CENTRALIZING TENDENCIES IN PUBLIC SCHOOL ADMINISTRATION IN INDIANA SINCE 1900 AND AN EVALUATION OF THE CHANGES

By

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Contributions of the Graduate School
Indiana State Teachers College
Number 305

Submitted in Partial Fulfillment of the Requirements for the Master of Science Degree in Education 1937
The thesis of Paul Lemmon

Contribution of the Graduate School, Indiana State Teachers College, Number 305, under the title

Centralizing Tendencies in Public School Administration in Indiana since 1900 and an Evaluation of the Changes

is hereby approved as counting toward the completion of the Master's degree in the amount of 8 hour's credit.

Committee on thesis:

[Signatures]

Chairman

Date of Acceptance May 25, 1937
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CHAPTER I

INTRODUCTION

In recent years students of government have been aware of a tendency toward centralization in Federal, state, and municipal administrations. This trend is also evident throughout the United States in school administration. In education are to be found the earliest and most successful attempts toward centralization. Here is also to be found the most highly developed type. "Centralization of power in the state in matters of education is becoming firmly established in the thinking of the people." Therefore, central control in school administration has made much progress in recent years.

In 1847 the General Assembly of Indiana submitted to popular vote the question of the support of the common schools by general taxation. The result of the vote was in favor of state-established, state-supported, and state-controlled schools.

It is evident that the most informed and intelligent opinion of that day was in favor of some attempt at a centralized system. The history of education in Indiana since that time is marked as being a period of centralization of administration.

This tendency toward centralization of school administration has made much progress in Indiana since the dawning of the twentieth century. The legislation of the first thirty-seven years of this century points more and more toward the tendency to make the local authorities agents of the central authorities. This shifting of administrative power is shown in the fact that the central authorities have power over many phases of education that our forefathers a century ago thought belonged to the local units of government.

I. THE PROBLEM

Purpose of the study. The preparation of this paper was undertaken with a view of ascertaining to what extent this centralization in educational administration has progressed since 1900, and to evaluate these changes to discover what effect, if any, they have had in the efficiency and economy of education.

Scope and limitations of the study. Dr. William A. Rawles has prepared a discussion of the centralizing tendencies in educational administration in Indiana to about 1900. This

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5 Rawles, op. cit., p. 35.
6 Rawles, op. cit., p. 15.
study seeks to begin where Dr. Rawles ceased and to trace these same tendencies from 1900 to the present time.

II. DEFINITION OF TERMS

Administration. Rawles defines this term as:

That department of government which is concerned with the detailed execution of the will of the state as it is manifested in its laws. It is to be distinguished from the legislative department, which expresses the will of the state. It is also distinct from the judicial authority, which applies the law to specific cases as they arise, and from the executive par excellence, which is responsible for the general supervision of the state will.

Administrative authorities. Goodnow defines this term as being "the authorities which are attending to the scientific, technical, and so to speak, commercial activities of the government... are... known as administrative authorities."

III. PROCEDURE

Organization of the study. This study is evolved from an organized treatment of the following points: school administration in 1900; state aid and central control; state supervision; schools for special cases; and the present administration.

Method of this study. The historical method of research was employed in this study. For the most part, the primary

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6 Rawles, op. cit., p. 15.

sources of information were sought; however, if these sources proved to be inadequate, secondary sources were investigated.

**Sources of data.**

**Primary sources.** The principal primary sources of data were:

- School Laws of Indiana
- The reports of the State Superintendent of Public Instruction
- Court decisions
- Minutes of the State Board of Education
- Rules and regulations of the State Board of Education
- Bulletins issued by the State Superintendent of Public Instruction
- The Indiana Yearbooks.

**Secondary sources.** The principal secondary sources were:

- Histories of Indiana
- Researches made in institutions of higher learning in Indiana
- State educational publications.

IV. REVIEW OF LITERATURE

**Related works and investigations.** Several studies have been made of the centralizing tendencies in educational administration in other states, but the writer knows of no recent
investigation of a like nature in Indiana. There are three studies that relate directly to this investigation.

Rawles. For his doctor's dissertation at Columbia University in 1903, Dr. Rawles made a study of the centralizing tendencies in the administration of Indiana prior to 1900. This study included an investigation of the centralizing tendencies in state medicine, education, charities and corrections, taxation, and police. This investigation outlined a clearly defined picture of centralization as it was taking place in these phases of administration. Dr. Rawles' chapter on education proved itself to be indispensable in the development of this study, and was the very foundation stone of this investigation.

Malan. For his doctor's dissertation at Indiana University in 1930, Dr. Malan made a study of the centralization of state control of education in Indiana. This study was concerned primarily with the compilation of laws and court decisions.

Cotton. In his book Education in Indiana, Cotton has a chapter in which he presents a brief outline of the school legislation from 1852 to 1933 looking toward the centralization of power, in the control of schools, in the hands of the state. The information derived from this work was very valuable. Cotton gives a first hand picture of many of these important movements as he was the State Superintendent of Public Instruction when many of them transpired.
CHAPTER II

SCHOOL ADMINISTRATION IN 1900

Education in Indiana had progressed far from its first crude beginnings to that of its general status at the opening of the twentieth century. The dawning years of the present century saw a fairly good working system, but it was still far from meeting the needs of a great many people. Equal educational opportunity was much discussed although but few people had a real conception of the many implications of the true meaning of these opportunities. It seemed that education had reached a place where it had either to press onward and upward or to lose certain areas that had been gained. Many writers of that period seemed to agree that equal educational opportunity for all the children of the state could not be realized under the conditions that prevailed at that time.

I. LOCAL ADMINISTRATION

The district meeting and the director. In 1900 the school laws of Indiana still recognized the legal existence of the district meeting, but in many places in the state it had become obsolete.¹ The law provided that all the taxpayers (married women and minors excepted) who were listed as parents, guardians,

or heads of families, were entitled to meet annually on the first Saturday in October and elect one of their number Director of their school. In case of failure to elect, the township trustee had the power to appoint a director. The latter method seems to have been the common procedure.

The district meeting had the power to determine what branches, in addition to those prescribed by law, should be taught in their school, and the length of the school term beyond the period specified by the law. They also had the power to direct such repairs as they deemed necessary to their school house. Such meetings had the further right to petition the township trustee for the sale or removal of the school house, for the erection of a new one, or upon any subject connected therewith.

The director presided at all the school meetings and recorded their proceedings. The law stated that he was to act as the organ of communication between the members of the district and the township trustee. The law also charged him with the care of the school house and property. It was also his duty to visit and inspect the school house from time to time, and when necessary to exclude any refractory pupils, subject to appeal to the township trustee whose decision was final.

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3 Rawles, op. cit., p. 116.
4 School Laws, 1901, p. 207.
5 Ibid., pp. 217-19.
The school township. As the real local unit in the rural districts was the school township, the district meeting had no corporate existence. In the urban districts the local unit was the school town or city. The trustee of the civil township was also trustee, clerk, and treasurer of the school township. He was elected by the voters of the township for a term of four years. 6

The voters and taxpayers had but little voice or part in the control of local educational affairs. This gave the trustee almost autocratic power in all school matters. 7 He received the school revenue apportioned to his township, kept it separate from the funds of the civil township and applied it to specific purposes. He was required to render an annual accounting of his receipts and expenditures to the township advisory board. 8

The law empowered him to employ teachers; establish and locate a sufficient number of schools; provide suitable furniture, equipment, or other apparatus; and charged him with the care and management of school property. 9 He also had the power, either singly or jointly with another trustee, to establish and maintain a graded high school. 10 The law gave him considerable discretion in respect to consolidation of schools. 11 He was

6 School Laws, 1899, p. 64.
7 Wallace V. Johnson Township, 75 Ind. 368; Bicknell V. Widner School Township, 73 Ind. 501.
9 Ibid., p. 130.
10 Ibid., p. 130.
11 Ibid., p. 139.
required to maintain a term of school at least six months in duration, and was authorized to levy a local tax sufficient to conduct this school.\textsuperscript{12}

The law also required that the trustee annually make such statistical reports to the county superintendent as prescribed by the statutes.\textsuperscript{13} It was his duty, either in person or by a deputy, to take an enumeration of all unmarried persons between the ages of six and twenty-one years, resident in his township.\textsuperscript{14} For failure to make the various reports, his township suffered a diminution of its apportionment of the state tuition revenue.\textsuperscript{15}

As previously pointed out, in appeals from the decision of directors, excluding pupils from school, his decisions were final.

The township trustee was also charged with the care and custody of the lands belonging to the congressional township fund and, with the consent of the voters of the township, could sell or lease them.\textsuperscript{16} The tax levy of the township for school purposes was made by the township advisory board.\textsuperscript{17}

\textbf{Cities and incorporated towns.} In cities and incorporated towns the law placed the schools under the management of a board

\begin{itemize}
\item[\textsuperscript{12}] Ibid., pp. 136-37.
\item[\textsuperscript{13}] Ibid., p. 143.
\item[\textsuperscript{14}] School Law, 1901, p. 143.
\item[\textsuperscript{15}] Ibid., p. 144.
\item[\textsuperscript{16}] School Law, 1897, sect. 4450.
\item[\textsuperscript{17}] School Law, 1899, p. 151.
\end{itemize}
of three trustees. In cities the board was elected by the common council; in towns by the board of town trustees.\textsuperscript{18} These school corporations were held to be separate, and their actions were not subject to review by the civil authorities.\textsuperscript{19} In general the powers and duties of this board were the same as those of the township trustee. In addition to these duties they were empowered to establish kindergartens in cities having population of six-thousand,\textsuperscript{20} night schools in cities having a population of three-thousand,\textsuperscript{21} and manual training schools in cities having a population of one hundred thousand.\textsuperscript{22} They were also given the authority to employ a superintendent for the purpose of supervision and the direction of the entire system.\textsuperscript{23} Town schools were subject to the authority of the county superintendent,\textsuperscript{24} but any school having a regularly employed superintendent was exempted from his authority if a written request to that effect were made by the school board of that city.\textsuperscript{25}

\textsuperscript{16} School Laws, 1901, p. 119.  
\textsuperscript{19} Wright v. Stockton, 59 Ind. Reports, p. 59.  
\textsuperscript{20} School Laws, 1901, p. 140.  
\textsuperscript{21} Ibid., p. 141.  
\textsuperscript{22} School Laws, 1901, p. 141.  
\textsuperscript{23} Ibid., p. 137.  
\textsuperscript{24} School Laws, 1897, section 4447.  
\textsuperscript{25} School Laws, 1889, p. 242.
Joint and consolidated schools. The trustees of two or more adjacent school corporations were entitled by the law to establish a new school district and build a school house therein at the joint expense of the several corporations. The expense of establishing and maintaining the joint school was to be paid by the trustees of the various corporations in proportion to the number of pupils enrolled in the joint school. The new school was controlled by the corporation in which it was established in a manner prescribed by law.26

The county superintendent. The county superintendent had the general superintendence of the schools of his county. As the township trustee was the central school authority for the township, so the county superintendent was the unifying factor of the schools of the county.27 The county superintendent was elected by the township trustees for a term of four years.28 In 1901 the newly elected superintendent was required at the of his election to hold a thirty-six months’ license, or life or professional license, to teach in the public schools of the state.29

The county superintendent had general charge of all the schools of the county with the exception of the city schools.

27 Rawles, op. cit., p. 119.
28 School Laws, 1901, p. 91.
29 School Laws, 1901, pp. 94-95.
It was his duty to grant licenses to teachers after they had been duly examined and their fitness thus determined. He could also revoke such licenses for causes outlined in the law. The law required that he visit each school annually; encourage and attend teachers' institutes; make annual statistical reports to the proper officials; and labor to elevate the standard of teaching and the improvement of the condition of the schools in his county. He was further required at all times to carry out the orders and instructions of the State Board of Education and the State Superintendent of Public Instruction, and in such capacity acted as the medium between the State Superintendent and subordinate school officers and the schools. It was also his duty to make requisition for the textbooks needed in his county and to see that a sufficient number were on hand. He was authorized to inspect the books of county officers having the care of the county school funds and could institute suit to recover money due the school fund.

The county board of education. The duties of the county board were largely of a general nature. As an organization it was designed to represent all of the public school interests of the county and to cooperate with the county superintendent. The personnel of this board consisted of the county superintendent,

30 Ibid., p. 102.
31 Ibid., p. 110.
trustees of the several townships, and the chairman of the boards of school trustees of the incorporated towns and cities of the county. 32

The duties of the county board were to consider the general wants and needs of the schools and school property of which they had charge, and all matters related to the purchase of school furniture, books, maps, charts, etc.; the care and management of township libraries; and to direct all movements looking toward unity of education in the county. 33

Rawles states that the chief value of the County Board of Education lay in the fact that it was a representative body of expert, and as such, its advice had great weight. 34

II. THE STATE ADMINISTRATION

The State Superintendent of Public Instruction. At the beginning of the twentieth century, there were two state authorities charged with the administration of the common school system; the state superintendent of public instruction and the state board of education. The former by virtue of his constitutional office and statutory powers was properly regarded as the head of the entire system. He was elected in the general election for a term of two years with no limitation upon the number of

33 Ibid., p. 111.
34 Rawles, op. cit., p. 121.
terms he might serve. 35 The salary of this school official was $3000 per annum. 36

The superintendent was charged with the administration of the system of public instruction; a general superintendence of the business related to the common schools of the state; and a supervision of the school funds and revenues set apart and appropriated for their support. The law required that he advise school officers touching the administration or construction of school law. He further was required to report to the General Assembly biennially, rendering an accounting of his labors, of school funds and revenues, of statistics, of his plans for the following year, and the estimated value of school property. 37 The law also required that he visit each county in the state at least once during his term of office and examine the auditor's books relative to school funds and revenues, with a view of ascertaining the amount and safety of these funds and revenues. 38

Over the supervision and apportionment of school funds and revenues the state superintendent had responsible duties. He could require that county auditors, county superintendents, county treasurers, trustees, clerks and treasurers of school boards report to him concerning matters related to the condition of the common school funds, revenues, and property of the common

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36 Indiana Acts, 1901, p. 117.
37 School Laws, 1901, p. 56.
38 Ibid., p. 57.
schools, and the condition and management of such schools. In addition the county auditor reported to him the amount of revenue for tuition collected and ready for apportionment in their respective counties. He then apportioned this to the several counties upon the basis of enumeration of the school children between the ages of six and twenty. The law gave him the authority to withhold a portion of the share due any county for the failure of the county superintendent or county auditor to make proper reports. He also prepared blanks for the necessary reports and prescribed forms and modes of book-keeping for county auditors and treasurers.

The state superintendent was also required to cause as many copies of the acts of the General Assembly in relation to the common schools or school funds to be printed and distributed among the school townships as he deemed required for the public good. Other publications sent out from his office included his Biennial Report, irregular edition of the school law, the state manuals, outlines of township institute work, a program of recitations and study, and suggestions for special programs and the study of local history.

The duty of the state superintendent in respect to appeals was somewhat limited because of the jurisdiction of the courts and the large final jurisdiction of the county superintendent.

39 School Law, 1897, sections 4477-86.
40 School Law, 1901, pp. 56-9.
41 Ibid., p. 59.
42 Rawles, op. cit., p. 123.
Appeals were allowed from the county superintendent in all cases not specified in the clause defining the appellate jurisdiction of that officer. As to method of procedure in such cases, the law left nothing to the discretion of the state superintendent. The law provided that the "rules that govern appeals from justices of the peace to the circuit court shall be applicable in appeals from county superintendents to the state superintendent." The appeal had to be made within thirty days; an appeal bond supplied; and the county superintendent required to send a transcript of the record, together with all papers in the case, to the state superintendent, with his certificate endorsed thereon. The appeal was then tried by him on the basis of the papers sent up, but he could also call witnesses and try the case de novo on its merits. However, the only way that the state superintendent had to enforce his decisions and orders was by the writ of mandamus.

The State Board of Education. The personnel of the state board of education at the beginning of the twentieth century was as follows: the governor; the state superintendent of public instruction; the president of the State University; the president of Purdue University; the president of the State Normal School; the superintendent of the common schools of the three largest

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43 School Laws, 1901, p. 256.
44 School Laws, 1897, section 4538.
45 School Laws, 1901, p. 258.
cities in the state; and three citizens of prominence actively engaged in educational work in the state, appointed by the governor, at least one of whom had to be a county superintendent. The term of the appointed members was three years. The state superintendent of public instruction was the ex officio president of the board. The meetings of the board were held upon the call of the president or a majority of its members at a place designated in the call. One of the elements of the strength of this board seems to have been the professional, permanent, non-partisan character of its composition.

The powers and duties of the board, as outlined in the law, were contained in less than nine lines and were very brief. It read:

Said board at its meeting shall perform such duties as are prescribed by law, and make and adopt such rules, by-laws and regulations as may be necessary for its own government, and for the complete carrying into effect the provisions of the next section of this act, and not in conflict with the laws of the state, and shall take cognizance of such questions as may arise in the practical administration of the school system not otherwise provided for, and duly consider, discuss, and determine the same.

The authority to take cognizance of matters not otherwise provided for had been expanded to such an extent that by the beginning of the present century it included many powers not specifically granted.

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46 Ibid., p. 128.
47 Rawles, op. cit., p. 128.
48 School Laws, 1901, pp. 60-1.
49 Rawles, op. cit., p. 128.
Another section of the law gave the board authority to grant certificates of qualification to such teachers as passed a thorough and critical examination and furnished satisfactory evidence of good moral character. The board held stated meetings at which they examined applicants, and those who met the requirements named above received a certificate which entitled them to teach in any of the schools of the state without further examination. These licenses were valid during the lifetime of the holder unless revoked by the board. 50

In respect to the local examination and licensing of teachers, the influence of the board was also felt. The use of questions furnished by the state for the examination of teachers was obligatory. Applicants had the right to elect to have their manuscripts sent to the state superintendent for examination, and a license granted by him was valid in any county. The state board also had the right to elect what additional subjects be included in state high school licenses in addition to those of the common branches. The board also fixed the standard of all licenses by indicating the minimum per cent in each branch and the required average for each grade of license. 51

One of the most responsible duties of the board at the beginning of the present century was that connected with the adoption of uniform text-books. The law specified that the

50 School Laws, 1901, p. 61.

board constituted a Board of School Book Commissioners whose duties were to make a selection of text-books for use in the common schools of Indiana.\textsuperscript{52} Rawles states that the educational progress of the pupils and the financial interests of the patrons were largely dependent upon the judgment of the Board in the performance of this duty.\textsuperscript{53}

One member of the State Board of Truancy was designated by the State Board of Education from its own members. It also constituted the State Library Board.

In respect to the colleges and universities of Indiana, the state board of education had very little power. It appointed annually a board of visitors for the State Normal School,\textsuperscript{54} and five of the eight trustees of Indiana University.\textsuperscript{55} It had no legal control over their policy or course of study.

\begin{itemize}
\item \textsuperscript{52} School Laws, 1901, p. 64.
\item \textsuperscript{53} Rawles, \textit{op. cit.}, p. 129.
\item \textsuperscript{54} School Laws, 1901, p. 323.
\item \textsuperscript{55} \textit{Ibid.}, p. 329.
\end{itemize}
CHAPTER III

STATE AID AND CENTRAL CONTROL

In a study of this kind, the development of central control over school finances deserves an important place. From the very beginning the state has assumed more and more the burden of maintaining the schools. A proper combination of state and local support would seem to be the most desirable plan. Since the great obstacle in the way of educational progress has been the lack of adequate revenue, a plan rightly dividing the burden of maintaining the schools has been a very important quest in Indiana. The purpose of this chapter is to show how the State of Indiana has tried to solve this very vexing problem.

I. THE PERMANENT FUNDS

The common school fund. The common school fund of Indiana was provided for in the State Constitution of 1851, Article VIII. For a part of it, the congressional township fund, the state is indebted to the Federal government. Other sources to the common school fund have come through legal enactment.\(^1\) The Constitution of 1851 provides that the principal of this fund shall be a perpetual fund which may grow from year to year, but which may never be diminished; and the income inviolably

\(^1\) Malan and Robinson, op. cit., p. 369.
appropriated to the support of the common schools and to no other purpose whatsoever.

This constitutional plan of unifying and consolidating the common school fund and the congressional township fund was early obstructed. A court decision held that there must be two distinct and separate funds, and that they must be kept apart and managed separately. The General Assembly of 1865 enacted measures which provided for the consolidation of all the other funds, but set aside the congressional township fund as a separate and distinct fund, the income of which was to be used to support the schools in the respective townships from which the fund was derived. The administration of the congressional fund remained the same as the common school fund. Neither of these funds can ever be diminished, since it was held that the term common school fund in the constitution includes both.

The legal status of the congressional township fund has remained very largely the same throughout the years. It is sufficient to say that this fund has about reached the limit of its possibilities. It might have been many times larger than it is; but for waste in one way and another, and for the decision to sell the lands while land values were so low. In fact this fund has never been a very large factor in the school

3 Indiana Acts, 1865, p. 3.
affairs of Indiana.\textsuperscript{5} Since 1900 the congressional township fund has grown but very little. In 1901 the total amount of this fund was $2,464,746.63\textsuperscript{6} and in 1935 it was $2,493,591.25\textsuperscript{7} or an increase of only $28,845 in thirty-four years. Therefore, it seems evident that this fund has about reached its zenith.

In addition to the congressional township fund, the Constitution of 1851 provided that the common school fund was to include:

a. The surplus revenue fund

b. The saline funds

c. The bank tax fund, and the funds arising from the one hundred and fourteenth section of the charter of the state bank of Indiana

d. The fund derived from the sale of county seminaries, and the money and property heretofore held for such seminaries

e. The fines assessed for breaches of the penal laws of state, and from all forfeitures which may accrue

f. All lands and other estate which shall escheat to the state for want of heirs or kindred entitled to the inheritance

g. The funds that have been or may hereafter be granted to the state when no special purpose is expressed in the grant,

\textsuperscript{5} Report of the State Superintendent of Public Instruction, 1908, p. 721.

\textsuperscript{6} Report of the State Superintendent of Public Instruction, 1901, p. 370.

and the proceeds of the sales, including the proceeds of the sales of swamp lands granted to the state by act of Congress.

h. Taxes on the property of corporations that may be assessed by the general assembly for common schools. 8

As previously pointed out this fund can never be diminished, but it may be increased from year to year. The legal status of this fund is largely the same now as when it was created. Therefore, this investigation will concern itself only with the legislation enacted since 1900 to increase the principal of the common school fund.

**Transient merchants' license.** The General Assembly of 1901 enacted a law which provided that all transient merchants must secure a license from the county auditor before doing business in that county. This study is interested in this law only because it provided another source of revenue for the common school fund. All licenses fees collected under this act were to be paid into the common school fund. 9

**Optometry surplus fund.** In 1907 the General Assembly enacted another measure which provided another source of revenue for the common school fund. This act was enacted to define and regulate the practice of optometry by providing for a state board of registration and examination for all engaged in the practice of optometry. This board of necessity was to collect

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8 *Constitution of 1851, Article VIII.*

9 *Indiana Acts, 1901, p. 469.*
certain fees and revenues, and for these they were required to make an accounting each year to the governor. All money then in excess of five hundred dollars, as shown by the report, on hand and unexpended was to be paid annually to the general school fund.\textsuperscript{10}

**The hydrophobia fund.** The General Assembly of 1911 enacted a law which created another source of revenue for the common school fund. This law provided that the county auditor should pay annually to the state auditor five per cent of the surplus dog tax collected from the townships of the county. The amount received from all county auditors constituted a state hydrophobia fund in the state treasury. If at the end of the fiscal year the fund exceeded $3000, the surplus was then to be turned over to the common school fund.\textsuperscript{11}

**Exhibition license.** In 1917 the legislature passed another act which was to provide an additional source of revenue for the common school fund. This act made it necessary for all ferries, circuses, carnivals, moving pictures shows, tent-shows, theaters, and stock and exchange brokerages to obtain a license to operate. The money arising from these sources was to be paid over by the county treasurers to the treasurer of state, added to the school fund, and distributed as other money in the school fund.\textsuperscript{12}

\textsuperscript{10} *Indiana Acts*, 1907, p. 311.

\textsuperscript{11} *Indiana Acts*, 1911, p. 161.

\textsuperscript{12} *Indiana Acts*, 1917, pp. 134-6.
Conveyances of liquor seized and sold. In 1925 the General Assembly passed an act concerning intoxicating liquors which carried with it a means of adding some revenue to the common school fund. This act provided that whenever conveyances of liquor were legally seized and sold the proceeds from the sale should go to the school fund. 13

It will be noticed that the state from time to time has endeavored to increase the amount of the common school fund. "Not all of these sources have been actually productive."14 Some of the sources provided for in the constitution and some of the newer sources do not exist, and some of the existing ones do not produce any revenue. 15 It is generally believed that the common school fund has been vastly important in the development of education in Indiana. Cotton states that this conception is erroneous, and that it has assumed more importance than it really deserves. 16

II. GENERAL TAXATION

By 1900 the state had assumed the right to control and direct the educational affairs of the state. 17 It did this

14 Malan and Robinson, op. cit., p. 369.
15 Cotton, op. cit., p. 444.
16 Ibid., p. 444.
upon the firm conviction that it was the state's obligation to protect and fortify itself in good citizenship and in an enlightened population. At that time the state prescribed a minimum term of six months, limited school levies to definite rates and a fixed state school levy.\(^{18}\) Under existing conditions equal educational opportunities for the children of all sections of the state could not be realized.\(^{19}\) It was impossible for many school corporations in the state to maintain a term adequate to the needs of the pupils or the demands of the state.\(^{20}\) Therefore, the legislation of the first thirty-seven years of the twentieth century has been an effort on the part of the state to equalize educational opportunity through central control.

**Sources of school revenue in 1900.** Briefly stated the sources of revenue for the support of the schools in 1900 were:

- a. Six per cent interest on the common school fund.
- b. Six per cent interest on the congressional township fund
- c. A state tax of eleven cents on each one hundred dollars' worth of taxable property and fifty cents on each poll
- d. A local tax for tuition not to exceed thirty-five cents on each hundred dollars of taxable property.

\(^{18}\) Ibid., p. xv.

\(^{19}\) Cotton, *op. cit.*, p. 317.

\(^{20}\) Ibid., p. 317.
e. The surplus dog tax fund
f. The liquor license tax
g. A special tax to pay debts not to exceed twenty-five cents on each one hundred dollars' worth of taxable property.21

Inequalities existed. At the beginning of the present century, there was a general feeling that each school unit should, in so far as possible, provide educational opportunities for its own children.22 This seems to be reflected in the fact that the state tax of sixteen cents on each one hundred dollars of taxable property passed by an earlier legislature23 was reduced to thirteen and one-half cents in 189324 and to eleven cents in 1895.25 These reductions worked a hardship upon the poorer communities, and there was no provisions made for their relief. Superintendent Jones reported in 1901 that eighty townships did not with the levies placed at their limit maintain six months of school during the fiscal year that had just passed.26 "It necessarily follows that a short term of school was found where there was a low average of wealth, where the

22 Cotton, op. cit., p. 318.
23 Acts of Indiana, Special Session, 1865, p. 144.
soil was poor and other natural resources not abundant."27

It would seem that something had to be done.

The state aid law. In 1897 the legislature passed the
compulsory attendance law,28 in 1899 a law requiring a six
months term of school,29 in 1901 the consolidation law,30 and
in the same year a teachers' minimum wage law.31 These laws
all increased the outlay for schools in many communities until
it was not possible for them to pay all their bills even if
they assessed the maximum school levies. These were good laws
but no provision had been made for meeting the additional
expense of executing the laws.

In January, 1905, State Superintendent Cotton caused to
be placed upon the desks of the members of the general assembly
the following statement which describes the condition of the
schools at that time:

A more liberal provision of funds from the state
is absolutely indispensable for the maintenance of a
good system of elementary and secondary education. It
was long ago demonstrated by the states that tried it,
that the district unit of taxation was too small for
school purposes. In Indiana the township was made
the basis of taxation for school administration; but
this unit has proved to be unsatisfactory for the reason
that many townships are unable to support the minimum
term of school--six months. Many townships and small
towns must either abandon hope of good schools, or
receive more assistance from the state. It is difficult

27 Ibid., p. xv.
31 Acts of Indiana, 1901, p. 561.
to understand why the people have so long borne such inequalities—inequalities so contrary to the cherished American principle 'that the wealth of the state should educate the youth of the state.'

... The argument for removing a large portion of the burden from the townships of the state is the same that justifies us in calling upon society to educate individuals and families that are not able to provide for their own education.

... My plea is not for the state to bear all the responsibility for the education of the children, but for it to assume a larger share of the burden than that for which it is responsible at present.

There are one hundred and twenty-six townships and many small towns in the state than cannot support the minimum term of six months of school, as provided by law, for the reason that the property in these school units is not sufficient with the maximum levy to produce the necessary revenue. The state ought to increase its levy for the support of schools, and place a small extra levy to produce an income for the support of the poorer townships and towns to be known as 'The Deficiency Fund,' or 'Equalization Fund.' It cannot be said with too much emphasis that the entire wealth of the state should be made available for educating all the youth of the state. All agree that the principle is just—that it is American. The highest evidence of patriotism is found in the willingness of the citizens of the state to pay a just share of tax for the support of the government and for the education of all the people.

To remedy this condition outlined by Superintendent Cotton, the General Assembly of 1905 enacted what was then known as the "Deficiency" or "Equalization law," now known as the "State Aid law." This law through a small state tax of six-tenths of a cent created a fund to be used to help school corporations to maintain their schools six months.

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31 Acts of Indiana, 1901, p. 561.
This state aid law was the first of its kind to be enacted in Indiana. For the first time the state recognized that if it were going to set up certain minimum standards for its schools, then it must help to pay for these schools, especially in the poorer communities. The principle back of this law was fundamentally sound because it recognized the principle that in education, as well as in all other human activities, the strong should aid the weak, the rich should help the poor. Here we find centralization of administration and control because for the first time the state made provision to pay for the minimum standards that it had set up.

In a measure this new law solved the problem, but it did not provide equal educational opportunity in the state. The poorer corporations were still handicapped because they could have but a six months school, with a maximum levy, while their more fortunate neighbors were having seven, eight, nine and even ten months of school with, in some instances, lower levies.

In 1907 the legislature strengthened the principle established by the legislature of 1905. An act was passed which provided funds for the poor corporations enabling them to support the minimum term of six months with a twenty-five cent levy instead of a forty cent levy as provided in the law two years earlier. The law further made it possible for these

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33 Acts of Indiana, 1905, p. 34.
34 Cotton, op. cit., p. 325.
35 Acts of Indiana, 1907, p. 449.
corporations to have a term of seven months by adding an additional fifteen cents to the local levy. It lowered the taxes in the corporations supporting terms of six months, and yet enabled them to have a term of seven months and pay increased salaries.\footnote{36}

\textbf{Relief fund law.} The principle that the whole state should aid the communities that are unable to give their children the minimum privileges provided for by law grew in the minds of the people. The legislature of 1921 strengthened the principle when it passed an act known as the Relief Fund Law which provided for a seven cent tax levy.\footnote{37} The original state aid law provided reimbursements for tuition purposes only. Here was a law which made a provision that thirty per cent of the amount collected under the new levy should be used as a relief fund, providing reimbursement for tuition, transportation, transfer, fuel, reference books, janitor service, and supplies. The legislature of 1925 amended the law of 1921 by adding equipment and repairs.\footnote{38} A further step toward centralizing of control was taken in 1927 when the state relief law was amended placing the entire responsibility with the state superintendent, who was to make a thorough investigation of all statements submitted with claims for approval, before granting relief funds.\footnote{39}

\footnote{36} Report of Superintendent of Public Instruction, 1908, p. 69.  
\footnote{37} Acts of Indiana, 1921, p. 540.  
\footnote{38} Acts of Indiana, 1925, p. 502.  
\footnote{39} Acts of Indiana, 1927, p. 556.
In reviewing steps toward centralization, it will be noticed that as the state has assumed more and more the burden of maintaining the schools, it has demanded that the accountability exacted from school officials become stricter knowledge and all methods more accurate. Before a local corporation could secure relief from the state, it was demanded that they meet certain essential items of the law and certain requirements of the state board of education. These were:

A corporation must have a deficit on August 1, for the school year for which the relief is asked.

The sum of the tuition and special school levies must be a maximum of one dollar.

The corporations must have a poll tax levy of twenty-five cents, either in special or in tuition, on each taxable poll for school purposes.

The high school in the corporation must be classified.

The corporation must maintain an eight-month term of school.

Permission must be granted for the opening of sub-standard schools.

Full time teachers should teach at least thirty periods per week.

One hundred pupil hours per day should be a minimum load.

A principal or superintendent should teach at least four periods per day.

Claims must be approved by the county board of education.

The purchase of equipment must be approved by the state board of education on the recommendation of the county board of education.
Repairs on buildings must be limited to fifty dollars per room per year.  

In 1929 and again in 1931 it became necessary for the state to go once more to the relief of local corporations. For over twenty years the legislature had authorized material increases of state aid expenditures and had not made suitable provision for additional funds. Deficit after deficit existed until in 1929 the legislature enacted an amendment giving the state relief fund forty-five per cent of the seven-cent tuition levy.  

During the school year of 1929-1930 all claims were paid in full. In order to meet the state's obligations to pay deficits accruing in 1926-1927, 1927-1928, and 1928-1929, the legislature of 1931 passed the so-called deficit act. This law appropriated one million dollars for the purpose of paying this deficit. This amount was appropriated out of the fifty-five per cent of the seven cent levy for school purposes. Before the claims could be paid the accounts had to be checked by the state board of accounts and found to be justly due the school corporation making the application for relief.

The state relief law of 1933 was another step toward centralization. The 1931 law provided that the eligibility local school tax rate of a school corporation must be at least one

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dollar and twenty-five cents and a twenty-five cent poll tax. The 1933 law does not state a definite eligibility rate but authorizes the state board of education to define the conditions on which the state school relief fund shall be distributed. As a result the required local levy has been greatly reduced. The 1933 school relief law places available the receipts from the seven cent state tax levy on property and a fifty cent poll tax levy for school relief purposes.42

The agencies controlling the administration of state school relief include: the laws, the state board of the department of education, the state board of accounts, and the local executive and administrative school officials in the corporations that make application for such funds. Superintendent McMurray in his 1935 report makes the following comment:

The state board of the department of education makes the approval on the annual budget of anticipated current operating expenditures of an eight-months term of school. Consistently with the provisions of the law, this state board has established standards, regulations and policies for making the approvals on teachers, transfers, transportation, repairs and miscellaneous expenditures. The purpose of these standards and regulations is to execute the spirit of the law in a uniform way, to prevent unintelligent expenditures by executive school officials and to make it possible to distribute the state school relief funds justly.43

A few of the outstanding items of statistics on state school relief indicate the scope of the problem, and the realm

of the influence over the state of the distribution of the relief funds. In the same report Superintendent McMurray reports:

There were 1,196 school townships, towns, and cities in Indiana in the year of 1933-1934. State school relief approved booklets were made out for 571 of these corporations last year. Of these 571 corporations, 424 of them located in 70 counties, received state school relief funds. The 141 corporations for which approval booklets were made, but which did not receive relief funds, either did not file claims or the auditing of their claims showed a balance. These 424 corporations included 390 townships, 22 towns, and 12 cities, 110,990 elementary grade pupils and 25,496 high school pupils, a total of 136,488, were enrolled in the schools of these corporations the year of 1933-1934; 3,290 elementary teachers and 1,117 high school teachers (including principals and superintendents), or a total of 4,407 teachers, were approved on the state school relief for these schools for that year. The average number of pupils enrolled elementary pupils per approved elementary teacher was 35 pupils, and the average number of enrolled high school pupils per approved high school teacher was 22.

The total amount of the current operating school costs in the 424 state school relief corporations the year of 1933-1934 was approximately $8,348,366.00. However, $7,263,078.00 of this, or about eighty-seven per cent of it, was approved on the state relief. These 424 corporations were reimbursed out of the school relief funds on these approved current operating costs to the extent of $1,769,051.00, which is approximately 21 per cent of the total current operating costs, or about 24 per cent of the total approved current operating costs.44

The Indiana chain store law passed in 1929 contained provisions on state relief. This law provided for appropriations out of the fund raised by a tax on stores to be used in helping

to meet the approved current operating expenses of state school relief corporations.\textsuperscript{45} It was thought that this law would modify the necessity of funds from other sources. However, the 1933 chain store tax law repealed the above provision.

State school relief was an attempt to equalize educational opportunity and school taxation. It was a tendency toward centralization of educational administration because the state set up certain minimum, basic standards and then provided the means to carry out the program. Thus the deficiency law of 1905 was the beginning of equal educational opportunity in the state.\textsuperscript{46} The principle established there has grown to enormous proportions.

\textbf{New sources of revenue.} In 1933 the final centralizing step was taken in the matter of school support. Three new laws to provide revenue for the operation of the public schools from sources other than real estate were enacted. The three new sources were the revenues derived from: (a) the gross income tax, (b) the excise tax, and (c) the intangibles tax.

According to Chapter 96 of the Acts of 1933, the state may now send to the support of the local corporations not to exceed $600 for each teaching unit.\textsuperscript{47} This act was amended by the legislature of 1937 to provide support not to exceed $700

\textsuperscript{45} Acts of Indiana, 1927, p.

\textsuperscript{46} Cotton, \textit{op. cit.}, p. 339.

\textsuperscript{47} Acts of Indiana, 1933, p. 670.
for each teaching unit.\(^{46}\) A teaching unit in grades one to eight consists of thirty-five pupils in average daily attendance and in grades nine to twelve it consists of twenty-five pupils in average daily attendance. In order to qualify for a unit a corporation must have a legally licensed instructor employed for each unit. Nothing in the law prevents a corporation from having a larger number of instructors employed.\(^{49}\)

The following statement of the state superintendent indicates something of the success of the new plan and the amount saved the taxpayers of Indiana:

I am sure that all friends of education will be glad to have official and exact information concerning the success of these new methods of school finance in our state during the first full year under the new program.

Please observe that the first three sources of taxation listed are new ones--Tuition Support (Gross Income), Excise, and Intangibles--and that each represents a tax base other than property for a total revenue of $10,608,338.20. The three latter sources--School Fund Interest, State School Relief and Vocational Funds have been in existence for a number of years. $14,564,654.50, the grand total of all collected by the state and distributed to 1,175 corporations, represents more than one-third of the total operating costs of public schools in Indiana during the year.

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tuition Support (Gross Income)</td>
<td>$8,095,217.44</td>
</tr>
<tr>
<td>Excise</td>
<td>$1,762,587.76</td>
</tr>
<tr>
<td>Intangibles</td>
<td>$750,533.00</td>
</tr>
<tr>
<td><strong>Total from sources other than</strong></td>
<td><strong>$10,608,338.20</strong></td>
</tr>
<tr>
<td>property tax as farms, homes, etc.</td>
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</tbody>
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School Fund Interest . . . . . . $1,627,656.39
State School Relief (Estimated) . . 2,250,000.00
Vocational Education Funds . . . . 78,457.93

Total from property tax . . . . . $3,956,316.32
Grand total of state taxes . . . . . $14,564,654.52

This revenue was distributed to the ninety-two counties having 20,032 teaching units (Teachers) with an average daily attendance of 657,682 pupils in grades 1-12. It now seems certain that the new project in Indiana has been the means of maintaining the standards of our schools in this most distressing and trying period. 50

It is believed that Indiana is at last on its way toward a happy solution to the school revenue question.

50 Cotton, op. cit., p. 442.
CHAPTER IV

STATE SUPERVISION

As was pointed out above school administration and supervision by 1900 was centralizing itself more and more in the hands of the central authorities. Indiana in establishing the township unit as opposed to the district unit made her first step from localized authority toward centralized authority. Early in the history of education in Indiana there was a struggle to develop even the township unit. It has been said that Indiana "was the first state in the Union to incorporate the township system into her educational code."¹ However, the horizon has gradually been lifted and the movement in recent years is toward a state system of public schools.

I. AGENCIES OF SUPERVISION

The state superintendent of public instruction. "The department of education is almost everywhere one of the most important among agencies of supervision."² This was not always true in Indiana. In earlier days in Indiana education supervision was left to the local unit. For a half century prior

¹ Rawles, op. cit., p. 39.
² Malan and Robinson, op. cit., p. 205.
to 1900, the district unit was permitted to impede the progress of education.\textsuperscript{3} The demand was for non-state interference. The people demanded that education be left to the local unit to be regulated as the local officers saw fit. Rawles points out, however, that since the establishment of the township system the state has gradually taken over a coordinating and supervising jurisdiction.\textsuperscript{4}

Cotton states that "centralization of power in the hands of the state has been one very noticeable trend running through the entire era of the state superintendency."\textsuperscript{5} Keefer points out that "the office of the state superintendent of public instruction was created to bring centralization into a school system made up of irresponsible district units."\textsuperscript{6} The people of Indiana have made wonderful strides in their educational development, and the data submitted in this investigation furnishes some evidence of how this progress has come about. The state superintendency of Indiana is responsible in a large measure for this development.\textsuperscript{7} As the state superintendents have organized and directed the forces of the state, they have brought order out of chaos and into being our present system of education.

\textsuperscript{3} Rawles, \textit{op. cit.}, p. 28.  
\textsuperscript{4} Rawles, \textit{op. cit.}, p. 31.  
\textsuperscript{5} Cotton, \textit{op. cit.}, p. 319.  
\textsuperscript{7} Report of State Superintendent of Public Instruction. 1904, p. 32.
By 1900 the duties and authority of the state superintendent were many and varied. But yet he was not a real school official in the strictest sense of the word. In the field of supervision alone, provisions were on the whole most inadequate. The work of his department was largely suggestive because there was no means for close supervision and enforcement of plans in detail. Superintendent Cotton pointed out this weakness in these words:

It is true that with the state board of education the department undertakes to direct the educational affairs of the state, and there is probably enough legal authority and precedent back of it to sustain any work it may recommend. But neither the department nor the state board of education can undertake to see that the plans and suggestions are carefully executed. The state department has not sufficient force to supervise carefully the work in the state, and the members of the state board of education are very busy men. Largely, ex officio, the members of the state board of education have work in their own institutions that absorbs most of their time and energy.

In spite of certain constitutional limitations, the state superintendency has done much for the schools of Indiana. The educational progress of the state can be traced in the work of these men. In the long line of men who have held the office there has been many men of outstanding ability who have performed some great signal service for education in the state. "Each man has stood for progress in education and emphasized some idea in particular. These ideas for which they have stood became crystallized public sentiment and then law."  

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8 Cotton, op. cit., p.
9 Malan and Robinson, op. cit., p. 16.
The status of the state superintendency is much the same now as in 1900. His duties and powers are added unto from time to time. That there are certain weaknesses in the basic laws regarding the state superintendent all well-informed people are fully aware. These weaknesses cannot be remedied unless the people amend the constitution which is most difficult in Indiana. Yet in spite of these limitations the state superintendency has done much for education in Indiana. In every case it has been expected to take the initiative. It has outlined and directed the work to be done. It has made recommendations to the general assembly. It has studied the problems and has been responsible for the successes and failures.\textsuperscript{12} In spite of the fact that there is the danger every two years that an incompetent or unworthy man, whose nomination and election has been dictated by political considerations irrespective of his ability and professional interest in the schools, Indiana has always had a very high type man in this office and the schools have progressed.

New legislation passed since 1900 regarding the state superintendent's duty in state relief has been discussed. How the department's force has been enlarged to give the superintendent more time for real educational service will be discussed in subsequent pages. The gradual development and influence of the state superintendent in his relationship to other phases

\textsuperscript{11} Report of Superintendent of Public Instruction, 1906, p. 67.

\textsuperscript{12} Report of the Superintendent of Public Instruction, 1906, p. 57.
of administrative control will also be discussed. The limitations of his office will also be discussed and suggestions for improvement made.

The state board of education. The powers, duties and personnel of the state board of education in Indiana at the beginning of the present century have already been discussed.

"Since its establishment in 1852, the state board of education has been transformed from a board with merely advisory powers to a board with large and definite administrative powers."13 The assumption of these new powers has been one of outstanding trends toward centralization in school control in Indiana. Much of this has come about within the present century. Malan and Robinson make the following statement:

Until about 1900 the powers of the state board of education were very limited and of a permissive nature. Moreover, the powers conferred upon it were more of a general than of a specific nature . . . . After 1900 the board began to expand in powers and responsibilities because of increased legislative enactments. It began to rise above the mere routine of office and to assume the attitude of a group of educated statesmen . . . . To concentrate in the hands of a state board of education sufficient power to determine school policies has been growing since 1900.14

In 1903 Rawles made this observation concerning the relationship of the state superintendent and the state board of education:

14 Malan and Robinson, op. cit., p.
It has been observed that there are two heads to the school system with, in some cases, conflicting statutory powers. In practice this has not interfered with the harmonious administration of school affairs because of the hearty co-operation of the two authorities. A perfect integration of the system would require the subordination of the state superintendent of public instruction to the state board of education, or vice versa. The more rational method would be to make the state superintendent the executive officer of the board, appointed by it with an indefinite tenure, after satisfactory service of one year. This, of course, cannot be done without a constitutional amendment.

Malan and Robinson writing concerning the same relationship add:

Thus it may be seen that side by side and parallel each to each there have developed in Indiana two state administrative and supervisory authorities; one the state board of education with large responsibilities, but without an executive officer of its own; and the other a state superintendent of public instruction with large powers who, while an ex officio member and president of the state board of education, is otherwise independent of it.

In 1933 a very decided shift toward centralization was taken, and in it the above criticisms were in some slight measure removed. In that year the legislature completely reorganized the administrative divisions of our state government and in so doing placed great power in the hands of the governor. This measure created and established eight new executive administrative departments to exercise and discharge all the powers, duties, and functions of each department. The eight administrative and executive departments were:

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15 Rawles, op. cit., p. 132.
16 Malan and Robinson, op. cit., pp. 210-211.
This new law places the department of education in charge of the board of the department of education, which was to consist of the state superintendent of public instruction, the governor, the lieutenant-governor, and six additional members appointed by the governor, four of whom must be actively engaged in educational work. The state superintendent was made the chief administrative officer of the department of education and the board.\textsuperscript{16} The establishment of the board of the department of education superseded the state board of education, and all powers and duties formerly vested in the state board of education are now vested in the board of the department of education.\textsuperscript{19}

In some measure this new law removed the criticisms pointed out above. However, since the state superintendent of instruction is a constitutional officer and the member of the

\textsuperscript{17} Acts of Indiana, 1933, p. 7.

\textsuperscript{18} Ibid., p. 7.

board are *ex officio* and appointive, the weakness still largely exists. As long as they work in harmony everything is well, and good. Under the present law if discord should exist between the state superintendent and members of the board, he could constitutionally ignore them. The existing weakness is impossible to cure completely and desirably as long as the state superintendent is elected in the present manner.

This measure also places considerable power in the hands of the governor through his appointive power. Since he appoints six of the nine members, he can to a large extent control the activities of the board. This new law is one of the most outstanding examples of the tendency toward centralization enacted in recent years. This investigation is being made too near the passage of the measure to evaluate properly the results of the movement. History will pass its judgment and time will recite the merits and demerits of this complete shifting of power.

In an effort to make the state board of education a real educational body, the state has gradually vested more and more power in it. By 1935 it had acquired control over the following important functions of education:

a. The selection of uniform textbooks for the state and the prescription of standards and course of study.  

b. Complete control over the schools accredited for the professional training of teachers and the certification of teachers.

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c. Supervision of the enforcement of the compulsory education law.\textsuperscript{22}

d. Appointment of a state attendance officer and a supervisor of rehabilitation.\textsuperscript{23}

e. Promotion of industrial, agricultural and domestic science education, and the work of rehabilitating of persons injured in industry.\textsuperscript{24}

f. Preparation of outlines of courses of study in elementary domestic science, and courses in physical education.\textsuperscript{25}

g. Confirmation of the state superintendent's appointments of a director of vocational education, a supervisor of agricultural education, a director of teacher-training, and a supervisor of physical education.\textsuperscript{26}

h. Complete control over the certification and commissioning of high schools.\textsuperscript{27}

i. Cognizance of such questions as might arise in the practical administration of the school system not otherwise provided for.\textsuperscript{28}

That the trend is toward centralization of power in the state board of education is evident. The powers outlined above that are now vested in it are ample evidence of the trend. The state board of education should be the "center of gravity for educational control."\textsuperscript{29} This is yet completely true in Indiana, but the trend is certainly in that direction.

\begin{align*}
\text{\textsuperscript{22} Acts of Indiana, 1919, p. 597.} \\
\text{\textsuperscript{23} Acts of Indiana, 1921, p. 337.} \\
\text{\textsuperscript{24} Acts of Indiana, 1921, p. 547.} \\
\text{\textsuperscript{25} Acts of Indiana, 1919, p. 597.} \\
\text{\textsuperscript{26} Acts of Indiana, 1921, p. 340.} \\
\text{\textsuperscript{27} Acts of Indiana, 1921, p. 512.} \\
\text{\textsuperscript{28} Acts of Indiana, 1865, p. 3.} \\
\text{\textsuperscript{29} Malan and Robinson, op. cit., p. 499.}
\end{align*}
The county superintendent. The office of the county superintendent was created by an act of the legislature in 1873. He was then elected biennially by the township trustees. No material change was made between the years 1875 and 1899. In 1899 the term of office was increased to four years, and the possession of a thirty-six months' license or a life or professional license to teach was made an essential qualification of the office.

By gradual steps the requirements for the county superintendency have been raised. The tendency has been to make him a real administrative and supervisory official rather than a clerk. In 1921 a law was enacted which required all newly elected county superintendents to have had the equivalent of a college education, including professional preparation, and at least three years of teaching experience in the public schools. In 1927 another measure became effective which required a first or second-grade superintendent's license and five years teaching experience as the qualifications of the county superintendent. The law in 1921 set the minimum salary at $1,500. It was increased to $1,800 in 1927. The general assembly of 1933 changed the salary schedule, basing it upon the basis of the ratio which the population of the county bears the state. The range of salary is now from $1,120

30 Acts of Indiana, 1873, pp. 75-79.
32 Acts of Indiana, 1921, p. 131.
33 Acts of Indiana, 1927, p. 441.
34 Acts of Indiana, 1933, p. 86.
to $2,880. Provision was also made for the employment of a deputy to the superintendent without the approval of the board of county commissioners in counties having a population in the excess of 25,000. The 1933 law also made provisions for increases in salary.

In order for the high school inspector to accomplish his work better, the state board of education on June 21, 1918 made the county superintendents co-operating agents with the state school inspector.35 To more clearly define this duty, the state board of education at its meeting on March 7, 1922 passed the following resolution:

The duties of the county superintendent of schools as a co-operating agent of the elementary and high school inspector, in maintaining the standards of the township commissioned and accredited high schools, for which he is responsible in his relation to the township trustee, as defined by the State Board of Education are as follows:

1. To co-operate with the township trustee in the erection of new school buildings; to inspect the school buildings and to make recommendations to the township trustee for necessary improvements in meeting the requirements for clean walls, properly varnished desks and proper seating of pupils.

2. To see that provision is made for an adequate supply of good drinking water.

3. To make recommendations to the township trustee on proper means of obtaining clean, adequate, well ventilated toilets. Where outdoor toilets must be used they shall comply with the requirements of the State Board of Health.

4. To approve janitors of good character and proper conduct and to require of them the following results:

a. Even temperature and good ventilation
b. Cleanliness throughout the building and orderly storage of equipment and supplies
c. Daily attention to toilets and drinking fountains.

5. To inspect the school and make recommendations for meeting the requirements in (a) library, (b) apparatus for the study of science, (c) equipment for manual training and domestic science, (d) school pictures, (e) maps, (f) janitor's and other supplies.

6. To approve all teachers for high school and for the elementary grades in conjunction with the high school before they are employed by the township trustee, according to the requirements of the State Board of Education.

7. To obtain good teaching in the elementary grades and in high school by visiting the class rooms, by co-operating with the principal and by conference with the teachers.

8. To examine and approve high school curricula and programs, and to require such changes in the same as are necessary to meet the requirements of the State Board.

9. To make recommendations for improvement in discipline.

10. To assist the elementary and high school inspector in the enforcement of such other requirements of the State Board of Education as apply to commissioned high schools. 36

More and more in recent years there has been a withdrawal of power from the township trustee and the transfer of it to the county superintendent. Malan and Robinson state:

By gradual steps the tendency in Indian has been to take away certain duties and powers from the district and township officers and transfer them to

the county superintendent. Among the more important ones taken away were the right to examine teachers, the selection of textbooks, the making of courses of study, the supervision of township finance, and the grading and examining of pupils for graduation. Even the purchase of supplies, while under the control of the trustees, is to some extent supervised by the county superintendent of schools, although some of these powers have been taken over by the state. 37

The office of the county superintendent was created to establish a greater degree of local and state centralization. 38 Power was first centralized in the county superintendent when it was taken from the local district officers. 39 However, in more recent years, the trend is toward taking power from the county superintendent and vesting it in the state department.

The county board of education. The legislature of 1873 provided for greater centralization by creating a county board of education. 40 It originally was composed of the county superintendent, the township trustees, and the school trustees of the towns and cities of each county. In 1877 the law was changed so that towns and cities were represented by the chairman of their respective boards. 41

37 Malan and Robinson, op. cit., p. 19.
39 Rawles, op. cit., p. 82.
40 Ibid., p. 84.
41 Acts of Indiana, 1877, p. 122.
The personnel, duties, and powers of the county board of education are largely the same now as when the board was created. How the powers of this board could be increased to an advantage and its functions improved is another story and is outside this investigation.

The city superintendent. In 1871 the city of Indianapolis was granted permission to employ a superintendent of schools. In 1873 the state extended this authority to all other cities and towns.

The superintendent of schools in towns and cities are elected by the school boards for a term of one to four years. Until 1905 most superintendents were elected for one year, but since that time many are elected for a term of four years. During recent years the tendency has been in the direction of making the city superintendent the real head of his school system. Cotton states:

More and more it is being demanded that the city superintendent be an educational authority. He must know thoroughly the problems from within and without. He must be a professionally trained, constructive educator with an unquestioned sound scholarship. Such a man, with a board of good business men back of him, can accomplish untold good in a community. The constant progress of the schools depends upon the energy, intelligence and sound judgment of the superintendent.

43 Acts of Indiana, 1873, p. 68.
44 Cotton, op. cit., p. 262.
The tendency in recent years has also been toward making the city superintendent an agent of the state rather than just an agent of the board of school trustees alone.\textsuperscript{45} There are very few laws pertaining to the city superintendent to be legislative acts of Indiana. Malan and Robinson state that "in recent years there has been a growing tendency to prescribe his duties by legislation, thus, taking away from the board certain control."\textsuperscript{46} This authority also outlines these legislative acts as follows:

1. No teacher shall be appointed by any school corporation in Indiana, and no teacher shall become a permanent teacher in any such corporation, until the superintendent shall have made a report upon such teacher's preparation, experience and license, which shall be the duty of the superintendent within ten days after the request is made.

2. The superintendent of school shall have the power to appoint and discharge all principals, supervisors, and teachers authorized by the board, provided the board shall approve of the appointment unless four of such members disapprove of the same. (Special law for cities of 100,000 population. Indianapolis).

3. He shall report to the board annually or oftener if required as to all matters under his supervision. (Indianapolis).

4. He shall select and report all charts, maps, textbooks, and apparatus to be used in the schools of that city. (Indianapolis).

5. The superintendent of schools of each city having two thousand or more children of school age shall nominate and the board of trustees appoint one attendance officer.

6. The attendance officer is subject to the rules, control, and direction of the superintendent of schools.

\textsuperscript{46} Malan and Robinson, \textit{op. cit.}, p. 233.
7. He may have an examination made of any child between the ages of seven and sixteen, and may exclude from school any child found to be mentally and physically unfit.

8. He is authorized to grant working papers under certain restrictions.

9. He shall give his recommendations in writing to the school board before the board may cancel a teacher's contract.

In connection with the city superintendent the tendency toward centralization is also noticed in the movement toward the state defining the powers and duties of the superintendent rather than the city board of education. While the movement has not gone far, it certainly is in that direction and future years no doubt will probably see the state assuming more and more power over city school administration.

The city board of education. The organization of the town or city for school purposes began in 1851. As early as 1875 incorporated cities and towns were given the right to establish their own schools and elect their own board for educational purposes.

The powers and duties of city and town trustees are practically the same as those of the township trustee. One exception is to be found in the fact that school boards enjoy financial independence. In this respect they are limited somewhat by the law. The township trustee, however, is subject to the will and pleasure of the advisory board in financial matters.


48 School Laws, 1901, pp. 118-120.
The only limitations placed upon the city and town trustees are the general school laws of the state. As a result they have large discretionary powers.

A decentralizing tendency may be noticed in the desire on the part of cities to be free and independent of county control. The legislature of 1899 provided that any city school having a regularly employed superintendent may be exempted from the authority of the county superintendent, provided a written request to that effect be made by the school board of the city. Since this is true the power of the county superintendent as a state official is transferred to the city superintendent.

City boards of education have large discretionary powers. However, in recent years the tendency has been for certain powers to be centralized in the hands of the state department of education. In recent years the state has assumed complete control over the selection of textbooks and the certification of teachers, but has left much of the initiative and many powers to the cities themselves. This balance between local and state control stimulates local initiative through state control.

II. THE CERTIFICATION OF TEACHERS

In this particular phase of administration is to be found one of the very best examples of the tendency toward centralization of control. In the certification of teachers, the state

50 Malan and Robinson, op. cit., p. 243.
has gone all the way from complete control in the hands of local authorities to complete control in the hands of the state department. Malan and Robinson state:

The history of the certification of teachers in Indiana furnishes a splendid illustration of the tendency to separate powers from local units and transfer them to the state. In the early educational history of Indiana, the certification of teachers was entrusted to district trustees. From this system it passed to the state-county system in which both state and county authorities issued some certificates. Another system through which Indiana passed was the semi-state system in which the state exercised some but not complete control. The state department made the regulations and gave the questions for examination, but local authorities as well as state authorities examined the papers and issued the licenses. The present system is the state system in which all licenses are issued by the state authorities, and the state retains control over the whole matter of teachers' certification. 51

At the beginning of the present century, Indiana was just undertaking the semi-state system. In 1899 an attempt was made to constitute the state board of education the sole agency for issuing certificates to teach in the schools of Indiana. This seemed to many conscientious friends of education too great a centralization of power, and the law finally enacted was a compromise. The use of questions furnished by the state board of education was now made mandatory. Applicants were given the right to elect to have their manuscripts sent to the state superintendent for examination, and a license granted by him was valid in any county in the state. The state high school licenses were made to include, in addition to the common branches, such

51 Ibid., p. 179.
additional subjects as the state board might elect. The
state board also was given the right to fix the standard of
all licenses by indicating the minimum per cent in each branch
and the required average for each grade of licenses.52

From 1903 to 1919 the legislature passed several bills
concerning the certification of teachers.53 The provisions of
all these laws showed much the same tendency. They all placed
more and more authority in the hands of the state department
in the certification of teachers. In short, all of these laws
provided that teachers' manuscripts could be graded either by
the county or state superintendent. Centralization was apparent
as the state board of education was given the authority to
determine minimum grades and averages required for licenses.

In 1919 the final centralizing step in the certification
of teachers was taken when the legislature passed a law author-
izing the state to certify without examinations, teachers who
had completed an approved course of professional training.54
It is interesting to notice that this law was passed without the
signature of the governor. The legislature of 1921 carried the
trend still further by adding to the powers of the state teachers'
training board.55

55 Acts of Indiana, 1921, p. 265.
The general assembly of 1923 strengthened the tendency toward centralization of control in the certification and made it mandatory by law. This act provided that after December 1, 1923 all teachers' licenses would be issued and renewed solely by the state board of education entirely on the basis of work and credentials in a standard or approved teacher-training institution. 56

Thus in the period from 1900 to 1923 complete centralization of power in the certification of teachers was vested in the state board of education. Malan and Robinson conclude that the 1923 law "clearly indicates the State of Indiana is committed to the policy of state control in the matter of licensing its teachers by placing complete control in the hands of the state board of education." 57

III. TEACHER-TRAINING

The legislature of 1907 established for the first time an educational standard of qualification in addition to written examinations. 58 This law classified teachers into three classes according to qualifications in scholarship, professional training, and experience. It exempted all teachers already in service from the new qualifications and set August 1, 1908, as the date when the new qualifications should affect beginning

56 Acts of Indiana, 1923, p. 36.
57 Malan and Robinson, op. cit., p. 189.
58 Acts of Indiana, 1907, p. 147.
teachers. Next it set graduation from a commissioned or certified high school, or its equivalent in scholarship, determined by examination, as the minimum scholarship for beginning teachers. It made twelve weeks' training in a school maintaining professional courses the minimum professional training requirement for beginning teachers, and in addition a twelve weeks' license. These were the requirements of Class A teachers. Class B teachers must be high school graduates and have had one or more years experience. They must have attended a professional school at least twenty-four weeks and hold a two or three year license. Class C teachers must also be high school graduates and in addition graduates of a professional school. They were required to hold a thirty-six months' or higher grade license. 59

This law also made what might be considered a fourth class of teacher. It made it possible for beginning teachers, who were graduates of a commissioned high school and also of a two-year course in a professional school, to teach in the district and small town schools three years without an examination.

This same legislation placed tremendous power in the hands of the state board of education. This act made the state board a state teachers' training board and authorized it to arrange for a regular system of normal school instruction throughout the state for the training of teachers. 60

59 Report of Superintendent of Public Instruction, 1908, p. 53.

fixing certain conditions under which certain schools in the state could be accredited and become a part of the training school system. It provided that the work done in these accredited schools should be recognized by the state normal school; that these accredited normals were empowered to establish two-year courses open to high school graduates, the completion of which would entitle them to teach in the district schools and small towns three years without an examination.

The power of the state teachers' training board was added unto by the legislature of 1921 which empowered it to create two, three, and four year courses for the training of teachers and to grant provisional licenses upon the completion of each. 61

The state board of education still constitutes the state teachers' training board. On the basis of the power thus vested in it, the state board of education has from time to time raised the necessary qualifications of teachers. This study will not go into a discussion of that since it is only interested in showing how the power became centered in the hands of that body.

In considering the growth and development of the centralization of power in the state, the certification and training of teachers afford two of the finest examples. The history of education as far as these two policies are concerned is a period of gradual but sure centralization.

61 Acts of Indiana, 1921, p. 265.
IV. COMPULSORY EDUCATION

Indiana in 1897 enacted its first law compelling children of certain ages to go to school for a minimum period. This law made it compulsory for the children between the ages of seven and fourteen to attend school for at least twelve weeks each year. By 1900 this law had been in operation for three years and something of its merits and demerits could be seen by then. Superintendent Jones in his report to the legislature of 1901 remarked that the law had done more for education than its promoters anticipated. 62 School statistics collected by the state department of public instruction that year show the following: 63

- Per cent of enrollment based upon the enumeration during the operation of the law: 74.3
- Per cent of enrollment based upon the enumeration during the nine years previous to its enactment: 67.8
- Gain in per cent during the operation of the law: 6.5
- Per cent of attendance based upon the enumeration during the operation of the law: 57.5
- Per cent of attendance based upon the enumeration during the nine years previous to its enactment: 48.1
- Gain in per cent during the operation of the law: 9.4

63 Ibid., p. 491.
Per cent of attendance based upon the enrollment during the operation of the law . . . . . . . . . . . . . . . . . . . 76.5

Per cent of attendance based upon the enrollment during the nine years previous to its enactment . . . . . . . 70.2

Gain in per cent during the operation of the law . . . . . . . . . . . . . . . . . . . . . . . . . . . 6.3

The showing made by these figures makes it impossible to dispute the fact that the law effected a remarkable increase in school attendance even during the early years of its operation.

In 1901 the law was changed to compel attendance of children between the age of seven and fourteen for the entire duration of the school term. The county board of education sitting as a board of truancy on the first Monday in May each year was authorized to appoint one truant officer now called an attendance officer. In addition to this officer for each county, the cities were authorized to appoint officers, the number to be determined by population. The law also made provision for the necessary books and clothing for children whose parents were too poor to furnish them. In connection with the efficient execution of this law, school officials were empowered to maintain separate schools for incorrigible and truant children who could be compelled to attend such schools for an undeterminate time. Further than this, confirmed truants could be sentenced to the Indiana Boys' School or to the Indiana Industrial School for Girls.64

64 Cotton, op. cit., p. 376-377.
The General Assembly of 1921 again changed the law to compel the attendance of children between the ages of seven, and sixteen. The old law provided that a pupil might, under certain circumstances, obtain an employment certificate upon completion of the fifth grade of school. The new law provided for a state attendance officer and empowered the state attendance board to fix the qualifications of county and city attendance officers. Superintendent Burris in his report in 1922 stated that this law placed Indiana at the forefront in regular attendance.

The compulsory education law is another evidence of the trend toward centralization. More and more the state is assuming control of the child. Centralizing control in this relationship of the child and the state is readily observable. It is a firmly established policy that the child belongs to the state. The extent to which the state should go along the line of compulsory education and this type of centralization is outside the field of this investigation.

V. SALARIES OF TEACHERS

In 1900 Superintendent Jones in speaking of the status of teachers' salaries wrote:

There is no better way of keeping the profession upon a high plane than paying the teachers adequately.

In many cases the township advisory boards have compelled a local tuition levy that required either a shortening of the term, in violation of the law, or a reduction of teachers' wages. The tuition funds of the state are properly guarded and the trustees, who devote themselves to the schools, are competent to determine the needs of the schools in tuition expenditures. I recommend that the law be so amended that it will be impossible to further reduce the wages of the already poorly paid teacher. No true reform can come from a system which underpays the state's most faithful servants, and thus forces many competent men and women to seek profitable employment in other professions not so pleasing to them.

The first minimum wage law the teachers of Indiana ever had went into effect April 23, 1903, as a result of Superintendent Jones' efforts to bring such a law into being. For the first time in the history of education in Indiana, the state assumed from the local units the power to state the minimum amount teachers could be paid. 68

The first minimum wage law did not accomplish as much as had been expected from it in stimulating teachers to better preparation. The General Assembly of 1907 thought that better salaries and better preparation should come together and base legislation upon that principle. The law enacted by this legislature requiring a minimum of academic and professional training was discussed under the caption "Teacher-Training." The law then stated a minimum wage for each class of teachers. The school officials were given the right to pay more than the minimum wage determined by the law, but not less. 69

69 Report of Superintendent of Public Instruction, 1908, p. 52.
The special session of the legislature, held in July, 1920, passed what was considered the best teachers' salary law this state has ever had. The best feature of this new law was contained in the last sentence which provided "That the minimum paid to any teacher in the common schools of this state shall be not less than $800 per school year." Superintendent Hines spoke of the law as follows:

This act, we confidently believe, will have the effect of lengthening the school terms, encouraging the abandonment of one-room schools having small attendance, stimulating the employment of better trained teachers, rendering justice to underpaid teachers, and placing Indiana well toward the front among the states in matters of rural salaries.

... The whole tendency will be in the right direction, and will help bring Indiana out of the position it has been occupying educationally so many years.

The 1920 law provided for increased multipliers and, consequently, increased daily wages for all teachers. This law was modified in 1933 to provide that the minimum salary paid in Indiana to any elementary teacher should not be less than eight hundred dollars per school year, and to any high school teacher not less than one thousand dollars per school year. This act of 1933 was to expire by limitation July 31, 1935, but the legislature of 1935 extended the time to July 31, 1936.

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72 Acts of Indiana, 1933, p. 970.
The legislature of 1935 enacted another law which affected the wages of teachers, and made provisions for better salaries and offered encouragement for better teaching and more efficient teaching. The law provides:

That the minimum compensation of beginning teachers with seventy-two weeks of professional training shall be one hundred dollars per month for a minimum term of eight months. That the sum of two dollars and fifty cents per month shall be added for each year of teaching experience up to and including the fourth additional year and that the sum of two dollars and fifty cents per month shall be added for each eighteen weeks of additional professional training until such teacher shall have earned one hundred forty-four weeks of professional training. Teachers who have had five years of teaching experience, acquired either in whole or in part thereof before or subsequent to the time when the minimum teacher's training requirements became effective shall have the same status and shall receive the same compensation as teachers who have had five years of teaching experience. The minimum compensation of beginning high school teachers shall be one hundred twenty-five dollars per month for a minimum term of eight months. That sum of two dollars and fifty cents per month shall be added for each year of teaching experience up to and including the fourth additional year. 73

The tendency toward centralization of power in the state is pronounced in determining the minimum wage to be paid to teachers. The state has passed from the period when each local unit paid its teachers just the salary that an advisory board thought was sufficient to a period when the state has assumed control and states through its laws the minimum wage that any teacher may lawfully be paid. This evolution has all taken place within the present century.

VI. RETIREMENT

It is only within recent years that retirement benefits for teachers have received any consideration in Indiana. The first retirement law for teachers ever passed in this state was enacted by the legislature of 1901. This law provided for the pensions of teachers in cities having a population of 100,000 or more according to the last United States census. Of course, Indianapolis was the only city that could then begin a pension system. However, this law was the first step in the present pension system.

The state, recognizing her debt to her teachers, passed a state wide pension law in 1915. In 1921 this measure was entirely worked over and many desirable features added. The legislation of 1937 revised the law of 1921 and added some new provisions.

This investigation will not go into the details of these various retirement laws. It is the purpose of this study to show the trend only. It is evident that the tendency is for the state to become more and more the power and the authority in all educational matters.

VII. INSPECTION

By 1900 there were seven hundred seventeen bona fida high schools in Indiana whose growth were a result of:

74 Acts of Indiana, 1907, p. 268.
75 Acts of Indiana, 1921, p. 275.
1. The system of careful grading, classification, and the promotion of common school pupils.

2. The demand for a different grade of work during the secondary period of a child's life than that pursued during earlier years.

3. Abandonment of college preparatory schools.

4. The larger requirements for admission to college.

5. The development of science.

6. A "contagious high school spirit."

7. The operation of the new transfer law.

8. The compulsory education law. 76

The work of inspecting the one hundred eighty-two commissioned high schools and of others applying for commission was so great the Superintendent Jones in 1900 asked the legislature to define a high school and authorize the state department to add to a staff for high school inspection. His own words in regard to his proposal are:

The legislature either should define a high school or authorize the State Board of Education or the State Department of Education to do so. This would necessitate an annual inspection of the high schools of the state, not for the purpose of interference with local school notions, but to require that the high school standard, within certain limits, be maintained. This is not an innovation, inasmuch as the State Board of Education already requires an inspection of high schools as a prerequisite to the issuance of a commission and as a condition of the transfer of commission from a Superintendent to his successor. A legal standard for all high schools and an annual inspection are the two great necessities in connection with secondary education in Indiana. 77

76 Cotton, op. cit., p. 219

77 Report of Superintendent of Public Instruction, 1900, p. 436.
Finally in 1907 the General Assembly legalized the high schools of the state as a part of the public school system. Of course, high schools had been in successful operation for many years, but in 1907 for the first time they were established by law. The new measure also gave the state superintendent authority to appoint a high school inspector. The duties conferred by law upon the state board of education in making inspections of high schools were now to be performed by the new high school inspector.

By 1918 the problem of inspection had grown to outstanding proportions. The state department had only one man to inspect about eight hundred high schools in the state. In that year, as was pointed out above, the county superintendents were made jointly responsible with the state inspector for the inspection of local schools. Still the department of high school inspection did not have sufficient staff to do more than just call on schools that needed help immediately.

In 1921 the legislature added the inspection of elementary schools to the duties of the department of inspection, and authorized the appointment of one additional assistant inspector. In 1921 Superintendent Burris added an assistant inspector to the staff. The law of 1921 is still in force today.

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78 *Acts of Indiana*, 1907, p. 323.
VIII. VOCATIONAL EDUCATION

The General Assembly of 1913 enacted the first vocational education law. It outlined a working program and defined the duties of the officers in carrying out its provisions. Schools were authorized to maintain and carry on instruction in elementary domestic science, industrial and agricultural subjects as a part of the regular course of instruction. A tax of one cent was levied for vocational education with the understanding that during the first few years a surplus fund would accumulate which would be applied in later years when the needs should exceed the income. In view of the accumulation of this surplus, the legislature of 1917 reduced the levy to one-half cent, and in 1919 it was again reduced to one-fifth cent. In 1921 the levy was increased to one-half cent which speeded up vocational education. Since 1925 the legislature has appropriated a sum of money in addition to the amount raised by taxation to be used for vocational education.

In 1917 the General Assembly again strengthened the vocational education program when it made provision for the acceptance by the state of the Smith-Hughes law for vocational education. The acceptance of this measure was a great boon to this undertaking. The law passed in 1913 was amended in 1919 to

80 Acts of Indiana, 1921, p. 512.
81 Report of Superintendent of Public Instruction, 1921, p. 61.
82 Acts of Indiana, 1917, p. 344.
conform to the provisions of the Federal Vocational Education Law.

The superintendent of public instruction was relieved of a burden by the legislature of 1919 which made provisions for the appointment of a state director of vocational education and such assistants as were necessary to carry out the provisions of the state and federal vocational acts.\(^\text{83}\)

In 1919 the original vocational education law was amended to provide that when twenty-five per cent of the legal voters of any township may petition the township trustee to equip a high school for vocational education, the trustee is empowered and authorized to act to provide such equipment.\(^\text{84}\) Two or more school cities, towns, or townships were also given the right to co-operate to establish vocational education schools, and apportion the cost of establishing and maintaining such schools among the co-operating units. In 1923 the law was amended to provide that the state pay annually to corporations maintaining vocational schools an amount not in the excess of one-third of the cost of instruction in vocational and technical subjects.\(^\text{85}\)

During the years since its establishment vocational education has made great progress in Indiana. In this endeavor the state has undertaken to provide educational opportunities on more practical levels than the academic. The state has undertaken

\(^\text{83}\) Acts of Indiana, 1919, p. 596.

\(^\text{84}\) Acts of Indiana, 1919, p. 596.

\(^\text{85}\) Acts of Indiana, 1923, p. 551.
to provide in this endeavor for that large group of young people in the state who from choice or necessity must find their occupations in the fields of vocational endeavor. It is an effort on the part of the state to equalize educational opportunity.

IX. REHABILITATION

Work in this particular phase of educational endeavor was begun under the provisions of a law enacted in 1921. The State Vocational Rehabilitation Laws extend the privileges of vocational education to disabled persons and provides for their return to profitable employment. The law provides that vocational courses may be arranged for persons who have a physical disability which prevents them from following regular employment. The following types of persons were made eligible for vocational rehabilitation:

1. Persons who because of congenital disability have no regular employment.

2. Persons who have been subjects to accidents which prevent their return to their former occupations.

3. Persons who by reason of disease are disabled to such an extent that they are no longer able to follow their regular occupations.

The applicant for rehabilitation must be of employable age and give promise of being employable after he has completed a course of training. Courses are provided free of charge to

86 Acts of Indiana, 1921, p. 547.
such persons. All necessary tools, books, and supplies are also furnished free.

The work of vocational rehabilitation has now become a definite part of the educational program of the state. Such work is not charity but an effort on the part of the state to provide equal educational opportunities for all of its citizens. It is another example of the tendency to vest in the state the power to provide educational opportunities for all its citizens.

X. ADOPTION OF TEXTBOOKS

In 1889 the first decided step toward centralization in the adoption of textbooks was made. In that year the state board of education was constituted a board of textbook commissioners for the purpose of making a selection or procuring the compilation of a series of textbooks for the common schools. The law was amended from time to time and in 1901 the law empowered the board to enter five-year contracts with publishers, under which they agree to furnish books a maximum price stipulated in the law. As to the distribution Rawles states:

In the distribution of the books, the township trustees and school boards make requisitions upon the county superintendent for the books required in their respective corporations. The county superintendent makes requisitions upon the State Superintendent of Public Instruction, who, in turn, forwards them to the publishers. The latter ship the books directly to the county superintendent, from whom the trustees or school boards procure them. These officers, either directly or through dealers, supply patrons with the books at the fixed prices. The trustees make quarterly reports of sales to the county superintendents and

pay to them all moneys received. The county superintendent makes a full and complete report to the contractor and pays over the receipts. It is the duty of trustees and school boards to furnish the necessary books, so far as they have been adopted by the state, to the poor or indigent children of their respective corporations who desire to attend school and who otherwise would be unable to do so. 88

Opponents of centralization disputed the law and its constitutionality was tested. The Supreme Court upheld the General Assembly declaring:

The legislature has the authority to prescribe the course of study and the system of instruction that shall be pursued and adopted, as well as the books which shall be used. . . . It may also declare how the books shall be obtained and distributed. 89

The textbook question received little consideration from the legislatures of 1907 and 1911. 90 In 1913 the legislature enacted providing for the uniform adoption of textbooks for the common schools of Indiana. 91 In 1917 the legislature passed another law clearly outlining the rules and regulations under which a company could become a bidder and set down certain definite rules and principles whereby a contract obtained by a bidder should be executed. 92 The 1917 law also made provisions for the distribution of books by the schools themselves, or by a dealer appointed by the county superintendent who was to receive a profit not to exceed twelve per cent. In 1921

88 Ibid., p. 102.
89 122 Indiana Reports, p. 462.
90 Malan and Robinson, op. cit., p. 263.
91 Acts of Indiana, 1913, p. 552.
the legislature increased the maximum profit allowed to twenty per cent because dealers were refusing to handle the books, at a twelve per cent profit.

In 1935 the textbook question was revived again and two laws of great importance were enacted.\textsuperscript{93} The first law provided that school officials may purchase textbooks and rent them to the pupils of their schools at an annual rental not to exceed twenty-five per cent of the retail price of the books. The second law provided that school officials must furnish a free library of textbooks for all pupils in grades one to eight, if fifty-one per cent of the registered voters of the school corporation petition the school officials to do so.

The laws from 1889 to the present show a growing tendency toward centralization of power in the hands of the state in dealing with the textbook problem. Malan and Robinson state:

\begin{quote}
It becomes very evident when one traces the course of legislation relative to textbooks, that state control has saved the public from the onslaught of textbook companies who sought to sell to a gullible public regardless of the needs of the public school children.\textsuperscript{94}
\end{quote}

XI. CONSOLIDATION, TRANSPORTATION, AND TRANSFERS

Consolidation. In 1900 there were in Indiana one hundred eight schools with fewer than five pupils in average daily attendance; four hundred eighty seven schools with fewer than ten, one thousand two hundred fifty three schools with fewer

\textsuperscript{93} Acts of Indiana, 1935, pp. 317-323.

\textsuperscript{94} Malan and Robinson, \textit{op. cit.}, p. 266.
than fifteen; and two thousand three hundred thirty two
schools with fewer than twenty in average daily attendance.95

It is evident from the condition described above that
there was plenty of need for consolidation of schools at the
beginning of the present century. The author of this investi-
gation searched diligently in Rawles' work for some mention of
consolidation and transportation but only in one short para-
graph was there anything said about this phase of administration.
It is thus clearly evident that consolidation is a twentieth
century phenomenon. Hagemyer states that:

Consolidation is the product of good roads,
motor transportation, and a shift in population.
The need of consolidation was not felt in the early
years of the schools. The migration of the rural
population to the towns and cities created the need,
while good roads and motor transportation made
consolidation possible.96

Malan and Robinson add:

It is an inspiring story to note the changes
taking place from that earlier day, when childhood
and youth made their way to school amidst rain and
slush, to the present time, when means of conveyance
is by busses, well-lighted, properly heated, care-
fully ventilated, and placed under the control of
legally qualified drivers; and all this change has
taken place in a period of less than thirty years.
In the beginning, the construction and maintenance
of highways was left entirely to local authorities.
Now the state is spending huge sums upon road con-
struction. The sum is approximately $17,000,000
annually.97

95 Report of Superintendent of Public Instruction, 1904,
p. 277.

96 McKinley Hagemeyer, A History of Secondary Education
in Indiana, 1920-1930. (Master's thesis submitted to Indiana

Consolidation of schools began as early as 1897 when the legislature made provisions whereby a majority of the legal voters of any school district might petition the trustee of such school district or corporation for the abandonment of their school and its consolidation with some other school, district, or corporation. The law went a step farther in 1907 and provided for the discontinuance of all schools with an enrollment of twelve pupils or fewer. The act also permitted the abandonment of schools with fifteen pupils or fewer. The trustees were given permission to furnish transportation for all pupils from the abandoned school to the center school. Cotton speaking of this law states:

It closed from one thousand to twelve hundred small district schools the first year, and the work grew with rapidity during the next two decades. It removed one of the obstacles that had stood in the way of educational opportunity for small town and country children.

From these beginnings in the early part of the twentieth century, consolidation has grown to great proportions in Indiana. The 1901 law providing for joint and consolidated school is still in force today. It is the writer's privilege to be a teacher in such a school. Laws passed since 1901 have only strengthened the movement toward centralization of rural and small town

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98 Acts of Indiana, 1897, p.
100 Cotton, op. cit., p. 259.
Consolidation of schools is so well established in Indiana that argument for the value of the system is no longer necessary.

Transportation. The consolidation of schools has made the problem of providing transportation for school children an ever-pressing one. In 1907 provisions were made which provided that trustees could furnish free transportation if they saw fit. In 1913 it was made mandatory for the trustee to furnish free transportation for children of an abandoned school. In 1921 the legislature made provisions for the transportation of high school pupils if the trustee saw fit to do so.

The state has gone farther in its control and has made provisions to safeguard the lives of the children transported. In 1921 and again in 1929 the General Assembly enacted laws which require all drivers to be eighteen years of age or older, of good moral character, and experienced in the driving of automobiles, or the handling of teams, depending on which is used. All drivers are required to have a license. In 1935 the law was amended as follows:

... drivers of motor driven vehicles for the transportation of school children shall not employ any person who does not hold a certificate of health,

issued by a licensed physician, thirty days or less prior to the employment, certifying that such person applying to be employed as said driver is in normal physical and mental health, free from communicable disease, and with all physical members free from any permanent injury or affliction which in any way may affect the natural means of locomotion and control and no such person shall be employed who uses intoxicating liquor to excess and who does not possess a good moral character. 104

The state has further provided for the comfort of the children through rules and regulations of the state department of public instruction by requiring that school busses meet certain minimum standards and that the school routes be no longer than a certain length in minutes.

Transfers. The tendency toward state control of education is still further revealed in the subject of transfers. In 1901 the legislature provided that if any child resident in one corporation could be better accommodated in the schools of another corporation, the child could be transferred under certain provisions. 105 In 1919 a law was enacted which held distance as the determining factor. 106 A very similar law was passed in 1921. By 1925 a liberal attitude toward the question of transfer was found expressed in the laws. 107 This law made it mandatory for the school officials to grant transfers under certain

104 Acts of Indiana, 1935, p. 1478
provisions. In 1932 the law was somewhat changed by making
the matter of transfer somewhat discretionary with the school
officials. 108

The tendency toward centralization reveals itself in most
legislation since 1900 passed on the subjects of consolidation,
transportation, and transfers.

XII. TEACHER-TENURE

Tenure for teachers came as the result of abuses which had
crept into the school system in the matter of dismissal and
removal of teachers. This was the same kind of abuse of power
always found when too much power is vested in local units not
properly supervised by the state. These matters formerly rested
solely in the hands of local hiring officials. In an effort
to remedy the abuses which had crept into the system, the
General Assembly of 1927 passed a state wide teachers' tenure
law. The law said in part:

That any person who has served or who shall
serve under contract as a teacher in any school
corporation in the State of Indiana for five or
more successive years and who shall hereafter
enter into a teacher's contract for further service
with such corporation, shall thereupon become a
permanent teacher of such school corporation.

. . . Upon the expiration of any contract between
such school corporation and a permanent teacher,
such contract shall be deemed to continue in effect
for an indefinite period and shall be known as
an indefinite contract. . . . 109


This law was amended in 1933 to provide that only teachers in incorporated cities and towns came under the provisions outlined above. The law held that a tenure contract obtained under the 1927 law was not invalidated by the 1933 law. A very interesting case has developed within recent months in connection with a decision of the Supreme Court which held that rural teachers' tenure contracts obtained under the 1927 law were invalidated by the 1933 law.

It will be noticed from these laws and decisions that there is an evident tendency toward state control and centralization of power in educational matters. The merits or demerits of the tenure law or any other such measure are outside the scope of this investigation.

XIII. LENGTH OF TERM

In 1899 the state for the first time passed a measure which provided for a minimum term of school for the whole state. The school trustees were required to maintain a school of at least six months in duration. In 1906 Superintendent Cotton recommended that the minimum length of the school term should be increased to seven months. The 1899 law is still on the statue books, and the 1935 edition of Indiana school law still states that one of the duties of the township trustee is to


maintain a school of at least six months in duration. However, the minimum wage law has in most places raised the length of the school term to eight months.

The eight hundred dollar minimum wage law of 1920 did much to increase the length of the school term. This law became effective after many teachers had been employed for the school year 1920-1921. In the fall of 1921 all teachers' contracts were affected by this law. The operation of the law created a sudden demand for a school term of at least eight months in all rural communities where terms had been much shorter.112

This is the status of the term today. The legislature of 1933 strengthened the eight hundred dollar wage law and at the present time the minimum term of school is almost everywhere in Indiana eight months.

XIV. LIBRARIES

In this study of the centralizing tendencies toward state control there should be included a short discussion regarding the provisions for libraries. By 1900 the people of the state were beginning to realize that libraries were one important means of promoting the general diffusion of knowledge and learning. Under a law passed in 1899, it became the duty of the township trustee, after an election authorizing such action, to levy a tax for the establishment of a township library.113 Its

113 Acts of Indiana, 1899, p. 228.
management was placed in charge of a township library board composed of the school township trustee and two residents of the township appointed by the Judge of the Circuit Court, one of whom must be a woman. Before the purchase of any books, the township library board was required to consult the Public Library Commission.

This was a good law but it was much too permissive. An attempt made to remedy the law provided that the inhabitants of a town or township might establish and maintain a library under the direction of the township advisory board. In 1903 a law was enacted which gave the town board of any incorporated town the right to establish and maintain libraries. Then in 1905 another measure was passed which placed such responsibility upon a separate library board. Thus it is evident that Indiana has no definite library policy.

Various laws have been enacted throughout the years which have endeavored to cope with the problem. In 1911 laws were passed which made it possible for an incorporated city or town and a township to co-operate in establishing and maintaining a library. In 1913 the school board of an incorporated town or city was granted the authority to equip a public library. Then in 1925 cities having a population of more than seventy.

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114 Acts of Indiana, 1903, p. 301.
thousand and less than seventy-eight thousand were authorized to establish and maintain public libraries as a part of the common school system.\textsuperscript{117}

In 1895 the state board of education was constituted the state library board. It was given the authority to elect a state librarian for a term of two years. However, in 1925 this power was taken from the state board of education when the library and historical department was created and a new board assumed the duties of managing the state library.

From the foregoing it is evident that Indiana at the present time has no definite library policy. The lack of proper development of public libraries is an example of decentralization of state control.

This brief survey of the educational system shows that the period from the beginning of the twentieth century has been one of centralization. In the words of Rawles:

\textit{As soon as one experiment had been justified by the results, another forward step was taken. As in the case of most political institutions which are successful, the present system is not one contrived by a priori theorists, but one which is an historical product. It has grown by the application of wisdom and common sense to the practical problems of education.\textsuperscript{118}}

\begin{itemize}
\item \textsuperscript{117} Acts of Indiana, 1925, p. 377.
\item \textsuperscript{118} Rawles, \textit{op. cit.}, p. 115.
\end{itemize}
CHAPTER V

SCHOOLS FOR SPECIAL CASES

By 1900 Indiana seemed committed to the policy that all classes should be given educational opportunity. This was evident in that fact that the state had deemed it a wise policy to establish state schools for the education of the blind, and the deaf and dumb. It would seem that these schools were more of the nature of charitable institutions. But in the philosophy of the government which created them, they were a part of a general system of education designed to provide for those susceptible of an education, but to whom it cannot be imparted by ordinary means. The purpose of these institutions was not charity or to enact physical cure, but to educate these unfortunate people so as to enable them to earn their own living.

I. THE DEAF AND THE DUMB

The Indiana School for the Deaf. The Indiana School for the Deaf was established in Indianapolis in 1844. It originally was called the "Asylum for the Education of the Deaf and Dumb." In 1907 the name of the institution was changed to the Indiana State School for the Deaf. Since its establishment this

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1 Rawles, op. cit., p. 139.

institution has occupied several sites, but in 1911 it was moved to its present site in the north east section of Indianapolis.

This school is open to all deaf children residents of the state and of a suitable capacity for receiving instruction, from seven to twenty-one years of age. In 1921 attendance was made compulsory for children between the ages of seven and eighteen years, provided their application is accepted by the board of trustees. The law requires parents and guardians to furnish all necessary clothing and pay traveling expenses. All other expenses are borne by the state.

The school is maintained as a boarding school for children too deaf to be educated in the public schools of the state, and it is classified by law as an educational institution. Industrial courses are emphasized in order to prepare pupils for various occupations after finishing school.

II. THE BLIND

The Indiana School for the Blind. The Indiana Institute for the Education of the Blind was established in 1847. By act of legislature that year, a levy of two mills on each one hundred dollars of property was authorized for the maintenance of this.

3 Acts of Indiana, 1921, p. 132.
4 Acts of Indiana, 1847, p. 41.
institution. The legislature of 1907 changed the name of the institution to the Indiana School for the Blind.\(^5\)

The institution is free to "all proper persons" and the board of trustees is the judge of who are proper persons. The school is purely educational and has been of incalculable aid to the blind. It is intended to educate the children of Indiana, otherwise eligible, who because of defective sight cannot be educated in the public schools for the seeing. The course of study is kept as near the Indiana course for the public schools as lack of sight will permit.

What has been said regarding clothing, traveling, and maintenance of the School for the Deaf applies also to the school for the Blind.

The legislature, realizing the need of remedial legislation, in its sixty-ninth General Assembly enacted a law creating another institution for the education of the blind. This law created a commission known as the Board for the Industrial Aid of the Blind.\(^6\)

Immediately upon the enactment of this law the board became active. A register of all the blind in the state has been prepared and maintained; agents have been placed in the field for the purpose of visiting and stimulating despondent blind, giving instructions; women have been provided with employment in their homes; and shops have been established for the training and employment of suitable blind persons.


The legislature in 1923, recognizing the great value of this work to the blind, appropriated one hundred thousand dollars for an industrial building. The erection of this building in Indianapolis had made possible an extension of this work. While this latest undertaking is not strictly educational in every sense of the word, it certainly is an extension of educational opportunity under state control.

III. THE FEEBLE-MINDED

The Indiana School for Feeble-Minded Youth. Indiana maintains two farm colonies for the care of the feeble-minded. The Indiana School for Feeble-Minded Youth, located near Fort Wayne, was founded in 1879 at Knightstown, Indiana. It has been located in Fort Wayne since 1888. This institution is largely benevolent in its purpose yet it is in some respects an educational institution. Cases are accepted through court commitment of males between six and sixteen, and females between six and forty-five. Training in the lines of academic work, tailoring, shoemaking, carpentry, painting, mattress making, baking, printing, sewing and laundry work is emphasized.

The Indiana Farm Colony for Feeble-Minded Youth. The other institution for the feeble-minded is the Indiana Farm Colony for the Feeble-Minded at Butlerville, Indiana. It was established in 1919, and now admits only males beyond the age of sixteen who have been properly committed by the court, and who are

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determined admissible by the superintendent. Since 1925 this institution has been under the same board of trustees and superintendent as the Indiana School for Feeble-Minded Youth at Fort Wayne.

IV. JUVENILE DELINQUENTS

The Indiana Boys' School. The state maintains two institutions for the education and correction of juvenile delinquents. The institution for boys is the Indiana Boys' School at Plainfield, Indiana. Originally called the House of Refuge for Juvenile Offenders, the name being changed to the Indiana Boys' School in 1903. The change of name seems to indicate a change of attitude toward these youthful offenders.

Its purpose is the reformation, education, and training of delinquent and incorrigible boys committed to its care by the juvenile courts. Boys are committed between the ages of ten and sixteen, to remain until twenty-one, but a parole may be earned in sixteen months if a boy is eighteen years of age. In 1925 the average stay was sixteen months. Throughout the year the boys receive academic, vocational, and military training.

The Indiana Girls' School. The institution for the education, reformation, and training of delinquent girls is the Indiana Girls' School located just east of Indianapolis. The institution

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was located at its present site in 1907. Its purpose is largely the same as that of the Indiana Boys' School.

Girls are committed between the ages of ten and eighteen, and are confined until twenty. A girl is paroled as soon as she can show a clean bill of health, continuous excellent record, and has creditably finished a complete course in home economics, both scientific and practical.

Some of these institutions just described are largely benevolent or correctional in their purposes. However, they have been established with a view of realizing more completely an ideal system of universal education. They are also another example of that which has been accomplished in central control.
CHAPTER VI

THE PRESENT ADMINISTRATION

The school system of Indiana consists, first of a State Superintendent of Public Instruction, with a State Board of Education consisting of nine members; second, of a county superintendent of school with a county board of education consisting of the township trustees and the presidents of the school boards in the towns and cities; third, of a township trustee with a township advisory board of three members; and fourth, of a city or town superintendent with a city or town board of education of three or more members.

I. THE STATE ADMINISTRATION

The state superintendent. The state superintendent of public instruction is the head of the school system. The office was created by the Constitution in 1851. He is elected by the people for a term of two years, but there is no limit to the number of terms he may serve.

The state department of public instruction at present has, beside the state superintendent and assistant, the heads of the departments--Division of Teacher-Training and Licensing with a

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1 It may be necessary in some instances to repeat some statements previously made.

director and assistants; Division of Vocational Education with a director and assistants; Division of Elementary and High School Inspection with a director and assistants; and Division of School Attendance with attendance officer and clerk. There are twenty-seven members in all.

The constitution provides that the duties of the state superintendent shall be prescribed by the legislature. Since the tendency is evident, his duties have been increased from time until at present they are many and varied. The superintendent is charged with the administration of the system of public instruction and general supervision of the business relative to the common schools of the state, and of the school funds and school revenues set aside and appropriated for their support. Among the more important duties of the state superintendent are the following:

1. To render an opinion, in writing, to any school official asking for it, touching the administration of the school law.

2. To provide from time to time such a schedule of items as should in his judgment, enter into the grade and record of teacher's success by the city, town, and city superintendent.

3. To appoint, with the approval of the state board of education, the two school inspectors.

4. In the month of January make a report to the governor, in writing, indicating in general terms, the enumeration of the children of the state which serves as a basis for appropriations changed by the 1933 legislature, the additions to the permanent school fund within the year, and the amounts appropriated and distributed to the schools.

5. To present a biennial report to the General Assembly, on or before the fifteenth day of January.
6. To visit each county in the state at least once during his term of office, with the purpose of ascertaining the status of educational affairs; he may lecture and advise with school officials and teachers upon topics designed to promote the interests of popular education.

7. To exercise such supervision over the school funds as will secure their preservation and application to the proper object.

8. To receive and decide appeals from the decisions of the county superintendents of schools.

9. To license teachers.

10. Ex officio, to be president of the state board of education.

While there has been a gradual increase in the powers of the state superintendent, it has hardly kept pace with the rapid growth in the increase of power of the state board of education. It is as the leading member of this board that the power of the superintendent is felt.

The influence of the state superintendent is also keenly felt in his administrative duties. He is authorized to distribute state money to poor counties, and shares in the work of certifying teachings and in the selection of textbooks. This administrative influence is a large factor in centralization of control in the office of the state superintendent of public instruction.

The state board of education. The state board of education is not a constitutional organization, but a creation of the General Assembly of 1852. At present the personnel of the board consists of the governor, lieutenant-governor, and the state

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superintendent, members *ex officio,* and six members appointed
by the governor.\(^4\)

This board has a wide range of duties and powers which are
in a sense both legislative and executive. Among the more
important duties of the state board of education are the
following:

1. To certify and license teachers, super­
visors, principals, superintendents, attendance
officers, and all other regular public school
officials.

2. To deal with all questions pertaining to
courses of study in the common schools.

3. To supervise the compulsory attendance law.\(^7\)

4. To provide for a regular system of normal
school instruction throughout the state; to designate
what schools and what professional departments in
the schools shall be accredited in the state system
of normal school instruction; to certify, without
examination, prospective teachers who have completed
an approved teacher-training course in an accredited
school.\(^8\)

5. To aid in industrial, agricultural, and
domestic science education, and the work of rehabili­
tating persons injured in industry.\(^9\)

6. To appoint a state attendance officer and
a supervisor of rehabilitation.\(^10\)

7. To confirm the state superintendent's appoint­
ments of a director of vocational education, a super­
visor of agricultural education, a director of

\[^4\text{Acts of Indiana, 1933, p. 7.}\]
\[^5\text{Acts of Indiana, 1923, p. 36.}\]
\[^6\text{Acts of Indiana, 1913, p. 115.}\]
\[^7\text{Acts of Indiana, 1921, p. 337.}\]
\[^8\text{Acts of Indiana, 1913, p. 115.}\]
\[^9\text{Acts of Indiana, 1921, p. 547.}\]
\[^10\text{Acts of Indiana, 1921, p. 337.}\]
teacher-training, two supervisors of elementary and high schools, and a supervisor of physical education.\textsuperscript{11}

8. The selection of textbooks for elementary and high schools.\textsuperscript{12}

9. To outline courses of study in elementary domestic science.\textsuperscript{13}

10. To take cognizance of such questions as may arise in the practical administration of the school system not otherwise provided for.\textsuperscript{14}

The authority to take cognizance of such questions as may arise and not otherwise provided for has been expanded to include many powers not specifically granted.

The state board of education is in a large measure responsible for the progress of education in Indiana. It is largely responsible for the unity in the system of public education in the state.

\section*{II. LOCAL ADMINISTRATION}

The county superintendent of schools. The most important educational officer in the county is the county superintendent of schools. He is elected for a term of four years by the township trustees of the county. To be qualified for the office, one must be a graduate from a college, and in addition, must have completed required educational subjects equivalent to the master

\textsuperscript{11} Acts of Indiana, 1921, p. 340.
\textsuperscript{12} Acts of Indiana, 1913, p. 115.
\textsuperscript{13} Acts of Indiana, 1919, p. 597.
\textsuperscript{14} Acts of Indiana, 1865, p. 3.
of arts or master of science degree, and must have had five years successful experience as a teacher.\textsuperscript{15}

The duties of the county superintendent are many and arduous. Among his more important duties and powers are the following:

1. To have general supervision of the schools of his county, except schools in the incorporated cities and towns.

2. To visit schools while they are in session for the purpose of increasing their usefulness and elevating as far as practicable, the poorer schools to the standard of the best.

3. To conduct teachers' institutes and associations.

4. To labor in every practicable way to elevate the standard of teaching and to improve the conditions of the schools in his county.

5. To hear appeals from the decisions of the township trustees.

6. To issue a success grade to each teacher not later than July 1.

7. To carry out the orders and instructions of the state superintendent.

8. To provide for the examination of all applicants for graduation in the common branches from the township schools.

9. To give advice on requests of township trustees in regard to school furniture and equipment.

10. To preside over the county board of education.

11. To make, if he sees fit, reasonable rules and regulations for carrying out the course of study.

12. To make and forward to the state superintendent each year on or before the fifteenth day of May the enumeration of his county.

\textsuperscript{15} \textit{Acts of Indiana}, 1935, p. 1286.
13. To receive reports from all the trustees, on the basis of which he must make statistical reports to the state superintendent of public instruction and county auditor.

14. To co-operate with the state school inspector in the inspection of the schools of the county.

The county superintendent is the life of the county school system. In spite of certain handicaps and many duties, his success has been outstanding. The wonder is that he is not lost in the more routine of his office. It is one of the unfortunate educational policies of the state that the county superintendent is subjected to the politics of his office. His efficiency, it may well be added, has been due in a great measure to the vital relation existing between him and the state superintendent.

The county board of education. The county board of education is composed of the county superintendent of schools acting as chairman and clerk, of the township trustees, and the chairman of the board of school trustees of each incorporated city and town in the county. It meets semi-annually on the first day of May and September, and on the call of the county superintendent. The county superintendent presides at all meetings.

The county board of education considers the general wants and needs of the schools and school property of which they have charge and all other matters relating to the purchase of school furniture, books, maps, charts, etc. The most valuable feature of the organization at present is that it serves to unify the

16 School Laws, 1935, pp. 31-39
school work in the county and keep the schools in touch with the outside world. It make the rules and regulations for conduct of schools over the entire county, and so long as they do not conflict with law or higher authority, it has the power to enforce them.

The township trustee. Many of the former powers of the township trustee have been vested in higher officials, but he still is vested with almost autocratic power in many school matters.17 "A slow but gradual process of restriction has affected the office of the township trustees in Indiana."18 He still remains, however, the head school official in his little domain.

The township trustee is elected by the people for a term of four years and may be elected to succeed himself once. No person is eligible for the office of township trustee for more than eight years in any period of twelve years. There are no qualifications for the office.19

Besides having complete control of the educational affairs in his township, the trustee has charge of the poor and a few other civil affairs. In school matters his power is all but absolute. However, in practice he usually seeks the advice and

18 Malan and Robinson, op. cit., p. 218.
judgment of the county superintendent in school matters. Among his most important educational functions are the following:

1. Employs all teachers, and may dismiss them for cause, real or implied.

2. Establishes and maintains elementary and high schools.

3. Enumerates the school population.

4. Employs janitors and bus drivers.

5. Establishes and locates conveniently a sufficient number of schools for the education of all the children of his township.

6. Provides suitable furniture, apparatus, etc., for the schools.

7. Provides means of transportation for the children.

8. Issues bonds when necessary for school grounds and building purposes.

9. Provides for the consolidation of schools.

10. Makes a local tax levy subject to the approval of the advisory board.

11. Receives all school money belonging to the township for school purposes and distributes it.

12. Keeps records of receipts and expenditures.

13. Makes statistical reports to the county superintendent of schools, county auditor, and the state board of tax commissioners.20

The township trustees are agents of the state and have power only as granted to them by the state legislature. This body may add to the present power and duties of the township trustees.

or it may take present powers away from them. The township trustee has a great deal of discretionary power, but more and more the tendency in recent years has been for the legislature to define his power. The tendency to take from the township trustee and vest the power in the county superintendent of school is evident. Recently there has been a manifested movement under way to abolish completely the office of township trustee and transfer the power to the county superintendent.

The city superintendent. Each city and town corporation has its own system of schools, at the head of which is a superintendent. The superintendent is chosen by a board of school trustees. His election for a term of years is regarded as legal, and most towns and cities use this method.

Formerly it seemed that the city superintendent was a mere puppet in the hands of the school board. The language of the law creates that impression, and it is a fact that the city superintendent is only an employee of the board. The only difference between the city superintendent and any other employee in a school system is the degree of authority conferred upon him. However, in most places the city superintendent is the real head of his system, as was shown in the previous discussion. He takes charge of the schools and is given full control, except in a few cities which are still ruled by influences outside the school system. Teachers are employed, retained, and dismissed upon his recommendations and judgment. His recommendations are used in all expenditures in construction, repairs, and supplies.
He is given clerical aid and assistance in supervisions, both general and special.

More and more it is being demanded that the city superintendent be a real educational leader. The progress of the schools depends upon his judgment and leadership. The choice of the superintendent thus becomes the most important duty of the city and town board of school trustees.

The city board of school trustees. In cities and incorporated towns the schools are under the management of a board of school trustees, usually appointed by the common council. However, there are some exceptions to this general rule as the legislature has from time to time granted special privileges to certain cities regarding the selection of their school board. No educational qualifications are required.

The powers and duties of this board are practically the same as those of the township trustee. One essential difference is that the city trustees enjoy financial independence as they are not subject to the civil authorities.21

CHAPTER VII

EVALUATION OF THE CHANGES

In this investigation the author has developed certain evident tendencies toward centralization of power in the hands of the state in various phases of educational administration. It now becomes necessary to evaluate these changes and determine, if possible, what they have accomplished for education in Indiana.

I. THEORETICAL GROUNDS FOR STATE CONTROL

The justification of free public education was settled in the constitution of 1816 which declared:

Knowledge and learning generally diffused throughout a community, being essential to the preservation of a free government, and spreading the opportunities and advantages of education through the various parts of the country being highly conducive to this end . . . it shall be the duty of the General Assembly, as soon as conditions will permit, to provide by law for a general system of education, ascending in a regular gradation from township schools to a state university, wherein tuition shall be gratis, and equally open to all.¹

This sentiment was reaffirmed in the Constitution of 1851.

The interpretation which the Supreme Court has given to these clauses is well shown in the following words:

¹ Constitution, 1816, Article ix, section 1 and 2.
Common schools, as a whole, are made a state institution—a system co-extensive with the state, embracing within it every citizen, every foot of territory and all taxable property of the state.2

Today the principle that the wealth of the state must educate the children of the state is a firmly established principle. It is a settled conviction that the provision for a system of free public education is one of the important duties of the state. Today most people firmly believe that the principle of universal educational opportunity is basic and fundamental in a democratic government. Everyone also is convinced that educational opportunity should be equal to all. Cubberley states this principle in the following words:

We of today conceive of free public education as the birthright of the child on one hand, and an exercise of the state's inherent right to self-preservation on the other. The children of today are the voters of tomorrow, and to prepare them well for their duties is the opportunity of the state. Each new generation of voters, so prepared, should in turn stand for an enlarged conception as to the needs for, purpose, scope, and function of public education.

Then unless the schools are supported adequately by some great grant or endowment, it becomes the state's duty to provide sufficient means to establish and maintain them. In Indiana we have a common school fund, but in 1933 the revenues used for the schools amounted to two and one-half times the amount of the permanent school fund. In other words, the state

2 City of Lafayette v. Jenners, 10 Indiana Reports, 76-77.
spends on the common schools about twenty-six times the amount of the revenue derived from the common school fund.\(^4\) It thus becomes clear that the state of Indiana has shown itself willing to support public education.

It has become a fundamental principle in political science that when representative governments authorize public expenditures that an accounting must be made to show that the money has been expended in the way and for the purposes intended. In the matter of the common schools, this requires not merely the balancing of accounts to prevent misapplication of revenue, but also, and much more important, a complete system of supervision of all the work and all the affairs of the school.\(^5\) How else can the state know whether or not its vast expenditure of about $42,000,000 annually, is contributing to the highest good of the people? Here alone, it seems to the author, the state has ample grounds to control common school education.

II. BENEFITS OF CENTRALIZATION

The writer sees no way in which certain criteria could be set up and deductive methods used to show a justification of central control in the results that have been attained under it. In this evaluation the inductive method will be applied in an effort to see if a justification of the tendencies pointed

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out in this study may be found. The writer hastens to point out that all the advancement made in education during the twentieth century must not be attained to centralization alone. Other forces have also had their contributing influence.

Richmond points out that the trend toward centralization can be justified "in so far as it provides the school districts of the state with resources and supervision which they are not able to provide for themselves." Then can the tendency toward centralization in Indiana be justified on the basis of this argument. The writer believes it can.

The chief claim of the free public schools is that it offers equal educational opportunity to all. Equal educational opportunity carries with it a great many serious and vital implications. It means equal length of term; equal material equipment; equal supervision; equal teaching ability; equal facilities for the grades; equal high school privileges, and in equal advantages and privileges in every respect.

What was the situation in Indiana in the early part of this century? The length of term varied from six to ten months. Material equipment varied from the most ancient, most poorly constructed, most uncomfortable single-room schoolhouse in the remotest district, to the best constructed, most completely furnished, most comfortable modern structure, in the most accessible location. Supervision varied from a single visitation of

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6 Richmond, op. cit., p. 726.
the county superintendent to the closest daily supervision and sympathetic aid of the expert supervisor. Teaching ability varied from absolute incompetency to the highest and most skilled professional efficiency. Facilities in the grades varied from the district school with one teacher in a single room with from five to eight grades teaching twenty-five to thirty-five classes, to the town, city, and consolidated schools in which each grade was provided with a teacher.\textsuperscript{7}

It is readily admitted that many of these inequalities still exist. But it is the contention of this evaluation that the tendency toward state control has done much to relieve many of the inequalities that existed in the early years of the twentieth century. As the time goes by many of the existing inequalities will be removed under state control.

At the present the state's control over local schools makes it possible to guarantee every child at least a minimum of educational opportunity. The state now has complete control over the minimum standards for teachers and teacher-training, the certification of teachers, the length of the term, courses of study, textbooks, salaries of teachers and the retirement of teachers. Instead of permitting truancy, the state has an attendance staff to compel children to submit to its educational program. Every child, even in the remotest part of the state, is now assured that no Indiana school which he may attend can be below the minimum standards set by the state.

\textsuperscript{7} Report of Superintendent of Public Instruction, 1908, p. 337.
The consolidation law is a fine example of what has been accomplished through state control. As was previously pointed out, there were in 1900 one hundred eight schools in Indiana with fewer than five pupils in average daily attendance. Now it is impossible, with certain exceptions, for a school to be maintained with fewer than twelve pupils in average daily attendance. In 1902 there were 10,003 schoolhouses of all kinds in Indiana, four of which were of log construction. In 1935 there were only three thousand three hundred seventeen schoolhouses in Indiana. The work of consolidation has gone on at a rapid rate which is verified by the fact that since 1902 there have been six thousand six hundred eighty-six schools closed in Indiana. As late as 1935 there were sixty-one schools discontinued. In 1935 there were one hundred sixty-eight schools in Indiana which were refused classification and most of these were rural schools. These figures reveal that there is still need for consolidation, but the need is not so great now as at the beginning of the century.

No state has made greater progress in centralization of its rural schools than Indiana. Centralization in Indiana has

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9 Report of Superintendent of Public Instruction, 1902, p. 293.


long since passed the experimental stage. It is known that consolidation permits better grading, insures the enrollment of the larger per cent of the pupils, and a better attendance. It also lengthens the school term, secures a more efficient teaching force, and holds the efficient teaching force longer. It insures better equipment, better school buildings, and lower per capita costs.

A consideration of the results accomplished by the compulsory attendance law leads to the conclusion that much has been accomplished through state control. In 1901 the attendance was seventy-six per cent of the enrollment; in 1934 it was almost ninety-six per cent. In 1850 seventeen and five-tenths per cent of the people over twenty years of age were illiterate; in 1890 but six and three-tenths per cent of the population over ten years of age were classed as illiterates; in 1930 but one and seven-tenths per cent of all classes over ten years of age were illiterate. Nothing more clearly demonstrates the increased efficiency of the system.

In the matter of certification of teachers does it require any argument to prove that our present centralized system of determining the qualifications of teachers is superior to the half-county and half-state system in force thirty years ago? In case additional argument is necessary, please note arguments in favor of the state department being the exclusive agency for issuing licenses:

1. It insures the same standard in all the counties.
2. It equalizes wages and elevates the school work in the poorer sections of the state.

3. It removes the possibility of using personal influence to secure a certificate.

4. It saves teachers the time, expense and annoyance in going from one part of the state to another to take their examinations.

5. Eliminates the lower grade of licenses.

6. Eliminates examinations as the basis for issuing teaching licenses.

7. Requires minimum credentials for state approved teacher-training courses.

8. Makes teaching a profession rather than a stepping stone to some other profession.  

A consideration of the results of centralization in regard to the status of transportation leads to much the same conclusion. In 1908 there were 19,109 rural children transported to school; in 1935 there were 193,625 rural children transported. A consideration of the fact that in 1935 not one child lost his life enroute to and from school in a state supervised bus adds to the conviction that the present tendency is justified. In 1908 there were 1,116 wagons used in transporting rural children; in 1935 there were 6,573 contracted rural routes.

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12 Malan and Robinson, op. cit., p. 243.
Rawles, op. cit., p. 91.
The vastness of this phase of administration is not justly appreciated by the majority of citizens.

The centralized control of the state over textbooks contains another argument for the justification of state control. The state board of education in its capacity as the state board of textbook commissioners has done much to protect the public of this state against the textbook racket. The present system has reduced the cost of textbooks and at the same time improved the quality both in gradation and contents. Malan states:

> It becomes very evident when one traces the course of legislation relative to textbooks, that state control has saved the public from the onslaught of textbook companies who sought to sell to a gullible public regardless of the needs of the school children.

The financial element involved in upholding a minimum program for every child is supervised by the state, and the discussion in former pages indicated something as to the success of this endeavor. The remarkable progress in this phase of state control seems to be enough justification of the whole tendency. The State Aid Law of 1907 was the beginning of equal educational opportunity in the state. The small levy provided for in this law produced $81,952.70 the first year, but the amount has grown year by year until in 1933 the state distributed $2,269,454 to the schools in need of relief. Now the entire

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13 Rawles, op. cit., p. 137.
14 Malan and Robinson, op. cit., p. 266.
state tax revenue is transferred to the state aid fund, and in addition, the state guarantees to distribute seven hundred dollars per teaching unit to the schools.

It is only necessary to think back to the dark days of the depression to get a picture of the implications of this assumption on the part of the state. When other states found it necessary to close the doors of many of their schools because of lack of revenue, Indiana found a way through state control to go ahead. At the same time, in addition to just keeping the schools open, Indiana guaranteed every child that no Indiana school which he may attend would be below a certain minimum standard. It seems to the writer that this accomplishment alone justifies state control.

The present project of maintaining the schools meets general approval. Dependence solely upon local revenue leads to inequality of school privileges and retrogression in the poor communities. Reliance entirely upon state support would invite local indifference and extravagance and would lead to excessive expenditures by the state. Neither plan is satisfactory. A proper combination of state and local support secures all the advantages with none of the evils of the two systems. The present method of financing the schools of Indiana meets this criteria.

In justifying central control, the Division of Inspection deserves its good word. "Through it equal educational opportunities were offered to every child in the state due to the fact
that no school could fall below the minimum standard."16 This alone justifies the creation of this phase of state control.

State control has given a noticeable impulse to the movement toward a term of uniform length. In 1900 the average length of the term in the township schools was one hundred twenty-nine days. Now the state is able to assure every child in Indiana a minimum term of one hundred sixty days.

Since 1900 central control has made great strides, and has done much for education in Indiana. It can be justified on the grounds that it has accomplished that which local units working alone were unable to do. It is not exceeding the bounds of truth to say that after making due allowances for all other contributing causes, the progress of education in Indiana is due more to its centralized administration than to any other influence.

16 Hagemeyer, op. cit., p. 98.
CHAPTER VIII

SUMMARY AND CONCLUSIONS

I. CONTRIBUTIONS

In this study the writer has developed some of the outstanding trends toward centralization in school administration in Indiana since 1900. This period has been one of outstanding educational progress. The growth in education in Indiana has been marked with a shifting in power from local to central educational authorities.

This period has witnessed an increase in the powers of the state superintendent. The tendency has been to centralize power in him as the chief educational officer of the state, and as a result his powers and duties have been greatly increased since the beginning of the twentieth century.

The period has also witnessed the extension of the powers of the state board of education so that it now controls the certification of teachers and the adoption of textbooks, prescribes the state courses of study, supervises the enforcement of the compulsory school attendance law, provides a regular system of normal instruction, and influences many other phases of administration.

An examination of the tendencies as shown by the legislation leads to the conclusion that the tendency is toward greater state
control. There is an evident trend to make the wealth of the whole state pay for the education of the children of the state.

The township trustee is still the supreme power in his township in educational matters, but more and more the tendency has been to take from him certain powers and duties and transfer them to the county superintendent. The tendency has been to make the latter official a real supervisory school official rather than an office clerk.

The office of city superintendent receives little attention in the laws, but the tendency has been to make him a state school official subject to the state board of education and the state superintendent rather than the city board of education.

Vocational education and rehabilitation have made rapid progress under state control during this period. To aid in vocational education the state accepted conditions required under the Federal Vocational Education Law and the Federal government now bears its share of this burden. Rehabilitation is an effort of the state to educate all its citizens.

Since 1900 the state has established a uniform system of training and certification of teachers. It has established a minimum wage and provided for the retirement of teachers. The length of the school term has been increased. It has enumerated the qualifications of school administrators and supervisors, and set the minimum qualifications and salary of the county superintendent.
In reviewing the financial phases, it has been noticed that as the state has assumed more and more the burden of the schools, the accountability exacted from school officials has become stricter knowledge as to the scope and methods of instruction has grown more accurate, greater permanence has resulted, and a nearer approach to uniformity has been made.

The school laws passed by the legislatures of 1907, 1913, 1919, 1920, 1921, and 1933 have been of great importance in the gradual movement toward the centralization of power in the hands of the state.

Equal education implies equality in teachers and teacher-training, equality in length of term, and equality in buildings, equipment, apparatus, etc.

Centralization of power in the state is justifiable from theoretical grounds, and on the basis that it provides local units with resources and supervision they are not able to provide for themselves.

The tendency to vest more and more power in the state department is in keeping with the best thought of the times.

There are many points of strength and there are some weak places in the school system of Indiana. It has the making of one of the greatest school systems in the world. There is still room for progress. The conditions are hopeful. As a united people education will surely go onward and upward.
II. GENERALIZATIONS

The writer after reviewing these tendencies toward centralization in educational administration in Indiana wishes to make these few generalizations and suggestions:

1. The state needs a more desirable library law, and in this phase of education the state needs to assume more centralized control.

2. It may not be unreasonable to expect that the next change in the adoption of textbooks will be a system of free textbooks that is workable.

3. School legislation enacted to accommodate one city is dangerous and should be discouraged. It is the type of legislation that makes people fear centralization.

4. It appears that the schools would have benefited to a still greater degree if the educational functions of the township had been separated from the civil functions.

5. An important issue which the people must decide in coming years is the extent to which they wish to go in this tendency toward centralization of power.

6. A weakness exists in the educational system in Indiana in the requirement that the state superintendent be elected by the people. A more desirable method of selection would be to have him appointed by the state board of education upon the basis of his qualifications for the office. This, of course, is impossible without an amendment to the constitution.
7. The state board of education should be made the real power in educational control.

8. A weakness exists in the present state board of education in its *ex officio* members. Recent tendencies have all been in the direction of a small board of laymen appointed by the governor of representative citizens.

9. Greater local control should be centralized in the county board of education.

10. A striking thing in the school system of Indiana is the extensive discretionary power vested in the school officials.

11. Centralization is condemned in so far as it seeks to place its teachers in the treadmill of mere mechanical routine.
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