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EDUCATIONAL DEVELOPMENT IN THE TERRITORY AND STATE OF WASHINGTON, 1853-1908

The extreme northwestern corner of the continental territory of the United States is a region of lofty forests, and, near the Ocean, of deeply indented watercourses all connected with the great Sound. Its natural highway is the Columbia River, whose gorge pierces the mountain chain paralleling the coast and dividing the region into an eastern and western theater; and this great river forms a natural dichotomy of the region known politically as the Oregon Country.

The first settler in that part of the Oregon Country now known as the State of Washington, other than the employees of the Hudson's Bay Company, is said to have been one Michael T. Simmons, a Kentuckian, who travelled the Oregon Trail with his family in 1844.[1]

After some cruising about, he gathered together a few Oregonians and settled on Budd Inlet, a part of Puget Sound, where the Deschutes River furnished power for a mill. Here, at Tumwater,[2] a small flour mill was erected, in 1846, and a saw mill, in 1847, the latter of which was the small beginning of one of the State's greatest industries.[3] Leaving for the general historian to record the gold-rush to California and the troubles with the Indians, which formed the outstanding experiences of the region prior to Statehood, and the slow growth of settlements, we may now turn to a brief look at that political movement eventuating

1 Bancroft, *History of Washington, Idaho, and Montana*, 1. A fine picture of Michael Simmons forms the frontispiece of volume III of *History of Washington* by Clinton A. Snowden.

2 The early spelling was thus, " Tum Water," but it has since been compressed into Tumwater.

3 Simmons companions, with their families, were James McAllister, Samuel B. Crockett, Jesse Ferguson, David Kindred, Gabriel Jones, and George W. Bush. Since the Provisional Government in the Willamette Valley forbade free negroes, and since Bush was a mulatto, bringing in a white wife, he could not settle south of the Columbia; but his friends decided not to forsake him and settled with him in the wilderness. Later, the Willamette Government relieved Bush's disability and granted him a section of land, thus permitting the Puget Sound Settlement a part of the Provisional Government. The residence of free negroes in Oregon is still unlawful, see the Constitution, Art. I, sec. 35. [Repealed November 2, 1926.—Editor.]

on March 2, 1853, in the establishment of a form of territorial government under Isaac Ingalls Stevens.

The territory occupied by the Government of 1853 included all the land lying west of the Rocky Mountains, south of the 49th degree and north of the Columbia River, and the 46th degree, that is, all of the present territory of the State of Washington, northern Idaho, and western Montana. This territory was reduced on March 3, 1863, by the inclusion in Idaho of the region lying east of the Snake River, but this reduction did not affect the population of Washington since the territory cut off was uninhabited.

The territorial Organic Act made only one provision looking to the establishment of common schools, namely, the setting aside of two sections in each township "reserved for the purpose of being applied to common schools in said Territory." The first legislative assembly by an Act approved April 24, 1854, established a territorial school system whose highest officer was the County Superintendent acting only in and for his respective county.[4]

It is impossible to determine now just how many children were in the Territory at that time. Possibly not more than 500 were of school age among the 3,965 found by the census of the autumn of 1853.[5] Not until 1861 was sufficient importance attached to common schools to create a Territorial supervisory office, and only a year later this step was retraced and the office of Territorial Superintendent of Common Schools was abolished.

Ten years later, when the school population was over 6,000, the office was revived and has since been uninterruptedly functioning.[6] By the act recreating the office the Superintendent was to be elected biennially by the Legislature. One of the duties of this office was the compilation of school statistics and so there is available a record of the growth of the common schools from 1872 forward.[7] At this time, there were two centers of settle-

4 A district school was reported in Pacific County in 1850. Several counties had district schools as early as 1854, namely, Clark, Jefferson, King, Pierce and Thurston. Private schools were available four years earlier (1850) in Walla Walla, and three years earlier in Cowlitz. See the *Ninth Report*—1889. The reports were made in 1881, and copied into the later report, hence may not be thoroughly reliable in transmission.

5 Washington Territory, House Journal, 1854-5, page 185.

6 See the 25th *Biennial Report of the Superintendent of Public Instruction*, 20 *et seq.*

7 "A careful and thorough search," said Superintendent Bryan in the *Tenth Report of the Superintendent*, page 5, "has failed to discover any reports of the territorial superintendents of public instruction prior to those of 1879, which reports contain brief and imperfect statistical tables, by counties, for the years 1872, 1875 and 1877. No reports of county superintendents are on file in this office prior to those of 1886, and the reports of the Superintendent of Public Instruction prior to 1886 are lamentably deficient in statistical information. . . . The funds placed at the disposal of the Superintendent of Public Instruction were entirely inadequate to supply the necessary blanks for proper reports, and the compensation of county superintendents was not such as to justify them in devoting the necessary amount to this work." Under the Act of 1854, county superintendents were allowed a salary of $25. a year and the county commissioners had discretionary powers to allow a larger salary, not to exceed $500. In the

ment, one about Puget Sound and the other about Walla Walla. In 1872, Walla Walla county had fifty of the 189 school houses of the State, and 2,500 of the 5,928 common school pupils. The Census of 1870 found in Washington a third of its people in towns of more than a thousand population: Frenchtown (Walla Walla County), 2,612; Walla Walla, 1,514; Olympia, 1,203; Waitsburg, 1,174; Seattle, 1,107. Two more settlements had over 500, namely, Port Townsend, 593; and Fort Colville, 587.

Ten years later, a much different situation appeared. Seattle and Walla Walla were now cities of 3,500. Two new towns Tacoma (1,098) and Vancouver (1,722) had arisen, but the total population of the settlements of more than 500 each was only a sixth of the Territory's population. Hence, the cost per pupil, increasing partly owing to the greater diffusion of population, rose from $7.40 per pupil, in 1872, to $9.48, in 1887.[8]

In 1877, a territorial board of education was created by the gubernatorial appointment of a member from each judicial district. A few years later, the salary of the Superintendent was increased to the munificent sum of $600 per annum with an allowance of expense money, not to exceed $300. In those days a teacher drew from twenty to sixty-five dollars a month, the low salaries being supplemented by free board under a system described by a contemporary thus: "In regard to the wages of teachers,—our teachers receive from $25 to $35 per month out of the school fund, and are 'boarded round' pro rata on the scholars. Board being $4 per week, makes teachers' pay for males $51, and females $41 per month."[9]

From the *Report* of 1881, we get a picture of the district school as it then existed in Washington Territory. The chances were about equal that the teacher might be either a man or a woman. Most children went to a school which had only a four-month term. Only seven schools in the whole Territory were graded. Any statement as to the cost of operating these schools would be deceptive, for we cannot now tell which districts had to buy fuel and which donated the wood; many times buildings

Tenth Report—1890, (page 66) was printed a list of salaries then paid, ranging from $50 in Franklin county (three school districts to supervise), Okanogan county (with five school districts), and Skamania count (with nine districts), to $1400 in Spokane county (having ninety districts), $1550 in Pierce (only sixty-one districts), and $1600 in King county (having eighty-five districts). The number of districts was not the criterion, however, but salary was largely determined on the basis of the county popultaion, although the amount of work necessary is proportional to the number of school districts to be supervised.

8 The basis for this comparison is to be found in the *Ninth Report of the Superintendent of Public Instruction*—1889, by Mr. J. H. Morgan, which contains all the available statistics from 1872 to 1889.

9 J. O. Waterman's report for Skamania county in the *Tenth Report*—1890.

were loaned rent free to the district; other school districts, not owning a building, had rent to pay; some bought their land for the school site which in many instances was donated, possibly out of regard for the principle of free, public education, possibly in order to control the location of the school building. Hence, the agglomeration of statistics, gathered from the Territory as a whole, will not give an accurate picture of the average school facilities. Taking, however, the statistics of a very small county, one may get some idea as to the conditions in the little, rural schools. The County of Clallam, for example, reported its total amount paid for school purposes in supporting six one-teacher schools as $775, of which $760 went for salaries. It estimated the value of the six school houses, including grounds, at $600; the value of the furniture at $20; and the apparatus at $10. And with this capital outlay, the county had instructed 226 children, who recorded an average daily attendance of 100.[10]

The Territorial school reports unfortunately do not indicate in detail the amounts received from the several sources. All regular funds were lumped under the heading "Reserved from Apportionment" and only the "special district taxes" and "amounts received from other sources" were segregated. The "Act Establishing a Common School System" of April 12, 1854, provided: (1) an irreducible fund to be fed from the sales of school lands, *et cetera,* the interest from which was to be applied to school purposes; (2) that county commissioners must levy an annual tax of two mills for teachers' salaries only; (3) the school districts must each raise "by tax or otherwise... for the support of teachers" an amount equal to the apportionment of the county fund, in order to benefit from that fund.[11] All three of the foregoing sources were split on the basis of the number of school population, aged four to twenty-one years, and not on the basis of the number of teachers—which would have been the logical way, or on the more exact basis of the average daily attendance, which is the only fair criterion of a division on a population basis. (4) The district school electors might vote a special tax for buildings, equipment, and maintenance;[12] and, (5) "district meetings legally called shall have power to levy a tax upon the property of the district for any purpose whatever, connected with, and for the benefit of schools and for the promotion of education in

10 Report of the Superintendent of Common Schools for 1881, page 10.
11 Washington Terrritory Laws, 1854, Chapter iv, section 8.
12 *Ibid.,* Chapter iii, section 16.

the district."[13] Furthermore, (6) all fines paid into the County Treasury were to go into the current school fund. Unlike her neighbor, Oregon, the Territory of Washington thus early made use of the county as the basis of school support, regarding the local tax as merely auxiliary; and also turned into the school fund moneys received as fines for the infraction of the laws,—a source of school income not employed by Oregon at any time.

Higher Education

The Territorial Legislature of 1854-5 had provided that the Capital should be at Olympia, the University at Seattle, with a branch at Boisfort Plains, and the Penitentiary at Vancouver. Several unsuccessful attempts were made to found the University, but, finally, A. A. Denny, Edward Lander, and C. C. Terry having donated ten acres of land for a site, a cornerstone was laid at Seattle in May, 1861. The reader will recall that it had been the custom of the federal government to endow all the Territories with lands for the support of a university, and Washington was no exception to this rule. Bancroft says that "the university for many years failed to rank above a preparatory school, partly through mismanagement of its funds, and also by reason of an insufficient population to support a higher order of colleges."[14] On this point, State Superintendent Bryan remarked in 1892[15]: "Unfortunately the lands donated to Washington for the benefit of her University are no longer the property of the State, and their proceeds are beyond recovery for the support of that institution."

The first class to be graduated was the Class of 1876, consisting of one person, a Miss Clara McCarty, B.S., (who later became Mrs. Wilt of Tacoma). There were no further graduations until 1881, but every year thereafter a class was graduated, and by the time the Territorial days were over, its student body reached almost to 250 annually. In 1888-9 there were 217 students classified as follows: collegiate, 13; scientific, 28; normal, 23; preparatory, 102; business department, 25; music, 65; art, 23; counted twice, 62.[16]

Several other private schools of higher education should be noticed. Perhaps it is significant of an easy toleration that the

13 *Ibid.*, Chapter iv, section 4.
14 H. H. Bancroft, *History of Washington, Idaho, and Montana*, 1845-1889, page 214.
15 *Eleventh Biennial Report*, page 63.
16 For the early history of the University, see Bancroft, 215 *et seq.* Some facts are adduced in Grant, *History of Seattle, Washington*, 1891, page 323 *et seq;* and in E. S. Meany, *History of the State of Washington*, pp. 317-8, 369-70. The university catalogs are, of course, the basic materials for any history of the institution but, unfortunately, not all have been preserved.

Territorial Superintendent's *Report* in mentioning these schools made no reference to the denominational affiliation of any of them. Whitman College, at Walla Walla, had been chartered in 1859, and thus became the oldest college in the region. Its charter was revised in 1883. It was, in 1889, an institution which ranked with the University at Seattle, if not above it, and had a larger Faculty. A. J. Anderson, A.M., Ph.D., was its president. Spokane College opened in 1883, and in 1889 had 169 students and nine Faculty members besides its president, A. E. Lasher, A.M. These three colleges, one in the northeast, one in the southeast, and one in the west central part of the Territory, furnished some opportunities, perhaps limited, but comparing favorably with any opportunities on the Pacific Slope, for higher edrcation. Other institutions, mingling collegiate and preparatory work with elementary, were: Olympia Collegiate Institute, L. E. Follansbee, President; Saint James College, Vancouver, Very Reverend Louis G. De Schramm, President; Annie Wright Seminary, Tacoma, Right Reverend Bishop Paddock, D.D., Rector; Colfax College, F. N. English, A.M., President; Northwest Normal School, Lynden, J. R. Bradley, Principal; Puget Sound Academy, Coupeville, Reverend Charles E. Newberry, Principal; Waitsburg Academy, T. M. McKinney, A.B., Principal; Saint Paul's School, Walla Walla, Reverend F. M. White. Thus was a pioneer people making provision for the secondary and higher education of their sons and daughters.

Summary of the Territorial Period

From the creation of the Territorial Superintendency, the following men served in that capacity: B. C. Lippincott, 1861-2; Nelson Rounds, 1871-7; J. P. Judson, 1877-9; Jonathan S. Houghton, 1879-81; C. W. Wheeler, 1881-3; R. C. Kerr, 1883-5; J. C. Lawrence, 1885-9. These gentlemen were not required to transact their business at the Territorial Capital but were permitted to operate in their own home towns. Accordingly, the school headquarters at Olympia in 1861-2 and 1871-7, and biennially changed thereafter to Goldendale, Waitsburg, Port Townsend, Garfield, and Ellensburgh (*sic,* the final *h* was later omitted from this town name).

Perhaps the best picture of the progress of the schools from their humble beginnings is to be gained from the survey of the situation in 1890 made by the first State Superintendent, Mr. Robert Bruce Bryan. Mr. Bryan has been called the "Father of

Washington Public Schools" but, while his work was epochal, such a title is an unnecessary reflection upon the good work of his seven predecessors. When Mr. Bryan's *Report* was made, the new State law, approved March 27, 1890, had only been approved three months, and had not had time to affect the school situation. There were 1,044 school houses in the Territory when Statehood was achieved,[17] but 117 districts had no schoolhouse. Only 49 of these schools were graded, the graded ones being found in Seattle, Chehalis, Spokane, Walla Walla, and several smaller towns. The school year ranged from three to eight months, with an average of 4.6 months. The total school property of the region was valued at $1,205,296, an investment of $25.81 per pupil. The 536 male teachers, and 813 female teachers received an average salary of about $42 per month in cash, many of them as previously explained receiving a part of their wage in board; and taught 46,751 pupils. Private elementary schools were active in Washington, and were increasing their attendance.[18]

By the end of the Territorial regime, a State Teachers' Association had been organized (April 3, 1889); a "Course of Study for Ungraded Schools" had been adopted by the Board of Education; a plan for the certification of teachers was in operation; and the beginning of State control of textbooks had been made in the adoption of a list of books, whose use, however, had not yet been made compulsory.

The foundations had been well laid; the adoption of the principle of a County tax, bulwarked by the State's irreducible fund, provided a financial support; requirements for teachers were relatively high; opportunities for secondary and higher education, both at private and at public expense, were not lacking.

The Administration of Superintendent Bryan.

Only six persons have held the State Superintendency of Washington. Robert Bruce Bryan served from November 11, 1889, the beginning of Statehood in Washington, until 1893; and being elected a second time took office in 1901 and served until his death, March 30, 1908. In the interval between Bryan's

17 Statehood was authorized by Congress February 22, 1889; the Constitution was adopted by the people of the State October 1, 1889, by a three to one vote, 11,879 voting against it; and Statehood was proclaimed by President Harrison, November 11, 1889.

18 A most happy condition, in the opinion of the present writer who believes that the best guarantee of an efficient and economical public school system is a private school system paralleling it. The tenets of education are no better standardized and agreed upon than the standards of therapeutics, a monopoly of either would be injurious to the public weal.

terms, the office was held by C. W. Bean and Frank J. Brown. The death of Mr. Bryan in 1908 ends the pioneer epoch in the educational history of Washington.

The Constitution of 1889 provided for eight executive officers (Art. III Sec. I.) whose titles indicate sufficiently the general scope of their duties. They were a Governor, Lieutenant Governor, Secretary of State, Treasurer, Auditor, Attorney General, Superintendent of Public Instruction, and a Commissioner of Public Lands, all of which were to be elected by the people quadrennially. The Governor was described as "the supreme executive officer," the others were coordinate.

The Governor was given power to require information in writing from the other officers and had the power to fill by appointment any vacancy occurring in State offices. As an evidence of the high regard in which the office of State Superintendent was held it may be noted that although his salary of $2500 per annum was $1500 less than the gubernatorial remuneration, it was the same as that of the Secretary of State, but was $500 more than that received by the Treasurer, Auditor, and Attorney General.[19] Contrary to the Territorial practice, the State officials were located at the Capital, Olympia.

The constitutional safeguards of the educational funds derived from land sales are interesting. In the Enabling Act of 1889, Congress provided that the minimum sale price of school lands should be $10. per acre. (sec. 11) And, further, that 5%, less the expense of sale, of public land sold by the United States in the State of Washington should go into the permanent school fund. (sec. 13) The Constitution, recognizing this gift of land for school purposes, provided that any loss in the capital of the school fund should be a debt upon the State on which 6% interest should be paid. The permanent school fund was augmented by several other minor sources of income.

Not until the *Report* was issued for the year beginning July 1, 1891,[20] was a division made between the income from the permanent state fund and the income from county taxes. The revenues for that year were reported as follows: from the State fund $46,509; from the county taxes $558,342; from district special taxes $753,132; from the sale of bonds $1,018,954; from all other

19 Raised to $3000 (1907 Laws 174) where it remained as late as 1923, and must remain until the Constitution, which fixed a maximum salary allowable by the Legislature, is further amended in this respect.

20 *The Eleventh Biennial Report,* 1892.

sources $31,809, the total amounting to $2,408,746.[21] The borrowed amount was expended for additions to the capital,[22] and was to be accounted for largely by the four million dollars worth of school property, an increase in five years of more than $3,500,000.

Certification of Teachers.

The only criterion the historian has of determining the efficiency of the teaching corps is the matter of certification. Under the Code of Public Instruction, approved March 19, 1897, teachers could obtain seven different kinds of qualification certificates or permits. The State Board was empowered to issue a life diploma to teachers who had taught ninety months, (The reader will bear in mind that the average school year in Washington was then about five months);[23] a State certificate, to those who had taught twenty-seven months; to neither class unless an examination had been successfully passed "in all the branches required for first grade common school certificates also plane geometry, geology, botany, zoology, civil government, psychology, history of education, bookkeeping, composition, and general history." A diploma from a State Normal School or a foreign certificate of similar value to the one sought in Washington, obviated the examination. That the test was rigorous may be judged from the questions published in the biennial reports. For example, an 1891 question asked in physiology, "State the physiological effects of chloroform; of cocaine;" in geometry, "Define *demonstrations,* and *curvilinear figures;*" and in physics, "Define and give causes of echoes, mirage, evaporation" and "Describe the dynamo."

The county examinations, with their questions uniform throughout the State, granted three certificates, known respectively as first, second, and third grade certificates. All candidates had to be at least seventeen years of age, and were examined in the common school branches; viz.: 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 Wash-

21 *Op. cit.* 34-35.

22 *Op. cit.* 36-37, shows expenditures to be $1,006,353; interest paid on bonds $124,301 covering a total bonded indebtedness of $2,109,372 with an average interest rate of 8.06 per cent, plus an unfunded debt of $419,584. (See page 41).

23 The report of the federal Commissioner of Education, 1891-2, page 46, gave the average length of school term in the United States as 137.1 days; in California it was 159 days; in Oregon, 112.8 days; in Washington, 106.6 days; in Idaho, 86.4 days.

ington, theory and art of teaching. Those who would receive a first grade certificate also wrote on physics, English literature and algebra. The applicant for a first grade certificate was required to have taught nine months. The law provided no differentiation in qualifications to receive the three kinds of certificates other than those of subjects and experience above noted, but left to the State Board of Education the regulation which should determine what grade of certificate to issue, and these were changed from time to time. In 1891, the provision was that each of the fifteen subjects should carry 100 credit points, making a possible total of 1500 of which 1350 were required for first grade, 900 for the second grade, and 720 for the third grade certificates.[24]

A temporary certificate was issued to such persons who, desiring to teach, held certificates from other jurisdictions and had been unable for good cause to take the last county examination. This permit was good until the next regular examination. While this law was eminently fair and just, it was only as good as its administration was faithful to the principle of no teaching without proper certification. Unfortunately, complaints arose that the reasons offered for inability to take the regular examinations were ofttimes frivolous, and that County Superintendents were conniving at the violation of the spirit of the law while observing the letter.

Primary, elementary, and high school teachers took the same examinations. There was no differentiation of function recognized by the examinations for certification. But the teachers of music, foreign languages, drawing, manual training, and writing were issued certificates by the County Superintendents without examination, but the Superintendents required some evidence of fitness. School Directors, not the teachers, had to apply for these special certificates.

Now, in the school year 1890-1, the certification was divded as follows:

	males	females	total	%
State papers	40	59	99	4.1
First grade	217	208	425	17.5
Second grade	397	738	1135	46.5
Third grade	153	440	593	24.3
Temporary	75	111	186	7.6
Total	882	1556	2438	100.0

24 *Eleventh Biennial Report*, 225-6.

There was clearly an oversupply of teachers for the County reports of the next school-year showed that 2,050 would be sufficient to teach all schools at any one time, while 2,763 were employed during the year. Further, the examiners, in 1891, failed 19%, and in 1892, 14.3% which would indicate that teachers were not at all scarce. The County Superintendent of Snohomish County wrote to the State Superintendent; "Many teachers are coming in from the East, and the market for teachers is already glutted."

Not only was the certification an indication of a good faculty, but the organization of a State Teachers' Association and the attendance at the Teachers' Institutes showed a body of instructors alive to the demands of their profession.

Textbooks

The textbooks problem was a severe one in the early days. Although the law provided that the publishers must make a depository in each County whereat books might be had at a contract price, this did not help the remoter districts to get school books. Difficult transportation made high prices for the consumer, who must pay the cost of carriage from the nearest depository, and thus the educational system was handicapped. Charges of bribery had been made in 1890 when textbooks were adopted, and in his valedictory, Superintendent Bryan inveighed against "a law which offers glaring opportunities for knaves to indulge in dishonest practices, and for demagogues to invite corrupt politicians by questionable conduct, and then to pose, it may be, as great moral heroes and martyrs for having resisted real or imaginary attempts to corrupt them." The worthy Superintendent thought that the State Board, consisting as it did of only five members, was not a large enough, and, by implication at least, an honest enough board to assume this responsibility,[25] and so he asked for a board "so enlarged that bribery will become unprofitable to the publishers, and then let none but men of well-known and absolute integrity and efficiency be appointed upon this board, irrespective of political affiliations."[26]

25 The present writer will take this opportunity of expressing his entire lack of adherence to the principle that a larger body is likely to be more honest or more able than a smaller body, believing that chicanery can be more easily concealed in the larger group. Textbook commissions are small in most States.

26 *Eleventh Biennial Report*, 76.

Normal Schools

The beginning of a State Normal School system was made on October 13, 1890, in the old Benjamin P. Cheney Academy building, whose premises were donated to the State for educational purposes. The building stood near, but not in, the present town of Cheney which is near Spokane. During the construction of a new wing to the old building, a fire broke out August 26, 1891, which destroyed the whole plant, so that the second year of the normal school was held in a rented building. Owing to the hard times, Governor McGraw vetoed the appropriation for this school in 1893, hence the new building could not be erected until the appropriation of 1895 of $60,000 was available. A normal school was opened at Ellensburgh, September 7, 1891, during a very inopportune period for any kind of expansion, under the principalship of Mr. B. F. Barge, with a Faculty of four others. The school was housed in a building belonging to the city school system until the $60,000 appropriated in 1893 could be applied to its own building.

By the end of the period under discussion, 1889 to 1908, the normal schools had become important parts of the school system. Cheney Normal had reached an annual enrollment of 300 with a Faculty of nineteen, operating in a plant worth $200,000. Ellensburg (now *sic,* the final *h* had been dropped) with an annual enrollment of 164, had graduated from the advanced course (i.e., two years beyond the twelfth grade) a total of 326. The Bellingham Normal, opened in 1899 when times were becoming more prosperous, had the largest enrollment of the three schools, 371. It had four good buildings, a faculty of twenty-four teachers, and required for its maintenance about $44,000 annually. Cheney and Bellingham were operating summer schools as well as the regular sessions in 1908.

The Board of Higher Education

The course of study for State Normal Schools was regulated by a Board of Higher Education. The Trustees of the Normals, appointed by the Governor for six-year terms, had the selection of faculty under their control but had nothing to do with the curriculum, nor did the faculty of the several schools. The Board of Higher Education consisted of the State Board of Education, the President of the University, the President of the Agricultural College, [27] and the Principals of the Normal Schools, a

27 The history of these two institutions is deferred.

body of ten men with the State Superintendent at its head. In addition to the regulation of the curriculum of the normal schools, this Board fixed the entrance requirements for all the higher institutions, and were empowered to "arrange such courses and adopt and enforce such regulations as will place the state institutions in harmonious relations with the common schools and with each other, and unify the work of the public school system."[28]

High Schools

Several of the larger towns had established high schools prior to statehood. Tacoma, Seattle, Spokane, Olympia, New Whatcom, and Fairhaven reported in 1891-2 that they had a full four-year course of secondary education, and several other towns had some work above the eighth grade. More than 1,200 pupils were receiving secondary training by this time. By 1897, a course of study for high schools had been formulated, arranged in four curricula, namely, an English course, a scientific, a classical, and a commercial course. Ten years later, the high schools were an important part of the educational system.

In 1903, the legislature authorized the consolidation of districts for the purpose of supporting a high school, and granted such union high schools a bonus of $100 annually from the state school funds for each grade taught above the eighth, provided that there should be at least four pupils, and that the term should be at least six months. This bonus was granted in addition to the regular allowance of State school funds.[29] The same law provided for the voluntary consolidation of school districts for the support of grammar grades, and for joint districts crossing County lines when necessary. By 1908, there were 217 high schools, with 14,715 pupils.

Private Schools

Since the school law required the Superintendent to gather data concerning every private "seminary, academy, or private school" a mass of interesting detail has been preserved. The State of Washington was generous in its treatment of these institutions and made no effort to monopolize the field of education. However, as is the common practice of commonwealths, the parent who sent his children to a private school was not relieved of taxation for the public schools, and the persistence of private

28 1897 *Washington Laws*, 368.
29 1903 *Laws*, 159.

schools under such an arrangement is the best of evidence that the public schools left something to be desired. The Superintendent's *Report* for 1908 showed 8,580 pupils attending private schools. Whether these figures include the attendance at "business colleges" and organized academies cannot now be determined.[30]

Church organizations which were represented by one or more kinds of educational enterprise included the Roman Catholic, Episcopalian, Luthern, Methodist, Free Methodist, United Brethren, Presbyterian, and Seventh Day Adventists, but the educational interests of the Roman Catholic Church were by far the largest.[31] Prominent among the colleges were: Whitman at Walla Walla, oldest in the State, with 395 students (1906); Gonzaga College, at Spokane, founded by the Fathers of the Society of Jesus in 1887 on a half section of land bought by Fr. Cataldo, Superior of the Rocky Mountain Missions, from the Northern Pacific Railway Company in 1881, had 526 students in 1908; the University of Puget Sound, founded by the Methodist Episcopal Church at Tacoma in 1903 had, five years later, an attendance of 385; and Whitworth College, a Presbyterian school, at Tacoma, with an attendance of 479. The reader will keep in mind that all of these colleges included in their attendance figures the records of secondary and other departments not strictly collegiate.

Development of the State Office

The Code of 1897 provided for a Superintendent of Public Instruction with a salary of $2,500 plus not more than $800 for traveling expenses, and allowed him to appoint a deputy and stenographer, both to receive altogether not more than $2,500. Lucius H. Leach was appointed deputy under Superintendent Frank J. Browne; when Superintendent Bryan returned to office, Frank M. McCully became deputy. In 1903, the Legislature removed the salary limit of the deputy and stenographer, and empowered the Superintendent to "employ such other assistance as the needs of his office shall require from time to time."[32]

In 1905, an Assistant Superintendent being authorized, Mr. McCully was made Assistant and Henry B. Dewey was employed as deputy, the latter occupying his office until the Assist-

30 *Biennial Report*, 1908, 35.

31 This might well have been expected, for the religious census taken by the Bureau of the Census (*Religious Bodies*—1906) pp. 282-5 showed 74,981 Catholics and 31,700 Methodists out of a total religious population of 191,976.

32 1903 *Laws*, 169.

ant's death in 1907, followed by the Superintendent's decease March 30, 1908, opened the way for his *ad interim* appointment to the Superintendency. The year 1905 is also important for the revision of the "Outline Course of Study for Common Schools" and a similar course for high schools by the Superintendent. These courses were approved by the Board of Education, April 13, 1905.

The Board of Education, consisting of the Superintendent, and four gubernatorial appointees, two of which must be school men, held an annual meeting and several special meetings yearly for the purpose mainly of examining teachers. They also approved the list of questions to be sent to County Superintendents for the local examinations; determined what colleges should be "accredited" for the recognition of teachers' certificates; and passed upon foreign certificates. But eighteen years of development had, on the whole, wrought little change in the State supervision of education, except to add to the volume of the work.

Summary of the Period

In 1889, the irreducible fund, the county tax, and the special district taxes, eked out by private subscription, gift and fees, formed the basis of school finance. The plea of Superintendent Bryan led the Legislature to provide a statewide tax, which, when supplemented by the interest from the permanent fund, should provide six dollars a pupil, and to abate the County tax altogether, thus leaving the fines collected as the only County moneys going into the school fund. The district was not required to match this State fund; not to levy any tax whatsoever,—the district was not compelled to maintain school at all, self-interest being deemed sufficient to provide for the local educational opportunities. In 1901, the law providing a state fund was amended so as to increase the amount to $10 per child. So, out of receipts of $7,565,139 for the school year 1907-8, 30% came from State funds, 47% from the district assessments, and 14% from bond issues.[33] The only limitation on the power of the district to issue bonds was the stipulation in the Code of 1897 that borrowing must not exceed 5% of the taxable property (section 117), but even this was abated by a later provision[34] that this limitation should not apply to borrowings for the purpose of funding debts incurred for the necessary expenses of maintaining schools. The County Com-

33 *Nineteenth Biennial Report*, 57.
34 1903*Laws*, section 1, 310.

missioners were instructed to collect the necessary levies for interest and retirements of the debts thus incurred. The indebtedness thus created amounted to $7,657,489 on June 30, 1908.[35] And the interest on this debt, added to the interest paid on unfunded warrants amounted to 6.6% of the total school revenues. The total value of school buildings and grounds was only 63% more than the debt.

In 1908, 6,524 teachers, (by this time only one-fifth of them were men,) taught an enrollment of 198,214 pupils for an average school year of 7.09 months. The average school year varied from 5.6 months, in Okanogan County, to 8.75 months, in Walla Walla County, and many of the Counties averaged eight months of school.

The capital invested by the State, including grounds, buildings, furniture, apparatus, and all books, amounted to $70 per enrolled pupil. It is somewhat distressing to note that the schoolhouses were in very few cases permanent buildings. Six stone buildings were reported, 146 brick, 2,604 frame, and 132 log. Not only does the erection of a frame building establish a serious fire hazard which menaces the lives of little ones, but, when erected with borrowed funds, constitutes an unethical practice, for it leaves a debt without a compensating asset. Let men, if they will, pawn their lives to the money lenders, but decency should forbid them thus to handicap their young.

The optimistic report of Superintendent Henry B. Dewey to the Governor, October 31, 1908, deserves to be quoted, in part, here: "In every line of school activity, remarkable and steady progress has been made... Great improvement in school architecture has been made during the past ten or fifteen years... School buildings are more sanitary, better lighted, heated, and ventilated... The public generally are taking a broader view of education. Trained teachers, larger salaries, longer terms of school are the result." But nowhere did Mr. Dewey claim that the individual student became a better citizen, or broader minded, or better informed, or more loyal, or more kindly, as a result of the increased expenditure and better material condition of the school system than he would have been under the simpler regime of 1889.

35 *Nineteenth Biennial Report*, 43.

Notes on the Source Materials

In writing an educational history of a region, one looks first for general histories which can furnish a background on which to draw the more detailed picture of one of the social institutions. Naturally, then, one turns to *Hubert Howe Bancroft's "History of Washington"* to learn what life was like in the days prior to statehood. This can be supplemented by volumes of reminiscences such as *Ezra Meeker's,* but these are fragmentary, though colorful. For the history of Washington since 1889, one turns to *Professor E. S. Meany's "History of Washington"* which sketches the history down to 1910. For more recent happenings, one has recourse to the articles in *Encyclopedia Americana* and its supplemental *Yearbooks* since 1923, but this contemporary material is indeed scanty and must be supplemented by the ephemeral material indexed in the *Readers' Guide to Periodical Literature.*

The detailed educational history must be traced first of all from its fountain source, the *Washington Laws,* and then in the *Biennial Reports of the Superintendent of Public Instruction,* which give the statistical materials and information as to the operations of the laws. Some information not contained in the *Biennial Reports* is to be found in the *Annual Reports of the Federal Bureau of Education* and in its *Bulletins.* The *Catalogs* of higher institutions render service to the historian in tracing the growth of these institutions, and the *President's Reports* often yield more intimate items than are to be discovered in the annual catalogs. The inner student life of the colleges is best portrayed by the *Annuals* issued usually by the Junior Classes of the respective institutions. Here the inherent conservatism of the collegian may best be observed; nothing so radical as change of style, and seldom even the style of the cover, is permitted to occur. Those who ignorantly fear radicalism in our American colleges may find solace in the examination of the drearily monotonous Annuals. One observes, with some dismay, how little of the educational aspirations and accomplishments of our school systems are thought by editors of daily newspapers to be of sufficient general public interest to merit space in their chronicles. A school is to be built, a school board elected, a class to be graduated,—such items may find record,—but very rarely will anything be presented which might show the results of the huge public investment.

In evaluating the results of Washington's school system as

compared with other States, Cubberley's *Public Education in the United States* will assist the reader. This work has superseded Dutton and Snedden's *Administration of Public Education in the United States,* published in 1910, which contains valuable older materials than the more recent work.

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