 months teaching; 9 months in State.....</p> <p>10 years teaching; 1 year in State.....</p>	<p>5</p> <p>County board of examiners.</p> <p>Do.</p> <p>Do.</p> <p>State board of education.</p> <p>Do.</p>

<sup>1</sup> Report of Superintendent of Public Instruction, 1922, p. 243.

<sup>2</sup> Same subjects for both second and third grade certificates.

## 3. The Legislation of 1895

*County certificates.*—No changes of any importance were made in county certificates in the legislative session of 1895.

*State certificates.*—In 1895 the conditions for State certification were changed so that the subjects required in addition to a first grade county certificate were: Plain (plane) geometry, geology, botany, zoology, civil government, psychology, bookkeeping, composition, and general history. The other requirements were the same as provided in 1889-90.<sup>23</sup>

*Certificates without examination to all university graduates.*—The law relating to recognition of a diploma from the university was amended the same year to read:

The board shall also have power to grant certificates, without examination, good for three years, to all applicants who are graduates from the classical, scientific, philosophical, or literary courses of the University of Washington, or of any other university, college, or institution of learning whose requirements are equal to those of the University of Washington, and which is legally authorized to grant diplomas.

The board was also empowered to renew such 3-year certificates once, no teaching experience being stipulated. Life certificates were authorized upon proof of 90 months of successful teaching, at least 15 of which in Washington, and upon passing an examination in "theory and practice of teaching and history of education."<sup>24</sup>

This enactment represented a distinctly backward step professionally. It eliminated the professional studies and recognized the entire university as a training school for teachers. The normal department was completely ignored and the entire emphasis was placed upon academic preparation.

*State primary certificates.*—The State board of education was also empowered to grant State primary certificates upon the basis of a first grade county certificate and passing an examination in "methods of primary teaching, school management, and history of education." These were valid for 5 years to teach in the first 4 grades. They were validated for life after 36 months of successful teaching in primary schools, 9 of which in Washington.<sup>24</sup>

## 4. New School Code of 1897

*All certification by State board of education.*—In 1897 a new school code was enacted. Most of the previous school laws were reenacted with reference to types of certificates, subjects for examination, and

<sup>23</sup> Laws of Washington, 1895, ch. CL, p. 376.

<sup>24</sup> Ibid., pp. 376-377.

recognition of institutional training. The outstanding change effected was in vesting all authority to grant certificates in the State board of education. The county superintendents were to act as intermediaries in conducting the examinations at the county seats. The questions, however, were to be prepared by the State board of education and to be uniform in all the counties. The examination papers were likewise to be graded by the State board.<sup>25</sup>

The plan created in 1897 has been in effect ever since. It was a distinctly progressive step, one not yet reached by a great many of the States.

*Recognition of university and State college diplomas.*—The legislature of 1897 partially rectified the wide-open-door policy of granting teaching certificates to all college graduates irrespective of professional training. Two statutes were enacted, one granting life diplomas to graduates from the normal department, and another to all graduates from the 4-year collegiate departments of the University of Washington and the State agricultural college. It was stipulated that all these in the latter group should pass examinations in certain professional subjects. The statutes are of sufficient importance to be reproduced.

Any diploma granted by the normal department of the university shall entitle the holder to teach in any public school in this State during life, under regulations consistent with other provisions of law relating to life diplomas.<sup>26</sup>

The State board shall also have power to grant State certificates without examination to all applicants who are graduates of a regular four year collegiate course of the University of Washington, the agricultural college and school of science, or of other reputable institutions of learning whose requirements of graduation are equal to the requirements of the University of Washington: *Provided, \* \* \** That the applicant shall pass a satisfactory examination \* \* \* in theory and practice of teaching, psychology, and history of education. Twenty-seven months of teaching experience, nine of which in Washington was also made a requirement.<sup>27</sup> In 1903 the foregoing was slightly modified by vesting the authority in the State superintendent and by including normal schools. No applicants were to be considered unless they were from accredited institutions. All were required to pass examinations in "State school law and constitution."<sup>28</sup>

*Special certificates by county superintendents.*—In 1897 the law provided that "Special certificates may be issued without examination by the county superintendent to teachers of music, languages other than English, drawing and painting, manual training and penmanship, upon

<sup>25</sup> Laws of Washington, 1897, ch. CXVIII, sec. 141, p. 415.

<sup>26</sup> *Ibid.*, sec. 186, p. 429.

<sup>27</sup> *Ibid.*, sec. 139, p. 414.

<sup>28</sup> Laws of Washington, 1903, ch. 104, sec. 31, 34, pp. 182-3.

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the application of any board of directors, which certificate shall entitle the holder thereof to teach the subject therein named in any school of the district under the control of the board of directors, until revoked for cause: *Provided*, That the county superintendent, before issuing the same, shall receive satisfactory evidence of the applicant's fitness to teach the subject named in the certificate".<sup>29</sup> This law was a most unfortunate one and tended to perpetuate favoritism and inefficiency in teaching many subjects for the next quarter of a century.

### 5. Recodification of School Laws in 1909

No certification legislation of any importance was enacted for more than a decade following important enactments of 1897. In 1909 a recodification of the school laws was effected and many new statutes were enacted. Even at the present time, nearly a quarter of a century later, the main structure of Washington school law dates back to 1909. In a large part of the laws even the original language persists.

*Types of certificates issued.*—The legislature of 1909 enacted statutes providing for a very complete, elaborate, and complicated system of certificates. Most of the details will be omitted here and only the outline given.

1. Common-school certificates and diplomas.
  - (a) Third-grade certificates.
  - (b) Second-grade certificates.
  - (c) First-grade primary certificates.
  - (d) First-grade certificates.
  - (e) Professional certificates.
  - (f) Permanent certificates (including (c), (d), (e), and life certificates).
2. City certificates.
  - (a) City high-school certificates.
  - (b) City grammar-school certificates.
  - (c) City primary certificates.
3. Certificates and diplomas of higher institutions of learning.
  - (a) Normal schools.
  - (b) State college.
  - (c) University of Washington.
4. Temporary certificates.
5. Special certificates.

*Tabular summary of 1909 certification regulations.*—A summarized exhibit of the certification regulations enacted in 1909 is given in table 52.

<sup>29</sup> Laws of Washington 1897, CXVIII, p. 413.



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TABLE 52.—Plan of certification of teachers, 1909<sup>1</sup> "Recodification of School Laws"  
(ch. 97, Laws 1909)

Subjects for examination	Grade of certificate	Valid for (in State)	Experience and credits required
1	2	3	4
Reading, grammar, penmanship and punctuation, history of United States, geography, arithmetic, physiology and hygiene, theory and art of teaching, orthography, Washington State Manual.	Third grade.....	1 year (may be raised to second grade by 1 year's attendance at institution of higher learning in this State.	Total credits required, 750. Minimum credits—arithmetic 70, grammar 70, any other branch 60.
Music (additional to above).	Second grade (may be granted once to teachers from other States having 10 years' experience after taking an examination in State manual).	2 years (for renewal, 16 months' successful teaching or attendance of 1 semester at an accredited school or 6 weeks' summer school).	Total credits required, 900. Minimum credits—arithmetic 80, grammar 80, any other branch 70.
Above subjects and following additional: Nature study, drawing, literature, physical geography.	First grade primary (primary grades only. State board may accept other subjects in lieu of 2 of these subjects).	5 years (renewable indefinitely after attendance of 1 year at an accredited institution and satisfactory work done in 3 subjects or successful teaching for not less than 24 months).	45 months in primary grades; same credits as first-grade certificate.
Same as for second grade and following additional: Physics, English literature, algebra, physical geography (must have same number of credits as first-grade primary).	First grade (State board may accept other subjects in lieu of 2 of these).	5 years (renewable under same conditions as first grade primary).	Total credits required, 1,350. Minimum credit—Arithmetic 85, grammar 85, any other branch; 9 months.
Same as first grade and following additional: Plane geometry, geology, botany, zoology, civil government.	Professional (State board may accept other subjects in lieu of any or all of these).	5 years (renewable under same conditions as first grade).	Same minimum credits as first grade; 24 months' teaching, 8 in Washington.
Same as for professional and following additional: Psychology, history of education, bookkeeping, composition, general history.	Life (State board may accept other subjects in lieu).	Life.....	45 months' teaching; not less than 27 in State of Washington; same minimum credits as first grade.
	Permanent <sup>2</sup> .....	.....do.....	72 months' teaching; 36 in State; 18 months' subsequent to granting certificate upon which application is based; county superintendent must endorse application. Issued to holders of accredited papers or to one having successful experience.
	Temporary (county or city).	Until end of current year (1 only in 3 years).	
	Special—for special subjects (county or city).	So long as holder continues to teach.	

<sup>1</sup> Report of Superintendent of Public Instruction, 1922, p. 248.  
<sup>2</sup> Applicant for permanent certificate must be holder of a first-grade certificate, a first-grade primary, or a professional, or a renewal of any of them, in full force and effect.  
 State board of education provided for the first time that the minimum credit to be used at any examination other than the one at which such credit is secured shall be 90 percent. (Dec. 29, 1909.)

*Revision affecting university and State college graduates.*—The legislature of 1909 theoretically further corrected the unfortunate policy of permitting all university and State college graduates to be certificated for teaching without requiring professional training. Twelve semester-hours of credit in the department of education were required for the normal and life diplomas.

In 1909 the board of regents of the university was—  
empowered, upon recommendation of the faculty, to grant normal diplomas which shall entitle the holder to teach in any public school in the State for a period of five years; and to grant university life diplomas to candidates who shall give satisfactory evidence of having taught successfully for twenty-four months: *Provided*, That all candidates for the normal diploma and life diploma shall have satisfactorily completed not less than twelve semester hours in the department of education.<sup>30</sup>

An identical law was enacted at the same session with reference to the State college at Pullman.<sup>31</sup>

This statute enacted in 1909 has remained unchanged in the law until the present time, 1934. The weakness in the law is that while only those who had completed 12 semester-hours in the department of education were awarded normal or life diplomas there was no law requiring them to earn these credentials in order to be licensed to teach. Under regulations of the State board of education it was possible for any graduate of the university or State college to secure a certificate by passing an examination in school law and the State Manual. The examinations were so easy that anybody could pass them after a few hours of cramming.

The statute under which this blanket power was given to certificate all college graduates is reproduced below. The State board was vested with authority to—

approve courses for the State normal schools, for the department of education of the University of Washington, and the State College of Washington, and for all normal training departments of higher institutions within the State of Washington, and for all normal training departments of higher institutions within the State of Washington which may be accredited and whose graduates may become entitled to receive teachers' life diplomas or professional certificates \* \* \*. To investigate the character of the work required to be performed as a condition of entrance to and graduation from normal schools, colleges, universities, and other institutions of higher education and to prepare an accredited list of those higher institutions of learning of this and other States whose graduates may be awarded teachers' certificates by the superintendent of public instruction without examination except upon the State Manual of Washington: *Provided*, That the entrance and graduation requirements of all colleges and universities whose diplomas are accredited must be equal to those of

<sup>30</sup> Laws of Washington, 1909, ch. 97, sec. 5, p. 240.

<sup>31</sup> *Ibid.* sec. 19, p. 250.

the University of Washington; and the requirements for normal schools shall be equal to the advanced course of the State normal schools of this State.<sup>32</sup>

*Graduates from other colleges.*—Graduates from other accredited colleges, and that meant almost any college of any description, either from within or without the State were accorded the same privileges. Thus grew up an exceedingly low standard of teacher preparation.

*City certification.*—Unfortunately the city certification of teachers was emphasized in the legislation of 1909. In cities employing 100 or more teachers city boards of examiners, consisting of the city superintendent and two others having practical experience as teachers, were empowered to certificate for primary work, grammar-school work, or high-school work.

*Special certificates.*—City superintendents were authorized to grant special certificates to teach "special or departmental subjects, such as music, foreign language, drawing, penmanship, kindergarten, manual training, domestic science, physical culture, etc.; and such other subjects as are calculated to discover applicant's fitness to teach in public schools."<sup>33</sup>

County superintendents were likewise empowered to grant special certificates in the same list of subjects. In each case these special certificates were valid in the city or county where granted so long as the holder taught in that jurisdiction.

It can readily be understood that these laws were so elastic as to throw open the doors to any subject in the curriculum. That happened and no end of abuses was the result.

#### 6. Certification Legislation of 1915

*Remedial legislation.*—The certification legislation of 1915 occupied very little space on the statute books. However, in its far-reaching effects no other single act of legislation has done so much to require high-school teachers to secure professional training. Courses had been provided before but students had not taken advantage of them in large numbers because they could be certified just as readily without them. The force of tradition, and often the advice of academic faculty members served to keep the number of education students very low.

In the legislative session of 1915 the senior author of this history wrote and secured the insertion of the following clause:

Provided, That graduates of accredited colleges and universities must present evidence that they have completed satisfactorily twelve semester hours in professional

<sup>32</sup> *Ibid.* sec. 5, p. 236.

<sup>33</sup> *Laws of Washington, 1909, ch. 97, sec. 6, p. 344.*

study in an accredited institution or else pass examination in such professional subjects as the State board of education may direct.<sup>24</sup>

Through his opportunity to cooperate with the State board of education for 13 years following 1915 in making examination questions and grading the answers, advising regarding accredited lists, etc., many of the undesirable tendencies were checked.

#### 7. Certification Legislation Following the Commission of Educational Survey, 1917

*Common-school certificates.*—The legislation of 1917 followed very closely the recommendations of "the commission of educational survey" in the certification of teachers as well as in most other matters relating to education. In several respects distinctly advanced legislation was enacted. Several inconsistencies, however, were included in the new legislation and some inconsistencies with old laws were not ironed out. Each of these phases will be considered.

An advanced step was taken in requiring that no one should be eligible after September 1, 1918, to the examinations for even the lowest grade of common-school certificate who had not completed the work of a 4-year high school or its equivalent. Third-grade certificates were eliminated. For the second-grade certificates, as a prerequisite to the examination, there were required "nine weeks of professional training in an accredited institution of higher learning in which elementary teachers are trained." This certificate was valid in the elementary schools for 2 years and renewable twice by attendance of 9 weeks in an accredited institution of higher learning in which elementary teachers were trained.

As a prerequisite to the examination for the first grade elementary certificate "at least one year of professional training in an accredited institution of higher learning" was specified. This certificate was valid for 5 years in the elementary schools and renewable for 5 years by attendance of 18 weeks at an accredited institution of higher learning in which elementary teachers were trained.

Candidates for life certificates by examination were required to pass in all the subjects required for first-grade certificates (see table) and also in algebra, plane geometry, biology, geology, English literature, physics, psychology, composition, and general history. Forty-five months of experience, 27 in the State, were a prerequisite. All were required to give evidence of having completed 12 semester hours of professional study in an accredited institution of higher learning or

<sup>24</sup> Laws of Washington, 1915, sec. 1, p. 481.

"pass an examination in such professional subjects as the State board of education may require." This certificate "shall be valid in the common schools."<sup>35</sup>

Summary regarding common-school certification in 1917.—A summarized statement of legislation in 1917 relating to common-school certification is exhibited in table 53.

TABLE 53.—Plan of certification of teachers, 1917<sup>1</sup>  
(Ch. 48, Laws 1917.) To be effective on and after Sept. 1, 1918

Subjects for examination	Grade of certificate and credits	Valid for (in State)	Experience required
Reading, grammar, penmanship, and punctuation, history of United States, geography, arithmetic, physiology and hygiene, orthography, Washington State Manual.	Second grade elementary. 765 credits required. Minimum grades: arithmetic, 80; grammar, 80; others, 70.	2 years. (Renewable twice, for 9 weeks' normal school training and satisfactory work in 3 subjects.)	9 weeks' professional training in an accredited institution in which elementary teachers are trained.
Above subjects and following additional: Nature study, drawing, juvenile and general literature, agriculture, civics, physical geography, music. (State board may accept other subjects in lieu of 2 of these.)	First grade elementary. 1,440 credits required. Minimum grades: arithmetic, 85; grammar, 85; others, 75.	3 years. (Renewable for like period for 18 weeks, normal school training and satisfactory work done in 3 subjects.)	9 months' teaching and 1 years' professional training in accredited institution.
All above subjects and following additional: Algebra, plane geometry, biology, geology, English literature, physics, psychology, composition, general history.	Life certificate. 2,250 credits required. Minimum grades same as first grade certificate.	Life.....	45 months' teaching; not less than 27 months in State and 12 semester hours of professional study, or pass examination in such professional studies as the State board may direct.
(State board may accept other subjects in lieu of any in the last above group, at the request of the applicant.)	.....	.....	In accordance with rules and regulations of State board.
	Temporary (county or city). Special (county or city).	Until end of current school year. So long as holder continues to teach.	

<sup>1</sup> Report of superintendent of public instruction, 1922, p. 249.

Those applying for a certificate on accredited paper must receive at least 85 or more credits in State Manual to obtain a certificate higher than second grade.

Problems relating to institutional credentials.—State Supt. Josephine C. Preston wrote that—

In 1917 certain important changes were made in the classification and grades of certificates to become effective after September 1, 1918, which complicated the certification laws so that a dual system of certification has been made necessary".<sup>36</sup>

The duality consisted partly in the fact that city certificates of all grades were issued in the larger cities and special certificates in any cities and by county superintendents. Another duality arose from

<sup>35</sup> Laws of Washington, 1917, sec. 3, p. 203.

<sup>36</sup> Report of Superintendent of Public Instruction, 1922, p. 240.

the fact that the law gave the holders of university and State college 5-year normal and life diplomas the right to teach in any public school in the State while the law of 1917 specifically stated:

The courses of instruction for the professional training of teachers of the elementary schools shall be offered and taught at the State normal schools only.<sup>37</sup>

The same law specified that "the professional training of high-school teachers, school supervisors, and school superintendents" were joint major lines of the University of Washington and the State College of Washington and that "These major lines shall be offered and taught at said institutions only".<sup>38</sup>

The attorney general held that this "Chapter 10, Laws of 1917, takes from the regents of the University of Washington the power to grant normal diplomas entitling the holder thereof to teach in the elementary schools of the States."<sup>39</sup> Of course the same ruling was applied by the State board of education to the State College of Washington.

The earlier law empowering the regents of the university and the State college to grant 5-year normal and life diplomas which "entitle the holder to teach in any public school in the State" still remains in the statutes in 1934. If the attorney general was correct, which is doubtful, then the law should be amended so as to harmonize the inconsistent portions. In the attempt to correct these conflicting portions additional inconsistencies appeared in the legislation of 1923.

*City certificates and special certificates.*—Further complexities arose because of backward-looking legislation relating to city certification and the granting of special certificates by both county and city superintendents.

City certificates (a) for the high school, (b) the grammar school, (c) the primary grades were unchanged from the law of 1909. Special certificates were authorized in any city, not limited as in 1909, and included the special subjects enumerated in 1909 "and such other subjects as may be authorized by the State Board of Education". The statute of 1909 prescribed an examination in the subjects but the law of 1917 says "by examination or otherwise show satisfactory evidence of fitness to teach a special or departmental subject".<sup>40</sup>

County superintendents were also empowered to grant special certificates under similar conditions. Again the bars were completely

<sup>37</sup> Laws of Washington, 1917, sec. 10, p. 33.

<sup>38</sup> Laws of Washington, 1917, sec. 4, p. 34.

<sup>39</sup> Code of Public Instruction, 1917, pp. 24, p. 16.

<sup>40</sup> Laws of Washington, 1917, sec. 4, p. 205.

thrown down. The certification by the State board of education was greatly crippled and numberless weak and poorly trained teachers were taken into the schools, especially the city schools.

#### 8. Progressive Certification Legislation of 1923

*Results of committees' study.*—Following the stimulation produced by the survey of education in 1915 by the Commission of Educational Survey of Washington and the work of the Public School Administrative Code Commission various committees devoted much time to the study of certification. The matter was studied by a committee of the Washington Education Association and also by a joint committee of the Inland Empire Teachers' Association. In the legislative session of 1923 a very progressive and far-reaching plan of certification was enacted into law.

*Types of certificates.*—The following classification of certificates was stated in the law:

The certificates and diplomas granted by authority of the State of Washington and authorizing the holder to teach in the public schools of this State shall be classified as follows:<sup>41</sup>

*First. Standard certificates based on graduation from accredited higher institutions of learning.*

- (1) Elementary certificates; (a) Two-year; (b) Five-year; (c) Life.
- (2) Advanced certificates; (a) Two-year; (b) Five-year; (c) Life.

*Second. Limited certificates granted on examination.*

- (1) Second-grade elementary certificates.
- (2) First-grade elementary certificates.

*Third. Certificates and diplomas of the higher institutions of learning.*

- (1) Of the normal schools.
- (2) Of the State College of Washington.
- (3) Of the University of Washington.

*Fourth. Temporary certificates.*

*Fifth. Special certificates.*

*Emphasis upon institutional training.*—All certificates since 1923 are based upon institutional training. Certificates to teach in grades 1 to 9, valid for 2 years, may be earned by examination, but only high-school graduates and those with 2 years of approved academic and professional training, at least three-fourths of which in residence are admitted to the examination. By an additional quarter of residence this certificate may be once renewed. Practically no one now applies for the examination because in the same time they can secure a diploma from a normal school. This was the intent of the legislation.

<sup>41</sup> Laws of Washington, 1923, sec. 2, p. 574.

*Limited certificates by examination.*—First grade limited certificates valid for 5 years in grades 1 to 9 inclusive, may be issued to those who have taught 14 months and have had 2 years of professional training and pass an examination in such additional subjects as the State board may prescribe. This certificate may be renewed for 5 years if the holder has attended an accredited institution of higher learning for 18 weeks.

*Standard certificates.*—The standard "Two-year elementary certificate valid to teach in grades one to nine inclusive, for a term of two years from date of issuance may be granted after September 1, 1923, only to persons who are graduates from a four-year accredited high school, or its equivalent, and who in addition have completed a two-year course of approved academic and professional training in an accredited institution of higher learning." This 2-year certificate may be extended to a 5-year certificate after 14 months of successful experience and evidence of professional growth. The 5-year certificate may be validated as a life certificate upon evidence of 27 months of successful experience, at least 14 of which on the 5-year certificate, and also evidence of professional growth.<sup>43</sup>

*Temporary certificates.*—Temporary certificates may be issued by the State board of education or by city superintendents in cities employing 100 or more teachers. Special certificates are issued only by the State board.

*Credentials issued by the State higher educational institutions.*—The foregoing certificates are issued on credentials gained in accredited institutions, either in Washington or in other States. The attorney general ruled that the University of Washington, the State college, and the Washington State normal schools were not included in the list of institutions accredited for standard certificates. The authors of the law intended that they should be included, and undoubtedly the attorney general was in error, but his opinion has been followed, making another awkward and unfair situation. The ruling gave a manifest advantage to all holders of standard advanced certificates over the graduates of the University of Washington and the State college. The former were permitted to teach in all grades of school, while the latter were limited to the high school. The credentials issued by the University of Washington, the State college, or the State normal schools were not affected by the legislation of 1923. The recognition accorded credentials from the university and the State college has been traced in

<sup>43</sup> Laws of Washington, 1923, sec. 7, p. 577.



this chapter. The consideration of normal school credentials has been discussed in the chapter on the normal schools. In general the conditions for granting the standard certificates are patterned after the conditions under which credentials are issued by the State's higher educational institutions.

#### 9. Recent Advancement Made by the State Board of Education

*Initiation of higher requirements by the university.*—In 1922 the University established the requirement that candidates for the university life diploma would be required to be in residence at the university for an additional quarter of study beyond graduation from a 4-year course. This residence was required subsequent to the receipt of the 5-year diploma. The author of this chapter has continually since 1913 urged the extension of this requirement to a full year of residence beyond graduation.

*State board action of 1929.*—The State board of education urged by the university department of education decided to extend the requirements for all certificates, including the initial certificates as well as the extensions for a period of years or for life.

*Standard certificates.*—The new State board regulations provide that for the standard elementary 5-year certificates 3 years of normal training beyond graduation from an accredited 4-year high school will be required. For the elementary life certificate an additional quarter will be exacted. This went into complete effect September 1, 1933.

Four years and two quarters of training in a college or university accredited by the State board of education will be required to earn a standard advanced certificate. This is valid for 5 years to teach in high schools. It went into full effect on September 1, 1932, having been advanced quarter by quarter beginning with September 1930. The advanced life certificate will require an additional quarter of residence study.<sup>43</sup>

*The State normal schools.*—The State normal schools have followed the general plan adopted for the standard elementary certificates issued by the State board of education. The minimum course of study in the normal schools, beginning September 1, 1933, is 3 years in length. For the life diploma issued upon this or any other diploma an additional quarter after graduation will be required.<sup>44</sup>

<sup>43</sup> Showalter, N. D., *Certification of Teachers*, State Department of Public Instruction, October 1932.

<sup>44</sup> Normal school catalogs.

*State college.*—The State college at Pullman has put into effect the same regulations as for the standard advanced 5-year and life certificates.

*University of Washington.*—The University of Washington has adopted a complete 5-year program for acquiring the 5-year normal diploma and an additional quarter for the life diploma. The final quarter for each of the two types of diplomas has been required since October 1, 1933.

*Washington in the vanguard.*—The foregoing requirements place the State of Washington in the vanguard in teacher training. Only one other State, California, exceeds it, and that very slightly.

*State board action of 1933.*—In 1933 a far-reaching and much-needed policy in certification procedure was established. It has been recognized widely that statutory provisions regarding specific items of certification always hamper a State board of education in adjusting procedures to new conditions. Many leaders in the State have believed that types of certificates, subjects required for certification, validity, conditions for renewal, recognition of institutional training, reciprocity with other States, etc., should not be indicated in the statutes but determined by the State board of education. The legislature of 1933 enacted the following brief, simple, noncontroversial statute giving the State board of education authority:

Sec. 1. *Fourth.*—To supervise the issuance of normal diplomas and teachers' certificates, and to determine the types and kinds of certificates necessary for the several departments of the common schools. Approved by the Governor March 9, 1933.<sup>48</sup>

On June 19, 1933, the State board of education acting under the authority of the foregoing law adopted the following classification of certificates:

#### CERTIFICATES FOR THE COMMON SCHOOLS

The kinds and types of certificates issued for use in the several departments of the common schools after September 1, 1933, shall be as follows:

First: By the superintendent of public instruction.

For teaching in elementary and junior high schools:

1. Temporary elementary certificates.
2. Five-year elementary certificates.
3. Life elementary certificates.

For teaching in high and junior high schools:

1. Temporary advanced certificates.
2. Five-year advanced certificates.
3. Life advanced certificates.

<sup>48</sup>Laws of Washington, 1933, ch. 80, sec. 1, Fourth.

Second: By Washington higher institutions of learning.

For teaching in elementary and junior high schools:

1. Five-year normal diplomas of normal schools.
2. Life normal diplomas of normal schools.

For teaching in high and junior high schools:

1. Five-year normal diplomas of State university and State college.
2. Life normal diplomas of State university and State college.

Temporary certificates may be issued only to teachers from accredited institutions outside of the State. Experience gained on the temporary certificate may not be used to meet experience requirements for a higher certificate.<sup>46</sup>

All of the certificates mentioned in this new classification were already provided for by the statutes. The regulations did not change the conditions for acquiring the certificates, their renewal or validity. Probably the board would assume the right to make such changes if deemed desirable. Several types of certificates specified in the statutes were not included in the board's classification and are by implication eliminated.

It will be noted that no certificates are to be issued by examination. All must be earned through study in institutions of higher learning duly authorized to train teachers and whose programs of teacher training have been approved by the State board of education. This is a great step forward. Prior to 1915 no professional training whatsoever was required. All college graduates were eligible to teach in any public school in the State.

In addition to the foregoing basic types of certificates two additional certificates will be issued by the State board of education (1) an administrator's credential and (2) a library credential. Both of these types are required since September 1, 1934.

An administrator's credential is required of a principal of an accredited 4-year high school. To acquire this credential the candidate must have earned a minimum of 12 quarter-hours of credit in professional courses related to secondary school organization and supervision. This must be in addition to the minimum requirements in education for the basic certification.

The superintendent of a district that contains an accredited high school and also an elementary school system must possess a superintendent's credential. To secure this he must have had a minimum of 2 years of successful experience in an elementary school and a minimum of 2 years of successful experience in an accredited high school. Two of the 4 years of such service must have been as a principal of either an accredited high school or an elementary school. In place of the

<sup>46</sup> Supplement to October 1932 certificate bulletin.

experience in an elementary school there may be substituted 24 quarter-hours of credit in professional courses relating to elementary school work. At least one third of this must be specifically related to elementary organization, administration, and supervision, including elementary methods, technique, and research. Similarly there may be substituted for the high-school experience 20 quarter-hours of credit in professional courses related to secondary school organization, administration, and supervision. These 12 credits must be in addition to the credits required for the basic certification. Professional credits earned through institutional study may be substituted for only one of the types of actual experience but not for both.

The credential for a teacher-librarian in accredited high schools may be earned by persons who already possess an advanced certificate entitling them to teach in accredited high schools, provided they comply with other specific requirements.

The State board of education requires a minimum of 24 quarter-credits—16 semester-hours—in education courses of all college graduates who secure the initial credential for senior high school teaching. The education credits are distributed among the following subjects, not less than 2 or more than 4 semester-hours (3 to 6 quarter-hours) in each of these subjects: Educational psychology, general methods or principles of teaching, secondary education, special methods; additional elective hours to complete a total of 16 semester-hours (24 quarter-hours). For the life credential 8 additional elective semester-hours are required, making the total for the permanent credential 24 semester-hours.

Since September 1, 1933, all applicants have been required to include a minimum of 3 semester hours (maximum 6 semester hours) of directed teaching or else file evidence of 8 months of successful teaching.

Since 1928 the State board of education has been gradually requiring all private schools desiring to be accredited to have their teachers meet the same certification requirements as public-school teachers. The regulations were not made retroactive.

## Chapter XVII

### Private Educational Institutions

#### 1. Place in the State's Education

The private educational institutions, especially those under church organizations have played a most important role in the development of the commonwealth. They are deserving of much more space than can be accorded them in this crowded volume. It must be left for other pens to give them the full measure of credit they so richly deserve.

The educational facilities afforded by private means are worth hundreds of thousands of dollars annually and do not cost the taxpayer a cent. Those who provide the private schools also contribute heavily and uncomplainingly their share for the support of public educational institutions. This class of privately maintained institution should be recognized as an integral part of the total public educational organization. Most of the early territorial schools originated as church enterprises. They were not solely missionary schools designed for religious instruction alone, but were genuine educational institutions. Private elementary schools were established in territorial days in every community as soon as arrangements were made for church worship.

Private academies antedated the public high schools by many years. They were patterns for the early high schools and even today there are many magnificent church high schools furnishing academic instruction equal to the best high schools and in addition providing moral and religious guidance so necessary to well-rounded development and impossible to give in secular schools.

Many academies, seminaries, and other schools were established in early days that are no longer in existence. They served their purpose and then gave way to public education. In this brief treatment only those that are now in existence are discussed. Individual consideration is given only to those of college grade. The secondary schools are listed in a tabular statement.

In case no footnote reference is given to published documentary material the data have been derived primarily through statements prepared by the executive head of the institution. In most cases the senior author has been personally familiar with the institutions for many years and has been able to supplement or to interpret the available data.

## 2. The Private Colleges and Normal Schools

*Forest Ridge Convent, Seattle.*—Forest Ridge Convent was founded in 1907. Classes were organized and school opened in a temporary building on Fifteenth Avenue, until the erection of the convent on Nineteenth Avenue, North, and Interlaken Boulevard.

Rev. Mother Mary McMenemy was the first Superior.

Besides the elementary classes there are the academic or high-school classes, accredited by the State board of education, and the junior college, accredited to the University of Washington. All students are offered special advantages in music and foreign languages. The Convent of the Sacred Heart, Forest Ridge, is one of the many institutions throughout the world taught by the religious society of the Sacred Heart of Jesus. This institution for the education of girls was founded in France in 1800 by Saint Madeleine Sophie Barat.

In 1818 Mother Philippine Duchesne sailed for America with four companions and made the first foundation in America. Today there are houses of the society in every part of the United States and Canada. Its activities are not confined to Europe and North America—Australia, South America, the West Indies, Egypt, Japan, China, and Africa also have successful schools of the order.

Rev. Mother H. J. McLaughlin is the Superior in charge at the present time.

*Gonzaga University.*—Gonzaga University, Spokane, Wash., was founded in 1881 by the Rev. Joseph M. Cataldo, then in charge of the Jesuit missions of the Northwestern United States. He played an important role in many pioneer enterprises besides the establishment of missions.

The school was formally opened in September 1887, as a liberal arts college for men. A preparatory department was established in connection with the college. The institution was incorporated April 22, 1894, and empowered by the State legislature to grant literary honors and to confer degrees in accordance with the usage of American colleges.

In 1912 the original charter was amended by the legislature and the title changed to "The Corporation of Gonzaga University." The school of law was established that year. A seminary for Jesuit students is maintained as a part of the university. In this seminary 118 students are enrolled at the present time. This graduate school of philosophy and science is maintained at Mount St. Michael, in the suburbs of Spokane. It is remarkably well equipped for graduate study in those lines.

Gonzaga University has been on the accredited list of the University of Washington since 1913. The preparatory department was placed on the accredited list of the university at the same time and remained on that list until 1928 when the accreditation of all private secondary schools in Washington was taken over by the State board of education. Gonzaga is also accredited by the State board of education for training high-school teachers. During its summer sessions women students are admitted. In 1928 a school of education was established with Dr. M. G. Flaherty, S.J., as dean. In 1927 full accreditation was accorded Gonzaga by the Northwest Association of Secondary and Higher Schools. The institution has grown with the city so that the initial enrollment of 22 students has increased to 595 university students and 326 in the high-school department. The president is now Rev. John Joseph Keep, S.J.

*Holy Names Academy and Normal School, Seattle.*—In Montreal, Canada, in 1844 a religious community of women was established having for its purpose, besides the personal sanctification and perfection of each of its members, the instruction and the Christian education of children and young girls. The new society, known as the Sisters of the Holy Names of Jesus and Mary, grew rapidly and established schools, not only in the towns and cities upon the banks of the St. Lawrence and the Great Lakes, but it answered calls from the Atlantic States, the Gulf region, and the far-off Pacific slope.

In the year 1859 the urgent request of the Most Rev. A.M.A. Blanchet, Archbishop of Oregon, received an affirmative reply and accordingly, on the fifteenth of September of the same year, 12 sisters of the new congregation set out for the land of the setting sun. They traveled by train to New York City, embarked from there on the *Star of the West*, crossed the Isthmus of Panama by transit train, took passage on the *Golden Age* for San Francisco, and transferred at that point to the *Northern* which completed the Pacific voyage and sailed up the Columbia River landing at Portland, October 21, 1859. The deeds and dauntless courage of these valiant women make an interest-

ing story for which we have not space here. As a result of their foundations the Sisters of the Holy Names are conducting today in their Oregon-Washington Province 34 elementary schools, 11 secondary schools, 2 normal schools, and their beautiful new Marylhurst College with a combined enrollment of 6,030.

As the external work of the institute is confined to one activity—Christian education—the congregation has the advantage of specializing in education and the preparation of expert teachers. As a result her educational system is always abreast the times and her schools among the best.

During those years from 1859 to the present, while the 12 pioneers and their recruits were toiling in the fields of Christian education in the West, the mother house in Montreal continued to answer calls for help to light the way with Christian truth. Today the young congregation has established in Canada and the United States, 192 schools with an enrollment of 52,555 pupils, and has missions in South Africa and Japan.

In the early part of November 1880, four Sisters of the Holy Names of Jesus and Mary set out from their provincial house in Portland, Oreg., to establish a school in Seattle. After a tedious journey by stage, rail, and water, they arrived at their destination on the evening of November 9, 1880, and were hospitably received by the Sisters of Providence who 3 years previously, had opened a hospital for the sick and needy. The half block (240 by 120 feet) on the corner of Second Avenue and Seneca Street was purchased by the Sisters for \$6,800. A 2-story dwelling stood upon the property, which would serve as a home for the Sisters but a school building had to be erected, and this necessitated an additional outlay of \$2,000. Nine thousand dollars invested in Second Avenue property in those days was considered quite a venture. January 10, 1881, saw the new building completed and Holy Names Academy enrolled her first pupils, 22 in number. Thus was established Seattle's first foundation in the cause of Christian education.

So phenomenal was the growth of both the city and the school that in 1883 the building erected in 1880 was not only inadequate for the needs of the school, then registering more than 100 pupils, but was unfavorably located as it stood in the very center of the business district. The Second Avenue property was, therefore, sold for \$35,000 and a new site chosen at Seventh Avenue and Jackson Street which was then considered a suburban district. The grounds here covered the entire block and a large and spacious building was erected by the



Sisters. So large an academy in the eighties was considered far too extensive for the needs of the times, but the foresight of those who planned was justified, as was proved by the ever-increasing attendance, so that before a score of years had passed the capacity of the school was overtaxed and the Sisters were again compelled to seek a new location. This time an unblocked tract of stump land upon the summit of Capitol Hill was selected and here was built, in 1907, the beautiful Holy Names Academy and Normal School which overlooks the city today.

The system of education followed by the Sisters of the Holy Names has always been in accord with the regulations of city and State. From the beginning primary, intermediate, and high-school courses, together with music, painting, and handicraft were offered, and when the State inaugurated the accredited high-school requirement, the Sisters were among the first to have their schools placed upon the approved list. While the academy still occupied the Jackson Street property, the faculty realized the necessity of extending the courses into the field of higher education and laid plans for the professional training of teachers. It was not, however, until 1907 that they were able to provide the necessary housing for the new department. As soon as the building on Capitol Hill was completed a 2-year normal course was inaugurated, and in December of the same year Holy Names Normal School was accredited by the State board of education. In the autumn of 1912, the normal school was again inspected, this time by Dean Bolton and other members of the University of Washington faculty who approved the work and accredited the courses toward university degrees. It was with great regret that the Sisters discontinued, temporarily, the normal department in 1930, but the steadily increasing enrollments in the elementary and secondary schools made it imperative that the space be given over to these departments until such time as new buildings can be provided.

From the tiny seed so humbly planted in the heart of Seattle in the winter of 1880-81 has grown an educational system of 8 schools enrolling approximately 2,050 pupils and saving annually for the city and State many thousands of dollars, and also an alumna roll bearing the names of many of the Northwest's noblest women.

Sister Alphonsus Mary is the present Superior of the institution.

*Holy Names Academy and Normal School, Spokane, Wash.*—On September 14, 1890, the cornerstone of the present Holy Names Academy and Normal School was laid on the 4-acre tract of land lying just west of the Spokane River between what are now Boone and Sharp

Avenues. The new foundation was in charge of the Sisters of the Holy Names of Jesus and Mary, who had come West in 1859 in the interests of education. In 1888 they had been invited to take charge of Our Lady of Lourdes School, Spokane, the site of their first labors in the State of Washington. The new building was in readiness for occupancy on August 31, 1891, but owing to its suburban location and the poor transportation facilities, the attendance was rather meager. Within the following decade, however, the city had stretched out far beyond the academy and the increasing numbers of pupils were most gratifying. In 1902, 235 pupils were registered, 81 of whom were resident students. Holy Names was then obliged to make additions and the beautiful edifice seen today was the result of the building program of that year. The normal school was inaugurated in September 1907. Both the high school and the normal school have been fully accredited. The 2-year normal course has recently been expanded to 3 years in compliance with the latest requirements of the State department of education and, in April 1932, Holy Names Normal School was fully accredited by the Northwest Association of Secondary and Higher Schools.

Sister Mary Agnella is the president of the institution at the present time.

*Pacific Lutheran College.*—Pacific Lutheran College was formed by the union of Pacific Lutheran Academy and Columbia Lutheran College.

The first component, Pacific Lutheran Academy, was incorporated at Parkland, Wash., December 11, 1890, by the Norwegian Evangelical Lutheran Synod of America. It began its work October 14, 1894, and continued until the spring of 1918, when its faculty and students were transferred to Columbia College, at Everett, Wash., where the school was operated for 1 year. The largest enrollment of the academy, that of 1907-8, was 281. Rev. B. Harstad, founder and first president of the academy, served during 1894-95. He was succeeded by Rev. Ole Groensbert, who served from 1895-97. In the fall of 1897, Rev. B. Harstad again took charge for a short time. He was followed in 1898 by Mr. Nils J. Hong, who remained at the head of the school until 1918.

The second component, Columbia Lutheran College, was incorporated August 22, 1905. It opened October 18, 1909, and continued until 1919, the last year in conjunction with Pacific Lutheran Academy. During its 8 years of operation Columbia College had two

presidents: C. B. Runsvold, who served from 1909 to 1913, and Rev. R. Bogstad, who served from 1913 to 1919.

During 1919-20 both schools were closed, pending arrangements for their permanent amalgamation. These took form August 28, 1920, when the Pacific Lutheran College Association was formed, uniting permanently the two institutions under the name of Pacific Lutheran College and locating the new institution at Parkland, Wash. The new school was opened October 4, 1920.

Up to 1919 the Pacific Lutheran Academy and Columbia Lutheran College had operated as secondary schools, accredited by the University of Washington. The new institution continued this, but in 1921 established in addition thereto a 2-year liberal arts department and a 2-year normal department, both on the college level. At present the college has a 2-year liberal arts department and a 3-year normal department, accredited, respectively, by the University of Washington and by the State board of education of the State of Washington.

Until recently the college drew its main support from the Pacific district of the Norwegian Lutheran Church of America, which holds title to its property. Since 1929, however, the American Lutheran Church, and, since 1932, the Lutheran Augustana Synod have associated themselves in the work and are sharing in its support and control. In 1927 the college raised an endowment of \$290,000 on a 5-year payment plan.

Since its reorganization in 1920 the school has enjoyed steady growth, the enrollment during 1931-32 being 262, and the faculty numbering 22.

The following have served as presidents since the amalgamation: Rev. J. U. Xavier (acting), 1920-21; Rev. Ola J. Ordal, 1921-28; and Dr. Oscar A. Tingelstad, Ph.D. University of Chicago, 1928-.

*The College of Puget Sound, Tacoma.*—In August 1884 a committee of nine men was appointed at the organization session of the Puget Sound Annual Conference of the Methodist Episcopal Church to select a location on Puget Sound for an institution of higher learning "which should become a praise throughout the land." John Stafford McMillin of Roche Harbor, one of that original committee, participated in a celebration at the college 48 years later on February 18, 19, 1932. Puget Sound University was incorporated on March 17, 1888, and began instruction in September 1890. The first class was graduated in June 1893.

The financial panic of 1893 swept away all their holdings and the university moved into rented buildings at South Tenth and Yakima

Streets, where it remained for 10 years. During that period it was under Chancellors Cherrington, Thoburn, Whitfield, and Acting Presidents Palmer and Boyer. A new campus at Lemon's Beach was secured and named "University Place" "An Evanston, Illinois, by the Sound" was planned. That campus was never occupied however. A building at South Ninth and G Streets was purchased by a group of loyal alumni and donated to the institution.

The Puget Sound University ceased operations in 1903. The University of Puget Sound was incorporated on April 23 of that year to take its place. It received the gift of a new campus of 3 acres from the alumni group just mentioned. It purchased the equipment of the old school. The alumni of the old institution became the alumni of the new. A building costing \$22,000 was erected at the corner of Sixth Avenue and Sprague Street from gifts largely contributed by citizens of Tacoma. Here the institution operated for 21 years. A new and hopeful start was made. Dr. Edwin M. Randall took the helm for a year. Dr. Joseph E. Williams, who was chairman of the incorporators, became president and guided the destinies of the school wisely for 3 years. It was during the second year of this administration that the present president Edward H. Todd became corresponding secretary and took the field for the university. He remained for 4 years. Prof. Lewis L. Benbow succeeded President Williams. During his term of 2 years the gymnasium was completed, and the men's dormitory and chapel building were erected. Additional property was acquired.

Dr. Julius C. Zellar of Illinois was chosen president in 1909. He remained for 4 years. He was a scholar and an educator of experience. In 1912 President Zellar and the Hon. E. L. Blaine, chairman of the board of trustees, secured a challenge pledge for endowment of \$50,000 from James J. Hill. The university was to raise an additional \$200,000 by the fall of 1914. This began the march toward the present endowment. Another crisis developed in the fall of 1913. Again debt had accumulated. The president resigned. The annual conference held a night session for discussion of the motion "to close the university and withdraw from the educational field." At midnight the vote was taken and lost. Another motion was made that every Methodist Church west of the Cascades in Washington should be assessed an amount equal to \$1 per member each year for 4 years for the school.

Edward H. Todd, vice president of Willamette University, Salem, Oreg., was elected president in the fall of 1913. He had previously been corresponding secretary and field agent for 4 years of the Univer-

sity of Puget Sound, to which he was now elected president. He is still at the helm. The night after his acceptance the gymnasium burned, entailing a loss of \$10,000.

In June 1914 the name of the institution was changed to the College of Puget Sound, a name much more in keeping with its objectives. The business college was discontinued in 1914, the academy in 1916, and the normal department for training elementary teachers in 1927. A new campus of 40 acres has been acquired and has been occupied since 1924. The campus is well equipped with serviceable college buildings. More than \$700,000 have been expended upon this plant. The institution has no indebtedness and has an endowment of more than a million dollars. Its annual income is nearly \$200,000.

The average attendance is about 550 per semester. An adult department is conducted 3 nights per week. This averages more than 200 per year and only part-time work is taken. The conservatory of music enrolls an average of nearly 200 per year. A summer school is conducted each summer. All work is of college grade. More students are applying than can be accommodated.<sup>1</sup>

*Seattle College.*—Seattle College, conducted by the Fathers of the Society of Jesus, was founded in 1892 and received its charter from the State of Washington in 1898 under the corporate title of "Seattle College" with full power to confer academic degrees and honors as are usually conferred by similar institutions and colleges of learning in the United States. Seattle College is accredited with junior standing by the University of Washington and is planning to secure full 4-year accreditation at an early date.

The history of Seattle College begins on September 27, 1891, when the Rev. Victor Garrand, S.J., and the Rev. Adrian Sweere, S.J., came to Seattle and established themselves in St. Francis Hall, which was used for a church and school. The building was located on Sixth and Spring Streets and was rented for a period of time until the Jesuit Fathers could provide themselves with a suitable location in the city.

The block on the corner of Broadway and Madison was secured later and in 1893 the cornerstone of the Immaculate Conception School was laid. The fall of 1894 saw the start of Seattle College, when two instructors of the Society of Jesus arrived to begin the work of higher education in Seattle. The years that followed were years of hard struggle for Seattle College. In the midst of pioneer conditions, the

<sup>1</sup> Todd, Pres. Edward H., *College of Puget Sound, Tacoma, Wash.: Yesterday, To-day, and To-morrow*, Feb. 18-19, 1932.

college had been founded, yet it was not until the year 1900 that the institution saw the collegiate course begun.

For many years a preparatory department was maintained in connection with the college. A complete separation has been recently effected. The large high school is now about 2 miles distant occupying a commanding site overlooking Lake Union and Lake Washington. The enrollment in the college totals 77, of whom 38 are freshmen, 28 sophomores, 8 juniors, and 3 seniors. Plans are under way to develop the upper division work so as to have a strong undergraduate liberal arts and science college.

The president of the college is Rev. John J. Balfe, S.J., M.A., who was appointed to the position in 1933-34. The dean of the college is Rev. James McGoldrick, S.J., Ph.D., University of Washington.

*Seattle Pacific College.*—The history of Seattle Pacific College is best described in terms of two cycles of growth and expansion. It was founded as Seattle Seminary in 1891 and opened for regular work in March 1893. From that time until 1904 may be called the first period of growth. During this period the leadership of Rev. Alexander Beers, A.M., was very pronounced. He was the first principal but soon relinquished this office to others and gave his full time to financial matters and field work. Prof. Clark W. Shay, A.M., was principal 1894-99, and 1900-02; Prof. Chancellor Bertells, A.M., 1899-1900; Prof. A. J. Stilwell, A.M., 1902-4.

The second period, 1904-16, was a period of expansion. Mr. Beers again accepted the presidency of the institution in 1904 and continued in this capacity till his resignation in 1916. Professor Stilwell continued his office as principal which was at that time made a subordinate position. During this period two new buildings were erected, the campus was enlarged from 5 to 8 acres, and a full 4-year college course was introduced.

This expansion with its resultant financial and promotional problems made necessary another period of establishment and growth to insure its permanence. Thus began the first period of the second cycle. It included the decade, 1916-26, during which time Dr. Orrin E. Tiffany, Ph.D., was president. In this period the college indebtedness was practically wiped out, the normal department was organized, enrollment increased, and the school firmly established as an important institution for higher learning in the Pacific Northwest.

Following the resignation of Dr. Tiffany in 1926, Prof. C. Hoyt Watson, A.M., was elected president and continues as its administrative head. During his administration the college is experiencing an

other period of expansion. This is being manifested not so much in material things, such as new buildings, enlargement of the campus, and such like, but rather in a social and psychological way. Whereas the school was looked upon in former years as somewhat of a sectarian institution, it is more and more being considered today as a Christian college with a nonsectarian atmosphere and procedure. It continues under the sponsorship of the "Free Methodist" denomination.

During this new expansion the enrollment has rapidly increased. With the emphasis upon regular college work and the separation of the high-school unit from the college the enrollment in the high school, however, has decreased. At the present time the high-school enrollment is less than 50. Undoubtedly it is destined to be entirely eliminated in the near future. The enrollment in the college has increased more than 100 percent already during this period of expansion. The 1931-32 college enrollment was 203, distributed as follows: Freshmen 91, sophomores 51, juniors 37, seniors 19, specials 5. To date the college has graduated 129 with the A.B. degree. The senior class for 1932-33 numbered 27. The total number of graduates from the high-school department is 430.

The college occupies a beautiful 8-acre campus on the north slope of Queen Anne Hill in Seattle. There are five main buildings. The valuation of plant and equipment is \$190,000. There are 16 full-time and 6 part-time instructors. In addition to offering academic majors in the usual fields, special opportunity is offered for training for elementary teaching, for training in music, both theory and applied, and in religion and religious education.

*Spokane Valley Junior College.*—This institution is the successor to Spokane University which was chartered May 28, 1913, and established about 10 miles from the center of the city of Spokane on a site now known as University Place. The original institution was established by the Churches of Christ. It was maintained as a 4-year college of liberal arts with auxiliary work in a college of the Bible and a college of fine arts.

The effects of the financial depression following 1929 were so great that the church corporation transferred the property to the Spokane Valley Junior College. The junior college is sponsored by the Spokane Valley Chamber of Commerce. There is unusually good equipment for junior college work. The library contains more than 12,000 volumes. The campus of 30 acres has 3 ample buildings and an athletic field.

Gustave Schlauch, Ph. D., from the University of Washington, is the president.

*St. Edward's Seminary, Seattle.*—St. Edward's Seminary is a very recently established institution, founded by the Sulpician Fathers. The cornerstone of St. Edward's Seminary was laid by His Excellency Archbishop Pietro Fumasoni-Biondi, Apostolic Delegate to the United States, on the feast of St. Edward the Confessor, October 13, 1930.

St. Edward's Seminary is intended solely for boys and young men who aspire to the holy priesthood, and it is established to train priests for all the dioceses of the Pacific Northwest. In her ecclesiastical seminaries the Catholic Church provides a 4-year high-school course, then a 4-year college course, and finally 4 years for the study of theology. The Church wishes her priests to rank with the best educated men of the time. The seminary offers a fine, well-rounded classical and scientific course and that special training demanded by the life and work of a priest.

The construction of the new seminary was begun toward the end of February 1931, and the building was completed and ready for occupancy on September 15, 1931. The school year began on September 19 with a registration of 51 students from the dioceses of Seattle, Spokane, Baker City, and Boise, and from the archdioceses of Portland in Oregon and Vancouver, B.C.

On October 13, 1931, the first anniversary of the laying of the cornerstone, the new seminary was solemnly dedicated by His Eminence Dennis Cardinal Dougherty, Archbishop of Philadelphia.

The seminary is directed by priests of the Society of St. Sulpice, whose one work is the training of boys and young men for the diocesan priesthood. The Society of St. Sulpice was founded by M. Jean Jacques Olier, in Paris, in 1642. The Sulpicians came to the United States in 1791, and founded the first seminary in this country, St. Mary's Seminary, Baltimore. The Sulpicians coming to found St. Edward's Seminary are assembled from Sulpician seminaries in Baltimore, Washington, D.C., and San Francisco.

On the occasion of laying the cornerstone Bishop O'Dea received the following message from the Vatican:

The Holy Father, greatly pleased with the foundation of a provincial seminary in Seattle, implores heavenly favors for the new institution, its founders and benefactors, and blesses His Excellency, the Apostolic Delegate, the Most Reverend Archbishop of Portland, and the Right Reverend Bishop of Seattle, the suffragan Bishops, the Sulpician Fathers, the faithful and all present.—CARDINAL PACELLI, *Secretary of State*.

In the presence of the archbishop and bishops of the Pacific Northwest and a large gathering of the clergy and laity, the Apostolic Delegate expressed the hopes of the seminary:



To this seminary will come the young men of this section who aspire to the priesthood; here they will be taught to love America, which has been so abundantly blessed by divine Providence, but they will be trained especially in the knowledge and love of God, whom it will be their duty to make better known and more loved by their fellow-citizens. These young men will become the leaders of the Christian people, the pride alike of their Church and country.

If there is any one work of religion in which the Catholic people of America have manifested a special interest it is the seminary in which their priests are trained. The generosity of our Catholic people toward this work has proven almost inexhaustible. I feel confident that the Catholic people here will manifest a deep interest in this seminary and that by their generosity toward it they will give evidence of their affectionate attachment to Christ and His Church. In the name of our common Father, the Vicar of Christ on earth, I invoke upon this seminary, upon its benefactors and upon all, the choicest blessings of Almighty God.

At the laying of the cornerstone of St. Edward's, the Apostolic Delegate referred to the coming of the Sulpicians to Seattle in the following words:

The happy selection of the Sulpician Fathers for the administrative, instructive, and spiritual care of the seminary has the hearty approval of the Sacred Congregation of Seminaries. The Sulpician Fathers have been with the church in this country almost from the beginning; they opened here the first seminary; they gave to America her first native apostles. It suffices to recall their splendid achievements of the past and to know of their most satisfactory and successful work in the seminaries at Baltimore and San Francisco and the Catholic University to conclude that the Seminary of Seattle and the formation of its clergy could not have been entrusted to more competent hands.<sup>2</sup>

*St. Martin's College.*—St. Martin's College, at Lacey, Wash., was established in 1895 by four Benedictine priests from St. John's University, Collegeville, Minn., The Right Rev. Bernard Lochmiker, the Rev. William Eversman, the Rev. Wolfgang Steinkogler, and the Rev. Demetrius Juneman. The purpose of this foundation was the extension of the Benedictine Order into the Northwest and the provision for a Catholic boarding school for boys in the Puget Sound country.

A 640-acre tract (school section no. 16) was purchased early in 1895 and in March construction was begun on the first building. This building, a 4-story frame structure, was completed for the opening of school on September 11, 1895. The total enrollment during this first year was 29. To meet the demands of increased attendance and enlarged faculty a 60- by 80-foot wing was added in 1905.

In 1913 the first of the permanent structures was erected, a 4-story brick edifice measuring 200 by 60 feet, built in the collegiate Gothic style. To this a 300 by 60 foot wing was added in 1921. Since the razing of the old frame building in 1922, this L-shaped brick structure,

<sup>2</sup>Announcement, 1932, pp. 3-5.

costing approximately \$400,000, has served as the main school building and dormitory for the students and faculty. Aside from this main building, there have been built in the course of the years several complementary buildings—a combination gymnasium and auditorium, music conservatory, infirmary, steam laundry, workman's building, and a private residence for the nuns who have charge of the kitchen and the dining room.

Under the direction of one of the faculty members, the Rev. Matthew Britt, O.S.B., a wireless station was established in 1912. The Rev. Sebastian Ruth, O.S.B., who took over the operating of the station a year later, furthered its development to such a degree that in 1920 it was recognized as a Government-licensed station, operating in regular relay work of the A.R.R.L. Two years later with the installation of further modern equipment, Father Sebastian inaugurated a 3-day-a-week broadcasting program, under the call letters KGY, operating on a wave length of 250 meters. In 1931 the station was sold and transferred to Olympia, where it still continues to operate under the original call letters.

Although the elementary grades were taught during the early years of the school (as late as 1931 the eighth grade was retained); the departments of instruction were primarily the 4 years of high school and the first 2 years of college. In the high-school department three courses have been, and still are, offered: College preparatory, commercial, and the general course. In college the work is restricted almost wholly to the liberal arts course. The first official recognition by a standardizing agency was the accreditation of the high school and the junior college by the University of Washington in 1923. Since the fall of 1928 when the university discontinued the accrediting of private institutions, the high-school department has been accredited by the State board of education. The junior college is also accredited by the Northwest Association of Secondary and Higher Schools.

The enrollment at St. Martin's increased from 29 in 1895 to a maximum of 310 in 1920. Since 1920 it has fluctuated, but during the past 4 years it has steadily decreased to 130 in 1932. The enrollment during the fall term of 1932 is distributed over the 6 years' work as follows: First high 19, second high, 16, third high 14, fourth high 21, freshman college 41, sophomore college 19. Of this total all but 17 are resident students.

The high-school and college faculty comprise 18 instructors, all Catholic priests of the Order of St. Benedict. The average teaching experience of the staff is 17 years. Fourteen of the faculty hold

bachelor's degrees (10 from the University of Washington), 5 have master's degrees (3 from the University of Washington), and 1 holds the doctorate. Three of the high-school staff have university life diplomas; four, 5-year normal diplomas; and two, 5-year certificates. At present 12 members of the community are continuing their studies at St. Benedict's College, Atchison, Kans., and one is completing his work for the master's degree at the Catholic University at Washington, D.C. Father Thomas Hanley, O.S.B., now at the University of Washington is completing his work for his doctor's degree.

The presidents of St. Martin's with their terms of office follow:

Rev. Oswald Baran, O.S.B. ....	1895-1900
Rev. Wolfgang Steinkogler, O.S.B. ....	1900-1903
Rev. Demetrius Juneman, O.S.B. ....	1903-09
Very Rev. Justin Welz, O.S.B. ....	1909-14
Right Rev. Oswald Baran, O.S.B. ....	1914-28
Right Rev. Lambert Burton, O.S.B. ....	1928-

*Walla Walla College.*—Walla Walla College was founded by the Seventh-day Adventist denomination and was opened December 7, 1892. Encouragement was given to the establishment of this institution by a gift of 40 acres of land by Dr. Blalock, and by cash gifts and other considerations by the leading banks and citizens of Walla Walla.

The college has shown a steady growth during the 40 years of its history. Eleven men have served as presidents during these years. Pres. E. C. Kellog and W. I. Smith strengthened the organization and work of the college during the years 1911-29, with the result that today it stands as one of the better small colleges of the Pacific Northwest.

Under the present administration of the past 2 years marked improvements have been made in new buildings and equipment, as well as a better-trained faculty personnel. W. F. Peterson, the business manager, who has served in this capacity for the past 18 years, deserves much credit for the successful operation of the institution and for its present sound financial structure.

The graduates of Walla Walla College have been a source of much encouragement and help to the institution in recent years. Many of these have gone into mission work in foreign fields. A considerable number of the senior graduates and graduates from junior courses have gone into various activities in the Northwest. Teaching, theology, business, and various other practical fields have been the ones for which most of the students have prepared themselves.

William M. Landeen, A. B., Walla Walla, Ph. D., Michigan, became president of the college in 1932-33. He had been an instructor in

history in the University of Pennsylvania and the University of Michigan, and educational secretary in Europe. Previous to becoming president of Walla Walla College he had served for several years as professor of history in that institution.

*Whitman College.*—Whitman College, Walla Walla, Wash., the oldest chartered institution of higher education in the State of Washington, received its first charter from the Territorial legislature, December 20, 1859, under the title of Whitman Seminary, "an institution of learning for the instruction of both sexes in science and literature." It was conceived and organized by Rev. Cushing Eells, pioneer missionary of 1838 for the American Board of Commissioners for Foreign Missions, to preserve the memory and to continue the work of his fellow missionary, Dr. Marcus Whitman and his wife, Narcissa Prentiss Whitman, who had been killed by Indians at their mission station, Waiilatpu, in 1847.

In 1882 a new charter was obtained from the Territorial legislature under the title Whitman College, and A. J. Anderson, Ph.D., formerly president of the Territorial university at Seattle for 9 years, became its president. The first degrees conferred were upon the college class of 1886.

The college is "an institution of learning for the instruction of both sexes in literature, science, and art." Its trustees are authorized "to confer, on the recommendation of the faculty, all such degrees and honors as are conferred by colleges and universities of the United States, and such others as they may deem proper." It has confined its work mainly to that of the bachelor's degree, occasionally giving a master's degree in course, and occasionally conferring honorary degrees upon men and women of distinction, especially those prominent in the public life of the Pacific Northwest.

The college is undenominational, both in its foundations and its organization. Congregationalists have taken a special interest in its development, and from 1883 to 1900 the American College and Education Society of Boston granted it annual aid.

When President Anderson resigned in 1891 the institution included a total registration of 180 students, of whom 27 were college students, 109 preparatory students, and the remainder students in music and art. Its reputation for scholarly work had been established, and it was fully accredited by the University of California.

Rev. James F. Eaton, D.D., a graduate of Williams College and Oberlin Theological Seminary, was elected to succeed President Anderson. Under his administration the curriculum was strength-

ened, business and normal departments introduced, the schedule extended to 6 days in the week, and the faculty enlarged. The business depression of 1893 greatly affected the college and discouraged its friends. President Eaton resigned in the summer of 1894, believing that the institution would not continue.

In September 1894 the trustees elected to the presidency Rev. Stephen B. L. Penrose, a graduate of Williams College and Yale University, who continued in the position until June 1934. Under his administration the college increased in numbers, in resources, and in prestige. The normal and business departments were at once given up, and the preparatory department in 1912. A conservatory of music was developed.

On June 18, 1934, commencement day, President Penrose retired, becoming president emeritus and professor of philosophy. He was succeeded by Dr. Rudolph A. Clemen, A. B., M. A., Dalhousie, M. A., Ph.D., Harvard. He was born June 11, 1893, at Halifax, Nova Scotia. He has served on the faculties of Purdue, Chicago, and Northwestern. His numerous publications include "By-Products of the Packing Industry", University of Chicago Press.

At present the college gives the degree of bachelor of arts for graduates from all 14 departments: Philosophy, psychology and education, history, political and social science, economics and business, Greek, Latin, French, German, English, mathematics, chemistry, physics, biology, and music. The degree of bachelor of music was discontinued in 1928 and the degree of bachelor of science in 1931.

The college limits its attendance to 330 men and 220 women, carefully selected from accredited high schools and preparatory schools. Not all applicants are admitted but only those whose previous record clearly established their qualifications with respect to character, health, scholarship, special ability, and general promise. The conservatory of music has an additional attendance of about 250 students and occupies a well-designed and fireproof building.

The faculty includes 36 members. The treasurer's report for 1932 shows resources of \$1,913,810.44. The president of the board of trustees is Allen H. Reynolds, 1889, of Walla Walla, and the chairman of the board of overseers, Hon. Mack F. Gose, LL.D., of Olympia.

The campus comprises 48 acres, with good buildings of brick and stone for administration and dormitories. A well-equipped gymnasium and athletic fields provide opportunity for physical development. A carefully organized system of intramural athletics has been in operation since 1920. The college library contains 47,500 bound volumes and 75,000 pamphlets.

*Whitworth College.*—Whitworth College, located at Spokane, Wash., is a college of liberal arts and sciences. It was founded as an academy in Sumner, Wash., in 1883, and was known as Sumner Academy. In 1890 a college department was added and the name changed to Whitworth College in honor of George F. Whitworth, D.D., who was one of the early Presbyterian missionaries in the Northwest and twice president of the University of Washington. In 1900 the college was relocated in Tacoma where it remained until 1913 when it was removed to its present site in Spokane, Wash. Whitworth College is the synodical college of the Presbyterian Church U.S.A. in Washington. It is chartered under the laws of the State and is authorized to confer the bachelor of arts and bachelor of science degrees.

In recent years the college has made remarkable growth in all departments. Its curriculum has been reorganized, the academy work being dropped and strong departments in the liberal arts and science subjects on a college level instituted. There are 13 departments offering major work; these departments are: Biology, chemistry, Christian education and philosophy, classical languages, education and psychology, English and literature, history and political science, home arts, mathematics and physics, modern languages, music, public speaking and dramatic art, social science. Special emphasis is placed on the pre-professional courses.

The library is under the supervision of a graduate librarian. It contains 11,500 volumes. The science laboratories are well furnished and equipped to meet the needs of present student enrollment and courses offered.

The student enrollment in recent years has grown to 217 regular students; they are distributed as follows for the year 1932-33: Freshmen, 141; sophomores, 44; juniors, 19; seniors, 13. Just recently a new building, housing the conservatory of music and auditorium, has been constructed. The auditorium has a seating capacity of 400.

Dr. Ward W. Sullivan, Ph.D., University of Illinois, has been president since 1929. Previous to his election at Whitworth he had been head of the department of history and government, Fort Hays Normal School, 1912-17; associate professor of history, University of Kansas, 1918-21; assistant in department of history, University of Illinois, 1921-23; dean and head of department of history and political science, Albany College, 1924-29.

TABLE 54.—Private colleges—Location, president, date established, denomination, enrollment 1933-34

Institution	Location	President	Established	Denomination	Freshmen	Sophomores	Juniors	Seniors	Specials	Graduates	Total
Forest Ridge Convent	Seattle	Rev. Mother H. J. McLaughlin	1907	Catholic	8	8					16
Gonzaga University	Spokane	Rev. John J. Keep	1881	do.	172	130	117	98	23	27	567
Holy Names Normal School	Seattle	St. Alphonsus Mary	1880	do.	47	13	23				83
Do.	Spokane	St. Mary Agnella	1890	do.	103	60	52				232
Pacific Lutheran College	Portland	O. A. Tingelstad	1890	Lutheran	287	165	101	6	17	16	670
Fugate Sound College of	Tacoma	Edward H. Todd	1888	Methodist	85	20	11		9		212
Seattle College	Seattle	Rev. John J. Balfe	1891	Catholic	85	32	54	24	3		163
Seattle Pacific College	do.	Charles H. Watson	1891	Free Methodist	49	27	12				79
Spokane Valley Junior College	Spokane	Gustave H. Schlauch	1932	Christian	40				1		12
St. Edwards Seminary	Seattle	Rev. Thos. C. Mulligan	1930	Catholic	11						11
St. Martins College	Lacey	Fr. Lambert Burton	1895	do.	159	97	68	46	3	7	81
Walla Walla College	Walla Walla	William M. Landeen	1892	S. D. Adventist	172	114	68	67	27	17	404
Whitman College	do.	Rudolf A. Cleimen	1839	Nonsectarian	172	114	68	67	12	17	430
Whitworth College	Spokane	Ward W. Sullivan	1890	Presbyterian	132	55	28	22		2	239

3. *Private elementary and secondary schools.*—The private schools in Washington make an important contribution to the educational facilities of the State. The patrons evidently believe that the private schools offer something vital in the upbuilding of child life. They are willing to maintain these institutions at their own expense and also to support the public schools. The only public assistance given to these schools is through the remission of all taxes on educational institutions not maintained for financial profit.

There are 128 private schools listed in the State educational directory for 1933-34. About 20 offer only high-school work, about as many more maintain both elementary and high-school grades. The remainder give only elementary-school work. There are about 500 teachers in all the schools. The schools range in size from 1-teacher schools to large graded systems. One school, Holy Names Academy, Seattle, has 52 teachers and more than 600 pupils. Twenty-three of the schools have 10 or more teachers and 10 more schools have 8 or 9 teachers.

Approximately 13,000 pupils are enrolled in these schools. About 10,000 are in the elementary grades and 3,000 in the high-school grades.

All schools are under the general supervision of the State. Their curricula must be approved by the State department of education and their teachers must possess legal certificates granted by the State board of education. Twenty-eight private high schools are accredited by the State board of education. Pupils from these high schools have their credits accepted in transferring to accredited public high schools and their graduates may enter the State university, the State college, or the State normal schools without examination. Large numbers of the teachers receive advanced training in the normal schools, the State college, or the State university.



## Chapter XVIII

### Auxiliary Agencies

#### 1. Teachers' Organizations

Only 7 years after the Territory of Washington was organized, that is, in 1860, a teacher correspondent of the *Pioneer and Democrat* of Olympia suggested a "teachers' association" to "promote the efficiency of our schools by consultation, the interchange of views, and a concert of action." The correspondent added that the teachers needed to digest rules and regulations, use a uniform system of textbooks, and to do away with the system of "rigid castigation", which was then in force.<sup>1</sup>

*First Territorial convention.*—The first Territorial convention was called by D. R. Bigelow, superintendent of Thurston County, at the request of several superintendents, "for the purpose of agreeing upon a uniform system of school books for the Territory, and to consider other educational questions". It was held January 4, 1868, at Olympia. This convention adopted and recommended a series of textbooks for the schools of the Territory, and enunciated a principle that has found expression in the schools of Washington throughout its entire history, namely, that of making changes in the school system when such changes would make for a more efficient school system. With reference to new books they said:

When it is well established that a new book is a valuable and decided improvement, it is just as wise to use it as it is for a farmer or a mechanic to use improved machinery in their vocations.<sup>2</sup>

A second convention met on January 4, 1869, again at Olympia, called by Mr. Bigelow. At this meeting an organization was perfected by the election of J. N. Gale, as chairman, and A. W. Moore, secretary. The chief item of business was that of textbook selection. Addresses were delivered by C. A. Huntington, F. W. Brown, E. C. Axtell, D. R. Bigelow, and others.<sup>3</sup> These efforts on the part

<sup>1</sup> *Pioneer and Democrat*, Dec. 28, 1860.

<sup>2</sup> Report of Supt. D. R. Bigelow, *The Weekly Echo*, Olympia, Dec. 10, 1868.

<sup>3</sup> *The Weekly Echo*, Olympia, Jan. 7, 1869.

of educators to introduce a series of uniform texts were not successful, as school districts paid little attention to their advice. It was suggested by Mr. Bigelow that the Territory needed a textbook law.

*County organizations.*—The teachers of Clark County met and organized on July 18, 1868. They adopted a constitution and bylaws, and determined a definite date for regular meetings, the third Saturday of each month. Officers of the organization were S. W. Brown, president; A. S. Nicholson and M. R. Hathaway, vice presidents; Julius Suiste, secretary; A. C. Cook, treasurer; and I. T. Maulsby, librarian. Evidently that was a live organization and of benefit to the teachers of the county.<sup>4</sup> This association recommended uniform texts for the county schools at its January meeting.

There is little of record pertaining to the history of early organizations following the ones that have been mentioned, until the year 1873. In his report of that year, superintendent of public instruction, Dr. Nelson Rounds, states that there were held that year one teachers' convention and three teachers' institutes. The institutes were held at Seattle, Vancouver, and Walla Walla. At the convention at Olympia a fourth institute was organized.

*Educational association of 1873.*—An educational convention was held at Olympia, October 22 and 23, 1873. The Hon. Orange Jacobs, chief justice of the Territory, called the meeting to order, and was elected its president. Perhaps the policy enunciated by the chief justice in his speech had much to do with the subsequent efforts of educational organizations to influence the legislation affecting the school system of the Territory and State, for he advocated the proposal of legislation that would provide a—

well-digested and well-matured system of common school education adapted to our conditions and wants, and which, if adopted, shall grow with our growth, and strengthen with our strength, and become an integral part of our domestic policy. Then it will need the continuance and influence of this association to preserve its integrity from ill-considered and hasty amendments until it can work out its legitimate and beneficial results.<sup>5</sup>

This policy was further outlined in the second article of the constitution:

The object of this association shall be to convene those interested in public education at suitable times and places for the discussion of educational needs of the Territory, securing and projecting liberal and advanced school legislation, and moulding public sentiment in regard to education.<sup>6</sup>

<sup>4</sup>Olympia Transcript, Aug. 1, 1868.

<sup>5</sup>Clark, J. E., *Washington Teachers' Institute*, vol. 1, p. 19.

<sup>6</sup>Italics ours.

The permanent officers were, Hon. Orange Jacobs, president; Roger S. Greene, associate justice, M. T. Caton, speaker of the house of representatives, and E. K. Hill, president of the Territorial university, vice presidents; and the Reverend John R. Thompson, secretary.<sup>7</sup>

Thus there were enlisted some of the most prominent citizens of the territory in this movement. A committee was appointed to write the proposed law. This committee did little, however, and the superintendent of public instruction made the proposals to the legislature of that year, which proposals were unimportant.

*First Washington Teachers' Institute, 1876.*—The first Washington teachers' institute convened, at Olympia, July 26, 1876, at the call of Hon. J. P. Judson, superintendent of public instruction. The aim of the meeting was stated in the address of Superintendent Judson, who called attention to the "unfortunate condition of the common-school interests, consequent upon ill-considered and poorly digested school laws", and urged "zealous and harmonious action toward securing the proper and efficient school legislation."<sup>8</sup> This was the keynote of the convention. A committee was appointed to write the law for which teachers had been waiting. The committee consisted of J. P. Judson, J. E. Meeker, George F. Whitworth, Mrs. A. J. White, and Mrs. J. B. Allen.

The institute takes a very prominent place in the history of school legislation in Washington. The resolutions which were adopted, and which expressed the research of this body of educators and which were incorporated in the proposed new law were essentially as follows:

1. The territorial school tax should be not more than 6 mills nor less than 4 mills on the dollar.
2. The legal voters of any school district might vote a special school tax for school purposes, not to exceed 10 mills on the dollar, and not more than 1 special school tax shall be voted in 1 year.
3. Teachers' certificates should be of 3 grades and should not run for more than 2 years.
4. County teachers' institutes were recommended to be held in every county each year, and attendance be made compulsory.
5. Normal school graduates from any State to be allowed to teach in Washington without examination.
6. The institute went on record as favoring the adoption of uniform texts for all the schools, the texts to remain in use for 4 years.
7. The establishment of a normal school or a normal department in connection with the Territorial University, for the instruction of teachers.

<sup>7</sup> Washington Teachers' Institute, vol. 1, p. 24.

<sup>8</sup> Ibid., p. 25.

The leadership in this phase of education was taken by J. E. Clark, who claimed that persons wishing to adopt teaching as a profession should enter a normal school. The stand he took on granting immunity from examination to teachers who were graduates of normal schools made him the leader in the normal school movement in the territory.

8. The establishment of a Territorial board of examiners or board of education was advocated.

*Subsequent meetings.*—The second annual meeting was held at Seattle, July 18, 1877. The consideration of the proposed school law absorbed the major part of the time. At this meeting there was inaugurated a plan for the improvement of teachers in service.

A third meeting was held at Olympia on October 10, 1877, this being a special session called by the superintendent of public instruction, J. P. Judson, to consider the proposed school law. About 200 copies of the proposed law were printed and distributed throughout the territory subsequent to this meeting. The proposed law was submitted to the legislature and with few alterations it was enacted as the school law of the Territory.<sup>9</sup> In another chapter the law of 1877, which possibly was the most significant school legislation of territorial days, is treated more in detail. The United States Commissioner of Education states with regard to it,

The public school system has been much more efficient in every particular under the operation of the new school law, which went into effect January 1, 1878. The law was framed by the chief educators of the Territory, who were called together for this purpose once in 1876 and twice in 1877.<sup>10</sup>

The character of the later institutes changed. No longer were teachers working for revision of the law, as the act of 1877 was the culmination of a long struggle to establish an adequate system of territorial education.

The third regular annual meeting at Olympia in October 1878, recommended a series of textbooks to the Territorial board of education which was in session at the time. The board adopted the books as recommended by the teachers. The tenor of this session is shown by the subjects discussed: "Method of teaching arithmetic to primary and intermediate classes"; "Object teaching"; "How shall we teach history of the United States?"; "Punishment in the school room"; and "To what extent should oral instruction be used in our public schools?"

<sup>9</sup> Washington Teachers' Institute, vol. I, p. 39.

<sup>10</sup> Report United States Commissioner of Education, 1879, p. 288.

At the fourth and fifth annual meetings of 1879 and 1880, there were similar procedures. To the student of methods the proceedings of the fifth meeting at Seattle, a pamphlet of 88 pages, is a very valuable contribution. At this meeting the institute split into an eastern and a western division, in order to make possible the attendance of all teachers. As to the success of this plan there seems to be some doubt. The *School Journal* of October 1884, stated:<sup>11</sup>

I notice with pleasure that the two divisions of our Territorial Institute have unanimously agreed to consolidate, and that the next meeting will be held at Vancouver in August 1885. The division of the institutes occurred in 1880, and hence we have had a pretty fair trial of what they should accomplish. What is the result? So far as the writer has been able to observe, the institute has hardly equaled the associations of teachers in the larger counties. In 1882 at Spokane Falls, the attendance was not large; in 1883 at Walla Walla, only a half dozen teachers from outside counties attended; and at Dayton this year, we note a similar result. Perhaps our friends in western Washington have fared better; but at all events, the teachers have decided to consolidate, and therefore we rejoice.

At the meeting of the western division at Tacoma, August 16, 1881, the chief emphasis was again placed on better teaching. In a resolution the legislature was called upon to support liberally "our young but vigorous university, and provide ample means to make its struggling normal department all that it should be to meet the growing demand for good teachers in Washington Territory."

This then summarizes the aim and purpose of the Territorial institutes during the last decade of Territorial history. They tended to become normal institutes, as did the county institutes.

In 1884 the territorial institutes were held at Dayton and Tacoma, on August 4 and August 18, respectively. At the joint meeting at Vancouver, August 1885, school law was again considered, but the recommendations were chiefly of a minor nature.

*Judicial district institutes.*—Territorial Supt. R. C. Kerr recommended in his report 1885, that the law be so amended as to require a normal institute for each judicial district, presided over by a member of the territorial board of education from that district. This recommendation was adopted by the legislative assembly and four judicial district institutes were held in 1886. There were: The first district at Colfax, attendance 60; second at Olympia, attendance 50; third at Seattle, attendance 100; fourth at Spokane Falls, attendance 60.

In 1887 they were held at Walla Walla, North Yakima, Tacoma, and the one planned for Port Townsend was not held. The year following they were held at Waitsburg, Olympia, Port Townsend, and Spokane

<sup>11</sup> McCully, F. M. From the private papers of Mrs. F. M. McCully.

Falls. These judicial district institutes passed from history with the coming of statehood and the establishment of State normal schools. County institutes were provided later by legislation and still continue to function.

*Washington State Teachers' Association.*—With the coming of statehood there was felt the need of independent teachers' organizations. The Thurston County Teachers' Association issued a call for a general teachers' convention at Olympia on April 3, 1889. During the session the Washington State Teachers' Association was organized. The officers elected for the first year were as follows: J. H. Morgan, president; R. C. Kerr, R. B. Bryan, H. O. Hollenbeck, W. B. Turner, and L. H. Leach, vice presidents; Nellie Moore, secretary.<sup>12</sup>

The Washington State Teachers' Association assumed the burden initiated by the earlier teachers' institutes directed and dominated by the Territorial superintendents of public instruction, which fact made them more or less legal bodies. As the new purpose was avowed, "It is expected that the association will subserve the best interests of the educational cause of the new State, not only by the virtual improvement resulting from the meetings of the association, but by securing wise legislation through its legislative committee." To these ends their forces have been consistently dedicated.

At the third annual meeting resolutions were passed calling attention of the public to the necessity of safeguarding the public interest in protecting valuable school lands and condemning the sale of the lands at sacrifice prices, and recommending suitable legislation to correct these evils.

At the fourth meeting, December 1891, the kindergarten was recommended as an integral part of school work. This meeting went on record as urging the amendment of section V, article XVI of the constitution to read, "None of the permanent school funds shall ever be loaned to private firms or corporations but it may be invested in national, State, county, municipal, or school district bonds." This was later placed on the statute books. The seventh session favored the enactment of a compulsory attendance law.

The report of the legislative committee at the tenth meeting at New Whatcom, July 1897, shows the work of that body.<sup>13</sup>

1. Certificates issued from the office of the superintendent of public instruction.
2. Requiring educational qualification for county school superintendents.
3. Optional free text book law.
4. Guarding against waste of public money in buying.

<sup>12</sup> Morgan, J. H. Ninth Report, superintendent of public instruction, p. 46.

<sup>13</sup> Dewey, Henry B. History of Education in Washington, 1909.

5. Joint and union high schools.
6. Establishment of kindergartens as part of the school system.
7. Unification of all educational institutions of the state under one administration.

The Washington State Teachers' Association initiated and recommended that 2,000 days' attendance be credited to every district and that the State levy be raised from \$8 to \$10 per capita. Both these provisions were enacted into law. The legislative committee reported at the nineteenth meeting that they had been successful in securing laws providing an assistant State superintendent of public instruction, the increase in the age of applicants for certificates from 17 to 18, the establishment of juvenile courts, the requirement of cities to have schools for defective children, a minimum school term of 6 months, and the requirement that all school districts levy a tax of 3 mills to participate in the State apportionment.<sup>14</sup>

In 1904 the name of the association was changed to Washington Education Association, the title which it now retains. A detailed history of the activities of the association in its later years is not possible in brief space. The history of school legislation in Washington is interwoven with the history of this teachers' organization. Again in 1920 the association was reorganized. Since that date it has been a more efficient working body.

The association was active in placing on the statute books of Washington, the 20-10 law of 1920, the State teacher-retirement fund law of 1923, the law providing for higher certificates of teachers, and numerous other statutes providing for better and more efficient schools.

A list of all meetings of the association is shown in the following table:

TABLE 55.—Calendar of conventions—Washington Education Association

Number	Time	Meeting place	President	Membership
1	2	3	4	5
1	Apr. 1889.....	Olympia.....	B. W. Brintnall.....	124
2	Dec. 1889.....	Ellensburg.....	J. H. Morgan.....	124
3	Dec. 1890.....	Spokane.....	W. H. Heiney.....	152
4	Dec. 1891.....	Fairhaven.....	D. Bemis.....	108
5	Dec. 1892.....	Tacoma.....	R. B. Bryan.....	159
6	Dec. 1893.....	North Yakima.....	F. J. Barnard.....	70
7	Dec. 1894.....	Everett.....	R. C. Kerr.....	96
8	Aug. 1895.....	Seattle.....	H. R. Cox.....	117
9	June 1896.....	Spokane.....	J. M. Taylor.....	61
10	July 1897.....	New Whatcom.....	C. W. Bean.....	54
11	June 1898.....	Tacoma.....	J. M. Hitt.....	149
12	Dec. 1898.....	Olympia.....	R. S. Bingham.....	139

<sup>14</sup> Ibid.

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TABLE 55.—Calendar of conventions—Washington Education Association—Continued

Number	Time	Meeting place	President	Members <sup>a</sup> ship
1	2	3	4	5
13	Dec. 1899	Seattle	O. S. Jones	364
14	Dec. 1900	Ellensburg	F. J. Browne	137
15	Dec. 1901	Everett	J. L. Dumas	186
16	Dec. 1902	Seattle	R. E. Friars	347
17	Dec. 1903	Tacoma	W. G. Hartranft	333
18	Dec. 1904	Spokane	H. B. Dewey	2,740
19	Dec. 1905	North Yakima	J. A. Torney	2,745
20	Dec. 1905	Bellingham	E. A. Bryan	3,130
21	Dec. 1907	Seattle	Edwin Twitmyer	3,974
22	Dec. 1908	Spokane	A. H. Yoder	4,224
23	Dec. 1909	Tacoma	W. E. Wilson	4,354
24	Dec. 1910	Seattle	F. B. Cooper	3,671
25	Dec. 1911	North Yakima	N. D. Showalter	3,696
26	Dec. 1912	Everett	A. S. Burrows	3,913
27	Oct. 1913	Spokane	C. R. Frazier	4,024
28	Oct. 1914	Tacoma	Mary Monroe	4,706
29	Oct. 1915	Seattle	A. A. Cleveland	4,488
30	Oct. 1916	Spokane	W. F. Geiger	4,509
31	Oct. 1917	Tacoma	E. L. Cave	4,532
	<sup>1</sup> 1918		Alma George	3,115
33	Oct. 1919	Seattle	Alma George	5,893
34	Oct. 1920	Yakima	A. C. Davis	6,477
35	Oct. 1921	Bellingham	R. W. Swetman	7,766
36	Sept. 1922	Spokane	Minnie D. Bean	7,516
37	Oct. 1923	Seattle	Elmer L. Breckner	9,361
38	Oct. 1924	Walla Walla-Seattle	Clara L. Jahnke	10,146
39	Oct. 1925	Tacoma-Yakima	W. H. Grayum	10,391
40	Oct. 1926	Spokane-Seattle	Mrs. L. O. Anderson	11,185
41	Oct. 1927	Longview-Wenatchee	V. K. Froula	11,107
42	Oct. 1928	Bellingham-Walla Walla	Mae Mark	11,088
43	Oct. 1929	Seattle	C. Paine Shangle	10,945
44	Oct. 1930	8 regional meetings	Mabel V. Wilson	11,096
45	Oct. 1931	do.	O. C. Pratt	10,903
46	Oct. 1932	do.	Emery Asbury	11,000
47	Oct. 1933	do.	Samuel E. Fleming	9,246

<sup>1</sup> 1918 meeting not held on account of influenza.

During the last few years the annual meetings have been divided into regional meetings combined with the county institutes. Eight regional meetings are now held. The annual business session of the association is made up of a delegate assembly whose members are chosen by various local county and city organizations. In the interim between annual meetings the business of the association is managed by an executive committee. A full-time secretary is employed. He is editor of the *Washington Education Journal*, the official organ of the association. Unfortunately no complete proceedings of the association are published. The funds of the association amounting to about \$30,000 annually are absorbed in the publication of the journal, *Fireworks* for the annual meeting, and office "overhead".

*Puget Sound Schoolmasters' Club*.—An organization of extended influence known as "the Puget Sound Schoolmasters' Club" was launched by an announcement in the October 1890, *Northwest Journal of Education*. A number of schoolmen met in the Central



School, Seattle, November 22 of that year. O. S. Jones was elected president. B.W. Brintnall, J. W. Heston, and F. J. Browné were appointed as a committee on constitution. Their report was accepted and organization was perfected by the adoption of a constitution. The object of the club as outlined by the constitution was the discussion of matters limited to school management, discipline, and methods. Membership embraced all schoolmen from public schools, private schools, academies, and the State university. The attendance has been almost entirely limited to the Puget Sound vicinity.<sup>15</sup>

This has been a live organization for more than 40 years, and has served as a clearing house for the interchange of experiences and ideas throughout its long history. There has been some controversy regarding the beginning of the organization and its early personnel. The following table <sup>16</sup> gives the facts:

TABLE 56.—Early meetings of the Puget Sound Schoolmasters' Club

Number	Time	Meeting place	President
1	2	3	4
1.....	Nov. 22, 1890	Seattle.....	O. S. Jones.
2.....	Dec. 27, 1890	Olympia.....	
3.....	Feb. 7, 1891	Tacoma.....	B. W. Brintnall.
4.....	Apr. 18, 1891	New Whatcom.....	R. S. Bingham.
5.....	June 6, 1891	Seattle.....	Superintendent Barnard.
6.....	Oct. 10, 1891	Port Townsend.....	J. M. Hitt.
7.....	Nov. 28, 1891	Olympia.....	G. P. Johnson.
8.....	Jan. 18, 1892	Tacoma.....	Superintendent Gault.

During the last two decades two meetings annually have been held, one in the fall at Tacoma, one in the spring at Seattle. During this period the meetings have been purely social and inspirational. No matters looking toward legislation have been considered.

*County teachers' institutes.*—County institutes followed the lead set by the Territorial institutes; they were made compulsory by the law of 1877, in those counties having more than 10 districts. This law was subsequently modified in 1881, which did not require them of county superintendents. Again in 1883 they were made compulsory. Their function was largely for the raising of teachers' standards and grew into normal institutes.

What was said to have been the first normal institute ever held in the Territory was the 10-day session of the King County Teachers'

<sup>15</sup> Northwest Journal of Education, November 1890.

<sup>16</sup> Ibid.

Normal Institute held at Seattle in July 1885. This was called by O. S. Jones, and was referred to as the "Teachers' Normal School of King County." Other counties followed this lead.

In addition to these legal meetings there was a great tendency on the part of teachers to organize into county or district associations. At the beginning of statehood there were a number of these, among which were county associations in Chehalis, Whatcom, Whitman, Garfield, Spokane, Walla Walla, and Pierce Counties. Also there was an organization known as "the Bellingham Bay Teachers' Association."

The county teachers' institutes in Washington, as in most States, have not been very successful. At first they were designed to provide teacher training. As normal schools and university departments of education have been established the necessity for institutes has been eliminated. Much money has been spent on an institution which functions badly and is unnecessary in its present form.<sup>17</sup>

*Inland Empire Teachers' Association.*—While the Inland Empire Teachers' Association includes the northwest States of Washington, Oregon, Idaho, and Montana it is in a sense more definitely a Washington organization than of any other State. The annual meetings are always held in Spokane and the attendance from Washington greatly exceeds that from any other State. The presidents are elected in rotation from the four States mentioned.

The Northwest Association of Secondary and Higher Schools is a division of the Inland Empire Teachers' Association. Through this organization more has been accomplished in raising standards of accreditation of high schools and colleges than through any other agency in the several States. The standards for accreditation are those formulated by the American Council on Education and are higher than in the individual State departments. At present the accreditation includes many individual schools in Utah, Nevada, California, Canada, and Alaska. The association has complete reciprocity with the North Central Association of Secondary Schools and Colleges.

Below is given a list of the presidents of the Inland Empire Teachers' Association from 1914 to the present.

<sup>17</sup> See Bolton and Bibb. Should the County Institute Be Abandoned? *The Nation's Schools*, 4: 51-54, April 1930.

TABLE 57.—Presidents of the Inland Empire Teachers' Association, 1914-33

Name	State	Term	Attendance
1	2	3	4
George H. Black	Idaho	1914-15	838
H. A. Davee	Montana	1915-16	602
Henry Suzzallo	Washington	1916-17	865
J. A. Churchill	Oregon	1917-18	972
Ethel E. Redfield	Idaho	1918-19	756
E. O. Sisson	Montana	1919-20	1,194
Orville C. Pratt	Washington	1920-21	1,094
D. A. Grout	Oregon	1921-22	1,809
E. A. Bryan	Idaho	1922-23	1,567
James M. Hamilton	Montana	1923-24	1,914
W. M. Kern	Washington	1924-25	2,003
H. D. Sheldon <sup>1</sup>	Oregon	1925-26	2,010
J. J. Rae	Idaho	1926-27	2,372
M. J. Elrod	Montana	1927-28	3,035
D. E. Wiedman	Washington	1928-29	2,937
A. C. Hampton	Oregon	1929-30	3,202
F. J. Kelly <sup>2</sup>	Idaho	1930-31	2,700
Owen D. Speer	Montana	1931-32	2,690
Ruth West	Washington	1932-33	2,250
Charles A. Rice	Oregon	1933-34	2,160

<sup>1</sup> H. D. Sheldon declined to serve and A. H. Upham, vice president, served.

<sup>2</sup> F. J. Kelly resigned his position at Idaho and Payne Templeton, vice president, acted for the term.

## 2. Educational Publications

*The School Journal*.—The first educational journal in Washington was published by Frank M. McCully, at Dayton. The initial number appeared in April 1884, and was called *The School Journal*. It survived for more than 1 year. It contained news items of the schools and editorials which were aimed to promote a better school system. McCully published another journal known as the *Northwest School Journal*, first issued at Ellensburg in July 1898. This publication continued for 5 years, when it was sold to B. W. Brintnall, publisher of *The Northwest Journal of Education*.

*The Northwest Teacher*.—The second educational publication was *The Northwest Teacher*, published at Olympia by F. E. Follansbee, for about 4 years from 1886 to 1890. This was the only educational paper in the Territory at the time. John C. Lawrence, superintendent of public instruction, 1886-88, called attention to this paper in his biennial report, urging teachers to subscribe for it. *The Northwest Teacher* was purchased by and combined with *The Washington Journal of Education* in 1890.

*The Northwest Journal of Education*.—This paper was established by P. C. Richardson about September 1889. The first issue was distributed at the second meeting of the Washington State Teachers' Association which convened at Ellensburg in January 1890. Richardson

published the *Journal* until October 1892, when it was purchased by Ingraham and Coryell; A. J. Anderson and J. M. Hitt became the editors. In September it passed into the hands of the Sunset Publishing Co., and H. O. Hollenbeck became editor. In June 1894, W. V. Rinehart, Jr. was made managing editor. Later it was purchased by B. W. Brintnall, who published it at Olympia and Portland, Oreg. He moved it back to Seattle in which city it has been published ever since. For many years it was owned and edited by C. C. Bras. *The Northwest Journal of Education* was made the official organ of the Washington State Teachers' Association at its third annual meeting at Spokane Falls, December 1890.

*The Washington Education Journal*.—In 1921 the ownership was transferred to the Washington Education Association and the name changed to the *Washington Education Journal*. It is edited by the executive secretary of the association, the present incumbent being Arthur L. Marsh.

*The Inland Journal* began publication at Lewiston, Idaho, and Concord, Wash., in September 1897; *The Educational Repository* was published at Seattle by J. M. Taylor, and was merged with *The Northwest Journal* in July 1898.

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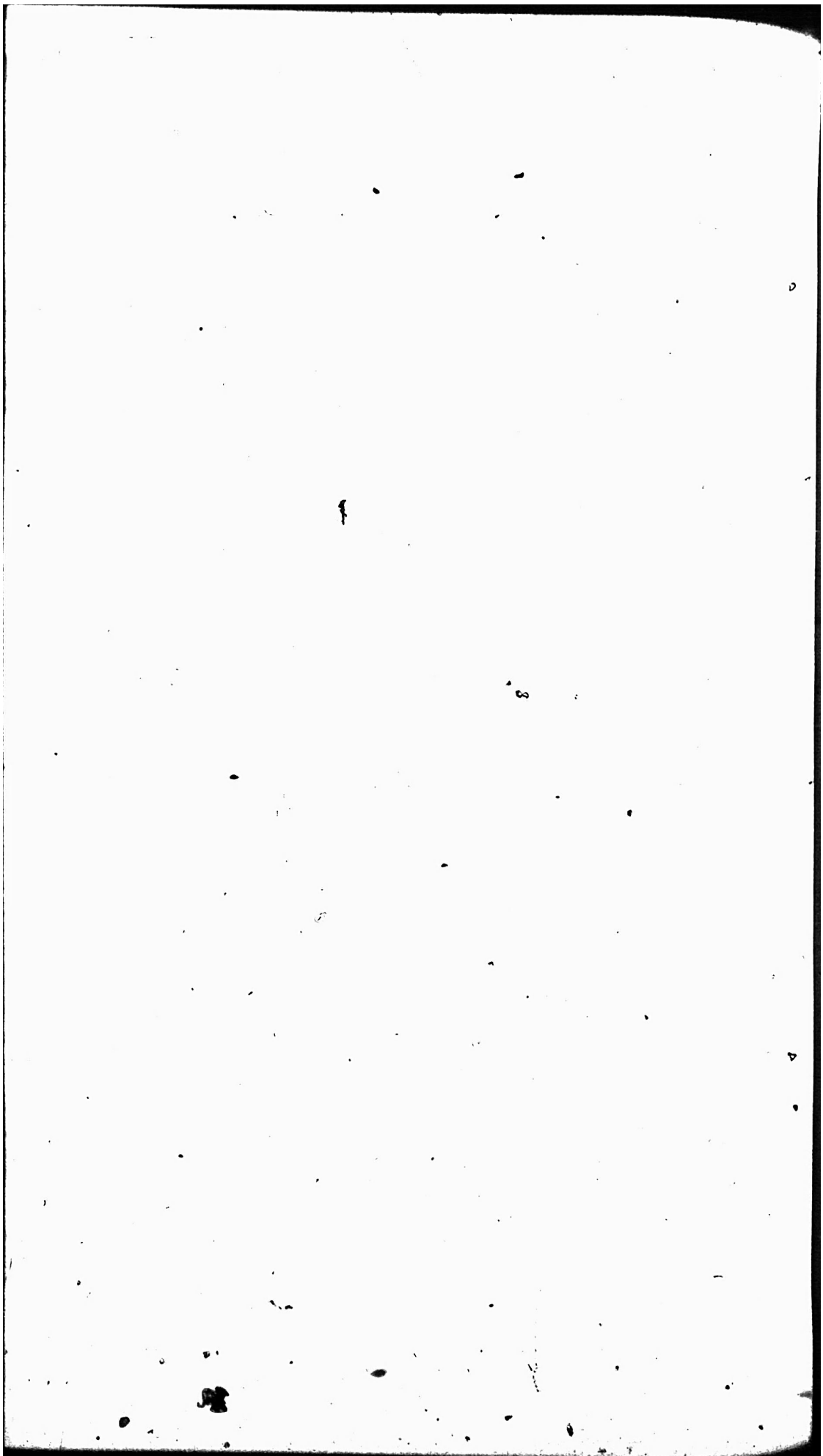
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