

Kansas Educational Progress, 1858-1967, by A. F. Throckmorton

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FOREWORD

There is strong evidence that educational progress in Kansas has not been adequately treated in any formal publication issued by the state superintendent of public instruction. There are certain regulatory, supervisory, consultative, and leadership functions which relate to the office of state superintendent of public instruction. These are prescribed by the state constitution and statutory authority along with powers granted through the development of rules and regulations. There is obviously a need for a treatise dealing especially with these functions.

Then, too, clarification of the role and relationships of the state superintendent with the state board of education and the state board of vocational education is needed prior to the implementation of Amendment No. 3 which amends the original Article VI of the State Constitution. The 1968 Session of the state legislature will provide the necessary legislation to make the amendment operative not later than January 14, 1969.

It is fitting that an overview of the official state agency for education be accomplished at this particular time. Without question, the person best qualified to prepare such a treatise is Mr. Adel F. Throckmorton, who served seventeen years plus eight months as state superintendent of public instruction. He was approached, and he accepted the responsibility to do the necessary research for and the writing of the manuscript. The publication of Kansas Educational Progress will add much to the history of education in this state.

W. C. Kampschroeder
State Superintendent of Public Instruction

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INTRODUCTION

This review of education in Kansas, which also presents the role of the state agency for education, falls into three defined periods. First: 1858-1914, the foundations of the state's public school system were begun. The offices of state and county superintendent were established, school districts were organized and provisions made for governing and financing t and the School Fund Commission was created to manage the permanent school fund, a state board of education was formed, and the School Textbook Commission was set up to administer a uniform textbook adoption program.

The second, which was a kind of middle period, began with formal establishment of the State Department of Education in 1915. From that year until the Department was restructured in 1945, and designated as the State Department of Public Instruction, the groundwork was laid for achieving many important objectives that were not immediately attained. Throughout the middle years state superintendents; educational organizations; and study groups, some of which were formed by legislative action, worked for a better system of school district organization, higher qualifications for teachers, equitable and adequate financial support for schools, high-school extension courses, improved instructional programs, vocational education, better working conditions for teachers, and a stronger state agency for education, better working conditions for teachers, and a stronger sate agency for education.

The third period, which opened in 1945, introduced what has been referred to as an educational revolution in Kansas, so pronounced were advances made subsequent to that year. Between 1945 and 1967 most of the goals envisioned during the 1914-1944 period were realized, and the endeavors of more than three decades were rewarded. Better organizational patterns for school districts evolved, the degree standard for all beginning teachers was reached, a school foundation finance act provided more adequate sources of school support, area vocational schools were established, the 1941 teacher retirement act was greatly improved and supplemented with social security benefits, additional services were provided by the State Department of Public Instruction, a state system of junior colleges was developed, and a constitutional amendment approved, which sets up an elective state board of education with authority to appoint a state commissioner of education.

This account of educational progress in Kansas has many shortcomings. In the interest of brevity, numerous significant details have been omitted, and but scant recognition has been given to legislators, organizations, and individual citizens for dedicated service that made possible educational gains of the last two decades. Neither have state superintendents or staff members been given the credit due them for their contributions to the expansion of educational opportunity in Kansas.

Fortunately, photographs of all territorial and state superintendents are available, and have been reproduced in this publication as part of the official record. One objective sought in presenting this outline of educational developments, with some documentation, is to provide a starting point for other and more detailed studies of education in Kansas. Perhaps a review of this nature will help mark the close of the era in which elected superintendents of public instruction served as the chief state school officers in Kansas.

-----A. F. T.

Chapter 1

Education in Kansas 1858-1914

What is thought to be the first free school in Kansas for white children only was established in 1851 at Council Grove, a trading post on the Santa Fe Trail in what is now Morris County. About fifteen children of government employees, traders and families connected with Indian affairs attended this school, which was held in the Old Kaw Mission building taught by Mrs. T. Huffaker.

This was a stormy, unsettled period with pro-slavery and anti-slavery forces contending for control of the Kansas Territory, which was formed under provisions of the Kansas-Nebraska Act of 1854. As evidence of these struggles, three constitutions were adopted by the voters before the Wyandotte Constitution, under which Kansas became a state, was approved. In spite of these difficulties, a legal system of schools existed in the territory although the quality of instruction and the number of schools established depended on the interest and support provided in each local community.

Life was hard in this undeveloped region where survival depended on courage, brawn, and endless toil, with academic achievement playing a minor role. The task of starting a school in the northwest part of the state in the 1870's typifies the problems faced by pioneers as they sought educational opportunities for their children: "The pioneers brought with them a desire for education and the hope of religion. School houses of rude pattern, built of logs or sod, sprang up everywhere. They were used for the dual purpose of education during the week and devotional exercises on Sunday The building of the schoolhouse in any neighborhood was an event of more than passing interest. They were frequently built before a regular organized district was set apart and before any taxes were levied for schools or school buildings."

Reports of the state superintendents of that era also give some indication of the primitive conditions under which schools operated. Superintendent Peter MacVicar, 1867-1871, made a survey of sanitary conditions in schools of the state after which he reported: "It is evident that very great neglect extensively prevails. Very many of the edifices have no outhouses at all. Only a few have one each; and rarely are schoolhouses provided each with two such conveniences."

In 1874 a **compulsory attendance law** was enacted upon recommendation of Superintendent McCarty, 1871-1875. The law was not very rigid as children were required to attend school only from ages eight to fourteen, and many schools operated only three or four months of the year. The school board had authority to exempt pupils from provisions of the law, and home instruction could be substituted for school attendance as a means of preparing for examination. These exemptions also were allowed in **1903 revision** of the law.

Two agencies which were to make significant contributions to the expansion and improvement of education were established during this period. They were the Board of Commissioners for the management and investment of the permanent school fund and the **School Textbook Committee**. Both included the State Superintendent of Public Instruction in their membership.

The first legislative session after Kansas attained statehood created the Board of Commissioners under constitutional authority. The State Superintendent as secretary, the Secretary of State as chairman, and the Attorney-General have constituted the membership of this board from its creation to the present time. The permanent school fund, the earnings of which must be appropriated for the support of common schools, consists of proceeds from the sale of school lands and the estates of persons dying without heir or will. With minor exceptions, the **school lands consisted of sections 16 and 36 of every township given by act of Congress to the state for the support of its schools**. All of these lands have been sold and the proceeds constitute a major portion of the permanent school fund.

One concern of early state superintendents was that the educational benefits to be derived from schools not be dissipated. One such official was Peter MacVicar, who reported how speculators attempted to gain possession of these lands for their own profit through questionable practices. One weakness of the sale

procedure was the authorization possessed by county treasurers to sell these lands at private sale when no bids equal to the appraised value had been received.

An action destined to have a profound effect upon education in Kansas for sixty years was taken in 1897 by Legislature, upon the recommendation of several state superintendents, when it established the School Textbook Commission. This agency was charged with the administration of a uniform statewide textbook adoption system. This act, together with later supplemental legislation, served worthwhile purposes until the World War II era, after which new techniques of instruction, better prepared teachers, and the availability of many kinds of instructional materials outmoded the use of uniform textbooks throughout the state. The state superintendent served as ex-officio chairman of the adoption agency until 1945 when its responsibilities were assigned to the lay state board of education, leaving the state superintendent without jurisdiction in this important activity. This assignment was a factor that led to the end of the state textbook adoption program sixty years after the original system was established.

In 1858, the Territorial Legislature created the office of county superintendent, and gave that official the authority to certify teachers. One year later he was assigned the task of organizing school districts in the territory. The Wyandotte Constitution, under which Kansas became a state, followed the pattern set by the Territorial Legislature, and reinstated the office of county superintendent, which served for one hundred years as a foundation stone in the state's educational structure. He was authorized to continue organizing school districts by dividing the county into a convenient number of such units. With convenience as the only stated criterion to guide county superintendents, schools were established within walking distance of most pupils. The general practice was to build schoolhouses at two-mile intervals, each within a district governed by a three-man board. By 1896, thirty-five years after Kansas became a state, 9284 districts had been formed. The operation of this system required a veritable army of board members, which at that time numbered more than 27,000. As late as 1945 board members outnumbered the teachers in the state by several thousand.

The basic principles upon which the Legislature developed a statutory framework for governing school districts were brought to Kansas by thousands of immigrants from the New England states, who were familiar with the town meeting form of government. Within this kind of structure school district issues, which included the election of board members, determination of how much was to be spent for operation of the school, and some decisions of a trivial nature, were by law placed in the hands of an annual meeting of electors of the district, who conducted business in town meeting fashion.

Only a handful of electors attended the typical annual meeting but, when patrons and taxpayers had been aroused by some highly controversial issue, everyone made it a point to be there. Then the meeting could, and often did, get out of hand and proceed to crucify an unpopular teacher or board member. Before this type of school government was abandoned, districts in urban areas with population running into the thousands found the annual meeting to be an anachronism painfully illustrative of how difficult it is to revise governmental procedures.

The elected board employed the teacher, kept the building in repair, and purchased the meager supplies sometimes provided for the school. Most board members faithfully performed their duties, but in hundreds of one-room school districts they paid little attention to Roberts Rules of Order, failed to keep minutes of their meetings, and made many decisions outside legally called sessions of the board. It was not unusual for two board members to employ the teacher, simply notifying the third man of their action. Many boards were dominated by one man, who assumed that his election gave him a kind of divine right to dictate policies of the school without the formality of a board meeting. There were enough of these practices, and other exceptions go good school government, to condemn the system of fragmenting responsibility for the state's educational program among thousands of ineffective districts. This type of school government, found among all districts except those in first and second class cities, remained in effect until a district unification program eliminated the annual meeting.

The county superintendent not only created school districts, but certified teachers, conducted programs for upgrading instruction, kept statistical records of the schools under his supervision, gave assistance to the **state superintendent**, answered questions about school law, made needed changes in school district boundaries, conferred with school boards, and supervised educational activities in the county. In fact, he was the chief school officer of the county from pioneer days and continued to fill that role until importance of the office declined when rural population shifted to urban areas, and a more efficient plan of school district

organization developed. Unfortunately, adequate support of the county superintendent was withdrawn at a faster rate than responsibilities of the office were eliminated.

By 1900 most of the legal structure within which Kansas education developed during the ensuing forty-five years had been established. The Constitution had created the offices of State and County Superintendent, and a Board of School Fund Commissioners to manage the permanent school fund. By that date, the Legislature had formed a State Board of Education to certify teachers; made provision for a uniform system of textbook adoption under the direction of a commission; and carried out the requirements of Section 2 of Article 6 of the **Constitution** by establishing a system of common schools and schools of higher grade, embracing normal, preparatory, collegiate, and university departments.

The State Agency for Education

Although the first Kansas schools were established prior to organization of the territory under the Kansas-Nebraska Act of 1854, it was 1858 before the first Free-State Legislature created the office of Territorial Superintendent of Common Schools. The pro-slavery Legislatures of 1855 and 1857 had made no provision for such an office. James H. Noteware, the first superintendent appointed under this act, served only nine months. He was followed by Samuel Wiley Greer, who was the first elected territorial superintendent. The third man to hold this post was John C. Douglass, who was in office only one month before the first state superintendent, William Riley Griffith, replaced him in February, 1861.

Little is known about Superintendent Noteware's work as he left no record of his official acts, except a textbook recommendation. On the other hand, Superintendent Greer, who traveled extensively over the territory and recommended many educational improvements, has been credited with initiating the work of the Kansas education superintendency during his term of office from October, 1858 to January, 1861. In general, duties of the territorial superintendent consisted of visiting schools, conducting meetings, preparing report forms, collecting statistical information, recommending textbooks, acting upon appeals from school districts, and distributing funds to the counties according to the number of children of school age.

The state superintendent was the official state agency for education from the creation of that office until the first state board of education was organized under legislative authority in 1873. The duties of this board were limited by law to issuing state diplomas and certificates to teachers. The diplomas, granted upon examination, were valid in any school district of the state during the life of the teacher. Prospective teachers who could not qualify for a diploma might meet requirements for a certificate upon passing an examination but, unlike diplomas, the certificates, which were of two grades, were valid only three and five years, respectively.

A concluding provision of the act creating the State Board of Education reflects the frugal mind of the Legislature. Included in the law was the limitation: *"That the provisions of this act shall be carried out without expense to the state."* It was not until twenty years later that \$300 annually was appropriated to cover the expense of members in attending meetings of the board.

Evidence of hard times and reverses for education in the first two decades of the state's history are revealed in the *First Biennial Report of Superintendent Allen B. Lemmon in 1878*. According to this record, 1875 legislation was prejudicial to schools. County superintendents' salaries were reduced, and in 1876 there was an attack on the three normal schools. The Legislature refused to make appropriations for any of them and thereby forced the closing of the two at **Concordia** and Leavenworth. The **Emporia Normal** was able to continue as a private enterprise. The state superintendent also received rough treatment during this period when the Legislature reduced his annual postage allowance from \$225 to \$150 so the Fifteenth Annual Report of 1876 could not be distributed. To top off all this retrenchment, the state superintendent was required to return to the Commission of Insurance the desk he had borrowed from him.

The relationship between the state superintendent and the state board of education from its organization in 1873 until 1915, when the Legislature created the State Department of Education, was not clearly defined by statute. In some instances the board made policy which was administered by the superintendent, but in many activities the board carried out the department's administrative functions, thus relegating the state superintendent to a kind of chore boy, except as he was able to exert leadership outside specific statutory authority, and fill his roles as a member of the state board of education, the school fund commission, and the textbook adoption agency.

This relationship is discussed in a study of the State Department of Public Instruction by John L. Eberhardt at the University of Kansas, and published in 1955. "Both the board members and the state superintendent participated in administering such programs as the preparation of courses of study for country institutes and the public schools, and in the accreditation of colleges. In many cases both the superintendent and the board seemed responsible for developing policy. The actual practice for dividing duties and allocating responsibility remains obscured in the informal practices. Coordination of effort was achieved, apparently with success, by the dual role of the state superintendent as the leading member of the state board of education and as an independent officer responsible for the Department of Education.

Until 1870 the state superintendent had no staff, professional or clerical. Besides writing letters, attending to the clerical work of the office, conferring with officials on legislative and educational problems, and providing leadership for the schools, State Superintendent Goodnow, 1863-1867, reports that he visited 29 counties, traveled more than 4,000 miles, and lectured from one to four times in each county. He made detailed recommendations regarding school district organization, and worked against legislation that tended to misappropriate funds derived from the sale of school lands. He contended that the new state *should build a university, an agricultural college, and a normal school* rather than encourage weak denominational schools at the expense of strong state institutions. Superintendent Goodnow also advocated that school districts be compelled to use uniform textbooks. When one considers that there were no telephones, automobiles, improved roads, or clerical assistance for the office, it becomes obvious that the state superintendent did not schedule his program in a forty hour week.

The first appropriation funds for clerical services in the state superintendent's office was made in 1870, and an assistant state superintendent was provided in 1879. Expansion of the office did not keep pace with educational development or the state's growth along other lines. In 1910, 40 years after the first clerical assistance had been allowed the state superintendent, his staff was limited to the assistant superintendent, an inspector of normal training high schools (this position was dropped in 1912), a bond clerk, a statistician, an index filing clerk, and one stenographer. *The state agency for education did not rate very high during most of the first century of its existence.*

Although he had a limited staff, the list of activities engaged in by the state superintendent during the period from 1861 to 1914 is an imposing one. It included collecting statistical data regarding schools from county and city superintendents by means of quarterly and annual reports on forms prepared by the superintendent; engaging in field work, which was required by law during early years of the period; lecturing at county institutes and teachers' meetings; holding conventions for county superintendents; issuing reports; publishing school laws and interpreting them; cooperating with the Kansas State Teachers Association and other groups; keeping an eye on school lands and the methods used in selling them; and, until 1873, serving on governing boards of state institutions of higher education. He also acted as administrative officer of the state board of education; accredited colleges; conducted examinations; prepared courses of study; served as chairman of the School Textbook Commission, as secretary of the School Fund Commission, and as a member of the State Board of Education; and, most important of all, *provided educational leadership for the state.*

The state superintendent of public instruction has always been a busy individual but, until recent years, he has not had fund, personnel, or facilities with which to help carry the responsibilities placed upon him by the Legislature and citizens of the state. Moreover, the salary paid this official has never commensurate with the burdens placed upon him. Until 1947, the highest salary paid a state superintendent was \$3,000 per annum, a figure set in 1915. Today, some students of government content that the chief state school officer is one of the two or three most important officials in state government. Apparently, the word hasn't gotten around.

The Middle Period 1915-1944

The major contributions to educational progress between 1915 and 1945, which might appropriately be referred to as the Middle Period in Kansas education, were innovations that laid the groundwork for major gains in later years. Illustrative of these developments were:

- The founding in 1917 of the **first junior colleges in Kansas**, that climaxed in 1965 with the establishment of a state system of community junior colleges.

- The enactment of a law in 1917 that authorized schools to participate in federally reimbursed vocational education programs. which by 1965 included a state system of **vocational technical schools** and a state technical institute.
- Legislation in 1925 that provided for junior high schools led to increased expansion of that segment of education following school district unification after 1963.

Other achievements of this period included legislation that created a **State Department of Education**, composed of the state superintendent and a state board of education, thus partially clarifying the relationship between those two branches of the state agency for education; enactment of a law that provided for the organization of rural high school districts; revision of a library law to require minimum purchases of books from approved lists for school libraries; and legislative action that annulled authority of the 105 county superintendents and the 86 first and second class city boards of education to certify teachers, thus leaving only the State Department of Public Instruction and the three teachers colleges with such authority. [Annotation: At Hays, Emporia and Pittsburg there are Kansas State Teachers' Colleges. From *The National Encyclopedia for the Home, School and Library*, Vol. V., National Encyclopedia Company, Chicago, 1927.]

Following the recommendations of State Superintendent W. Ross, the **1915 Legislature established the State Department of Education**. This legislation was designed to meet the state's educational needs arising from population growth, an increasing number of high schools, the expansion of institutions of higher education to prepare more teachers, the desirability of better procedures in the accreditation of high schools and teacher education programs, and the demand for improving instruction at all levels.

Prior to creation of the Department of Education, the statutes did not make clear where the duties of state superintendent and the state board of education began and ended. In fact, policy making and a great deal of administrative authority had been in the hands of the state board of administrative authority had been in the hands of the state board with the state superintendent exercising leadership functions as best he could. The 1915 legislation did clarify many points but most policy making and some administrative functions were left with the state board of education.

One significant feature of the law that created the Department of Education was failure of the Legislature to take seriously the constitutional provision that "*The State Superintendent of Public Instruction shall have the general supervision of the common school funds and educational interests of the state . . .*" by placing such supervision and policy making powers in the hands of the state board of education. However, the 1915 organization of the Department of Education was, for the most part, logical although later there were challenges to the constitutionality of giving the state superintendent a minor role in relation to the state board of education. In 1947 and again in 1965, the Kansas Supreme Court ruled against delegation of legislative powers to certain boards, but did uphold the Legislature in delegating such powers to the state superintendent of public instruction.

In addition to creating the Department of Education, the Legislature made provision for enlarging the staff by authorizing the state superintendent to appoint elementary and two high school supervisors whose duties included a school visitation program as part of the accreditation procedure, in a move to improve instruction in the schools. The state board of education also received an appropriation with which to employ a secretary who, in words of the statute, "shall be an expert in education." The secretary was directed to serve as an inspector of colleges and secretary was directed to serve as an inspector of colleges and universities accredited by the state board of education, and have charge of all matters relating to teacher certification.

A major share of the credit for creation of the Department of Education and expansion of the state superintendent's staff of Education and expansion of the state superintendent's staff belongs to State Superintendent W. D. Ross. He was appointed to that position in November, 1912, and, after election in that same month, continued in office until January, 1919. In addition to the many programs initiated during his administration, he made many recommendations which did not materialize in action for many years. Among these were his suggestions for expanding health and physical education programs in the schools, the establishment of a teacher retirement system which finally materialized in 1941, and for appointment of the state superintendent by a state board of education. This recommendation was carried out when the Kansas electorate, at the general election of 1966, approved the adoption of a constitutional amendment that provides for an appointive state commissioner of education.

One of the more significant responsibilities assigned the new Department of Education was the task of accrediting high schools. **The University of Kansas was the first accrediting agency for Kansas high schools, having administered that activity from the 1870's until enactment of the 1915 legislation.** Transfer of this authority to the Department of Education followed the criticism of public school officials, who charged that the University overemphasized college preparatory work in its accreditation program.

In 1876, the University issued a circular to all school boards urging establishment of high schools with a definite and uniform course of study. A committee appointed by the Board of Regents prepared a three-year course of study that year. The University catalog listed four accredited schools, the only standard being the adoption of a uniform course of study. The four high schools listed as accredited were Atchison, Emporia, Lawrence and Winchester.

By 1883, high schools desiring accreditation were required to send the University a copy of the adopted course of study in use and copies of examination questions. Thirty-six high schools qualified for accreditation in 1886 with seventy-seven acquiring that status by 1896. About that time there arose a demand for definite standards for school accreditation but it was not until 1905, when W. H. Johnson was appointed to serve as a high school visitor, that more effective accreditation procedures were adopted. W. D. Ross, later to become state superintendent, was appointed to assist Johnson during the latter years that accreditation was administered by the University.

The accreditation standards, which were adopted by the state board of education in 1917 and revised in 1919 and 1924, provided for the classification of high schools. The standards covered buildings and equipment, course of study, the teacher, graduation requirements, a limitation of four solids as a normal pupil load, length of school year, length of recitation, class size, and community support of the school. Accreditation procedures changed but little between 1915 and 1955.

Standards adopted under the 1915 legislation for elementary schools were not used for accreditation purposes but to stimulate improvement by issuing certificates and door plates to schools as recognition for having met the prescribed standards. There was little variation in the program of standardizing elementary schools until about 1945 when self-evaluation activities were initiated.

New Educational Developments

An innovation was added to Kansas education in 1917 with initiation of federally subsidized vocational programs. In that year the Legislature authorized schools to participate in benefits provided under the **Smith-Hughes law**, which had been **enacted that year by the United States Congress.** As early as 1900 a few high schools had expanded their programs to include some non-academic courses. In his report of 1902, State Superintendent Frank Nelson said: "Manual training and industrial education are coming, and coming soon." This prediction began to come true just one year later when legislation was enacted authorizing first and second class cities to levy a tax of one-half mill, and other districts a tax of one mill, for industrial training schools of department. The Legislature also appropriated \$10,000 to help pay the cost of such programs on 1 50-50 matching basis in an amount not to exceed \$250 to each participating school. The state raised the appropriation to \$25,000 in 1911. These activities were forerunners of a marked expansion of vocational education in the 1960's.

Another advance made during this period was improvement of legislation relating to school libraries. Kansas was only fifteen years old in 1876 when the Legislature saw the wisdom of providing school libraries, and authorized school districts to levy from one-half to two mills, depending upon valuation of the district, to be used for school library purposes. **These funds were to be used exclusively for the purchase of books in the fields of history, biography, science, and travel.** The district clerk was to serve as librarian unless the governing board appointed a competent person living in the district to perform that service.

This library law was revised in 1919 by expanding authority of the district board to purchase library books in the fields of arithmetic, geography, history, literature, biography, travel, and science. In addition, the board could provide two monthly journals, one for primary and one for advanced grades. State Superintendent Jess W. Miley recommended further amendment of the library law, which was acted upon by the 1925 Legislature. Under that act, each school was required to expend annually at least five dollars for the purchase of library books from a list approved by the state superintendent. If more than one teacher was employed by the district, this amount was to be expended for each class room.

This requirement has been hailed as stimulating library growth and development, but one might question the wisdom of withdrawing from school boards the authority to levy from one-half mill to two mills of tax for the support of school libraries as was provided in the 1876 legislation, and substituting the requirement that they expend only five dollars per teacher for that purpose. The answer could be found in the thousands of one-room schools where library books were virtually non-existent because few school boards had made the library tax levies between 1876, when they were first authorized to raise such funds, and 1925 when **purchase of library books became mandatory**.

In addition to working for the 1925 library law, Superintendent Miley made many other recommendations for school improvement, among which were provisions for better prepared teachers, simplified tuition laws, increased support for vocational education, removal of inequities from tax laws, annuities for all teachers, **legalization of junior high schools**, improved qualifications and salaries for county superintendents, authority for community high schools to vote bonds for buildings, and authorization for the state board of education to participate in the approval of school building plans. Most of these recommendations have long since found their way into law.

It was during the 1915-1944 period that the first elementary aid law was enacted. In 1937, during the administration of State Superintendent W. T. Markham, legislation was enacted which provided that the state pay the difference between \$675 in one-teacher districts and \$27 per pupil in graded elementary districts, and the amount which the district could raise by a three-mill levy on the assessed valuation of the district. Unfortunately, as school enrollment declined and district valuations increased, the formula under which these state funds were distributed resulted in state aid declining from \$2,113,993 in 1937-38 to \$1,200,681 in 1944-45. However, this first provision for state aid from non-ad valorem sources was another innovation in financing Kansas schools which finally increased the amount of state support to \$86,600,000 under the school foundation finance law in the school year 1966-67.

Superintendent Markham's administration also was marked by the contribution he made to the improvement of instruction in Kansas schools. Prior to World War II most teaching was textbook oriented because that was the traditional source of instructional material, and the supply of other sources was limited. It was, therefore, *a pioneer venture when the Department of Public Instruction published the first elementary course of study that was not based on the textbook.* The new course, developed by Miss May Hare an elementary supervisor in the Department of Education, was published in 1934, introducing Kansas teachers to the social studies concept that presented history, civics, geography, and some phases of science in unfamiliar patterns.

Unfortunately, few elementary teachers were prepared, either by schooling or experience, for this approach to teaching. Moreover, instructional materials with which to carry on the new program were not available in thousands of small elementary schools. At that time most of Kansas was rural. In those areas patrons and teachers alike, who had been taught under the textbook method, resisted the innovation and for several years "social studies" was all but a subversive term.

By 1950, when more teachers had the benefit of some college preparation and the social studies approach became better understood, there was general acceptance of the new concept. Today, Superintendent Markham and Miss Hare are highly regarded for having broken with tradition by introducing methods of teaching now almost universally used. Publication of the Unit Program in Social Studies also served to introduce a five-year study and research project in which all state institutions of higher education and the State Department of Education participated. Results of these studies in the field of curriculum were published in a series of bulletins that cover lines of research on growth stages of children, innovating practices at the elementary level, innovating practices at the secondary level, ways and means of determining scope of the curriculum, the purposes and aims of education, present curriculum practices in Kansas, and differing philosophies of education underlying curriculum programs.

Before the project was fully completed, Mr. Markham, who stood for reelection in 1938 was defeated. The loss of his leadership, widespread opposition to the social studies guides, and pressures for return to textbook instruction by subjects all but shelved the studies which, with aggressive leadership, could have served as a model for curriculum improvement thirty years ago.

Enactment of legislation that provided for a **state teacher retirement** was another forward step taken during the middle years, 1915-1944. **Passed in 1941**, during the administration of State Superintendent George McClenney, **the law laid foundations for a program that, by 1965, provided substantial benefits which,**

coupled with social security for which teachers became eligible in 1955, improves the lot of retired teachers and other school employees who are eligible to participate.

Although the foundations for educational improvement were laid between 1915 and 1944, that period was marked by controversy and other unfortunate developments. C. O. Wright, in a history of the Kansas State Teachers Association, describes at some length differences that developed between the executive secretary of the Association and two state superintendents: W. D. Ross, who served from 1912 to 1919 and his successor, Lorraine Elizabeth Wooster, who held the post from 1919 to 1923. Non-professional attitudes toward state officials in both the administrative and legislative branches of government over a period of years may have contributed to delaying educational reforms that finally were achieved in the 1960's.

State Superintendent Lorraine Elizabeth Wooster was the center of controversy during much of her administration. Conflict with the state board of education led to the courts. One of the unfortunate developments involved administration of vocational education programs, which were under jurisdiction of the state board of education. This arrangement had been approved by the Legislature as a condition to qualifying for federal benefits under the Smith-Hughes Act of 1917. Although Superintendent Wooster was ex-officio chairman of the state board, she objected to the setup and refused to sign vouchers covering expenditures from vocational funds. Mandamus action was brought against her and the Supreme Court ordered that she sign the vouchers. It seemed both legal and logical that the superintendent, as chairman of the board, should sign vouchers and other documents pertaining to official business. However, with **removal of the state superintendent from the state board of education in 1945**, it became highly inconsistent to require his signature on the documents of an agency of which he was not a member. Therefore, the Legislature relieved him of that responsibility in 1953. **Kansas' unique position with two departments of education, one for vocational programs and one for other public school services**, has been established for fifty years. These two agencies will be consolidated under the State. These two agencies will be consolidated under the State Board of Education authorized by the Educational Amendment approved in 1966.

Another unfortunate incident of the 1915-1944 period occurred in 1933 when it was discovered that the school fund commission held an estimated \$1,000,000 in forged bonds. The fund suffered no loss because of the forgeries, but the state treasurer was convicted because of his connection with the forgeries, and two other state officials were impeached by the Legislature. However, they were acquitted and State Superintendent George Allen, an ex-officio member of the school fund commission, was absolved of all personal responsibility.

The State Department of Public Instruction 1945-1967



Mr. Carey Orr taught in a stone schoolhouse in Logan County District 41 in 1948-49. During the 1950-51 term, 2528 similar schools were still being used in Kansas but only 330 remained in service in 1963-64.

There is a very human tendency for organizations that are created for the purpose of gaining stated objectives to claim full credit when those goals are reached. This is true of the labor union when the lot of its constituency is improved; of the educational association when teachers' salaries are raised and educational standards upgraded; and of the chamber of commerce when economic gains are made in the community. While these and other organizations contribute to reaching their goals, most progress is the result of many forces working over a long period of time. There are many illustrations of this fact in the field of education.

State Superintendent W. D. Ross, 1912-1919, recommended a state teacher retirement program twenty-five years before it was provided in 1941; the first school district consolidation laws were enacted at the turn of the century, but it was more than sixty years later that the horse-and-buggy type of district was discarded for a more efficient structure; and state superintendents suggested that their offices be filled by appointment rather than by election almost one hundred years before that goal was attained. The list of analogies is well-nigh endless.

Therefore, it ill behooves any organization or individual to claim omnipotence in bringing about the revolutionary changes in education that occurred after 1945, because foundations for such progress had been laid by foresighted leaders during the preceding eighty-five year period. Also, important groundwork in the form of state-financed studies helped develop a climate for educational progress. One was the work of the Joint School Code Commission of 1921-1922, which suggested most of the improvements that a second study groups, the School Code Commission of 1927-1928, recommended. The reports of these commissions called attention to the need for educational reform. School officials were deeply disappointed because neither of these studies resulted immediately in corrective legislation, but in retrospect, the contribution of this work to later improvement becomes apparent.

Perhaps the most significant stimulus that led to long-sought legislation for educational improvement was a comprehensive educational survey, which was authorized in 1957 by Legislature, and financed by appropriations totaling \$150,000. The survey, which covered education from kindergarten through the university, was conducted by Dr. Otto Domian and Dr. Robert J. Keller, faculty members of the University of Minnesota. Dr. Domian headed the elementary and secondary studies, assisted by Mr. George Frey, who had served fourteen years as director of information in the state department of public instruction. Dr. Keller directed the higher education study. Featuring the survey was a state advisory committee, composed of prominent persons, which enlisted the cooperation of citizens in making results of the survey fruitful. Comparable committees in most of the state's 105 counties assisted in the project.

The five-volume survey report was published in May, 1960. Five years later, legislation covering major recommendations pertaining to elementary and secondary education and junior colleges had been enacted. Prior to 1945, most statutory revision affecting education had been of an evolutionary or patchwork nature, with no major overhaul of the state's public school system initiated after the foundations had been laid early in the state's history. Many state superintendents had called attention to the need for extensive changes, and numerous surveys and studies had pointed out deficiencies, but it was not until 1945 that the Legislature initiated action to modernize the Kansas School system. Laws enacted between that date and 1965 culminated in a restructuring of the state's educational system. Advances made during that period include.

- **Creation in 1945 of the State Department of Public Instruction with a lay state board of education replacing a professional board, and adoption of statutory guidelines for division of responsibility between the board and the state superintendent.**
- **Establishment and expansion of school lunch and milk programs.**
- **Attainment of the degree standard for all teachers and certification authority limited to the State Department of Public Instruction.**
- **Establishment and expansion of special education opportunities for non-typical children, with provisions for liberal state support.**
- **Elimination of uniform statewide textbook adoptions and the state printing of textbooks.**
- **Legislative authorization for the establishment of a system of area vocation-technical schools, and the expansion of other vocational education programs.**
- **Establishment of a state scholarship program.**
- **Establishment of a state system of junior colleges, with provisions for some state support.**
- **School district reorganization that reduced the number of districts from 8112 in 1945 to 339 in 1967. Of equal importance was the elimination of a hodgepodge of districts set up in double deck fashion, and the establishment of unified districts to provide instruction from kindergarten or grade one through grade twelve.**
- **Transition from local support of education by means of the property tax to a foundation finance program to provide approximately 35% of school operational costs by the state from non-ad valorem sources.**
- **Adoption of a constitutional amendment providing for an elective State Board of Education with jurisdiction over elementary, secondary, and vocational education; and junior colleges. The board to appoint a State Commissioner of Education as its administrative officer.**

The State Board of Education

As education developed in Kansas, the membership and functions of the state board of education also changed. These changes from the first authorized board in 1873 to the present program which was adopted in 1945 can best be shown by the following table.

Personnel, Dates Authorized, and Principal Duties		
Authorized	Personnel	Principal Duties
1873	State Superintendent, Chancellor State University, President Agricultural College, President Emporia Normal School, President Leavenworth Normal School	Issue state diplomas and state certificates of two grades upon examination
1893	Same as in 1873	Same as in 1873 and examine work of colleges and accept college credits in lieu of examination for teacher certificates
1915	State Superintendent became ex-officio chairman of State Board and some lay representation added	Same as in 1893 and prescribe courses of study, employ a professional secretary to inspect colleges and administer teacher certification
1919	Lay representation eliminated from the State Board	Same as in 1915 and serve as Board for Vocational Education
1933	State Superintendent ex-officio chairman, one representative from each of five institutions of higher education, one member from faculty of private college, one county superintendent, one high school principal, two citizens from farming or business	Same as in 1919. After 1937 served as textbook adoption agency
1945	Seven lay members, one from each Congressional District, others at large	Approve or disapprove policies of State Superintendent, adopt textbooks until 1957, serve as Board for Vocational Education
All Board members except those holding ex-officio positions appointed by the Governor		

The State Department of Public Instruction 1945-1967

Part I - Educational Progress

A New State Agency for Education

Problems arising within the State Department of Education, which had been organized in 1915, highlighted the need for again restructuring the state agency for education. To that end, the 1945 Legislature created the State Department of Public Instruction. This act defined the Department as consisting of the State Superintendent of Public Instruction and the State Board of Education. The board, which for the most part had been composed of professional educators, was replaced with a lay board of education. Administrative responsibilities and policy making powers, subject to approval of the state board, were delegated to the state superintendent. In effect, the board became an advisory body rather than a policy making agency in most of its functions. This legislative action was a move in the direction of recognizing the constitutional status of

the state superintendent. However, that was not the dominant reason for changing the legal patterns adopted in 1915.

Establishment of the Department of Public Instruction followed the administration of State Superintendent W. T. Markham, 1932-1939, who had provided outstanding leadership in the office, and who was held in high esteem by school officials. Markham, a Democrat, was swept out of office in the 1938 election on the tides of political change. Because of his defeat, friction developed between political leaders and educators, who had strong representation on the professional state board of education. This in turn led to differences between the state board and Superintendent George L. McClenny, who succeeded Mr. Markham. The ensuing unrest seriously affected leadership functions of the Department.

Another reason for legislative action was general recognition of the Department's weakness because of inadequate financial support, a poor image, and the lack of clear-cut lines of demarcation between functions of the state board and the state superintendent. Not only was the Department staff limited in numbers, but it was handicapped by an annual budget of less than \$40,000 plus a minimal sum collected from teacher certificate fees.

In moving from a professional to a lay state board of education, the Legislature prescribed limitations in the appointment of members by the governor. The act also set up qualifications that must be met by candidates for the office of state superintendent. Prior to this action, any candidate for the office who received a plurality of votes cast for that official in a general election became eligible to serve if he met residence requirements applicable to all elected state officials. With the vote at his command, the candidate so elected could have served even if he were illiterate.

Although the 1945 legislation provided a legal framework for cooperative action between the state board of education and the state superintendent, the transition from a predominantly professional to a lay board, and removal of the superintendent from membership and ex-officio chairmanship of that body created unforeseen problems. The lay board was left without legally designated professional leadership in two important functions outside the Department. One of these pertained to the adoption and state printing of textbooks. Those duties, which had been transferred from the School Book Commission to the professional state board of education in 1937, remained under the newly formed lay board and outside the jurisdiction of the state superintendent. Thus that official, who was charged with developing courses of study and supervising instructional programs in the public schools, had no vote in the selection of a major tool with which these activities were carried on.

A second function of the lay board with which the state superintendent has no official connection is the administration of vocational programs in secondary schools, junior colleges, and area vocational schools. In its capacity as a State Board for Vocational Education, the State Board of Education is an agency separate and apart from the Department of Public Instruction, administers vocational programs under its own budget, and appoints its administrative officer and his staff. In effect, Kansas has two state departments of education.

When the Legislature formed the State Department of Public Instruction it corrected a deficiency that had existed in the state agency for education since the first state board of education was organized in 1873. The new legislation clarified the relationship between the state superintendent and the state board of education. Although the state board was not authorized by law to initiate policy, the practice has been for the board and the state superintendent to cooperate in formulating policy, subject to that body's approval.

Improved Department Status

Since reorganization in 1945, there has been a growing demand for more services from the Department of Public Instruction by school administrators; lay organizations interested in education; and special interest groups such as those connected with adult education, driver education, and the state scholarship program. Federally financed educational activities also have led to more requests for Department services.

An apparent growth of confidence in the Department of Public Instruction by legislators, state and local agencies, and educational leaders had led to increased demand for services from that agency which, from earliest days of statehood, had been either ignored or considered to be a necessary evil by the public at large. Perhaps the first sputnik and the fright it gave were contributing factors to improved attitudes toward

the state agency for education. Most assuredly, a series of Supreme Court decisions firmly established the fact that the state superintendent is a constitutional officer to whom the Legislature can delegate almost unlimited powers in the field of education. Another indication of increased confidence was the power delegated to the state superintendent in administering the 1963 and 1965 school district unification laws after having bypassed him in the 1945 and 1961 acts, both of which were held by the Supreme Court to be unconstitutional.

One factor contributing to improved status of the Department after 1945 was the continuity of policies and procedures followed by the three state superintendents who served from that year until 1967. L. W. Brooks, who took office at the beginning of the period in 1945, was followed by Adel F. Throckmorton, who served until August 31, 1966. His successor was W. C. Kampshroeder, who was appointed to fill the unexpired term and then elected in November, 1966 to serve until January, 1969, at which time a state commissioner of education is to be appointed under the Educational Amendment to the Constitution approved in 1966. In each transition from one administration to the next during this period, members of the Department staff carried over, and each of the three superintendents worked for the same objectives, changing policies and procedures only as educational developments warranted.

The lengthened tenure of both professional and clerical members of the state superintendent's staff during the latter years also added to Department effectiveness and efficiency. Prior to 1945, the longest term served by any state superintendent had been six years and two months, with an average tenure of 3.7 years for all superintendents up to that time. The tenure of staff members was no better. This is evidenced by the following table, which shows the number of staff members with five or more years of experience in the Department at five-year intervals from 1910 to 1945.

	Staff members with 5 or more yrs tenure	
End of 5-yr period	Professional	Clerical
1915	1	1
1920	0	1
1925	1	1
1930	1	1
1935	1	0
1940	1	0
1945	2	0

No institution or organization has established programs for the preparation of Department of Public Instruction personnel to handle the unique duties required of them. Therefore, training for that service can be obtained only in a state education agency. Chief state school officers and their staff leadership are in general agreement that from one to two years of experience on the job is needed to adequately prepare a staff member for most of the responsibilities he will face. Thus, during most of the state's history, *capable and conscientious state superintendents have been handicapped during the early years of their administrations for want of personnel adequately prepared for their tasks.*

In contrast to conditions during the first 85 years of the Department's activities, there were on the state superintendent's staff in 1967 no less than 11 professional and clerical members with 15 or more years of service in the agency. In addition, nine employees have served from 10-14 years, and 30 have been in the Department from 5-9 years.

Employees with 10-14 years of service in Department by December 31, 1967: Phyllis Bowers, Jean Brewer, Lois Caffyn, Eileen Heinen, George Reida, C. C. Rice, Lawrence Simpson, Marguerite Thorsell, Edna B. Umholtz.

Employees with 5-9 years of service in Department by December 31, 1967: Carl Althaus, Florence Applegate, Dorothy Barber, Lewis H. Caldwell, Wilma Cranwell, Della Daughtery, Ione Durham, Kenneth Eckdald, Phyllis Faulk, Willard Foster, William Goodwin, Carl Haney, Freda Harrington, Murle Hayden, Carl Heinrich, Julia Jameson, Dorothy Lanter, Donna Long, Marjorie Miller, Oris Reedy, C. W. Rice, Clara Robertson, Lawrence Saylor, Jay J. Scott, Mildred Swan, Ruth Teel, Marie Tietgen, John Vigneron, Charles Watkins, Helen Whitla.

Thus, in 1967 about 1/3 of the state superintendent's staff has been employee for five or more years, with no mention made of those who have served from one to four years. Under these conditions prospective staff members may look forward with some assurance to a career in the Kansas State Department of Public Instruction. As the transition is made from an elected state superintendent to an appointive commissioner of education and an elected state board of education, further improvements of this nature should develop.

The strength added to the Kansas State Department of Public Instruction during the 1945-1967 period through the long tenure and faithful service of the professional, secretarial, stenographic, and clerical personnel can best be reflected through a brief sketch of the contributions made by those who have served fifteen years or more.

George L. Cleland, Director of the Division of Instructional Services, joined the Department of Public Instruction in 1952. His background of experience includes teaching in rural one-room schools, coaching and teaching in high schools, and serving as principal of the Atchison high school for eighteen years - the position he held when he became a member of the Department. In 1957 he was named president of the National Association of Secondary School Principals, after having served on the executive committee of that organization. Earlier, he had served as president of the Kansas Association of High School Principals. More recently he was appointed to serve as a member of the National Committee on Secondary Education. Dr. Cleland received his A.B. degree from **Baker University**, a Master's degree from Columbia University, and the Ed.D. degree from the University of Kansas in 1958. In 1959, Baker University conferred upon him the honorary degree, Doctor of Pedagogy.

Maurice E. Cook has given seventeen years of service to the Department of Public Instruction, and is presently a consultant in the elementary and secondary school accreditation section. He was the principal of an elementary school in Ottawa prior to accepting a position on the Department staff in 1950. Mr. Cook's early teaching was in the rural schools of Douglas County, and he later held elementary principalships in Johnson and Sedgwick Counties. He attended Baker University two years before transferring to the State College at Pittsburg where he received an A.B. degree. He holds a Master's degree from the University of Missouri at Kansas City.

Jennie Moore Gillespie began working for the Department in 1951. Most of her service has been in the finance division where it has been her responsibility to calculate the amount of state funds to be distributed to school districts, a task that requires accuracy and careful attention to details. Mrs. Gillespie attended elementary school in Shawnee County and graduated from the Auburn high school.

F. Floyd Herr has the longest tenure of anyone on the Department staff, having been appointed professional secretary to the state board of education in 1943, two years before the State Department of Public Instruction was organized. He was named Director of Teacher Certification and College Accreditation in 1945. Other responsibilities have been added to the division in recent years. Prior to joining the staff, he taught in high schools, served as high school principal, and as superintendent of schools at Medicine Lodge. Dr. Herr received recognition as president of the National Association of State Directors of Teacher Education and Certification, membership on the National Study Commission of the Chief State School Officers, and an organizing member of the National Council for Accreditation of Teacher Education. He also served as president of the Central States Departments of Public Instruction. Dr. Herr obtained his B.S. Degree from Kansas State University, a Master's degree from Columbia University, and has taken graduate work at Denver University, Colorado State University, and Kansas State University. He was awarded an honorary doctorate by Ottawa University in 1951.

Janet Denton Hinthner is rounding out twenty years of service in the Department, having joined the staff in 1947. Her previous experience included ten years with the United States Department of Agriculture, Farmers Home Administration, and several years as a home economics teacher. As school lunch supervisor, she reviews from 250 to 400 school lunch programs annually, organizes vocational classes for school lunchroom personnel, plans and participates in workshops, and assists related groups and

organizations. Mrs. Hinthier graduated from Valley Center high School, received an A.B. from Friends University and has taken work at Colorado State University. She also held a dietetic internship at University Hospital in Oklahoma City.

Gladys Fay Iske, Director of Teacher Certification, became a member of the Department in 1951. Her work deals with the complexities of teacher certification, and, as director she is responsible for processing applications of prospective teachers for certification, interpreting regulations and laws governing that activity, and handling the mass of correspondence occasioned by issuing more than 10,000 certificates annually. Miss Iske graduated from King City high school in Missouri; attended Kansas City Business College; graduated from the Kansas City, Kansas junior college; received a B. S. Degree in business from the University of Kansas, and a Master's degree in education from that same institution in 1958.

Fay Young Kampschroeder, Director of Finance, holds one of the more responsible positions in the Department of Public Instruction, which she joined in 1949 as a school lunch auditor before promotion to the position she joined in 1949 as a school lunch auditor before promotion to the position she has held since 1950. Previous experience included work for the Kansas Electric Power Company of Lawrence, a year with the Kansas Emergency Relief Committee, and eighteen years on the staff of the League of Kansas Municipalities where she engaged in statistical work and writing for that organization's official publication, the Kansas Government Journal. She became associate editor of that publication. Mrs. Kampschroeder's responsibilities, which are many and varied, include distribution of state aids to public schools and other educational institutions (other than the foundation fund), purchasing, payroll, auditing, internal accounting, inventories, bond clerk for the school fund commission, maintenance of mailing lists, processing of incoming and outgoing mail, preparation of the Department's annual budget, and compiling the state educational directory. She attended elementary school in Douglas County, graduated from the Lawrence high school, and attended the Lawrence Business College.

W. C. Kampschroeder, who has been State Superintendent since September 1, 1966, joined the staff in 1951 and, until his appointment as superintendent, served most of that period as Director of Administrative Services or Assistant Superintendent. One of his first assignments was to conduct a state-wide school building survey and transportation study. Other responsibilities carried before his appointment as superintendent included administration of **Public Laws 815 and 874, under which federal funds are distributed to federally impacted districts**; a thorough and practical study of Kansas school law; development of the Department budget; cooperation with the four divisions of the State Department of Administration - budget, purchasing, personnel, and accounts and reports; general management and supervision of the three divisions and fifteen sections of the Department of Public Instruction; direction of the development and administration of a system of public school finance; organization of inservice activities of the staff; and establishment of working relations with legislators, other state officials, and numerous unofficial agencies and organizations concerned with education improvement. Kampschroeder came to the Department from the superintendency at Eureka. He graduated from Lawrence high school, received A.B. and Master's degrees from the University of Kansas, and took additional work at Columbia University and the University of Kansas. He was a teacher and high school principal before he spent fourteen years as superintendent of schools at Eureka. As state superintendent, Kampschroeder has the heavy responsibility of organizing the work of a recently expanded staff, administering a great deal of new legislation that requires extensive adjustment in most areas of the state, and making preparation for transition to a new type of education agency with an elected state board of education and an appointed commissioner of education as provided in the educational amendment, which was approved at the polls in November, 1966.

James E. Marshall joined the staff in 1952 as a consultant in special education, and became director of those programs in 1958. He has gained state and national recognition as a leader in his field. Earlier experience included three years in the Air Force during World War II, superintendent at St. Francis Boys Home, and psychologist at the Larned State Hospital. He has served as consultant to the Division of Handicapped in the US Office of Education, and as a member of the Governor's Advisory Commission on Institutional Management. He also holds positions of responsibility and leadership in his church. Marshall graduated from Reading high school, received an A.B. degree from the University of Kansas, an M.S. degree from Fort Hays State College, and the Ed.D degree from the University of Kansas in 1967.

Ruby Scholz, Director of School Lunch, has been on the staff since 1947. Poor experience included several years of teaching home economics in Kansas high schools, and six years as specialist in food conservation and marketing at North Carolina State College, Agriculture Extension Service, Raleigh, North Carolina. As director of the school lunch section, she coordinates the work of three consultants, conducts workshops and

in-service programs, carries responsibility for approval of applications and agreements of more than 450 school districts and single unit schools, in addition to processing claims under the school lunch, special milk, and special assistance programs. Miss Scholz took her high school work at Frankfort, received a B.S. degree from Kansas State University, and a Master's degree in home economics education from the University of Tennessee.

Margaret Rion Van Horn has completed twenty years of service in the State Department of Public Instruction, the last seven of which have been as secretary to the state superintendent. Since joining the staff she has been secretary to two high school supervisors, the assistant state superintendent, and in the special education section, all of which qualifies her for the many and varied tasks of the number one secretary in the Department. In addition to stenographic and typing work, Mrs. Van Horn must be familiar with activities and developments throughout the Department, serve as receptionist, answer questions arising from other staff members and from the public in general. During the year 1966-67, Mrs. Van Horn was president of the Kansas Association of Educational Secretaries and provided leadership for that group.

The continuity of operation was further strengthened by the close working relationship between Superintendent Hockmorton and Mr. Kampshroeder while he served as assistant state superintendent. In that position he participated in important decision making, developed in-service programs for the staff, worked with school administrators, counseled with boards of education, and in other ways established rapport with school officials, legislators, and the agencies with which the Department works.

One of the tangible results of Kampshroeder's work as assistant state superintendent was the move of the Department to new quarters in October, 1966, soon after he was appointed state superintendent. The building to which the Department moved had served for years to house an automobile agency. In arranging for the lease and remodeling job over a period of several months, he carried the many responsibilities involved in the planning with architects, supervising the remodeling program, working with the Department of Administration, and handling the myriad of details connected with the project.

The building, which was remodeled at an estimated cost of \$300,000, is of sturdy construction and provides adequate housing for the Department in two full stories and a third floor conference room - a total of 32,000 square feet of floor space. With new temperature control systems, modern lighting, and resurfaced walls inside and out, the new tailor-made quarters enable the Department to provide more services than from the five buildings in which the staff had been housed. **The 1966 move placed the agency under one roof for the first time since 1951**, and marked another advance of the Department's effectiveness. The new quarters are located two blocks east of the Statehouse grounds.

These many activities and the insights gained during sixteen years of service in the Department of Public Instruction eminently qualified W. C. Kampshroeder for the office of state superintendent, and, at the same time, provided one more link in the continuity of the agency's service since 1945. Upon taking office as the last elected chief state school officer, Kampshroeder announced his goals, which should assure a smooth transition in 1969 to the new agency for education authorized by the Educational Amendment. He proposed to:

1. Continue to strengthen the State Dept of Public Instruction as a means of improving services to local school officials and local school districts.
2. Assemble educational data and information through research techniques and acquaint citizens of the state with the findings.
3. Establish a school administrative advisory group to the state superintendent, the group to consist of approximately fifteen members who would be a cross section of the school administration interests of the state.
4. Make provision for regional workshops for all chief school administrators, to be held during the month of June.
5. Work closely and cooperatively with the governor and other officers of the executive department of state government, with the Kansas Legislature and its appropriate committees, with the Legislative Council, and with the Research Dept.
6. Bring into being a group of leaders interested in organizing to improve Kansas education; their concerns to include pre-school age children as well as those from kindergarten through grade twelve, and the community junior college programs for grades thirteen and fourteen.

The State Department of Administration

Cordial relations with the State Department of Administration and other state agencies through which the Department of Public Instruction operate have contributed to the advancement of educational interests throughout the state. Kampshroeder successfully provided most of the liaison between the two agencies during the years he was assistant state superintendent. **The Dept of Administration, which is an agency of state government closely allied with the administrative and legislative branches, was established by legislative action in 1953.** It includes the Finance Council; which consists of the Governor, Lieutenant-Governor, Speaker of the House, Speaker pro-tem of the Senate, and chairmen of the ways and means committees of the House and Senate. Other elements in the Dept of Administration include an executive director, a budget division, an accounts and reports division, a purchasing division, a personnel division, the State Architect, and other employees. The Department of Public Instruction is subject to the same restrictions and controls imposed by this body as are other state agencies.

The state superintendent's clerical and secretarial appointments are made from lists of qualified persons provided by the personnel division, and professional staff members must qualify under standards set by that division. His annual budget is submitted to the budget division for review by that office before it is presented to the Legislature, and all purchases of equipment for the superintendent's office, in excess of \$50, are made through the purchasing division of the Dept of Administration. Supplies and materials are generally purchased under provisions of open end contract arrangements made by the purchasing division.

New positions can be established by the state superintendent only on approval of the Finance Council or the Legislature. Thus, the Dept of Public Instruction is not an autonomous agency but, aside from the time consumed in working through the Department of Administration, the system has proved to be quite satisfactory. In fact, personnel in the budget division have been helpful in testifying before legislative committees relative to financial needs of the superintendent's office, and there are more advantages than disadvantages in the civil service system, which simplifies the process of selecting competent clerical, secretarial, and professional employees. Working with the Dept of Administration has become increasingly helpful as that agency became familiar with problems peculiar to the Dept of Public Instruction.

The State Superintendent in 1967

The state superintendent, who is administrative head of the Dept of Public Instruction, is the chief school officer of the state. His powers are granted by the Legislature under authority of the State Constitution. Traditionally, the office in Kansas has been regarded as a minor one, and is so labeled in spite of the heavy responsibilities assigned to it in recent years.

Aside from his duties as a member of the Dept of Public Instruction, the state superintendent has sole responsibility in many areas. He is the state authority for junior colleges; enters into agreements with federal agencies in the administration of several federally financed programs; presents the Department budget to the Governor and the Legislature for approval; makes final decisions on many issues respecting school district organization and boundary changes; appoints staff personnel; addresses numerous educational conferences; keeps in close touch with the institutions of higher education; and holds many interviews and informal discussions with persons and groups who come to his office.

The Legislature looks to the state superintendent for recommendations regarding laws needed to improve the state's educational program. He is subject to a thousand pressures as he backs up staff members, who administer teacher certification, accreditation activities, school district problems, the distribution of state funds to schools, and other departmental programs. The state superintendent is by law an ex-officio member of several other state agencies, a brief review of which follows:

He is ex-officio chairman of the State Teacher Retirement Board, which was created to administer the teacher retirement system established in 1941. That board appoints an executive secretary and employs a staff to administer details of the program. The retirement board meets monthly, develops policy under which the program operates, rules on procedural matters about which the executive secretary is in doubt, and invests the funds contributed by teachers and other members of the system. Until 1965 all funds by law were invested in securities of the Federal government, but 1965 legislation authorizes the retirement board to invest in assets eligible for the investment of funds of legal reserve life insurance companies in the state of Kansas, with some minor exceptions. The 1965 legislation also requires the retirement board to retain

qualified investment counsel. Although the retirement system is administered by the executive secretary, serving as chairman of the retirement board is one more time consuming task for the state superintendent.

The same may be said of the state superintendent's responsibility as chairman of the state authority for Schilling Technical Institute at Salina. Chairmanship of the budget review committee, which rules on budget limits for school districts, requires much of the state superintendent's time. He also serves as secretary of the School Fund Commission. The work of that commission is not so heavy as in times past, as all school lands have been sold. In recent years most of the permanent school fund has been invested in federal securities, which produce more revenue than municipal bonds, in which the fund was invested prior to the late 1950's.

The state superintendent also cooperates with a number of unofficial agencies that work for educational improvement. He is an ex-officio member of the Board of Directors of the Kansas State Teachers Association, and serves on a number of that organization's committees. He is also an active member of the Kansas Association of School Administrators, and works closely with officials of the State Association of Board of Education, the Kansas State High School Activities Association, and the Kansas Congress of Parents and Teachers.

Another responsibility, which recently has been added to the state superintendent's long list of activities, is membership on the board of directors of the Mid-Continent Regional Educational Laboratory. This is one of a network of such laboratories financed under the Title IV of Public Law 89-10, the Elementary and Secondary Education Act of 1965. Planning and developing the laboratory over a period of one and one-half years was a time-consuming task for the board of directors. Headquarters of the laboratory are in Kansas City, with four service centers located in Wichita, Pittsburg, Manhattan, and Lawrence.

The state superintendent is also responsible for the internal organization of the Dept of Public Instruction, and, in the final analysis, is responsible for decisions and programs developed by his staff. He, more than any other member or group on the staff, builds the image of the Department and determines whether its public relations program is good or bad. Also, there are some functions of the Department that are not assigned to the divisions and sections, but remain under the direct supervision of the superintendent and his assistant.

Reporting directly to the state superintendent and his assistant is the coordinator of federal programs, whose title indicates the nature of his duties. With federal programs administered in most segments of the Department, the coordinator serves as a clearing point, and keeps informed about educational developments at the federal level. Other staff members currently (1967) working outside the three divisions of the Department are a personnel director; a director of fiscal management, a director of the Iowa Project, which is discussed later in this chapter; and a director of information who edits *Kansas Schools*, the official publication of the Department, edits teachers' guides prepared by other staff members, writes news releases to keep the public informed about educational activities, and assists in familiarizing the staff members with developments in the Department.

[Annotation: In 2004, The State Board of Education is a constitutional body as set forth in Article 6 of the Constitution of the State of Kansas. This article was the result of an amendment adopted November 8, 1966, which transferred the educational responsibilities formerly exercised by the State Superintendent of Public Instruction to the State Board of Education, effective January 14, 1969. The Constitution states that the State Board of Education "shall have general supervision of public schools, educational institutions and all the educational interests of the state, except educational functions delegated by law to the State Board of Regents. The State Board of Education shall perform such other duties as may be provided by law." These duties are outlined in K.S.A. 72-7513 and K.S.A. 72-7514.

The Board consists of 10 members elected by the people at the same time that other primary and general elections of state officers are held. The regular term of office is four years and there is no limitation as to the number of terms they may serve. Each Board Member is elected from a particular district comprising four of the 40 senatorial districts of the state. Any citizen is eligible to serve on the State Board except that "no state, school district or community college officer or employee shall be a member of the State Board of Education" (K.S.A. 25-1904).

The Board has the authority to select and appoint a Commissioner of Education who serves as the Board's

chief administrative officer. Also, the Board confirms the appointment of assistant commissioners, team leaders and team coordinators upon the Commissioner's recommendation.]

The Educational Secretary

After 1945, the role of the educational secretary became increasingly important as school enrollments expanded, larger school units were developed, new state and federal programs were added, and other complexities of school management required more record keeping and accurate reporting. By 1967, the school secretary had become an indispensable member of the staff in all well-administered school systems. The State Department of Public Instruction has always had an obligation to provide leadership that would improve instruction and strengthen school administration. To that end, the state superintendent and his staff gave encouragement and help when school secretaries decided to organize, and have continued to assist as the organization grew and expanded its services.

Mary Ritter, who served as the state superintendent's secretary until 1951, was one of the leaders in the movement to organize. Encouragement and assistance was given by Minter Brown, for many years a member of the headquarters staff of the Kansas State Teachers Association; W. W. Wright, a member of the State Dept of Public Instruction; and Adel F. Throckmorton, state superintendent. The organizational meeting was held in Topeka on November 4, 1950, with sixty-one secretaries in attendance. The Kansas Association of School Secretaries was formed, but later the title was changed to Kansas Association of Educational Secretaries.

Besides the work of Mary Ritter in launching the movement, four of the first fifteen presidents of the organization have been members of the Dept of Public Instruction. Margaret Van Horn, the 1966-67 president and currently (1967) secretary to the state superintendent, has given twenty years of service to the Department. Other presidents from the same agency were: Margaret Gatchett, 1952-53; Rose Carle, 1961-62; and Catherine Worley, 1962-64 (deceased).

The Association, which is affiliated with the Kansas State Teachers Association and the National Association of Educational Secretaries, which is an affiliate of the National Educational Association, holds two annual meetings, one of which serves as a workshop in which members receive inspiration and seek to upgrade themselves. The Association and many educators favor development of a program for the certification of educational secretaries whose work is of such a specialized nature.

Looking Ahead

While there was a marked expansion of the State Department of Public Instruction during the 1945-1967 period, there remained a critical need for additional services necessitated by the new school district system; the expansion of vocational education and other instructional programs, better in-service training for administrators and teachers, uniform record keeping systems, and better procedures for evaluating educational progress. Also, heavy burdens will be thrown on the Department of Public Instruction with elimination of the 105 county superintendents and all intermediate units when the Educational Amendment of 1966 becomes fully operative in 1969.

Title V of Public Law 89-10, the Elementary and Secondary Education Act of 1965, had by 1967 provided funds from federal sources for strengthening the Department of Public Instruction, with additional projects approved to further expand the services of that agency. An outline of improvements projected in 1967 included:

1. Refinement and coordination of reporting practices for collecting educational data.
2. Expansion and use of data processing to include all areas of teacher accounting and certification, school accreditation, distribution of school finances, and supportive services for expanded educational research.
3. Development of a centralized accounting service for all federal-state programs administered by the Department.
4. Expansion of the program of field auditing.
5. Expansion of informational services.
6. In-service training programs for staff personnel.

7. Development of complete records of teacher qualification on electronic tape.
8. Re-examination and upgrading of the practice teacher program.
9. The comprehensive evaluation of all Kansas school systems.
10. Provision for additional planning and experimentation in school administration, supervision, faculty improvement, and library services
11. Additional personnel to administer the above projected services and to strengthen programs already established.

In 1966, the Kansas Dept of Public Instruction agreed to cooperate with twelve other mid-western states in developing and implementing a new educational information system directed toward the five areas of *facilities, finance, instructional programs, personnel, and the pupil*. This program, known as the **Iowa Project**, is headed by the Iowa Dept of Public Instruction. Dr. Carl B. Althaus represents Kansas in carrying forward this project. "Creation of a total system has been prompted by the critical need for more educational information by educators and school administrators. Not only are these groups demanding more information, but they are requiring that information be made available to them much more rapidly than before."

The Kansas state superintendent and his staff helped lay the groundwork for far reaching changes in the organization of the state agency for education when they went on record in 1955, suggesting that the best type of organization for a state department of education is a lay board elected by the people, with the board authorized to appoint a commissioner of education as its chief administrative officer.

The division of state responsibility for education among several agencies became increasingly unsatisfactory as educational programs expanded and federally sponsored activities multiplied. This division of administrative responsibility included school transportation by the safety division of the highway department; surplus property for schools by the state budget division; commodities for school lunch programs by the state social welfare agency; inter-school competition in athletics, music, forensics, and essay writing by the Kansas State High School Activities Association; safety inspection of schools by the state fire marshal; and vocational education and rehabilitation services by the state board of education, which, in this capacity, is a separate agency outside the State Department of Public Instruction. Election of a state superintendent every two years on a partisan political ticket did not guarantee continuity of administrative policies, and Supreme Court decisions made constitutionality of the administration of vocational programs by the state board of education questionable. Because of doubt at this point, the 1965 legislative session excluded the state board of education from some functions it had performed as a branch of the Department of Public Instruction since its organization in 1945.

Following these exclusions, the state superintendent was made the state authority for junior colleges, which had been a function of the Department of Public Instruction; he was authorized, without board approval, to enter into agreements and develop plans with federal agencies for the administration of federally financed programs; and the governing body of a newly created state technical institute did not include the state board of education or any of its members. A governing board, consisting of the state superintendent and two other persons appointed by the governor, was created to act as the state authority for the technical institute.

In order to correct these and other deficiencies, the Legislature, early in 1966, adopted a resolution to amend the Constitution. The amendment provides for *the creation of a state board of education composed of ten lay persons to be chosen by the electors of ten board-member areas into which the state will be divided*. The elected state board of education, under provisions of the amendment, will appoint a state commissioner of education. The proposed amendment, which was submitted to the Kansas electorate in the 1966 general election, was approved by a substantial majority. In the same election a state superintendent was chosen for a two-year term. Thus, the Legislature will have two years in which to work out details for conducting the election to select members for the state board of education, and make the amendment fully operative not later than January, 1969.

Internal Organization of the Department

Because of continued growth of the Department of Public Instruction, and the multiplication of duties assigned to it, an internal reorganization was effected in 1955 by forming three divisions. These are the divisions of instructional services, administrative services, and accreditation and teacher certification. Each

division is under the leadership of a director, with the work of each division assigned to sections, which are also headed by directors.

The development of educational programs and activities and their relation to the Department of Public Instruction are outlined in Parts II, III, and IV of this chapter. For convenience these programs are reviewed and described under the appropriate divisions of the Department as indicated above. In the past, some of these functions have been administered by the state superintendent, the state board of education, other state agencies, or under organizational patterns of the Department that no longer exist. The history of some of these programs is not limited to the 1945-1967 period, but their development during earlier years is described. Among such programs are state textbook adoptions, school district organization, and teacher certification.

Educational Leadership

Educational leadership is one of the principal functions of the State Department of Public Instruction. Evidence that the Kansas Department, in 1967, is in a position to provide such leadership is found in the number of staff members who have received recognition outside the state for service in the field of education.

The State Department of Public Instruction 1945-1967

Part II - Division of Instructional Services

Most of the recorded history of education in Kansas deals with the mechanics of operating schools; finding and making available sources of revenue for their support; organizing and reorganizing school districts; codifying school laws; dissecting statistical data; and wrestling with such problems as tuition charges, school transportation, requirements for teacher certification, textbook adoptions, school facilities, health standards, and teacher supply. Comparatively little has been said about the improvement of instruction except as these important concerns indirectly affect the quality of teaching.

Only in recent years has the State Department of Public Instruction had funds with which to employ specialists in curriculum development, and personnel, who can give full time and attention to helping teachers do a better job. With a few rare exceptions, state superintendents of public instruction have been aware that improvement of instruction is the real purpose to be served by schools but, lacking funds and staff with which to reach this goal, most of their time and energy of necessity have been devoted to keeping the schools in operation.

From the establishment of the first schools in the state, these officials played an important part in the certification of teachers and the supervision of institutes established for the purpose of raising teacher qualifications. They published courses of study as instructional guides, but **it was not until 1915 that elementary and secondary school supervisors were added to the state superintendent's staff.** There were four of these assistants to cover the state until two additional ones were added in 1945. In spite of this limitation and the inspectorial nature of their assignment, they contributed greatly to upgrading classroom procedures in their dual roles of helping teachers and evaluating schools for accreditation purposes.

A major contribution to the improvement of instruction was made by state superintendents, who prepared and distributed courses of study, teachers guides, and other instructional materials before 1915 when the Legislature first granted specific authority to provide such services. The better prepared teachers of the 1960's do not need the precise suggestions carried in the early courses of study, but do find helpful the modern instructional guides that include bibliography, results of classroom experimentation, and adaptations to the latest educational philosophy. **The first elementary courses of study that were not based on the textbook were published in 1934** by State Superintendent W. T. Markham. They introduced elementary teachers to the social studies concept of organizing instructional materials.

The division of instructional services also contributes by making available to teachers and administrators information regarding audio-visual aids, teaching machines, language laboratories, team teaching, and other approaches to good instruction. In addition to services from the state superintendent's office and instructional equipment available from commercial sources, the teacher of 1967 has decided advantages over her counterpart of 100 years ago with respect to teacher load. In his annual report of 1868, State Superintendent Peter MacVicar gives some clues to conditions under which teachers of that time carried on their work. According to his report, Topeka with an enrollment of 695 pupils employed eight teachers, a pupil-teacher ratio of 86; Leavenworth, with 11637 enrolled, employed twenty-nine teachers, a ratio of 56; while Atchison, with 1104 pupils, employed only eleven teachers, a ratio of 100. These were consistent with other pupil-teacher ratios reported during that period.

Textbook Adoption

The history of instructional programs in Kansas would not be complete without a review of textbook adoption policies and their impact on education over a sixty-year period. Periodically, the textbook issue became a political football with the educational interests of children disregarded. The adopted textbooks usually determined the subject matter to be taught as little supplemental material was available to teachers, many of whom were ill-prepared for their tasks. Soon after World War II higher standards were demanded of teachers, a wealth of instructional material became available, and the knowledge explosion made everyone aware that all knowledge in a given field could not be found between the covers of a textbook.

Uniform statewide textbook adoption was a controversial issue from earliest days of statehood. State Superintendent Isaac T. Goodnow, 1863-1867, joined most of the superintendents of that period in urging that a law be enacted providing for such uniformity. However, his successor, Peter MacVicar, took the opposite view and expressed a philosophy that coincided with arguments used by those seeking repeal of such a law eighty-eight years later when he said: . . . "I presented somewhat at length the impracticability of requiring by law a state uniformity of textbooks, and of giving either to a state superintendent, or to a board, the power of deciding what that uniformity should be for a series of years . . . A vast system of state monopoly would be created. It is doubtless much better that books, like other products of brain and industry, be left free to a healthy competition." Opposition to such a proposal by men of Superintendent MacVicar's stature was a factor in delaying the enactment of a textbook law until 1897, twenty-six years after he left the superintendent's office.

The 1897 act created the School Textbook Commission, which included in its membership the state superintendent as ex-officio chairman with the right to vote on all propositions. It was the commission's responsibility to contract with publishers, adopt uniform series of textbooks and set prices. A unique provision of the law foreshadowed later unsavory developments. No one, except members of the commission was to be present or cognizant of any proceedings of the commission during any time that it was in session and no member was permitted, during any of its meetings, to give information to anyone about what was going on in the meeting. Although the law did provide for publication of proceedings of the commission after business had been transacted, this probably would not have satisfied 1967 proponents of "the right to know."

Writing in 1937 on the statewide adoptions of textbooks, C. O. Wright, a former executive secretary of the Kansas State Teachers Association, paid his respects to the system:

"Starting with 1897 the profession faced a forty-year period which was largely characterized by political control of textbook selection. The period from 1897 to 1937 will go down in our history as one where politics played a major role in textbook adoption - politics of book companies, of vote getters, and of patronage distributors. Except for rare occasions, the children of the schools and the desires of the teachers were pushed to the background. Throughout the forty years, educational leaders made vigorous protests against the various legislative acts providing for the lay selection of texts and against the way governors, both Republic and Democratic, administered adoption laws.

The notorious legislative investigation of the textbook question in 1932 uncovered gross inefficiency and political influence in the state printing plant, and the investigating committee recommended the abolition of the old School Book Commission."

The shifting of textbook adoption responsibilities from one body to another is one indication of the sensitive issues involved. The most serious problems developed after 1913 under a legislative act in which elementary textbooks, and some in the high school field, were manufactured in the state printing plant. With the inauguration of state printing of textbooks, the use of unauthorized textbooks became serious business. A punitive provision in the law that was not repealed until 1957 stated that any school official who was convicted of adopting, using, or procuring for use in the public schools in the same branch, any textbook as a substitute for an adopted one was subject to a fine of not less than \$25 nor more than \$100, or by imprisonment in the county jail, or both such fine and imprisonment. This law, enacted in 1913, antedates by several years thought control programs initiated by the present governments of Russia and China.

As many contended, state printing probably resulted in cheaper textbooks during early years of the program. However, by 1953 the nationwide per pupil costs for all elementary and secondary pupils was \$3.49, according to the American Textbook Publishers Institute. The comparable Kansas figure was \$8.35 although supporters of state printing in the state plant resulted in lower costs to school patrons. Notwithstanding the cost factor, the system resulted in the use of many inferior textbooks.

The state superintendent was ex-officio chairman of the agencies responsible for textbook adoptions until reorganization of the Department of Public Instruction in 1945. At that time, a lay state board of education, of which the superintendent was not a member, was assigned the task. The lay board, operating without professional leadership, often made ill-advised adoptions. The law did provide for an advisory committee, a majority of whom were teachers and school administrators, but the board often disregarded committee recommendations.

The method used by the board in selecting advisory committee members was a major weakness of the adoption procedure. During the 1950's, contrary to recommendations of the state superintendent, the board followed a policy of letting each member appoint his proportional share of advisory committee members rather than name them by board action. Under this plan, eight of the fourteen advisory committee members in 1954 came from the home towns of board of education members making the appointments.

Two incidents illustrate the kinds of unwise decisions that hastened the end of statewide textbook adoptions. In the 1950's penmanship series were changed so often that some pupils were taught under three different systems before they reached the eighth grade. On another occasion, the adoption of a modern series of reading textbooks, costing school patrons of the state hundreds of thousands of dollars, was replaced with another series before elementary pupils had completed the first series. This action was taken over the protests of county superintendents, school patrons, the state superintendent, and other school officials. Added to this kind of operation were public dissatisfaction with the state printing of textbooks and the demand of local systems that they be permitted to select their own instructional materials. These unwise procedures led to legislation that abolished the whole system in 1957.

The 1957 legislation also created a State Textbook Review Committee, which twice each year publishes lists of textbooks suitable for use in Kansas schools. Members are appointed by the state superintendent with approval of the state board of education. All textbooks submitted by publishers are listed unless, in the judgment of the committee, the books contain subversive material, or cannot be classified under the subject matter area for which a textbook is to be listed. The committee, assisted by a member of the state superintendent's staff, has operated successfully since it was organized in 1957. The publishes lists provide a welcome service to school officials, who now make their own adoptions at the district level, and determine when textbook changes are needed. With the plan in full operation since 1962, following expiration of the 1957 adoptions, the demand for uniform textbooks and state printing of them have experienced a peaceful death.

The Curriculum Section

Believing that the curriculum includes all the experiences which pupils have as they participate in and relate to life of the school, this section has attempted to project this philosophy by means of conferences, curriculum guides, and the service of consultants. One feature of expanded services after 1955 was the addition of specialists to provide leadership and consultative help in fields that many schools had failed to develop adequately. Organized physical education courses at the elementary level was one of these neglected areas. Prior to 1955 such programs were non-existent in hundreds of elementary schools where

interschool athletic competition, which had gotten out of hand, was thought by many members of the community to meet the physical development needs of children.

In some instances as much as 1/4 of the average day was devoted by members of the team to football, basketball, or some other sport, either in practice or actual competition. At the height of this movement in the mid-1950's, there were schools in which fifth and sixth grade pupils played eight and ten-game football and basketball schedules. The teams often traveled long distances on school time in company with teachers, other pupils of the school, and team supporters in order to engage in these contests. The Legislature had not at that time made elementary school accreditation a condition for receiving state funds. Some communities rebelled when the state board of education approved regulations, upon recommendation of the state superintendent, to limit such practices. Even sports writers for the press took up cudgels against such restraints, overlooking the fact that high school and college athletic competition is subject to regulation.

Illustrative of the general attitude toward physical education courses a decade ago was legislative reaction when the state superintendent first recommended funds for the employment of a physical education specialist. Out of one legislative committee came the suggestion that if such a position were created, it should be on the staff of the High School Activities Association, the organization that rules athletic competition, rather than in the Department of Public Instruction. Attitudes have changed within the past twelve years. The Legislature did appropriate funds for the addition of a physical education specialist to the state superintendent's staff. Under his leadership, and by means of conferences, workshops, community meetings, demonstrations, and the publication of a series of teacher guides, interest in organized physical education developed rapidly. As elementary schools made physical education courses available to all pupils, the clamor for interschool athletic competition, in which a limited number of pupils could participate, began to subside. The use of school time for team practice was discontinued or kept within limits. Not only did organized physical education in schools add to the well-being of pupils, but, by deemphasizing interschool athletic competition, led to improvement of instructional programs in all subjects.

Another major contribution to better instruction in Kansas schools during the 1955-1967 period was the expansion and upgrading of school libraries. This growth was the expansion and upgrading of school libraries. This growth, especially at the elementary level, was phenomenal. The Legislature recognized the value of school libraries as early as 1876, when a law was enacted authorizing school boards to levy from one-half mill to two mills in order to provide funds with which to purchase books for school libraries. Again in 1925, a law was passed that required school districts to annually expend a minimum of \$5.00 per teacher for the purchase of library books from a list approved by the state superintendent. The 1925 legislation and the Kansas Reading Circle, an enterprise of the Kansas State Teachers Association, resulted in better libraries, but in most small elementary schools, and in some large ones, the library remained the weakest part of the instructional program.

In 1962 the Department of Public Instruction obtained funds with which to employ a school library consultant. This addition provided a stimulus that led to an unprecedented growth in elementary school libraries, and marked improvement in those at the high school level. Under direction of the consultant, an advisory group, composed of qualified school librarians, was named to assist in preparing a catalog of approved books for school libraries, which was published and distributed to schools. A materials center, with an ample collection of the latest publications, was established in the Department for the use of school librarians, teachers, and administrators in selecting titles for their libraries. In order to stimulate interest and support for the school library, numerous conferences, workshops, and demonstrations were conducted throughout the state.

Industrial arts was another field that long had been neglected in many schools. While increasing emphasis had been placed on vocational education, no state leadership had been provided to give direction to this important subject. The state organization of industrial arts teachers, sensing the need for such leadership, took the initiative in working for a consultant position in the Department of Public Instruction. These efforts were successful. The appointment of a consultant produced results in the industrial arts field comparable to those in physical education and library services when specialists in those areas became active in the Department. **The first industrial arts consultant was appointed in 1964.**

Much the same store can be told about the appointment of specialists in other subject matter areas. **Science, mathematics, and modern foreign language instruction took on new life in most high schools when federal funds became available for support of these programs under the National Defense Education Act**

of 1958. Other fields of instruction in which Department specialists are currently at work include English, art, music, media, social studies, and general curriculum development.

The demand for this kind of service from the Department was evident as early as 1951, when more than 7,000 elementary teachers voluntarily attended forty-six curriculum conferences under the direction of Department personnel. The subject matter specialists spend about one-half of their time in the field conferring with administrators and teachers on local curricular problems. A series of curriculum conferences is held annually at conveniently located centers. While in the office, the consultants prepare teachers' guides for publication, compile lists of instructional materials, and give individual help to teachers who contact the Department for such services.

These specialists serve as consultants in the administration of federally financed programs designed to improve instruction. The curriculum section also administers **Title III of the National Education Act** under which **federal funds are provided to reimburse school districts for equipment purchased in order to enrich instructional programs in several subject matter areas.**

Special Education

The Kansas Society for Exceptional Children, composed of lay and professional persons, was organized in the mid-1940's for the purpose of obtaining legislation to provide special services for the education of handicapped and other non-typical children. The movement was supported by the **Kansas Council for Children and Youth**, the **Kansas State Teachers Association**, the **State Federated Women's Clubs**, the **Congress of Parents and Teachers**, the **State Department of Public Instruction** and other groups concerned for the educational welfare of all children.

[Annotation: Kansas State Federated Women's Clubs - In the early 1900s is when the Kansas Federation of Women's Clubs established traveling libraries throughout the state of Kansas. The Hoxie Fortnightly Club (Kansas) served as one of the first libraries by taking advantage of the deal of 50 books for six months for \$2.00.]

[Annotation: Congress of Parents and Teachers - *byname* **Parent-Teacher Association (PTA)** - American organization concerned with the educational, social, and economic well-being of children. The PTA was founded on Feb. 17, 1897, as the National Congress of Mothers; membership was later broadened to include teachers, fathers, and other citizens.]

[Annotation: Kansas State Teachers Association - A teachers' association was formed at Leavenworth March 14, 1863. The State Teachers' Association was organized at Leavenworth September 29, 1863.]

The activities of these organizations, in keeping with nationwide interest in such programs, produced **legislation in 1949 which authorized the creation of a special education section in the Department of Public Instruction, and the formation of special classes in school districts.** A modest appropriation was made with which to finance the new activity, and the state superintendent was directed to appoint a director and other personnel. However, **the first appropriations for the reimbursement of school districts that organized special classes were not made until 1951.**

The special education staff functions under the philosophy that the objectives of education for exceptional children do not differ from the objectives of education for other children. Generally speaking, these objectives are self-realization, human relationships, economic efficiency, and civic responsibility. The role of the special education section, since its organization in 1949, has been to provide consultative services to schools, and to assist them in establishing programs for exceptional children; develop standards for specialized instruction at the highest possible level of quality; and administer state financial aid to local districts to compensate them for the excess costs of providing educational opportunity for non-typical children.

Special education programs are established by school districts on a voluntary basis, and the enrollment of children in such classes is not mandatory. The voluntary features of the law account in part for the comparatively slow progress made in organizing classes immediately following enactment of the 1949 legislation. Other problems faced by this section in its early promotional work were financing at the district

level, inadequate space in existing school facilities for special classes, a short supply of qualified teachers, areas of sparse population, an oversupply of school districts, indifference, and in some instances, local opposition.

Supplementary legislation in 1951 made provision for funds with which to reimburse school districts that established classes for the mentally retarded, or provided instruction for homebound children.

In 1953 the Legislature more explicitly defined exceptional children and appropriated funds for districts that provide special instruction for any or all classifications of these children.

With inauguration of the program in 1949, the statutory definition of exceptional children included those who are intellectually gifted, and extended authority to give such children special full-time or part-time instruction.

The interest in special education for non-typical children continues to grow, and numerous organizations outside the schools are working in the field of mental retardation. The special education staff members have cooperated with universities and colleges in developing teacher education opportunities in this field, and have worked closely with personnel in the United States Office of Education.

The report of one study conducted by Dr. Marguerite Thorsell of the special education staff, in cooperation with the Washington agency, was released in 1963. This was an experiment in providing specialized instruction for mentally retarded children in regular classroom settings by teachers, who had no special preparation for such teaching. The need for discovering effective methods of giving such instruction to handicapped children in regular classroom situations is readily apparent in sparsely settled areas, which are divided into numerous small school districts. In such instances, there is an insufficient number of children to justify the employment of specially trained teachers, who are in short supply. The three-year study was conducted in the western half of Kansas where, in 1957, there were only nine classes for educable mentally retarded children.

Because of limitations that could not be eliminated, the overall purpose of the study was not substantiated by analysis of the data collected through the evaluation program. However, much was learned about the problem of providing special education services in sparsely populated areas, and the need for continued investigation of the possibilities was clearly demonstrated.

Guidance and Counseling Services

The use of guidance and pupil personnel services in Kansas schools is a recent development. In the 1946-47 school year, only 21 of the state's secondary schools had at least one person assigned as much as one hour a day for such work and only 222 non-administrative personnel were assigned to such guidance duties as recently as 1957-58. The first leadership supplied by the State Department of Public Instruction in this field was provided in 1956 with the employment of one guidance counselor. The first standards for certifying counselors were filed with the Revisor of Statutes by the state superintendent in 1957.

It cannot be said that guidance services expanded in Kansas as a result of popular demand, as illustrated by an unfortunate incident that occurred in 1959. Because of resistance to certification standards for counselors, a legislator was persuaded, in the closing hours of the 1959 legislative session, to introduce a resolution revoking adopted standards for such certification. This misunderstanding was not cleared up until the 1961 legislative session at which time the 1959 action was nullified.

Counseling and guidance activities have expanded rapidly since the National Defense Education Act became operative in 1959. In that year there were only 85 full-time counselors in the state, who qualified under standards incorporated in the state plan and agreement with the United States Office of Education. When federal funds became available under provisions of the federal act, the guidance staff was enlarged to include three counselors, in addition to the director, who had been appointed in 1956. Since 1959, the number of full-time counselors employed in public schools has increased to 161, and the number of part-time qualified counselors has shown a comparable growth.

Members of the Department guidance staff serve as consultants to local school counselors, organize and hold conferences for counselors and school administrators, make studies regarding drop-outs and high school students who enter college or take employment, cooperate with institutions of higher education in

developing training programs for counselors, publish and distribute numerous bulletins, and exercise general supervision over a state testing program. Details of administering this activity have been assigned by the guidance staff to the testing service of the Kansas State Teachers College in Emporia. Aptitude tests have been given to ninth and tenth grade students annually since 1959-60. Results of these tests are made available to schools in which the students are enrolled, and may be used for research purposes under special arrangements with the guidance section of the State Department of Public Instruction.

Titles I and II of Public Law 89-10

Titles I and II of Public Law 89-10, the Elementary and Secondary Education Act of 1965, are administered by two sections in the division of instructional services. Title I was not designed to give general aid to schools, but to provide federal money with which to finance projects that will improve educational opportunity for culturally deprived children from families living at the poverty level.

Appropriations to fund these programs were not made until late in 1965 for the school year 1965-66, which meant that a very small staff had to plan quickly to schools during that term. Of the 10.8 million dollars allocated to Kansas, only about 9.8 million were approved for use in the schools because the money was appropriated to late in the fiscal year. Obtaining personnel to man the projects that were approved was a difficult task. In some instances, projects were revised to place an overemphasis on the purchase of equipment and materials in the absence of qualified persons to handle the original projects.

In allocating the limited funds available under Title II of the act, top priority was given during the first year to elementary schools. One hundred thirty-five non-public elementary schools enrolling more than 26,000 pupils benefited under provisions of this Title. Evaluation of projects under Titles I and II were not completed until late in 1966.

[Annotation: The Elementary and Secondary Education Act (ESEA) was enacted in 1965 to provide guidance and funds to K-12 schools. On January 8, 2002 President George Bush signed the No Child Left Behind Act. This act reauthorizes and amends federal education programs established under the Elementary and Secondary Education Act (ESEA) of 1965.

- Title I - Improving the Academic Achievement of the Disadvantaged
- Title II - Preparing, Training, and Recruiting High Quality Teachers Principal
- Title III - Language Instruction for Limited English Proficient and Immigrant Students
- Title IV - 21st Century Schools
- Title V - Promoting Informed Parental Choice and Innovative Programs
- Title VI - Flexibility and Accountability
- Title VII - Indian, Native Hawaiian, and Alaska Native Education
- Title VIII - Impact Aid Program
- Title IX - General Provisions
- Title X - Repeals, Resignations, and Amendments to Other Statues

The State Department of Public Instruction 1945-1967

Part III - Division of Administrative Services

The Division of Administrative Services, which is organized in six sections, has carried an especially heavy load since 1965 because of federally financed programs recently placed in the Department for administration. Duties of the division are briefly described by sections.

Lawrence Simpson, who joined the State Department of Public Instruction in 1957 as a consultant in the Elementary and Secondary Accreditation Section, became director of that section two years later. In addition to his other duties, Mr. Simpson served in the Department as coordinator of Federal programs

pending appropriation of funds by Congress with which to employ a coordinator. He also is in charge of the program for upgrading the Department of Public Instruction under provision of Title V of the Elementary Education and S Act of 1965. He has written several numbers of Kansas Schools, the Department's official publication, and several important bulletins and brochures. He was appointed director of the Division of Administrative Services in 1963.

School Finance Section

Fay Kampschroeder, who has held a key position in the Department of Public Instruction since 1949, is the director of this section. In fact, most of the activities for which this section is responsible have been initiated under her leadership. The administration of state funds for the general support of schools was handled by this section until 1965, when the addition of a number of new programs made it necessary to transfer this responsibility to the statistical services section. The school finance section serves as a clearing house for other sections and divisions of the Department, and for local school officials who need information pertaining to financial and statistical records in the Department. Another time-consuming activity of the finance section director has been the coordination of Department of Education procedures with the state Department of Administration and other state agencies.

Preparation of the Department budget and supervision of accounting procedures for the numerous programs administered by the superintendent and his staff add to the duties assigned this section. Because accounting procedures required by federal agencies differ from state accounting practices the record keeping work of the section is almost doubled. This problem is discussed in Chapter IV.

School Facilities Services

School facilities services, initiated by the Department in 1951, were the outgrowth of school building, school equipment, and transportation needs arising in school districts with enrollment impacts caused by federal activities, and the need to make an inventory of school facilities throughout the state as part of a nation-wide study authorized by Congress in 1950. The study was designed to be the basis for alleviating school building shortages created by shifting population, increasing birth rates, obsolete school buildings and a backlog of needs developed during World War II. The Legislature did not authorize the Department to use federal funds in conducting the survey until 1953, but in the meantime the Department, with the assistance of the state's 105 county superintendents, collected the necessary data. In processing applications of local school districts for building funds under provisions of Public Law 815, there arose a demand from many other districts that the Department provide consultative services in the school building field.

School Lunch Programs

A school lunch director was first appointed by the State Superintendent in 1946. The director exercises general supervision over school lunch activities, trains supervisors and cooks in the schools, conducts field visits and computes the federal reimbursement rate to school districts on a per meal basis. In Kansas the lunch program was very unpopular in the early days of its operation on the grounds that it was a socialistic venture and contrary to the American way. Today, the school lunch in most districts is considered to be a fundamental in the school's operation. This is also true of the special milk program established by Congressional action in 1954. The school lunch section cooperates with the Department of Social Welfare which handles the distribution of surplus commodities.

Statistical Services and School Finance

The State Superintendent's office has always had the task of collecting statistical data and incorporating in his annual and biennial reports tabulation of much of the information collected. With the addition of new activities and growth of the state's system of schools, the need for improved statistical services has accelerated. Until recently the use of electrical data processing equipment has been limited to teacher certification procedures and related activities. Increasing use of such equipment became necessary in making studies to find a better formula under which to distribute state funds to schools. The equipment provided to be invaluable in making application of a proposed new formula as the basis for legislation leading to a school foundation finance law. Administration of this law is currently the principal duty of the

statistical services section. Some background leading up to enactment of the foundation finance act is appropriate at this point.

Prior to 1937 more than 95% of financial support for Kansas elementary and secondary schools came from local district ad valorem taxes. [Annotation: ad valorem tax - a tax levied on the difference between a commodity's price before taxes and its cost of production.] Since that year financing the schools has gradually changed from a local district responsibility to a joint endeavor shared by the federal government, the state, the county, and the local district. The first state aid for schools, other than an insignificant amount from the permanent school fund, was appropriated by the Legislature in 1937 but changing conditions and a rigid formula for distributing the money caused the \$2,113,000 distributed in 1937-38 to decline until by 1947 only 54% of the appropriation for this purpose reached the schools. The 1937 law was repealed in 1949.

From 1937 until 1965, when the first school foundation finance law was enacted, patchwork attempts to provide adequate financing of schools included a hodgepodge of at least a dozen funds from county and state sources to supplement school district revenues. Additional support was derived from federal sources including school lunch and milk funds, Public Laws 815 and 874, the National Defense Education Act and, in 1965, Public Law 89-10.

No great amount of imagination is required to envision the complexities involved in administering such a multitude of funds from so many sources. Inequities in the property tax, inadequate support from the state level, and insufficient revenues from all these sources stimulated the State Department of Public Instruction, with encouragement from legislative leaders, to conduct studies and develop a formula that would provide substantially more state support from non-ad valorem sources, consolidate many of the funds already available, correct educational and tax inequities, and set up incentives for improving instruction in the schools.

To this end, Dr. Carl B. Althaus, a specialist in the field of school finance and a member of the Department staff was asked to assume this task. Dr. Althaus, who had developed the basic formulas in most finance legislation since 1947, accepted the challenge and began work on the project in 1963 with publication of his studies following in 1963 and 1964.

The 1965 legislative session in which these proposals were introduced made only minor revisions in the formula submitted. Its most significant features were retained to become the school foundation finance law enacted that year. As a basis for distributing state funds the formula takes into consideration the preparation and experience of teachers, density of population as a factor in the reimbursement of school districts for pupil transportation costs, county-wide tax levies from ad valorem sources, substantial amounts of state money, pupil-teacher ratios, and an economic index to determine financial ability of each county to support its schools. One controversial feature of the law is a new method of limiting school district expenditures. Instead of mill levy limits heretofore used for that purpose, this act limits districts to spending only 104% of per pupil expenditures the preceding year.

The following tabulation, prepared by Fay Kampschroeder, director of the school finance section, compares the origin of school operational revenues in three years beginning with 1955-56. Whereas the state provided only 23.693% of school operational costs in 1960-61, under the foundation school finance act of 1965, the state's contribution rose to 35.273% in 1965-66.

Origin of School Revenue for Operational Purposes during 1965-66, 1960-61, and 1955-56						
Source	Amount \$	Percent %	Amount \$	Percent %	Amount \$	Percent %
Local	92,360,582	35.588	95,586,312	53.533	60,387,962	50.452
County	52,072,453	20.064	34,404,444	19.269	23,666,183	19.772
State	91,542,748	35.273	42,304,329	23.693	32,000,524	26.736
Federal	23,551,863	9.075	6,258,850	3.505	3,638,350	3.040
Total	259,527,646	100.00	178,553,935	100.00	119,693,019	100.

Civil Defense Adult Education

The civil defense adult education program, which is federally financed, prepares public school teachers to give instruction in disaster preparedness to adults and upper class high school students. Members of this section cooperate with civil defense authorities in a radiological monitoring program. Staff members promote the organization of classes in cooperation with public school officials. These classes are taught by teachers prepared in the training program, who are paid a nominal fee for these services.

School District Unification

State Superintendent Peter MacVicar, who served from 1867 to 1871, doubtless made the understatement of his illustrious career when he said, "More difficulties probably arise from organization and changes of school district boundaries than from all other sources." To Superintendent MacVicar's observation might be added the fact that no social change is made with more agonizing resistance than accompanies school district reorganization, and is then accepted with so much universal satisfaction a year or two after its consummation.

The 9,284 school districts had been created in Kansas by 1896 did meet the needs of a pioneer society in which academic achievement was secondary to wresting a living from the soil. The schools supported by these districts also served as community centers with ciphering matches, box suppers, spelling bees, community sings, and other social activities. Under these conditions there developed a sentimental attachment to the one-room school that persisted long after the educational and economic welfare of the state demanded a new organizational framework within which schools might operate. As recently as 1950, rural education was thought of in terms of one-room schools although by that date no semblance remained of the uniform system of school districts prescribed by the Constitution. In fact, by 1960 there had been created no less than eighteen different kinds of districts as to organization or function, which called for an ever-increasing number of special laws to enable such a variety of organizations to function.

The system of common school districts that county superintendents began organizing in 1858 did not long remain uniform as provided in the Constitution. Weakness of the school district structure became evident as early as 1895, in which year there were 390 districts that did not maintain school. In 1876, the Legislature authorized the organization of school districts by cities of the first and second class. These districts were governed by boards of education who did share authority with an annual meeting, were highly autonomous, and operated outside the jurisdiction of county superintendents. Other developments served to outmode the original school district system.

[Annotation: The office of County Superintendent was abolished in 1968.]

[Annotation: *First Class.* - Topeka, with a school population, in 1882, of 5,561, and an enrollment of 3,917, employed 47 teachers; Leavenworth, with a school population of 6,641, and an enrollment of 3,317, had 39 teachers; Atchison, with a school population of 4,550, and an enrollment of 2,310, had 28 teachers.

Cities of the Second Class. - In 1882, Lawrence employed 25 teachers; Emporia and Wyandotte, each 20; Wichita, 17; Ottawa, 16; Independence and Salina, each 13; Winfield, 12, Junction City, 10; Beloit and Manhattan, each 8, Clay Center, 7; Chetopa, 5.

Cities of the Third Class. - The return for 1882 shows Beloit to have 9 teachers; Garnett, 8; Holton 7; Augusta, Burlingame, Great Bend, Humboldt, Sabetha and Seneca, each 6; Cherryvale, Clyde, Ellsworth, Girard and Valley Falls, each 5; Blue Rapids, Brookville, Carbondale, LeRoy, Neosho Falls, Peabody, Pleasanton, Russell and Sterling, each 4.]

Thousands of the small common school districts did not have sufficient enrollment or financial resources to maintain high schools when the demand for them became evident at the turn of the century. In 1900, 11,508 students were enrolled in Kansas public high schools, but the number more than doubled during the following decade. As high school enrollments grew, several kinds of high school districts were formed, rather than follow the obviously practical course of realigning existing districts so there would be sufficient population and financial support in each with which to maintain twelve grades of school.

The high school districts thus formed operated under their own governing boards, separate and apart from those providing only eight grades of instruction, and usually included within their boundaries all or parts of

several common school districts. This movement developed into a double deck or two-story system of districts with non-coterminous boundaries, which presented problems that defied solution until the unification laws of 1963 and 1965 established new educational patterns. This type of district organization evolved because of a fierce kind of loyalty to the "home district," the reluctance of patrons to relinquish direct control of their elementary schools, and, in some instances, opposition to higher taxes. One Department member observed during the district unification activities that many taxpayers fought to maintain the school district status quo as though their small inefficient districts had been let down from heaven in a basket.

The first districts created to provide secondary education only were authorized in 1886 as county high school districts. Under this legislation, any county with 6,000 or more inhabitants could establish such a district. By 1890 an increasing number of common school districts began broadening their instructional programs to include high school courses. When this occurred in county high school districts, the residents of such common school districts were faced with double taxation. Not only were they taxed to finance the county high school, but they also supported their local high schools without any outside financial assistance. Because patrons of county high school districts resisted losing tax resources, it was not until 1923 that this issue was fully resolved. Under the corrective legislation, the county high schools became community high schools supported by all territory in the county that was not included in another district that maintained a high school.

[Annotation: "**Barnes High School Law**". Authored by J. S. Barnes. "Under this measure all high schools are supported by a general county levy and tuition therein is free to pupils of school age residing anywhere in the county."]

A law that provided for the establishment of township high schools was enacted in 1911 but was repealed in 1915 before many such districts had been organized. Repeal of this law was the logical result of a 1915 law that provided for the establishment of rural high school districts. Under this act any area, upon petition of 40% of its electors, could call an election for the purpose of voting on a proposition to establish a rural high school. When formed, these districts were governed, as were common school districts, by annual meetings and school boards. In the original legislation, high schools organized under provisions of this law were limited to providing instruction for grades nine through twelve. However, other kinds of rural high school districts were authorized by legislative action before the unification acts of 1963 and 1965 eliminated most of them.

[Annotation: See information on the formation of **Washington Rural High School District** .pdf, early 1930's. Information taken from newspaper accounts at that time.]

[Annotation: "Rosedale, Bonner Springs, Edwardsville and Chelsea High Schools are operating under the Barnes County High School law and are free to all children in the county." Transcribed from *History of Wyandotte County Kansas and its people* ed. and comp. by Perl W. Morgan. Chicago, The Lewis publishing company, 1911. 2 v. front., illus., plates, ports., fold. map. 28 cm.]

In the course of one hundred years, the system of common schools that had been created by county superintendents became an unwieldy conglomeration of districts governed under scores of general and special laws. Good schools developed in spite of inefficient organization rather than because of it.

The Legislature, in its first moves to provide better districts, approached the problem as though it were a hand grenade from which the pin had been pulled. The action with respect to partially depopulated districts illustrates this kind of cautious approach. **Under a 1901 law, partially depopulated districts could be disorganized by county superintendents provided less than seven children between the ages of five and twenty-one resided in that district.** However, the county superintendent could not act until a petition signed by 2/3 of residents of the district had been filed requesting such disorganization. In order to further protect the district, the county superintendent's action was not final until it had been approved by the board of county commissioners. Section eleven of this same act authorized the county superintendent to convene a school for resident children when two or more adjoining districts each had less than five between the ages of five and twenty-one years. If the school was held the expense was to be divided among participating districts.

The first major attempt to correct some of the inadequacies of the school district was made by the Legislature in 1945 by the enactment of legislation that required all elementary districts to be organized. All

public officials in any way connected with the movement had a rough time of it until the act was declared to be unconstitutional in 1947, on the grounds that the Legislature did not have authority to delegate legislative powers to the county committees that were in charge of the program. Among those subject to harassment were legislators, county committees, county superintendents, and the state superintendent.

While a 1947 amendment to the reorganization law was under consideration by the Legislature, a delegation of about a thousand rural citizens, including wives and many children, descended upon the Legislature. By way of protest, the group, which appeared before the State Education Committee, called for the abolition of county committees and a return to democracy, charging that they were being forced into town school systems, and that farm children would have to travel long distances and be unable to help with farm chores.

One elderly man testified, "Why in the name of God, common sense and democracy would any one want to tear up our system which has brought bleeding Kansas schools from the next to lowest to the next to highest of any state in the Union? He did not mention the scale used in arriving at such an evaluation.

The bitterness aroused by reorganization activities reached a climax when two senators received letters threatening them with death unless they lent their support to changes in the reorganization law. State Superintendent L. W. Brooks reported that he received similar threats. In spite of the uproar much was accomplished under the 1945 legislation as the Legislature validated all redistricting similar threats. In spite of the uproar much was accomplished under the 1945 legislation as the Legislature validated all redistricting completed before the Supreme Court declared the reorganization acts to be unconstitutional. By March 1, 1947, more than 45% of the 8112 elementary districts in existence on March 1, 1945, had been affected in some way by the reorganization movement, with 3700 of them having been disorganized or had boundaries changed. Approximately 4300 districts remained unchanged.

If the school district system was bad in 1945 it was terrible by 1961 as population continued to move from rural to urban areas, school finance laws became more discriminatory against school in urban areas, and special legislation further complicated financial and organizational problems. Disregard for the state's educational welfare and the lack of local responsibility are reflected in common practices of the period. It was an exceptional year in which one or several schools did not operate with a teacher and only one pupil. At one time four boards of one-room school districts were paying salaries to teachers who had no pupils; in one instance a board employed two teachers to instruct three pupils, all from the same family; the boards of some closed schools paid exorbitant sums to their members to transport pupils to other districts; and the law permitted hundreds of schools to operate only eight months a year. As recently as 1960 as many as 255 of the state's 552 public high schools operated with enrollments of less than 75 students each, with 18 of this group maintaining school with less than 25 students.

In an attempt to bring order from chaos, **the 1961 Legislature enacted another district reorganization law for the purpose of creating unified districts, but opponents of any kind of defensible realignment of districts exerted so much pressure that the bill as introduced was emasculated and, in a test case, declared by the Supreme Court to be unconstitutional on the same grounds that invalidated the 1945 legislation. No district reorganization was completed under this act.**

By 1963 most legislators were determined to enact a sound reorganization law that would be constitutional. The Attorney-General and other attorneys worked closely with legislators to insure that the bill as enacted would stand the test that was certain to come. **The role assigned the state superintendent under the 1963 act was a complete reversal of the jurisdiction given him under the 1945 and 1961 legislation.** In order to insure constitutionality every significant procedure in the reorganization process required either the state superintendent's decision or approval, including action taken by the county planning boards and, in some instances, the results of elections.

The 1963 law provided for incorporation all territory of the state in school districts that offered instruction from grades on through twelve with authority to operate kindergarten and, under certain conditions, junior colleges. Unification procedures progressed under the time schedule provided in the law, but problems and inequities that could not be foreseen in 1963 were adjusted by amendatory legislation in 1965.

Administration of the 1963 unification act brought down upon the head of the state superintendent a storm of vilification and abuse for which there is no recorded parallel. So much authority had been delegated to him that leaders of organizations struggling to maintain the school district status quo, citizens with sentimental

attachment to schools that had outlived their effectiveness, and outraged taxpayers who would be required to pay their fair share of taxes under the new type of district organization, leveled their campaign against the superintendent as though he had enacted the legislation by dictatorial edict.

Administration of the unification law was assigned to a section in the Department created for that purpose. Members of the section traveled extensively over the state consulting with county planning boards, holding hearings, and participating in hundreds of discussions and conferences. They prepared forms for the use of officials connected with unification activities, published instructional bulletins and brochures, and in other ways contributed to the success of the program.

In addition to administering the law, the Department was required to assume many duties heretofore dealt with by the state's one hundred five county superintendents. These duties include certifying the boundaries of school districts to county clerks and advising them of all boundary changes; preparing up-to-date maps of all school districts; conducting hearings on appeals of local boards of education, who fail to reach agreement on proposals for transfer of territory from one unified district to another; and advising local school officials on legal matters pertaining to the administration of the unified districts. One member of the unification section also serves as a transportation consultant to boards of education that have found it necessary to expand their transportation services because of enlarged districts.

Numerous lawsuits were filed against the state superintendent in an attempt to obtain rulings from the Supreme Court that would invalidate the statutes under which unification activities were authorized. Because this fate had befallen the 1945 and 1961 acts there was widespread belief that the 1963 and 1965 legislation would also be thrown out. However, decisions in all of the numerous court cases attacking unification upheld the law.

The State Department of Public Instruction 1945-1967

Part IV - Division of Certification and Accreditation

Teacher Certification

The experience of Miss Rosella Honey, who lived in the Elm Creek Settlement where Clyde is now located, typifies certification procedures early in the state's history. In the spring of 1864 this prospective young teacher presented herself at the county seat of Washington County to take examination for a certificate. The records show that she made the sixty mile round trip twice because the county superintendent was not at home the first time. Requirements for certification were not very demanding as this applicant qualified by writing her name; reading a paragraph from a newspaper; and answering some oral questions in grammar, geography, and arithmetic. With this evidence of ability, she began teaching the Elm Creek school that fall.

From territorial days, Kansas required that public school teachers be certified. The sole responsibility of the first state board of education was to certify teachers. However, until the 1930's, most teachers could find certifying agencies more conveniently located than in the capital city where the state board of education met. County superintendents were first given certification authority in territorial days and continued active in that field until 1937.

In 1877 county normal institutes were established, replacing senatorial district institutes, which had been conducted by the state superintendents. The institutes, which were closely supervised by the state board of education and constituted the only professional preparation available to many teachers, were established to meet the demands of citizens for better qualified elementary teachers. Until 1915 these institutes, held during the summer months, were of four weeks duration, but after that date the county superintendent could meet requirements by providing a program of from five to twenty days. Until 1939, the institute instructors were required to hold certificates issued by the state board of education. One of the four examinations administered annually by county superintendents was held at the close of institute. Since 1937 the county institutes have been briefing sessions of from two to five days in length.

Another step to insure better preparation of elementary teachers was taken by the Legislature in 1909 by authorizing accredited high schools to establish normal training programs for prospective teachers. High

school graduates who satisfactorily completed work prescribed by the state board of education became eligible for certification upon passing an examination conducted under supervision of the state board. With the encouragement of a \$500 subsidy to each participating high school, the normal training program reached its height in 1924 with 349 high schools giving instruction in such courses.

Not only did the normal training high schools provide a minimum of professional preparation for teachers, but the graduates of these schools helped supply the demand for thousands of beginning teachers. Tenure in rural schools was extremely short. Girls hoped to marry after two or three years of teaching - some made it in one year - and some rural boards adopted policies under which they would not retain teachers more than two or three years regardless of their proficiency. The high school normal training act was not terminated until 1945.

In 1943, Dr. F. Floyd Herr was appointed secretary to the state board of education. In that capacity he administered teacher certification and the board's policies under which the teacher education institutions were accredited. Written standards or guides for state accreditation of institutions were quite brief and general in character until 1950. Although the composition and activities of the state board of education were expanded through successive legislative acts, the general responsibility assigned the board for passing judgment on the quality of work in colleges and universities educating teachers did not change until 1945. State normal schools had been established at Emporia, Pittsburg, and Hays, which later became state teacher colleges. All but Emporia eventually dropped the title "teacher," but continue to function effectively in the field of teacher education.

Dr. Herr became director of teacher certification and accreditation when the present State Department of Public Instruction was created in 1945. He has provided state and national leadership in these fields for twenty-four years and, since 1962, has been responsible for administering elementary and secondary accreditation activities along with the college accreditation function. A teacher supply and demand study under his direction was first made in 1944. These studies spread to the North Central Association of Colleges and Secondary Schools, and later were made a part of the research program of the National Education Association. He also played a prominent role in the organization of the Central States Departments of Education in 1946. The primary objectives of this group, which remained active for a decade, were the establishment of guidelines and cooperative action among mid-western states in the development of standards for teacher certification, and the coordination of common interests in federal programs for support of education. The organization also developed plans for reciprocity agreements among the member states.

Under the leadership of State Superintendent L. W. Brooks, 1945-1949, and Dr. Herr, the Kansas Advisory Council on Education was formed in 1947. The council is a voluntary, independent agency whose members are named by the organizations represented. These include institutions of higher education in the state that offer programs of four or more years, several groups of professional educators, the State Department of Public Instruction, and the Kansas Association of Boards of Education. After 1947 state teachers colleges could no longer certify teachers, and the State Department of Public Instruction became the only certifying agency in the state. Certifying authority had been taken away from the 105 county superintendents and the 88 first- and second-class city boards of education in 1937. Dissatisfaction with the multiplicity of certifying agencies from earliest days of statehood finally bore fruit in the 1930's and 1940's, which indicated the need for an advisory group on teacher education. By 1958, at least thirty-seven states were functioning with councils or advisory committees in the field of certification and teacher education. The advisory council has been an important factor in the raising and acceptance of higher standards for teachers, and the improvement of teacher education programs in the colleges and universities.

The first assignment given the advisory council was to re-write certificate regulations and develop a set of standards for the evaluation of colleges and universities for purposes of teacher education. An achievement for which the council deserves credit has been the reduction in kinds of certificates held by Kansas teachers. Between 1944 and 1964, teachers of the state held no less than eighty-nine different kinds of certificates. Today, (1967) only one type of each original standard elementary, secondary, and junior college certificate is issued, with three levels of certificates for administrators available. These categories do not include an original one-year certificate issued at each level under some conditions. The council also served to coordinate teacher education programs in the colleges and universities. It conducts studies of current educational issues, provides a forum for discussion of college and public school relationships and, in its advisory capacity, facilitates the policy making responsibilities of the Department of Public Instruction.

The most difficult period in which to administer certificate regulations was during the years immediately following World War II. Standards for elementary teachers had been drastically lowered as thousands left to engage in war work and other more lucrative occupations. By 1945, any former teacher, upon the application of an employing board, could be certified to teach in elementary schools. Early in the post-war period the movement toward an elementary certification requirement of a baccalaureate degree got under way. The first step toward this goal was a requirement of twelve hours of college credit. This standard was adopted in 1948, with successive raises in academic requirements until the baccalaureate degree for elementary teachers was reached in 1959.

Although colleges, teacher organizations, and other groups concerned about improved instruction, urged higher standards, large segments of the population and those who had been permitted to teach with minimum qualifications, engaged in a massive arm twisting movement directed against the state certifying agency as attempts were made to obtain certificates for applicants who could not qualify. Typical of this trying period was the county commissioner, who monopolized the time in an educational meeting called by his county superintendent. About one-half of his criticism was leveled at those who were insisting upon better prepared teachers, while the remainder of his observations were to the effect that schools don't teach as much as in the good old days. Then there was the board member, who testified in meeting about the ability of two teachers under whom he had received instruction as a boy. He reported that one of these teachers had attended college while the other had not, and that the latter "knewed" a lot more than the one with college preparation.

Elementary and Secondary School Accreditation

The University of Kansas, the first accrediting agency for Kansas high schools, administered that activity from the 1870's until 1915 when the task was transferred to the State Department of Education, which was formally created that year by the Legislature. The transfer followed criticism from public school officials, who charged that the University over-emphasized college preparatory work in its accreditation program. Under rules and regulations adopted by the state board of education, the Department was empowered to accredit high schools and designate as standard the elementary schools entitled to such recognition.

Under a kind of ex post facto policy the accreditation of high schools was granted for a given year at the close of the term if the school had met the standards. Under this policy neither students or school officials knew if they were working in an accredited school until the term ended. *It was not until 1959 that the accreditation status of schools was determined as of June 30 and remained in effect throughout the ensuing year.* The practice of classifying accredited high schools as A, B, or C was discontinued the same year. The classification program worked well for a long time but eventually pressures on the Department of Public Instruction made it difficult to lower A ratings which had been held by schools for several years whether or not standards had been maintained. Also, with little emphasis on the breadth and variety of curricular offerings as a factor in accreditation and classification, the A ratings did not provide a satisfactory criterion for judging the quality or quantity of instruction provided. A majority of high schools offered but few courses outside college preparatory programs although until 1960 less than one-half of the state's high school graduates enrolled in college.

Under this system of classification it appeared to the layman that a class A high school enrolling 75 students was the same kind of one offering and teaching a comprehensive diversified program. The Department of Education in a neighboring state made a neat approach to solving a similar problem by changing the A, B, and C classifications to A, AA, and AAA. By using this new terminology no one was offended when A became the lowest classification.

Rather than attempt to rejuvenate the classification system that had been used for more than forty years, the Department tackled this problem in 1957 by revising the whole accreditation procedure. Hundreds of administrators, teachers, and college personnel collaborated in revision of the standards which, after two years of work and study, were formally approved by the state board of education in 1959 for use during a two-year transition from the old to the new plans. The revised standards became the basis for accrediting all high schools in the year 1961-62.

The new standards provided for three categories of high schools, the comprehensive, the standard, and the approved. Distinctions are both quantitative and qualitative with the old classifications of A, B, and C no longer used. Inasmuch as 1965 legislation requires all high schools to offer and teach a minimum of thirty

units of instruction in addition to meeting the highest requirements for teacher preparation, and maintain a balanced selection of courses. Standard high schools must meet the same requirements but need teach only thirty units of work, which is the minimum permitted by statute.

Schools accredited as comprehensive or standard may receive special recognition as meeting the highest standards of excellence if results of a self-evaluation and a study by a committee of qualified personnel named by the Department indicate the school merits such rating.

Early in the 1920's, the state board of education adopted standards for the accreditation of junior high schools, but no classification system for them has been used. Until recently, junior high school accreditation practices have been somewhat sketchy under loosely drawn standards. More attention has been given to upgrading these schools since a specialist in the field joined the accreditation section in 1963. Under his direction, a two-year study has been made of the junior high school, and there has been prepared an evaluation guide, which promises to strengthen this segment of the public school system.

Standards adopted by the state board of education for elementary schools, under authorization of the 1915 act, were not used for accreditation purposes, but to stimulate improvement by issuing certificates and door plates to schools in recognition of classification as superior, standard, or approved. For a few years after 1935, these designations were changed to A, B, and C, but aside from change of terminology, the program remained unchanged until 1945 when a self-rating plan was adopted.

In recent years, elementary schools have been accredited under procedures similar to those used in evaluating secondary schools. Standards are published, annual organization reports are required of administrators of elementary schools, and Department consultants visit the schools and cooperate with their administrators in the evaluation process.

Driver Education

One of the first driver education courses open to the public was offered at the YMCA in Boston in 1903. At that time there were only 32,920 automobiles in the United States. [Annotation: In the U.S. the number of automobiles on the road continues to increase; the number of passenger automobiles exceeds 500 million worldwide. **The Environmental Literacy Council**, May 2004 website] In 1924, the committee on education of the National Conference on Street and Highway Safety first recommended the development of safety education programs for elementary and secondary schools. It is not known when the first course in driver education was taught in Kansas, but during the school year 1948-49 there were 39 high schools providing such instruction to 1989 students.

In the fall of 1950 the Department of Public Instruction developed and distributed the first criteria for approved driver education courses to all accredited high schools in the state. The program expanded rapidly when state support for such instruction was provided. The first reimbursement was made in October, 1960. Each year the October distribution of state funds is based on the number of high school students completing credit in approved courses between July 1 of the previous year and June 30 of the year in which reimbursement is given.

A total of 31,670 students enrolled in driver education courses, which were taught in 452 Kansas high schools, during the 1965-66 school year. It is estimated the enrollment in these courses will reach 35,000 during the 1966-67 school year. This activity has been handled by a director attached to the accreditation section since the Department began supervision of driver education in 1950.

Kansas Junior Colleges

Kansas City, Kansas Community College

The enabling law under which junior colleges were established was enacted in 1917, and followed quite closely the national pattern for the founding of such institutions. Kansas junior colleges were organized as high school extension courses, and continued to operate as such until 1965. These schools were set up to meet the individual needs of citizens of the state; to meet increasing requirements for educated personnel in business and industry; and to eliminate barriers commonly affecting opportunity for

post high school education, such as the absence of institutions of higher education in close proximity to persons seeking such education; financial obstacles; and the lack of motivation for continued schooling.

These colleges were accredited by the State Department of Public Instruction and operated under the supervision of that agency. Improvement in the quality of junior colleges was significant during the 1952-60 period when standards were revised and all two-year institutions conducted evaluation studies. Reports of these activities are on file in the office of the state superintendent.

Although the adopted philosophy of junior colleges emphasized the desirability of a comprehensive curriculum, which includes college parallel, vocational-technical, and terminal courses, many of them were prevented from implementing their plans because of limited funds. This problem reached crisis proportions in 1965. A contributing factor was the policy of the board for vocational education, adopted upon recommendation of its executive officer, to bypass junior colleges in the distribution of new federal funds made available in the 1961 Vocational-Technical Education Act. With junior colleges under supervision of the Department of Public Instruction, which had no jurisdiction over vocational-technical education, the only recourse of these institutions was to file protest with the Legislature.

Law suits to test the constitutionality of delegating legislative powers to the vocational board were threatened. The commotion caused by withholding funds from junior colleges ultimately resulted in curtailed jurisdiction of the state board of education over junior colleges, the establishment of a separate board to govern Schilling Technical Institute established in 1965, and reversal of the board's policy so that junior colleges may participate to a greater extent in the distribution of vocational funds from federal sources.

In 1964, under the authorization granted by the 1963 Legislature, the education committee of the Kansas Legislative Council published the report of a study relating to the role, function, organization, financing, and supervision of the junior colleges in Kansas. Using this report as a blueprint, the Legislature in 1965 enacted a law which provides for a state system of community junior colleges. This legislation names the state superintendent as the state authority for junior colleges; separates these schools from high school extension; allows for the expansion of junior college districts; authorizes additional state support for these institutions; provides for the development of a state plan under which new community junior colleges may be established, and creates a state advisory council of eleven members for these institutions. The new legislation also provides for a director, assistant director, and secretary to constitute a junior college section in the Department of Public Instruction. This section is attached to the division of teacher certification and accreditation.

The creation of a state system of community junior colleges has caused these two-year schools to take on new life. Since 1964, three new junior colleges have been organized and twelve of the sixteen now established have launched building programs in order to expand facilities to accommodate expected enrollment increases.

State Scholarships

A fund with which to provide 200 scholarships each year to college freshmen was established in 1963 to meet a popular demand. The program, which administered by the Department of Public Instruction, was recently transferred from direct supervision of the state to the junior college section of the division of teacher certification and accreditation. The state superintendent is empowered to prescribe standards and requirements to be met by applicants for benefits, which are awarded on the basis of ability and need. The scholarships are limited to the payment of tuition and fees at the college of the applicant's choice, but may not exceed \$500 annually. The scholarships are renewable for one year if the applicant successfully completes his freshman work.

Adult Education

This section is headed by a director, who was first employed under a foundation grant for the year 1960-61. The Legislature failed to make an appropriation for continuing the service although there was almost unanimous support for the program from adult education groups, university extension divisions, and other interested organizations. There is a growing demand for skilled personnel to serve business and industry, technological advances call for retraining many adults, and those with minimum schooling are becoming aware of the need to improve themselves.

With the availability of federal funds under the Adult Basic Education Act and authorization by the 1965 Legislature to establish an adult education section, the Department again is in a position to provide services in this field. Under a 90-10 percent finance agreement with the US Office of Education, the director and his assistant divide their time between the adult basic education program and the services launched in 1960 under the foundation grant.

Fourteen programs in basic education were conducted during 1965-66 with 1100 adults enrolled under the direction of 75 teachers, who received special preparation for the task in training programs authorized by the federal act. Total expenditures for these activities during the first year of operation were \$132,000. Projected enrollment for 1966-1967 is 2,000 with an anticipated expenditure of \$285,000.

The adult education section is in charge of a program under which the Department of Public Instruction meets the needs of adults, who have not graduated from high school, by issuing annually some 1200 certificates of academic equivalency to adults who qualify by making the required score on the General Educational Development Tests which are administered at centers strategically located in the state. These certificates are accepted in lieu of high school diplomas by most employers, and to meet college entrance requirements by some institutions.

This section also administers a law which requires private commercial and trade schools to qualify for permits in order to solicit students in the state. More than 150 such institutions have been granted permits since the law was revised in 1961 to include all categories of private schools operated for profit.

Federal State Relations

Among organizations that have consistently opposed federal support of education are chambers of commerce - that is until the Kansas Legislation in 1963 authorized the establishment of area-vocational schools financed in part with federal funds provided by Congress under Public Law 88-210, the Vocational Education Act of 1963. In the face of their historic opposition to accepting federal money for schools there developed among these organizations a spirited competition to locate in their communities the twenty area-vocational schools originally planned for the state. The scramble among chambers of commerce to bring federal money to their own cities was amusing to educators who long had sought support from Washington for their educational programs. In fact many of these groups almost literally climbed walls to obtain benefits that would accrue with the establishment of federally subsidized area-vocational schools in their midst.

Then, with Congressional enactment of Public Law 89-10, the Elementary Secondary Act of 1965, the traditional Kansas opposition to federal support of education faded away although a small group of law makers, early in 1966, unsuccessfully sought legislation that would have deprived Kansas schools of such aid. Kansas had been receiving federal funds provided under Titles III, V, and X, of the National Defense Education Act since Congress first made appropriations under that authorization. In the beginning an insufficient number of projects were received from schools to use all of the money allocated to Kansas under Title III. Another bit of evidence that attitudes have changed was revealed when 1965-66 applications for the funds exceeded the Kansas allocation by more than 25%.

All guidance and counseling activities of the Department of Public Instruction, with the exception of the salary of the director of the section administering these programs, are wholly supported by federal funds provided under Title V of the National Defense Education Act and, with funds provided under Title X of that act, much has been done to upgrade statistical services of the Department. This includes the development of an accounting system for schools and partial financing of studies that led to enactment of the 1965 school foundation finance act. A civil defense adult education program also is wholly supported with money from federal sources as are activities under Titles I and II of the Elementary-Secondary Education Act of 1965. School lunch programs have been federally subsidized since 1946. It is also the policy of the Department to make full use of Title V funds under Public Law 89-10 to upgrade its services. Most Department expansion since 1945 has been federally financed and at the present time approximately one-half of the Department's salary is derived from federal sources.

The philosophy of the Kansas State Department of Public Instruction for many years has been to use whatever funds become available for the support of education. However, funds from any and all sources must have state legislative approval before they can be expended. Some federal funds, otherwise available for educational purposes, each year remain unused for want of such legislative action. A more serious handicap is the Congressional policy of appropriating previously authorized funds late in the fiscal year in which they are to be used. These delays make advance planning all but impossible at both state and local levels and place undue burdens on state departments of education and the schools they serve. Another major concern of state education agencies is the burgeoning number of administrative details prescribed by the federal agencies through which state departments of education must work. The Kansas Department of Public Instruction recognizes the need for an accounting to Congress but much of the red tape injected by federal agencies defies justification. Two situations illustrate this point:

1. All federal funds administered by the state must be expended under procedures established by state law, one provision of which is that employees who use their own automobiles in state authorized travel may be reimbursed, except when they travel in excess of 18,000 miles annually. Such persons are required to use state-owned vehicles. Some members of the civil defense adult education section of the Department, which is a 100% federally financed activity, travel in excess of 18,000 miles annually but a federal regulation prohibits the use of civil defense education funds for the purchase of automobiles. In order to resolve this impasse between Kansas law and federal regulations it is necessary to purchase automobiles from state funds and then make a charge against the federal money in this activity in order to reimburse the state at the allowed mileage rate for each mile traveled. These fiscal gymnastics multiply accounting problems in the Department of Public Instruction besides doubling travel costs from federal funds which could be reduced about 50% by allowing the state to pay for the automobiles used in this activity from federal funds.
2. A second horrible example involves the administration of federal funds used for upgrading the Department of Public Instruction under Title V of Public Law 89-10. Federal regulations require that separate projects for each improvement contemplated be submitted to the US Office of Education rather than develop one over-all plan to reach the desired goals, as is provided for the administration of many other federally supported programs. Writing up six or eight separate projects for the improvement of one department of education, together with separate accounting and evaluation for each involves endless, and in the opinion of many state officials, unnecessary clerical, statistical, and managerial work.

Another basic issue in federal-state relationships is the requirement that the state, in addition to maintaining an accounting system of its own as prescribed by state law, must account for the expenditure of federal funds under another system federally prescribed. This means that state agencies must maintain two accounting systems which are often not compatible. Kansas Department of Education officials note that most personnel with whom they cooperate in the US Office of Education understand these troublesome issues and are sympathetic with the viewpoints of state education agencies. However, there appears to be a lack of understanding, or perhaps acceptance, of the fact that education is a state function at policy making levels in the Office of Education and among others who help develop federal legislation affecting education.

Problems surrounding the use of federal funds for education are attainable to a number of factors. There has been a succession of US Commissioners of Education who have little or no first hand experience in public school administration. There also is growing evidence that staff members with such experience are relegated to secondary positions in the Office of Education with policy making left in the hands of persons, competent in their own fields of business, industry, higher education, and in other professions, but inexperienced in public school administration.

The Kansas Department of Public Instruction is in full accord with the principle of federal support for education but believes that the categorical aid approach has gotten out of hand at many points. As the federal government increases its support of education all of its agencies should recognize the role of the states in this field and trust state education agencies to be as effective and competent to handle funds from federal sources as in the administration of state funds.

State department of education officials look with a critical eye upon activities authorized under Title II of Public Law 89-10 because these programs which involve local school districts are administered directly by the US Office of Education in violation of the philosophy that education is a state function. Department officials also have reservations about the regional educational laboratories established under Title IV of the Elementary-Secondary Act of 1965, believing the stated objectives of these laboratories could be more

effectively attained by state departments of education if comparable funds were made available to them and, at the same time, be consistent with the principal of state control of education.

APPENDIX

Kinds of Schools Districts in 1963 and Number of Each

Kind of District - Number Organized
Cities of the First Class - 13
Cities of the Second Class - 84
Unified - 5
Common School, Elementary and High - 146
Common School, Elementary Only - 753
Common School, Grades 1-9 - 2
Common School, One Teacher - 330
County Board of Education - 1
Fort Leavenworth Board - 1
Johnson County Special - 11
Sedgwick County Special - 8
Rural High School, Regular - 267
Rural High School, Russell Plan - 12
Rural High School, Grades 7-12 - 3
Sedgwick County Special High School - 1
Community High School - 20
Closed Common School District - 169
Closed Rural High School Districts - 14

Kinds of Schools in 1967 and Number of Each

Kind of District - Number Organized
Unified under Special Legislation - 2
Greeley County Unit - 1
Unified under Acts of 1963 and 1965 - 303
Non-Unified Districts: Rural High School - 7
Consolidated Unified District - 1
Consolidated Common School - 24
Consolidated Second Class Cities - 1
Total Districts in Kansas - 339

State Textbook Agencies

Year - Name of Agency - Function
1897 - School Textbook Commission - Adopt textbooks, contract with publishers, set prices on textbooks
1913 - School Book Commission - Same as in 1897 and administer state printing of textbooks
1937 - State Board of Education (Professional) - Same as in 1913
1945 - State Board of Education (Lay) - Same as in 1913
1957 - Textbook Review Committee - Publish lists of suitable textbooks (Adoptions by local school districts)

1897-1945 agencies - State Superintendent ex-officio chairman
1957 agency - Appointed by State Superintendent with State Board of Education approval

Expansion of Special Education Programs - 1965-66 to 1966-67

Program/Specialist - 1965/66 - 1966/67
Directors of Special Education - 9 - 11
School Psychologists - 54 - 73
Social Workers - 3 - 6
Speech - 126 - 127

Hearing - 5 - 10
Visually Impaired - 8 - 9
Physically Handicapped - 6 - 7
Orthopedically Handicapped - 11 - 12
Homebound and Hospital (Full Time) - 13 - 10
Educable Mentally Retarded - 241 - 260
Trainable Mentally Retarded - 21 - 28
Gifted - 20 - 21
Socially and Emotionally Maladjusted - 22 - 30
Neurologically Impaired - 1 - 2
Learning Disabilities - 0 - 9
Total: 540 - 615

Teacher Certification Progress and Dates of Legislative Action

Year - Action Taken

1858 - County Superintendents authorized to certify teachers

1863 - State Normal Schools authorized to certify teachers who meet requirements set by the institution

1873 - State Board of Education created and authorized to certify teachers upon examination

1876 - Boards of Education of cities of the first and second class authorized to certify teachers

1893 - State Board of Education authorized to substitute credit from approved colleges for examination in those subjects as qualification for certification of teachers

1899 - Graduates of the University of Kansas and other accredited institutions taking required courses could qualify to be certified by the State Board of Education

1909 - State Board of Education authorized to issue certificates to high school graduates completing high school normal training courses and passing a state examination

1915 - Legislature set Bachelor degree requirement for high school teachers

1937 - The State Board of Education and the three State Teachers Colleges given exclusive authority to certify teachers

1947 - The State Superintendent of Public Instruction given exclusive authority to certify teachers under rules and regulations approved by the State Board of Education and to graduates of Teachers Colleges with institutional recommendation

Compulsory Attendance Laws

Laws - Ages Applicable - Alternate Requirements

1874, chap. 123 - 8-14 - None

1903, chap. 123 - 8-15 - Complete 8th Grade

1919, chap. 272 - 8-16 - Complete 8th Grade

1923, chap. 182 - 7-16 - Complete 8th Grade

1965, chap. 409 - 7-16 - None

Qualifications for Membership on State Board of Education

In appointing members to serve on the State Board of Education, the Governor:

Is prohibited from appointing anyone who is engaged in school work as teacher, principal, or superintendent.

Must appoint members of the two major political parties with not more than four at the same time from the same party.

May not appoint more than three members who are residents of territory governed by boards of education of school districts in cities of the first or second class.

Must appoint at least one member from each Congressional District.

May not appoint any of the seven members to serve more than two consecutive terms of three years each. *Laws of Kansas*, 1945, Chapter 282, Section 19.

Qualifications for State Superintendent of Public Instruction

At the time of filing candidates for the office of State Superintendent of Public Instruction must:

Hold the highest type of teacher certificate prescribed by law.

Be a resident of Kansas for at least five years immediately preceding.

Be a graduate of an accredited college or university with at least thirty hours of post-graduate credit.

Have at least ten years teaching or administrative experience, of which at least five years shall have been in the public school systems of Kansas and active in such work within two years prior to the date of filing for such office. *Laws of Kansas*, 1945, Chapter 282, Section 5.

Territorial Superintendents

Noteware, James H. - March 1858, to 4 October 1858

Greer, Samuel Wiley - October 1858 to January 1861

Douglass, John C. - January 1861 to February 1861

State Superintendents of Public Instruction

Griffith, William Riley, Marmaton. February 1861 to 12 February 1862

Thorp, Simeon Montgomery, Lawrence. Appointed vice Griffith; served 24 March 1862 to January 1863

Goodnow, Issac T., Manhattan. January 1863 to January 1867

MacVicar, Peter, Topeka. January 1867 to January 1871

McCarty, Hugh DeFrance, Leavenworth. January 1871 to January 1875

Fraser, John, Lawrence. January 1875 to January 1877

Lemmon, Allen Bosley, Winfield. January 1877 to January 1881

Speer, Henry Clay, Junction City. January 1881 to January 1885

Lawhead, Joseph Hadden, Fort Scott. January 1885 to January 1885

Winans, George Wesley, Junction City. January 1889 to January 1893

Gaines, Henry Newton, Salina. January 1893 to January 1895

Stanley, Edmund, Lawrence. January 1895 to January 1897

Stryker, William, Great Bend. January 1897 to January 1899

Nelson, Frank, Lindsborg. January 1899 to January 1903

Dayhoff, Insley L., Hutchinson. January 1903 to January 1907

Fairchild, Edward E., Ellsworth. January 1907 to November 1912 (resigned)

Ross, Wilbert Davidson, Oskaloosa. Appointed 19 November 1912; elected 1912, 1914 and 1916, to December 1918

Wooster, Miss L. E., Salina. January 1919 to January 1923

Miley, Jess W., Girard. January 1923 to January 1927

Allen, Geo A., Jr., Frankfort. January 1927 to 12 December 1932 (deceased)

Markham, W. T., Yates Center. 12 December 1932, appointed vice Allen, elected 1934, 1936 to December

1938

McClenny, Geo L., Topeka, January 1939 to January 1945

Brooks, L. W., Wichita. January 1945 to January 1949

Throckmorton, Adel F., Wichita. January 1949 to 31 August 1966

Kampschroeder, W. C., Topeka. Appointed 1 September 1966; elected November 1966 to serve until January 1969