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CIRCULAR OF INFORMATION NO. 1, 1890

CONTRIBUTIONS TO AMERICAN EDUCATIONAL HISTORY

EDITED BY HERBERT B. ADAMS

No. 9

THE HISTORY
OF
FEDERAL AND STATE AID TO HIGHER EDUCATION
IN
THE UNITED STATES

BY

FRANK W. BLACKMAR, Ph. D.

SOMETIME FELLOW IN HISTORY AND POLITICS IN THE JOHNS HOPKINS
UNIVERSITY, NOW PROFESSOR IN THE STATE UNIVERSITY OF KANSAS

WASHINGTON
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LETTER.

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,

Washington, D. C., February 19, 1889.

SIR: I have the honor to transmit the monograph on Federal and State Aid to Higher Education in the United States, prepared by Mr. Frank W. Blackmar, fellow in history and politics in the Johns Hopkins University, which represents the progress of the State idea in education from the foundation of the colonies to the present time. It shows the attitude of each colony and of each subsequent State toward colleges and universities, and recounts that part of the legislative and financial history which relates to advanced learning in the several commonwealths. The writer discusses the rise of national education, with its relation to local, and brings forward the opinions of statesmen and scholars concerning the duties and functions of the Government in public education. A brief history, accompanied by valuable statistics, is given of the various methods adopted by Congress to encourage and assist institutions of learning. But the main body of the work is devoted to the presentation in a condensed form of the plans pursued by the Legislatures of thirty-eight States in the treatment of higher education. The monograph represents a wide range of research, extending from the earliest colonial records and charters to the latest revised statutes.

Many inquiries of late coming from statesmen and educators for information on this subject, have created a demand for a work of this nature. There is a desire on the part of the scholars of each State to see what has been done in other States, that mistakes may be avoided by experience and the best plans and models followed. There is, likewise, a general desire for a closer study of school management and school systems, based on wider information and more careful comparison of methods and results. The financial and legislative history of education furnishes a foundation for such study and comparison. The successful management of the means of education is of prime importance; without this there is danger of complete failure. The control of the budget is the control of the State; this principle applies to institutions as well as to nations. State education has taken a strong hold, particularly in the South and West, but the problems pertaining to its management, its function, and its support, have not yet been fully solved.

To bring the results sharply and clearly before the reader, statistics have been used quite freely, while to bring the monograph in small compass much interesting and instructive material must be passed by which would find its way into a general history of education. Statistics and hard facts after all are the most enduring portion of history, and will remain, if collected with care and with a single aim to recount the exact truth whatever be the consequences, when the colored light that men have thrown on truth in the name of history has disappeared. "The statistician," says the Hon. Carroll D. Wright, "chooses a quiet and may be an unlovely setting, but he knows it will endure through all time." This monograph was written with an earnest desire to present facts, and not with a view to prove any particular thesis.

History of this sort ought to help us better to understand our educational work as it is; it ought to dispel illusions and fortify truth. As Americans we are accustomed to indulge ourselves in a largeness of sentiment that borders on boasting when we speak of our educational institutions. It is a favorite pastime with many to imagine that their particular local institution is the best in the State, or possibly in the nation, and that our system of higher education is equal if not superior to any in the Old World. The criticisms of men like James Bryce and the late Matthew Arnold, though strongly presented, are, in the main true, and are exceedingly helpful toward a better understanding of our position. When applied to education they ought to goad us on to higher culture and to a more elevated standard. It is idle to deceive ourselves by making our system appear greater than it is, while there are so many poorly endowed and half-equipped colleges and universities in our country, and so many thousand illiterate citizens among us.

To bring the work of the several States into comparison tends toward unity of sentiment and unity of design in education, and these make for patriotism and nationality. The influence of a single university on the founding and organization of others, is well illustrated by such an institution as the University of Virginia or as the University of Michigan. A constant and persistent publication of the history of higher education in all of its phases will do more to harmonize our educational systems than almost any other thing. As a means of leveling local distinctions it is next to a university composed of men from all parts of the United States. Higher education needs to be centralized and harmonized.

One of the strongest inferences that may be drawn from this investigation is that in nearly every instance the foremost desire of the people has been for colleges and universities, rather than for schools of a lower grade. It was the opinion of the colonists and of the later settlers of the West and South that primary and secondary schools were essentially dependent for their existence upon higher institutions. This principle is borne out by the facts, for, then as now, wherever the best colleges and universities are, there will be found the best grade of pri

mary and secondary schools. It is not uncommon to hear persons speak of common schools and the university as if they were entirely disconnected, and what concerned one did not concern the other. Our fathers meant by a "common" or "free" school one that was open to all persons on equal terms, and not necessarily a school of low grade. The meaning of the terms has changed, but it would be well to return to their primitive signification, and consider all schools, colleges and universities, high schools, secondary and primary, whether State or non-State, as schools of the people; and to consider further that what affects one class affects all, and that to build up and strengthen higher learning is the safest plan for insuring the perpetuity of primary and secondary schools.

This monograph was prepared at the request of the Bureau of Education by the author, under the supervision of Dr. Herbert B. Adams, of the Johns Hopkins University, and is one of the series upon the history of higher education in the United States authorized by you. I respectfully recommend its publication.

Very respectfully, yours,

N. H. R. DAWSON,
Commissioner.

Hon. W. F. VILAS,
Secretary of the Interior, Washington, D. C.

DEPARTMENT OF THE INTERIOR,
Washington, D. C., April 11, 1889.

THE COMMISSIONER OF EDUCATION:

SIR: I acknowledge the receipt of your letter of February 19, 1889, in which you recommend the publication of a monograph on Federal and State aid to higher education in the United States.

Authority is hereby given for the publication of the monograph, provided there are funds in sufficient amount available for such purpose.

Very respectfully,

JOHN W. NOBLE,
Secretary.

AUTHOR'S PREFACE.

One of the chief difficulties encountered in writing the following monograph, has been to determine what schools should be classified as institutions of higher education. When treated historically higher education is quite relative in its nature. There is no line that can be drawn separating into groups schools of the same grade of work. The names of institutions are misleading; an old time academy might have been equal in curriculum and instruction to a modern college, and on the other hand a modern high school may be equivalent to an old time college. There has always been a tendency for an institution, when first founded, to take upon itself a great name with the hope of soon becoming greater than its name. All classification is at best merely relative. Under such circumstances there is only one alternative—to classify institutions appearing under the names of “college” and “university” as schools of superior instruction.

On the other hand, many normal schools have courses of instruction ranging into the classics and higher English branches. But as these schools are professional, being devoted to the preparation of teachers in the primary and secondary schools, they are naturally excluded from the classification under higher education. They should be treated by themselves, and it would be exceedingly interesting to trace the history of normal education in the United States.

The question of determining the position of pure agricultural and technical schools, where the chief work has been directed to manual training rather than to theoretical knowledge, is not easily settled. In this monograph the agricultural and mechanical colleges have been included, as upon the whole the best solution of the question.

The educational institutions for the deaf, dumb, and blind, though State schools, do not come within the range of this paper, being usually classified under “Charities.”

Many schools have been discussed which are, strictly speaking, to be excluded from the classification of superior instruction, but their intimate historical connection with schools of advanced learning renders it necessary to give them brief mention.

The difficulties attendant on the presentation of a subject extending over such a wide range of topics may be readily discerned.

The chief sources employed by the writer are as follows: (1) Catalogues, regents' reports, and collateral material, chiefly found in the

library of the Bureau of Education; (2) the reports of the State superintendents and secretaries of Boards of Education; (3) the Constitutions and charters of States; (4) the revised statutes of the States; (5) the United States Statutes at Large; (6) Congressional literature; (7) the acts of the Assemblies of the several States for each year; and (8) the colonial laws and records. Useful articles in the magazines and periodicals and pamphlets containing public addresses have been suggestive and helpful.

There is also a series of monographs to which the writer has given especial attention. Included in this series are the following: The College of William and Mary, by Dr. H. B. Adams; Thomas Jefferson and the University of Virginia, by the same author; History of Education in North Carolina, by Charles Lee Smith; History of Higher Education in South Carolina, by C. Meriwether; Education in Georgia, by Charles E. Jones; Higher Education in Indiana (MS.), by James A. Woodburn; Education in Louisiana (MS.), by Edwin S. Fay.

There is another class of works that has been useful, including such books as Hough's History of the University of Missouri; Bush's History of Harvard; Ten Brook's History of Michigan University; Smith's History of Dartmouth; Moore's History of Columbia; Smart's History of the Schools of Indiana; Wickersham's History of Education in Pennsylvania; La Borde's History of South Carolina Colleges, etc.

The writer is indebted to the Superintendents of Public Instruction and the presidents of State colleges and universities for valuable information, and desires to acknowledge the courtesy of Dr. G. Brown Goode, of the National Museum, of Col. N. H. R. Dawson, of the Bureau of Education, and Professor Newcomb. The writer has received valuable assistance in the preparation of this monograph from Messrs. Charles Haskins and Robert J. Finley, of the Johns Hopkins University.

F. W. BLACKMAR.

*Johns Hopkins University,
Baltimore, February 17, 1889.*

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THE HISTORY OF FEDERAL AND STATE AID TO HIGHER EDUCATION IN THE UNITED STATES.

CHAPTER I.

THE DEVELOPMENT OF STATE EDUCATION IN THE UNITED STATES.

EARLY COLONIAL EDUCATION.

There is no finer vista of political progress in the development of the American republic than that afforded by the changing views of education sustained by the people, and constantly modified by marked political tendencies. There is no better example of the influence of politics upon culture and learning than that presented by a historical perspective of the ideas which have developed our great educational system.

The colonists held learning as a sacred trust which they had brought from the Old World to be preserved and transmitted to posterity. They held it alike sacred to the best interests of the church and the society of a new community. But in this early period a decided political tendency in education was wanting; that is, a tendency toward that which educates the individual as a sovereign citizen and prepares him for the duties of the State. The relations of the church and the Government were very close in colonial days, and the control of the individual was frequently effected by the direct influences of both institutions. His duties in society were exactly and minutely specified, although it had not yet dawned upon the local communities that they were to become the component parts of a great republic, and consequently the political dangers of uneducated masses were not fully apprehended until the rising of the national spirit. Almost without exception the colonial governments, either through chartered rights and privileges or by means of self-government, made provisions for education by granting privileges and charters to private schools, or by establishing schools and colleges by legislative enactment to be supported in part by taxation. However, it required the united efforts of the colonists, through the church, the Government, and private benevolence, to keep learning from being "buried in the grave" of their forefathers.

It must be remembered, too, that the educational as well as the political institutions of the colonies were parts of European civilization removed across the Atlantic, here to be further developed under new conditions according to the needs of nascent States. The germs of educational systems were transplanted to a virgin soil, where, under the benign influences of free political institutions, they grew up, gradually differentiating from the old stock under the influence of new environments. The first schools in America were like those which the colonists had known in the mother countries, while education had in a great measure the same aim. The "grammar schools" of New England were modeled after the grammar schools and middle schools of old England, while the New England academies were legitimate survivals of the "great public schools" of Rugby, Eton, Westminster, and Harrow. The first colonial colleges, such as Harvard, William and Mary, Yale, Columbia, and Dartmouth were practically patterned after the old classical colleges, whose forms and curricula may be traced back to mediæval influences. But lacking in endowment, and in the support of intellectual and moral forces, these schools, planted in a new country, could not approximate to the excellence of their models in the Old World. Realizing the situation, the colonial governments came immediately to the assistance of these schools in New England and furnished a revenue by means of taxation.

At the time of the founding of the Dutch and Swedish colonies, the church in Holland and Sweden was a state institution to which education was intrusted. Hence we find the schools in these colonies following the policy of the mother countries, by giving into the care of the church the education of youth. The church edifice was the primitive school-house, and frequently the pastor of the church, the school-master. After the beginning of English dominion over the Swedish and Dutch territory, things were somewhat changed, although the old schools in many instances continued for a long time. Penn's frame of government, drawn in England before the settlement of the English colonists, authorized schools on the English plan, and it was doubtless intended that aid should be given them by revenues raised by taxation. For a long time, however, the chief work of the assembly was to create and not to support the schools; for they were maintained both by the church and private enterprise.

The school organized by Benjamin Franklin, however, determined the colonial policy in its developed state—that of creating the school and assisting private benevolence in its support.

Colonial Virginia inherited a university created in England, endowed with land, and supported in part by subscription and donations. The ground for the university was surveyed, but before it could be located a devastating Indian war swept away the entire scheme. But the type and policy of the original movement may be seen in the later formed William and Mary College, which was supported by private aid.

by taxation, and by royal endowment. The institution and the church were closely united, and the colony contributed to the support of both. Maryland followed closely in the footsteps of Virginia, first in the support of the Virginia college, and secondly in the support, by taxation, of schools founded by subscription, created by the government within her own territory. These county schools were State institutions according to the definition of the term in those days, and afterward made possible the colleges of Washington and St. John, with their State endowments. Farther south, in the Carolinas and in Georgia, we find the same general plan and purpose of education. The schools were modelled after those of England and were considered to be the charge of the colonial government. But as elsewhere noted¹ the schools did not flourish in the sparsely settled Southern districts as well as they did in the village communities of the North.

The dominant spirit in early colonial education was benevolence. Its whole force was spent on the moral elevation of society and on the support of religion. Theology was taught in nearly every college, and the propagation of the Gospel was an important factor in all education. By those who legislated from across the water in favor of education, the benighted colonists and the rude Indians were viewed in the same charitable light. And yet in every instance in which the colonial governments touched upon education, they considered it a legitimate function and part of their solemn duty to create schools, control them if need be, and support them when necessary. Particularly was this true of higher institutions of learning. Schools of lower grade might be carried on by the single efforts of individuals under sanction of the government, but the investments necessary to support a school of learning required special control and supplementary aid from the State. To this end it was the policy of colonial governments in general to protect, guide, and assist private benevolence in education. They exempted members of colleges from military duty and from taxation, and, having created colleges, freed their property from taxation and assisted them in their support by levying taxes upon the people. Thus the germs of the later educational policy were gradually developed, although the church and the State, so closely united in early education, have become almost entirely separated.

If in the early records of the colonies we find that the general court has taken the initiative in founding schools, as in Maryland and Virginia, in Connecticut, Massachusetts, and New Hampshire, it must still be remembered that the "affairs of the church and the affairs of the State were subjected to the same general control,"² and consequently the early colleges "were established and supported by a two-fold agency—of the masses of the people on the one hand, and of private

¹ See section on "Virginia."

² C. K. Adams: Address on Washington and the Higher Education, 6.

benevolence on the other.”¹ “It is worthy of note that the contributions of the colonists were at first more or less voluntary in their nature. The church and the commonwealth were closely allied; and as all who received the benefit of the former felt it their duty to contribute to its support in proportion to their means, so they were also expected to give in like manner to the maintenance of the latter.”²

GENERAL POLICY OF THE STATES.

After the Declaration of Independence the provisions relating to education assumed a more decidedly political tone. Sentiments began to be expressed in favor of universities, created, controlled, and supported by the State. The colonies had received a new political baptism, and the ideas of sovereign States began to grow and the national consciousness to awaken. With this new political awakening came enlarged views of the needs of political education for a sovereign people. To the ideas already existing in favor of education for the preservation of learning, for the social, moral, and religious improvement of communities, there was added a new zeal for educated citizenship. Pennsylvania in the Constitution of 1776 provided for the support of “one or more universities.” North Carolina followed the same year with a similar provision. Many other States adopted the same measure, either by constitutional provision or by legislative enactment. The charters of the older colleges were confirmed with all their privileges guaranteed. In the majority of the new States, private and sectarian schools received the aid of the Legislative Assembly through taxation, grants of land, or protective laws.

The principal ways in which the several States have aided higher education may be enumerated as follows: (1) by granting charters with privileges; (2) by freeing officers and students of colleges and universities from military duty; (3) by exempting the persons and property of the officers and students from taxation; (4) by granting land endowments; (5) by granting permanent money endowments by statute law; (6) by making special appropriations from funds raised by taxation; (7) by granting the benefits of lotteries, and (8) by special gifts of buildings and sites. Nearly all of these methods originated among the colonies and were adopted by the States.

GRANTS AND APPROPRIATIONS.

Harvard College was aided by the first six methods; Yale received a permanent tax endowment, and special appropriations of land and money; Columbia College received special grants of land and money; the University of Virginia received grants of land and permanent tax endowments; Georgia was one of the first States to grant a large land

¹C. K. Adams: Address on Washington and the Higher Education, 6.

²R. T. Ely: Taxation in American States and Cities, 109.

endowment; South Carolina supported her State institution by a permanent tax endowment; and Maryland granted to her first two colleges a permanent endowment supported by taxation.

Other striking examples might be cited, but it is not necessary, as these will show the general trend of legislation, and that is sufficient for our present purpose. There has been a manifest tendency in all legislation to foster learning and favor those connected with institutions of higher education, and it is no small matter that so many of the States of the Union have declared in their Constitutions for the protection and fostering care of higher education.

Nearly every State Constitution has a section relating to the encouragement of science, literature, learning, etc., and out of the thirty-eight States, two have provisions authorizing the establishment and maintenance of a State university, while twenty-four States have established universities by statute laws.

EXEMPTION FROM TAXATION.

One of the earliest methods of favoring colleges was the exemption of college property from taxation, which to all intents and purposes is equivalent to granting special appropriations in the several cases, equal to the amount of taxes on property of equal value. This custom was almost universal among the colonies, and even extended so far as to exempt in several instances the property of the members of the college or university. Thus, Rhode Island formerly exempted all the property of the professors of Brown University from taxation, but when the charter was revised this feature was amended, so that now the property of each professor is exempted to the extent of ten thousand dollars only. The principle of exemption of educational institutions from taxation has been so grounded in the nature of our Government as to represent a practicably irrevocable law.

Historically, no more settled and constant policy has ever been adopted by so many States in regard to higher education.¹ In the majority of the States either constitutional provision or statute law exempts property in actual use for educational purposes, while several go further and exempt the productive funds also. It would be difficult to estimate the number of millions of dollars thus expended during the history of our country for the support of higher learning; for it is assumed that an exception in favor of property invested in educational institutions must necessarily increase the taxes on other property, which is equivalent to voting a tax for the support of education.

According to the Report of the Commissioner of Education for the year 1885-'86, the total amount of productive funds of three hundred and forty-five colleges and universities situated in forty-three States and Territories in the United States was \$49,687,378. The total valu-

¹See Appendix A.

ation of unproductive property (college grounds, buildings, and apparatus) amounted to \$43,565,413, and the total appropriations for higher education by the several Legislatures were \$862,580. Had the unproductive funds been freed from taxation there would have been more for higher education the additional sum of \$1,306,962. If the productive funds had been also exempted, this amount would have been increased to the sum of \$2,797,583.¹ Compared with the work to be done this seems but a small item of assistance, yet it means the education of some thousands of young men yearly, a constant factor in the encouragement of higher learning.² A careful consideration of this subject will show how universal has been the policy of the several commonwealths in encouraging learning in all its forms, in appreciating the necessity of advanced education, and in supplementing and encouraging private benevolence.

There is still another principle involved. The State not only recognizes the absolute necessity of superior education for the moral, social, and political well-being of its subjects, but it acknowledges that private and sectarian schools are performing work that otherwise would legitimately devolve upon the Government. To this common policy there is one exception. The comparatively new State of California, upon the principle that all property ought to be taxed, levies upon the property of institutions of learning. Having established its own university by the aid of the Federal Government, it recognizes no others as necessary to the well-being of the State, but regards them all as private business enterprises and requires them to assist in the support of the Government by direct taxation. It is a remarkable instance of the reversal of a time-honored policy which has taken deep root in the constitution of educational society. I say reversal, because soon after California became a State the Legislative Assembly granted aid to non-State institutions. An historical retrospect of the relation of the State to education may be presented in a few propositions, as follows: (1) in colonial times State aid, private, and church benevolence worked together; (2) subsequently private and church schools were prominent, still being aided by State appropriations; (3) the gradual cessation of State aid to private and church schools, and the growth of State universities. On the other hand, freedom from taxation continues, with more guarded provisions; the privileges of members of the non-State schools are growing less, until a State on the Pacific coast taxes education and taxes benevolence.

We may infer from the foregoing facts that there is a tendency in the States, not to do *less* for higher education, but to do *more*, and to do it in a methodical way for a particular purpose. There is a wider diff

¹In every State except California the unproductive property is freed from taxation to a greater or less extent, and the productive funds of colleges are exempt in many States.

²In the same year \$1,568,433 were received from tuition fees, and from all other sources not named above the sum of \$1,739,723. The total number of student attendance was 67,642.

entiation of State and non-State schools than formerly. There is a wider separation of church and State in matters of education. The old classical school is supported by the church, while there is a growing tendency on the part of the State to build universities for educational and industrial purposes.

The policy of early legislation is about to be realized concerning State institutions. A review of the history of the State universities, particularly of the West and South, for the past ten years will show a progressive tendency. At the present outlook it seems that there will be one well-established State institution or its *equivalent* in every State, for the promotion of those studies which pertain directly to the political and industrial sides of education. But this does not imply that non-State institutions should not receive assistance, encouragement, and protection. Every class of citizens should receive due representation, and when a very large proportion demand educational institutions constituted after their own manner of thinking, it is not only the privilege of the State to sanction by its laws the creation of such institutions, but its duty to at least see that no injustice is done, and that its attitude is in every respect encouraging. So long as these institutions make for a better citizenship, a higher learning, and a general improvement of the people, it is absolute folly for the State to tax their efforts. It is to "tax the light" and discourage private benevolence. "Nothing yields so large a return to the tax-payer as this exemption¹ of educational institutions from taxation.

Education is not a money-making business; it is either a benevolence or a public defence. There is not an institution of advanced learning that can pay its way by tuition. There has been a sacrifice by the people at large through the State, or by individuals, or by organizations and associations. Referring to two of the foremost political economists, Adam Smith and John Stuart Mill, we find that their doctrines oppose the practice of the taxation of institutions of learning. Adam Smith's fundamental law of taxation seems to bear directly upon the question, when it declares that "The subjects of every State ought to contribute toward the support of the government as nearly as possible in proportion to their respective abilities, that is, in proportion to the revenue which they respectively enjoy under the protection of the State."² Who ever heard of an institution of learning enjoying revenues as stock-owners in a railroad company enjoy dividends? Does any one ever hear of educational institutions of higher learning declaring dividends to individuals? Education is on an entirely different basis. When a college or a university gets money, it buys books, builds libraries, purchases apparatus, employs extra teachers, or erects a new building, that the youth of the country, the best wealth of the State, may be better fitted for the duties of citizenship and for life.

¹ R. T. Ely: Taxation in American States and Cities, 345.

² Wealth of Nations, Book V, ch. 2.

Again, Mill says in reference to taxation, that "equal sacrifice ought to be demanded from all."¹ Is it equality of sacrifice when men, by donating their means to set up a fountain of learning in a desert, are taxed by the State for their offering to benevolence? Turning to a practical example, let us suppose that Mr. A gives \$100,000 to build a library in a State university; this amount of money paid out of the range of taxable property and becomes exempt from taxation, which is quite right. The tax which was hitherto raised on this sum must now be raised on other taxable property in the State. On the other hand, Mr. B chooses to give \$100,000 to found a library in a non-State institution. If this is taxed by the State, it is evident that Mr. A's and Mr. B's property, devoted to the same cause, and disposed of in the same way, and existing in the same form, will be treated in an entirely different manner by the State. Mr. B's benevolence will only be taxed, but will be taxed at a higher rate than it would if Mr. A's benevolence were taxed. In other words, Mr. B's benevolence is taxed to support Mr. A's benevolence, which is not according to the American meaning of the term, "equality of sacrifice."

Again, it is frequently said that it would be impossible to tax a State university, and to tax it would be the same as if an individual were to pass money from one hand to the other; but this is not generally true. The property of State universities is usually made up of gifts from the National Government and from private individuals together with accumulations upon various gifts and appropriations by the State. In most cases a large percentage of property came from these sources than from the pockets of the people through taxation. Therefore for the State to give an institution one hundred thousand dollars, then to tax the institution on this sum and two hundred thousand dollars which the State did not give, is not the same as giving money and taking it back again.

Nor is it sufficient to say, when the State has established and provided for the support of its own university, that government has discharged its duty to higher education. To assume this is to assume that the State has provided for the needs of all classes of the people in all of the branches to be learned, and has placed this source within the reach of all, and, having done this, has gone into remote places of the Commonwealth to bid young men to come, showing them the need of education. The State in taking such a stand assumes an imperialism in education which is entirely out of place. That we need centralization in education is evident, but not at the expense of local institutions and State schools. Enough can not be said in favor of that local policy which builds a college and invites young men to be educated, yet men who would never be educated if left to the repelling influence of a centralized institution several hundred miles from home.

Perhaps it is well to close this argument with the words of President

¹ Principles of Political Economy, p. 485.

trattou, of Mills College, who pertinently says: "Property held for private use, or for business, or on speculation, when the gain is to inure to the benefit of the holder, should be taxed; property devoted to the public good, from which the gain inures to the public at large, should not be taxed. * * * Private benevolence should be allowed free scope to expand itself in these directions (*i. e.*, the welfare of the citizen and the existence of the State). * * * That whenever it assumes this large it should be regarded as the friend and ally of the State in a peculiar sense, the sharer of its cares and the bearer of its burdens."

NATIONAL EDUCATION ARISES FROM LOCAL.

Whatever ideas men may have had of national education, or of national aid for higher education, the precedents of the colonies and States were already established in regard to all of the points considered. Lands had been granted by the several colonies for the maintenance of schools; schools had been supported from the public treasury. But as public sentiment grew in favor of union, there was also the accompanying development of the Federal idea of education. It was observed that education was to be the nation's defence, and as such it was advocated strenuously by the greatest statesmen. The sentiments in favor of distinctly national schools were not, however, sufficiently universal to carry out any well laid plans; and Congress, although encouraging and supporting education, has thrown the chief responsibility upon the several States.

Besides the Military Academy at West Point and the Naval Academy at Annapolis, the Federal Government has managed no schools, although by libraries and museums it has added to the general sum of knowledge. The great plan has been to furnish the various States with means for the education of all within their respective domains, although many statesmen desired a more decided policy on the part of the Federal Government.

THE OPINIONS OF STATESMEN.

After the great struggle of the Revolution was over and the minds of men were relieved from the strain of war, and political turmoil had subsided by the organization of the new government, the fathers of the republic turned instinctively toward the moral, social, and intellectual improvement of the people. Indeed, the foundation of the new government was conditional. It was made dependent upon growing intelligence. The building of the structure whose foundation had been laid could not continue unless supported by ever increasing morality and intelligence.

One can not refer to this period of the nation's history without recognizing the profound and far reaching wisdom of George Washington on all subjects of great moment. In his first message to Congress Washington says: "Nor am I less persuaded that you will agree with

mein opinion that there is nothing more deserving your patronage than the promotion of science and literature. Knowledge in every country is the surest basis of public happiness. In one in which the measures of government receive their impressions so immediately from the sense of the community as ours it is proportionally essential."¹

After reviewing the benefits to be derived from the spread of intelligence he continues, "Whether this desirable object will be best promoted by affording aid to seminaries of learning already established by the institution of a national university, or by any other expedient will be well worthy of a place in the deliberations of the legislature."

Before delivering his annual message in 1796, Washington seems to have reached a more definite conclusion on the subject, for he advocates the establishment of a national university as well as a national military academy. He says: "The assembly to which I address myself is enlightened not to be fully sensible how much a flourishing state of arts and sciences contributes to national prosperity and reputation. True it is that our country contains many seminaries of learning highly respectable and useful; but the funds upon which they rest are too narrow to command the ablest professors in the different departments of liberal knowledge for the institution contemplated, though they would be excellent auxiliaries. Among the motives to such an institution are the assimilation of principles, opinions, and manners of our countrymen; the common education of a portion of our youth from every quarter well deserves attention; the more homogenous our citizens can be made in these particulars, the greater will be our prospects of permanent union; and a primary object of such a national institution should be the education of our youth in the science of government."²

And finally, in his Farewell Address, he says: "Promote, then, as an object of primary importance, institutions for the general diffusion of knowledge. In proportion as the structure of the government gives force to public opinion, it is essential that public opinion be enlightened."³

These sentiments declared to the law-making body of the people were the expression of long-cherished desires and of deep-seated convictions. Washington's private life and correspondence show how sincerely he endeavored to realize his plans for higher education. He was opposed to sending youth abroad to secure their education, and advocated the establishment of a national university, that the youths coming from different parts of the Republic might be able to turn sectional prejudices into national feeling. In reference to these two ideas, and the desirability of a national university to counteract evil tendencies, he wrote in his last will and testament the following passage: "Looking anxiously forward to the accomplishment of so desirable an object as this is (in my estimation), my mind has not been able to contemplate a plan more likely to effect the measure than the establishment of a U.

¹ Sparks, XII, 9.

² *Ibid.*

³ Sparks, XII, 71.

⁴ *Ibid.*, 227.

VERSITY in a central part of the United States, to which the youths of fortune and talent from all parts thereof may be sent for the completion of their education in all the branches of polite literature, in arts and sciences, in acquiring knowledge of the principles of politics and good government, and, as a matter of infinite importance, in my judgment, by associating with each other and forming friendships in juvenile years, be enabled to free themselves in a proper degree from those local prejudices and habitual jealousies which have just been mentioned, and which, when carried to excess, are never-failing sources of disquietude to the public mind and pregnant of mischievous consequences to this country."¹ In the same document Washington bequeathed fifty shares of stock held in the Potomac Company² "toward the endowment of a university to be established within the limits of the District of Columbia under the auspices of the General Government, if that Government should incline to extend a fostering hand toward it."³ But as the Government took no energetic action in the matter nothing ever came of the wise benevolence of the far-seeing statesman except the inheritance by posterity of sound educational ideas which will certainly in due time receive their full and merited appreciation.

In his private correspondence Washington often returns to the above views, always emphasizing three points, viz: (1) the education of youth at home rather than abroad; (2) the removal of local prejudices, and (3) the promotion of political intelligence as a national safeguard. These points are strongly urged in his letter to Governor Brooke, of Virginia.⁴ In his correspondence with Adams, Hamilton, and Jefferson he is no less pronounced in favor of a national university; but with clear discernment he rejects the Jeffersonian scheme of transplanting the Geneva University bodily to America.⁵ He desired an American university for Americans. "The Father of his Country wished to save

¹ Quoted by Dr. H. B. Adams, *College of William and Mary*, 43; Sparks, XI, 4.

² Adams: *College of William and Mary*, 44.

³ The Legislature of Virginia, as a mark of esteem and acknowledgment of the great services of General Washington to the State and to the Federal Government, gave him one hundred shares of James River improvement stock and fifty shares of Potomac stock. He declined to accept the gift, but offered to direct it into channels of public use if so desired. Consequently the donation was withdrawn by an act of the Legislature, and the property was placed at the disposal of Washington, to be devoted to whatsoever public object he might direct. (Hening, *Statutes*, XII, 44.) Washington, after due consideration, concluded that the entire Potomac stock should be devoted to one object—the prospective university in the Federal City, but he left the disposal of the James River stock to the Legislature of Virginia, and that body decided in favor of endowing a seminary within the State. It was given to Liberty Hall Academy, afterward Washington Academy and Washington College, now Washington and Lee University. (Sparks, IX, 83, 142.)

⁴ Adams: *College of William and Mary*, 43.

⁵ Letter to John Adams, November, 1794; Sparks, XI, 1. For a full discussion of this subject, see *College of William and Mary*, 46, 47.

the United States on the one hand from provincialism and on the other from sectionalism," and in accomplishing these ends he considered national aid to education necessary.

Previous to the bold declarations of Washington on national education, two statesmen had taken a firm position in favor of a national university in their deliberations as members of the Constitutional Convention in 1787, over which Washington presided. These were Charles Pinckney, of South Carolina, and James Madison, of Virginia. On the 29th of May the former offered to the Convention a plan for a Federal Constitution, which, among other powers of Congress, authorized it "to establish and provide for a national university at the seat of government of the United States."¹ His plan was not accepted, and in the discussion of the Randolph constitution, Mr. Pinckney, followed by Mr. Madison, moved, on the 14th of September, to insert in the list of powers vested in Congress a power "to establish an university in which no preferences or distinctions should be allowed on account of religion." Mr. Wilson supported the motion, but Gouverneur Morris said, "It is not necessary. The exclusive power at the seat of government will reach the object."³

The matter was dropped on the ground that Congress already had sufficient power to enact laws for the support of national education. But the discussion doubtless had its influence upon the members of the Convention, and the presiding officer certainly was in sympathy with the movement; for, fresh from the discussions in the Convention, he presented the recommendations of 1790, hitherto mentioned, to Congress. James Madison, when in the presidential chair, did not forget his earlier zeal for science. In his second annual message he reverted to his favorite idea of a national university: "Whilst it is universally admitted that a well instructed people alone can be permanently a free people, and while it is evident that the means of diffusing and improving useful knowledge form so small a proportion of the expenditures for national purposes, I can not presume it to be unreasonable to invite your attention to the advantages of superadding to the means of education provided by the several States a seminary of learning instituted by the national legislature, within the limits of their exclusive jurisdiction, the expense of which might be defrayed or re-imbursed out of the vacant grounds which have accrued to the nation within those limits."

The sentiments of John Adams were expressed at every opportunity in favor of universal intelligence. He wrote to the educational committee of Kentucky as follows: "The wisdom and generosity of the Leg

¹Madison Papers, II, 740.

²Madison Papers, III, 1577. Mr. Madison had previously moved to place among the powers of Congress a power "to establish an university." (Madison Papers, III 1354.)

³*Ibid.*

⁴Annals of Congress, 1810-11, 13.

islature in making liberal appropriations in money for the benefit of schools, academies, and colleges, is an equal honor to them and their constituents, and a proof of their veneration for letters and science, and a portent of great and lasting good to North and South America, and to the world."¹

The efforts of Thomas Jefferson in behalf of universal education in Virginia are well known, and the eminent success of the University of Virginia is a living testimony of his great service to his State and country.²

Though not so pronounced in favor of national aid as of State aid to education as some of his contemporaries, yet in the development of the University of Virginia he has performed a national service, in the general influence of that great institution on higher education, particularly in the southern portion of the United States. In his sixth annual message to Congress, referring to the tariff on imports, Jefferson declared in favor of Federal aid to education in the following words: "Shall we suppress the impost and give that advantage to foreign over domestic manufactures? On a few articles of more general and necessary use the suppression in due season will doubtless be right, but the great mass of the articles on which impost is paid is foreign luxuries, purchased by those only who are rich enough to afford themselves the use of them. Their patriotism would certainly prefer its continuance and application to the great purposes of the public education, roads, rivers, and canals."³ * * *

The chief service of Jefferson to education was rendered in remodeling the curriculum of William and Mary College and in founding a "university of character in his own State."

James Monroe was very pronounced in favor of the promotion of intelligence by wise legislative measures, and so expressed himself at different times to Congress.

John Quincy Adams in his first annual message, after referring to some of the powers of the Constitution, thus represents the obligation of the Government concerning education and internal improvement: "If these powers and others enumerated in the Constitution may be effectually brought into action by laws promoting the improvement of agriculture, commerce, and manufactures, the cultivation of the mechanic and of the elegant arts, the advancement of literature, and the progress of the sciences, ornamental and profound, to refrain from exercising them for the benefit of the people themselves would be to hide in the earth the talent committed to our charge, would be treachery to the most sacred of trusts."⁴

These opinions of the early fathers of the Republic concerning the education of the people clearly represent it as a national trust.

¹ Report of the Commissioner of Education, 1867-68, 320.

² Adams: Thomas Jefferson and the University of Virginia.

³ Works of Thomas Jefferson, VIII, 68.

⁴ Congressional Debates, 1825-26, Appendix, p. 8.

Although the early plans for national university education have not yet been realized, Congress has continued to favor from time to time the cause of education by grants and appropriations intrusting to the several States the responsibility of the education of youth. While the greater effort has been put forth in favor of "common public schools" much has been done to forward and support higher education. They have always been, and are now, many statesmen with a large following who adhere to the principle laid down by Thomas Jefferson, that the university is as much a public trust as is the primary school.

During the last fifty years, since the benefits of the Ordinance of 1787 have been more fully realized, and since the results of the Congressional grant of 1862 have begun to be seen, there has been an upward tendency of State education, and in many sections a growing antagonism (entirely uncalled for) between State and non-State institutions. The author of this sketch may be pardoned if, without entering fully into the discussion of this subject, he refers to it in such a manner as to show the progress of educational ideas.

Edward Everett, in his oration on "Aid to the Colleges," says: "But sir, we are still told * * * that common school education is a popular interest, and college education is not; and that for this reason the State is bound to take care of the one and not of the other. Now, shall not put myself in the false and invidious position of contrasting them; there is no contrast between them, no incompatibility of the one with the other. Both are good; each is good in its place; and I will thank any person who can do so to draw the line between them; to show why it is expedient and beneficial in a community to make public provision for teaching the elements of learning, and not expedient nor beneficial to make similar provision to aid the learner's progress toward the mastery of the most difficult branches of science and the choicest refinements of literature. * * *

"As far as individuals, many or few, are concerned, I have just as much natural right to call on the State to pay the bill of the tailor who clothes, or the builder who shelters, my children, as of the school-master or school-mistress, the tutor or professor, who instructs them. The duty of educating the people rests on great public grounds, on moral and political foundations. * * *

"We enter not into particulars; we do not presume to suggest a limit to your liberality, or to dictate the form it shall assume. But we do with some confidence call upon you to recognize and act upon the principle that the encouragement of academic education is one of the great interests of the State. We do ask you to reject the narrow and, as we think, the pernicious doctrine, that the colleges are not equally with the schools, entitled to your fostering care. This, sir, is not Massachusetts doctrine. It is not the doctrine of the Pilgrim. This Commonwealth was founded by college-bred men, and before their feet had well laid hold of the pathless wilderness they took order for founding an institution like those in which they had themselves been

rained, the universities of Cambridge and Oxford, in England. * * * Amid all the popular susceptibilities of the day it never entered into their imaginations that academic education, less than school education, was the interest of the entire people."¹

RECENT DISCUSSION PERTAINING TO STATE AND NATIONAL EDUCATION.

In a very able address, delivered in 1873, President Eliot,² of Harvard University, took strong grounds against State support to higher education. He held that the State might provide for universal elementary education on the ground that it was a cheap system of police for the national defence, but that no man ought to be taxed to send another man's son to the high school or college.

On the other hand, ex-President White, of Cornell University, one of the foremost champions of State education, in answer to the above argument has formulated the following propositions:³ "The main provision for advanced education in the United States must be made by the people at large acting through their legislatures to endow and maintain institutions for the higher instruction, fully equipped and free from sectarian control. I argue, first, that the past history and present condition of the higher education in the United States raises a strong presumption in favor of making it a matter for public civil action, rather than leaving it mainly to the prevailing system of sectarian development."—"I argue, next, that careful public provision by the people for their own system of advanced instruction is the only republican and the only democratic method."—"Again, I argue that public provision, that is, the decision and provision by each generation as to its own advanced education, is alone worthy of our dignity as citizens."—"Again, I argue that by public provision can private gifts be best stimulated."—"I argue, next, that by liberal public grants alone can our private endowment be wisely directed or economically aggregated."—"But I argue, next, that our existing public school system leads logically and necessarily to the endowment of advanced instruction."—"Again, I argue that the existing system of public endowments for advanced education in matters relating to the military and naval service leads logically to public provision for advanced education in matters relating to the civil service of the nation."—"Again, I argue that not only does a due regard for the material prosperity of the nation demand a more regular and thorough public provision for advanced education, but that our highest political interests demand it."—"And, finally, I

¹ Everett's Orations and Speeches, II, 618, 623, 625.

² See paper read before the higher department of the National Educational Association at Elmira, N. Y., August 5, 1873, by President Eliot, and a review of the same by John W. Hoyt, chairman of the National University committee of the above Association.

³ "National and State Governments and Advanced Education;" *Am. Jour. of Soc. Sci.*, No. 7, 1874, 302-11.

insist that it is a duty of society to itself, a duty in the highest sense a duty which it cannot throw off, to see that the stock of genius and talent of each generation shall have opportunity for development, and that it may increase the world's stock and aid in the world's work."¹

Granted that it is the duty of the State to maintain institutions of superior instruction, there is no reason why the institution endowed with private benefaction, as the so-called sectarian schools are, should be antagonized. The duty of the State is no less plain in the fostering and protection of the latter, than in the creation and support of the former. And, on the other hand, it is just as idle for a group of private and denominational colleges to combine against a State university, as it is for the centralizing power of the university to ignore either the existence or the great service of the colleges. Mr. Mill has well said, "that all education should be in the hands of a centralized authority, whether composed of clergy or of philosophers, and be, consequently, all framed on the same model and directed to the perpetuation of the same type of a state of things which, instead of becoming more acceptable, will assuredly be more repugnant to mankind, with every step of their progress in the unfettered exercise of their highest faculties."² History will bear out this assertion, and it might be applied to the State with equal force.

No doubt we need centralization in education to-day more than anything else, but we do not need imperialism. Mr. Mill favored the exercise of the function of the State in education, but at the same time he said that "one thing must be strenuously insisted on; that the Government must claim no monopoly for its education, either in the lower or in the higher branches."³ Though localism and diverse organizations have been brought into existence many institutions which, perhaps, on the whole, would have better been combined into one, offering superior advantages; yet these same local institutions have educated scores of young men and women in the neighborhood, who otherwise would never have found their way into a large centralized university. Facts show us plainly that we have none too much of the higher education, even when the varied forces are all in the field. The State should see to it that the burdens are laid upon educational institutions supported by and representing any class of citizens.

It is estimated that in 1840 the proportion of college students to the entire population in the United States was 1 to 1,540; in 1860, 1 to 2,000; in 1870, 1 to 2,546; in 1880, 1 to 1,840; and in 1886, 1 to about 1,400. Estimating all our combined efforts in favor of higher education, we are far short of some of the countries of the Old World. "How many of our people," says President C. K. Adams, "know that one of the minor universities of Great Britain has recently completed a collegiate building at a cost of more than £500,000 (\$2,430,000)—not to speak of the millions that were put into the Polytechnicum at Charlottenburg. If

¹ This quotation represents only an outline of the argument as presented.

² Cf. *Positive Philosophy* of Auguste Comte, 92.

³ *Political Economy*, book V, chapter XI, § 2.

many have had their attention called to the fact that the little republic of Switzerland, with a territory not a third as large as the State of New York, has recently from its public treasury built a chemical laboratory for the Polytechnic School at Zurich at a cost of 1,337,000 francs (\$267,400), and that it has more recently contracted for the building of a physical laboratory at a cost of 994,000 francs? And of those who suppose that needless sums are expended by Harvard, Yale, and Cornell, how many know that the little Kingdom of Saxony, only half as large as Vermont, gives from its public treasury annually \$400,000 to its university, although the institution itself has great wealth and the professors are supported mainly by the fees of students? Let us indulge in no extravagances and no illusions; let us realize that we are young and vigorous, and that we are growing at a rapid rate; but let us not cherish the erroneous supposition that there is a single well-endowed university in America. Let us remember that the richest of our institutions has an income not much larger than that of a single one of the twenty-four colleges at Oxford. Above all, let us never forget that so long as it is necessary for our institutions to depend upon the fees of students, it will be impossible for them to put themselves into the condition of real universities. Until individual endowments are in one way or another very largely increased, the greater part of the work of education must be of the rank of preparatory schools; and consequently, until that day arrives, our young men will continue to flock to Germany for the completion of their training."

This statement ends with the old complaint of Washington, uttered a hundred years ago—the need of a great university that would suffice to educate young men on this side of the Atlantic and a central institution which would create homogeneity of sentiment. Whether these great ideals are ever to be realized or not, it is highly proper that the States and the nation see to the education of their own citizens. The great universities of England, though largely supported by private endowments, are national in their life, and are rapidly returning to the interests of the masses of the people. It would be impossible to estimate the influence that these universities have had on the British Government.

Although American colleges and universities have not universally exercised such a direct influence upon national affairs, indirectly their usefulness has been immeasurably great,¹ while from colonial times they have ever been near to the masses of the people.

¹Thirty-nine of the fifty-six signers of the Declaration of Independence were college-bred men; the percentage of known college graduates in three Congresses is: Fortieth, Senate, 47; House, 32; Forty-first, Senate, 46; House, 31; Forty-second, Senate, 46; House, 32. In other offices we find that the percentage of college graduates is as follows: Presidents, 65; Secretaries of War, 61; Postmaster-Generals, 53; Vice-Presidents, 50; Secretaries of the Navy, 47; Speakers of the House, 61; Secretaries of State, 65; Secretaries of the Interior, 50; Associate Judges of the Supreme Court, 73; Secretaries of the Treasury, 48; Attorney-Generals, 53; Chief Justices of the Supreme Court, 83.

Ex-President White in the Forum (February, 1889) presents strong arguments in favor of a national university at the seat of government for the encouragement of advanced learning. It is not urged that it should necessarily be supported or controlled by the Government. Whether endowed and supported by private benevolence, or supported and controlled by the State, it could not fail, with the advantages and surroundings of Washington to render a great service to the nation large and to the United States Government in particular. At least the Government might make the way plain for a better education of civil servants. "What is needed, however," says Professor H. Adams, "in all our States and in the Nation's capital is the promotion of the higher political education in practical ways. * * * There is in these times as great need of special knowledge in civil science as military or naval science. A civil academy for the training of representative American youth would be as great a boon to the American people as the Military and Naval Academies have already proved."

Returning from this subject, upon which scores of far-sighted men have uttered powerful and convincing arguments, let us take a brief survey of the subject of State education, as presented in this paper. Let us first notice that the facts before us show a vast amount of waste and misdirected legislation in the management of the funds granted by the Federal Government and the several States for carrying on institutions of learning. There are exceptions to this generalization, but they are not abundant. There is no need to look further for a plea for better civil education in affairs of administration. There is one redeeming feature; the great majority of legislators of the States, seeing the profligate waste of school funds hitherto, are now rallying to the support of State institutions, and are seemingly determined to redeem the errors of the past by careful legislation in the present and future.

By the first grant of the General Government of lands for seminaries of learning (1787), the new Territories and States of the South and West were suddenly impelled to plant universities in the wilderness. This was accompanying this idea a sentiment held by the early and later colonists that a university is necessary for the proper support of primary and secondary schools; or, as Charles Francis Adams says, "Educational science teaches that educational improvements work from the top downward, not from the bottom upward." However true it may be, it is impossible to have a higher institution of learning without first having suitable preparatory schools. The common schools in the United States have always produced the best results when the means of higher education have been most efficient, and the schools of lower grade have been inefficient and feeble where academies, colleges, universities have been wanting. But these feeble beginnings must be made in new countries.

For the two reasons mentioned above, the lawgivers of new States

¹ College of William and Mary, 75, 76.

hastened to plant universities, which had to pass through long periods of inactivity and meager support (from twenty to fifty years), during which the handling of the funds, in many instances, was a wild experiment. It will be noticed, further, that the last twenty years have wrought great changes in the treatment of the subject of State education. Wholesome improvements are now being made. This impetus to education is partly due to the light of experience, and partly to the influence of the Congressional grant in 1862. There is also to be taken into account the fact that all of the schools, both private and public, of the South and West are crowded beyond their capacity; that is, beyond their capacity to furnish a liberal education, or even to give students what they demand. With all of their endowments and support, but few institutions are able, for want of resources, to come up to the full measure of education as laid down in their catalogues and registers.

The influence of German education is to be noticed in many of the Western universities. It entered first into Michigan University, and has been copied by other institutions. The Michigan system consists of a central university, supported by a series of high schools throughout the Commonwealth, all under the supervision of the State. This system can never be perfectly developed in the United States, owing to the facts that the State does not control all education, and that there is a tendency to throw upon local administration the responsibility of supporting secondary education. Yet much is being accomplished, and that university which attends best to the development of academies and colleges throughout the State will soonest realize the ideal of a true university. The influence of the German education is also to be observed in the "practical" tendency of American universities in widening the curriculum so as to embrace branches more directly bearing upon modern industries. Upon the whole, this policy seems to be established in the majority of the States. Huxley's well-known dictum may be here recalled: "No system of public education is worth the name of national unless it creates a great educational ladder, with one end in the gutter and the other in the university." Let the State see to it that the zealous climber of that ladder finds a real university when he arrives at the top.

ATTEMPTS TO FOUND A NATIONAL UNIVERSITY.

The ideas of Washington respecting a national university at the capital lingered long in the minds of statesmen after his plan was finally rejected. Doubtless it was through his influence that in 1796 a proposition was before Congress in the form of a memorial praying for the foundation of a university. No action was taken in favor of the proposed institution.¹

Again in 1811 a committee was appointed by Congress to report on

¹ Ex. Doc., 4th Congress, 2d session.

the question of the establishment of a seminary of learning by the national legislature. The committee reported unfavorably, deeming unconstitutional for the Government to found, endow, and control the proposed seminary.¹

In 1816 another committee was appointed to consider the same subject, and again the scheme failed.² From this time on the subject seemed practically settled, and we hear little more of it in legislative circles until the discussion of the disposal of the Smithsonian bequest. At this time there were many warm advocates of the proposal to devote the Smithsonian fund toward the founding of a national university. The subject at this time received free discussion, and the result ended in the defeat of the university plan. While the plan for a national university has not yet succeeded, Congress has established and supported the National Museum, the Congressional Library, the National Observatory,³ and the Bureau of Education, for the promotion of education and science.

An attempt to found a national university was made in 1873, soon after the circulation of the reports of the Paris Exposition.

The comparative results of the Exposition were the chief cause of the revival of the old university idea. The Exposition had revealed this fact to the commissioners, that the poorly-endowed, half-equipped American universities compared very unfavorably with the well-endowed, fully-equipped European universities. The American spirit was aroused, and there was a determination on the part of those interested in the affair to build a great American university that would equal those of Europe.

Others besides the commissioners felt the need of an institution of this nature. Dr. Thomas Hill, on retiring from Harvard in 1868, had said that "a true American university is a national want." The rise of Cornell and other universities, and the free discussion of the subject, showed a dissatisfaction in the condition of affairs at that time.

Commissioner John W. Hoyt reported on the Paris Exposition to Congress, in part, as follows: "To tell the plain truth, the very best of our many universities are but sorry skeletons of the well-developed and shapely institutions they ought to be, and must become, before they will be fairly entitled to rank among the foremost universities of even this present day. And if we are not always to suffer the contempt of European scholars, who properly enough regard us as a clever but also a very uncultured people, it is time that all true lovers of learning, as well as all who desire the highest prosperity and glory of our country, should awake to the importance of at once providing the means of a profounder, broader, and higher culture in every department of human learning.

¹ Ex. Doc., 11th Congress, 3d session.

² Ex. Doc., 14th Congress, 2d session.

³ The National Naval Observatory now stands on "University Square," the location fixed upon by Washington for the national university.

Let us have, without further delay, at least one real university on the American Continent."¹

In 1873 Mr. Hoyt was a member of the Congressional committee appointed to report on a national university. The committee, after considering the conditions of education in America and the endowments of colleges, reported the following reasons why a national university should be founded, viz: (1) That none has, or is likely to have for a century to come, resources essential to the highest and most complete university work. (2) That none can be made so entirely free from objection on both denominational and local grounds as to insure the patronage of the people regardless of sectional or partisan relation. (3) That no institution not established on neutral ground, or other than national in the important sense of being established by the people of the whole nation and in part by a national end, could possibly meet all of the essential demands made upon it."

²The bill reported at this time provided for a university at the capital, endowed by the Federal Government to the amount of twenty million dollars, yielding 5 per cent interest; the income to be used for buildings, furnishings, and for the general support of the university. It is hardly necessary to state that the bill did not pass.

It is not intended to discuss the question of a national university, but attention should be called to the great changes that have taken place in higher education in the last fifteen years.

The old colleges have broadened their courses and increased their endowments. State universities have come into power during this period, and the agricultural colleges, many of them then begun, have developed into flourishing institutions of learning. There has arisen a new class of universities, created by heavy private endowments; such are Johns Hopkins, Cornell, Tulane, Clark, Boston, Stanford, and others. With these new additions and the progress of the old schools, many of the evils complained of in the above report have disappeared. Whether these new institutions, working with the old, will fill the national demands for education, and thus render a national university unnecessary remains to be seen. It is evident that it is not an easy task to create a national university.

¹Report on Education, U. S. Commission, Paris Exposition, VI. John W. Hoyt deserves great credit for his observations of higher education abroad.

²House Report No. 89, 42d Congress, third session, I, 96.

CHAPTER II.

HISTORY OF FEDERAL AID TO HIGHER EDUCATION.

SEMINARY LAND-GRANTS; THE ORDINANCE OF 1787.¹

The first western boundary of the United States was the Mississippi River, and to this boundary the original States extended their claims. There were many conflicting claims, in the settlement of which there seemed to be a prospect of great contention. However, a plan was entertained by the leaders of the nation to cede to Congress this vast territory, to be used as a means of payment of the war debt. The States were invited to make concessions, and were assured that any lands thus ceded would be used for the common national benefit, and be formed into States as soon as expedient, similar to the original thirteen. On after another the States gave up their claims on slightly varying conditions.²

While the proposition of Virginia to cede all of her lands north of the Ohio River, on certain conditions, to the United States was before Congress, a measure was on foot in New England to form a State in the territory between Lake Erie and the Ohio River, to be settled by "army veterans and their families." Col. Timothy Pickering drew up a plan of government of the prospective State,³ and Rufus Putnam prepared a petition signed by soldiers and forwarded the same to Congress through General Washington. This petition is important, because it contains the first mention of a national reserve of lands for the support of education.

The plan proposed that, after lands had been devoted to the payment of soldiers for services in the war, the remaining lands should belong to the State, to be used in "laying out roads, building bridges, erecting public buildings, establishing *schools* and *academies*, defraying expense of the Government, and other public uses."⁴ In Mr. Putnam's letter to Washington he urged the reservation of portions of the land for schools and the ministry. Nothing direct came of this project, although its indirect influence in shaping affairs was considerable.

¹ For a full discussion, see Knight's *Land Grants for education in the North-West Territory*; Sato's *History of the Land Question in the United States*.

² New York gave up her claims in 1781; Virginia, in 1784; Massachusetts, in 1785; Connecticut, in 1786.

³ Pickering, I, 457, 546.

⁴ *Life of Pickering*, I, 546.

In the same year (1783) Colonel Bland moved to accept the Virginia proposition as offered, and that the lands be divided into districts, in which the Continental soldiers were to receive bounty lands. The income of one-tenth of the territory was to be devoted to "the payment of the civil list of the United States, the erecting of frontier forts, the *founding of seminaries of learning*, the surplus, if any, to be appropriated to the building and equipping of a navy.¹ The resolution was referred to a committee, and never came up again.

THE VIRGINIA CESSION.

The Virginia cession was accepted by Congress with modifications, and there was guaranteed to the State sufficient land in reservation to pay off her obligations promised to her soldiers in the war.

On the first day of March, 1784, the date of the acceptance of the Virginia cession, Thomas Jefferson offered a plan for the temporary government of the Northwest Territory, in which no mention was made of provisions for *seminaries of learning* nor even for *education in any form*. The plan was accepted with amendments, yet without mention of education. In the following month Thomas Jefferson brought forward a plan for the survey and sale of the lands in question, which was indefinitely postponed by Congress. In 1785 it was again brought up and referred to a committee. This plan contained no mention of the "provision made for ministers of the gospel, nor even for *schools and academies*."²

The committee reported a new ordinance containing many propositions of the old, and in addition provided that "There shall be reserved the central section of every township for the *maintenance of public schools*, and the section immediately adjoining for the support of religion."³

For over a month the ordinance was debated before Congress, and the clause on religion was omitted and many other amendments made before its final adoption on the 20th of May, 1785. There was no mention of seminary grants in the ordinance, but the clause reserving "from sale lot number sixteen of every township for the maintenance of public schools within the township,"⁴ marks the commencement of the policy since uniformly observed in the reservation of one section in each township of each State for the support of common schools.⁵

THE OHIO COMPANY.

The petition of the New England officers of the army having failed, a body of citizens met on the 1st day of March, 1786, in Boston, at the

¹ Bancroft: History of the Constitution, I, 312.

² Life of Pickering, I, 509. King to Pickering.

³ Journals of Congress, IV, 500.

⁴ *Ibid.*, 521.

⁵ In the case of Oregon and all States admitted thereafter, two sections were granted for the support of common schools.

call of General Putnam and General Tupper, to consider the question of occupying "the Ohio." At this meeting the Ohio company was formed, for the purpose of settling the said territory by soldiers of the Revolutionary War. A memorial was presented to Congress, which led to the reference of the subject to a committee, which reported a new bill differing from the plan referred to them. The committee in their report wished to reserve one section in each township for common schools, one for the support of religion, and *four* townships for the support of a university.¹ Congress thought these concessions to this company too liberal, and desired to hold to the ordinance of 1785, which provided for the reservation of one section only for common schools. This was unsatisfactory to the company, whose case was managed by Dr. Manasseh Cutler, and a compromise was effected, by which Congress reserved one section for the support of religion, one for common schools, and two townships for the support of a "literary institution, to be applied to the intended object by the legislature of the State."² The bill became a law on the 13th of July, and is now commonly known as the "ordinance of 1787 for the government of the North-West Territory."

Of the six articles of compact which form a part of the Ordinance, the third is remarkable as indicating the future policy of the Federal Government and the several States. The oft-quoted passage is referred to which declares that "religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."³

This Ordinance was immediately followed by a contract with the Ohio Company, which fulfilled the conditions of the land grant and insured to the State of Ohio two townships of land for the support of a university.⁴

THE JOHN CLEVES SYMMES PURCHASE.

In the same year (1787) John Cleves Symmes formed a company for settlement in the North-West Territory, and contracted with the board of treasury for a large tract of land. The land was purchased on nearly the same conditions as that obtained by the Ohio Company; the reservations for common schools and for the ministry were similar, but only one township was granted for a university.⁵ Thus Ohio received three townships of land for the support of advanced learning.

No general law was passed by Congress concerning the granting of land for seminaries of learning, but the precedent of the celebrated Ordinance of 1787 became a national policy. After the year 1800 each

¹ Bancroft, II, III.

² Bancroft, II, 433, appendix.

³ Poore: Constitutions and Charters, 429.

⁴ These two townships were given to endow the State University at Athens, called the Ohio University.

⁵ This township was used to endow Miami University.

State admitted into the Union, with the exceptions of Maine, Texas, and West Virginia, received two or more townships of land for the purpose of founding a university.

This national educational policy was inaugurated almost by accident. Congress was very desirous of disposing of the lands and to turn them to financial account at once. On the other hand, there were a few men like Pickering, Putnam, and Cutler, who were intensely earnest on the subject of education, and doubtless there was a majority of the members of Congress who favored the plan on account of its educational policy as well as the means which it afforded of facilitating the disposal of the public lands; but no one at that time could apprehend the far-reaching results of such a measure. And, as the matter stood, it is doubtful whether such a measure would have been carried in Congress at that time on the basis of national aid to education alone.¹ Nevertheless it was a great measure, and if all were not fully alive to its importance as an educational movement, let us remember that the Constitution of the United States was at this period undergoing a narrow escape from defeat by those who did not understand its greatness.

OPINION OF DANIEL WEBSTER.

Daniel Webster recognized the greatness of the Ordinance when he said:² "I doubt whether one single law of any lawgiver, ancient or modern, has produced effects of more distinct, marked, and lasting character than the Ordinance of 1787." And again: "It set forth and declared it to be a high and binding duty of Government to support schools and advance the means of education."³

EXTENSION OF THE PRIVILEGES OF THE ORDINANCE OF 1787.

In 1803 Congress extended the privileges of the Ordinance of 1787 to the States in the Mississippi territory, granting the sixteenth section of every township for the purposes of common-school education, and one entire township for the support of a seminary of learning.⁴ In 1806, by a special act of Congress, one hundred thousand acres were granted to Tennessee for two colleges, one to be established in East and one in West Tennessee, and one hundred thousand acres to establish an academy in each county. Thus, through the national policy inaugurated in 1787, 1,082,880 acres of land have been granted for seminaries of learning in the United States. The actual results of this grant will be discussed in connection with the policy of each separate State. It is

¹ Cf. Knight, 17.

² Webster's Works, III, 263.

³ See Appendix B.

⁴ In the admission of the States each received at least two townships. Ohio, Florida, Wisconsin, and Minnesota received, respectively, 69,120, 92,120, 92,120, and 82,640 acres.

sufficient to say at this point that the Ordinance has been the means of creating many of the foremost universities in the United States.¹

DISTRIBUTION OF THE SURPLUS REVENUE IN 1836.

Under an act² of Congress passed in 1836, the surplus in the national treasury on hand at the beginning of the next year was ordered to be distributed, after deducting the sum of five million dollars, among the several States according to their respective numbers of Representatives in Congress. The money was to be distributed in four instalments, all during the year 1837. The States were to bind themselves to pay back the money when called upon, provided that not more than ten thousand dollars be demanded at any one time from a single State without thirty days' notice, and that all States were to be called upon at the same time for their pro rata.³

This can be called an educational measure on the part of the Federal Government only in so far as it presented opportunities for the States to use the funds for the promotion of education, and as such it is worthy of notice. As far as the National Government was concerned, its chief aim was financial and not educational. It was desired to remove the surplus revenue which had accumulated by means of unprecedented land sales and revenues arising from a protective tariff.⁴ Mr. Webster in introducing the measure made a long and able argument in support of the bill, in which he estimated that at the beginning of the year 1837 there would be at least forty million dollars of surplus in the Treasury, and it was supposed at the beginning of the distribution that the amount to be thus disposed of would be \$37,468,859.47. But the first three quarterly instalments exhausted the Treasury, and there was consequently only the amount of \$28,101,645 paid to twenty-seven States.

Mr. Murray, secretary of the board of regents, has prepared a table⁵ showing the amounts given to each State, and the purpose to which it was devoted.⁶ The table will be given here, although it does not show the amounts devoted to the support of higher education. As far as this can be ascertained it will be given in the discussion of the respective States.

¹ See Appendix B.

² U. S. Statutes at Large, V, 55.

³ This fund has been held by the several States subject to call from the Federal Government. During the late war New York signified her readiness to discharge the obligations.

⁴ Webster's works, IV, 252.

⁵ Historical Records, 91.

⁶ New York devoted the whole amount to education, and as it yields an annual interest of \$236,000 the total income and its interest amount, for forty-three years, to about eleven million dollars.

	No. elect- ors.	Amount received.	Objects to which applied.
Alabama	7	\$669,086.78	Education.
Arkansas	3	286,751.48	General purposes.
Connecticut	8	764,670.61	Education one-half, general purposes one-half.
Delaware	3	286,751.48	Education.
Florida			
Georgia	11	1,051,422.09	One-third education, two-thirds general purposes.
Illinois	5	477,919.13	Education and internal improvements.
Indiana	9	860,254.44	One-half education, one-half general purposes.
Kentucky	15	1,443,757.40	Education.
Louisiana	5	477,919.13	General purposes.
Maine	10	955,838.27	General purposes.
Massachusetts	14	1,338,173.57	General purposes.
Maryland	10	955,838.27	Education and general purposes.
Mississippi	4	382,335.31	General purposes.
Missouri	4	382,335.31	Education.
Michigan	3	286,751.48	Internal improvements.
New Hampshire	7	669,086.78	General purposes.
New Jersey	8	764,670.61	General purposes.
New York	42	4,014,520.71	Education.
North Carolina	15	1,433,757.40	Education in part, internal improvements.
Ohio	21	2,007,260.36	Education.
Pennsylvania	30	2,867,514.80	Education in part.
Rhode Island	4	382,335.31	Education.
South Carolina	11	1,051,422.09	Education one-third, general purposes two-thirds.
Tennessee	15	1,433,757.40	General purposes.
Vermont	7	669,086.78	Education.
Virginia	23	2,198,428.04	General purposes.

LAND GRANT FOR COLLEGES OF AGRICULTURE AND THE MECHANIC ARTS.

Next to the Ordinance of 1787, the Congressional grant of 1862 is the most important educational enactment in America.

Though less than a quarter of a century has elapsed since the acceptance of this gift by the majority of the States, far-reaching results have already been attained from this well-timed donation. With proper treatment the donation itself was a magnificent aid for the actual support of higher learning; but its chief excellence consists in the stimulation which it gave to State and local enterprise. By this gift forty-eight colleges and universities have received aid, at least to the extent of the Congressional grant; thirty-three of these, at least, have been called into existence by means of this act. In thirteen States the proceeds of the land scrip were devoted to institutions already in existence. The amount received from the sales of land scrip from twenty-four of these States aggregates the sum of \$13,930,456, with land remaining unsold estimated at nearly two millions of dollars. These same institutions have received State endowments amounting to over eight million dollars.

THE ORIGIN OF THE GRANT.

The origin of this gift must be sought in local communities. In the country all ideas of national education have arisen from those States that have felt the need of local institutions for the education of youth. In certain sections of the Union, particularly the North and West where agriculture was one of the chief industries, it was felt that the old classical schools were not broad enough to cover all the wants, education represented by growing industries. There was consequently a revulsion from these schools toward the industrial and practical side of education.

Evidences of this movement are seen in the attempts in different States to found agricultural, technical, and industrial schools.

These ideas found their way into Congress, and a bill was introduced in 1858, which provided for the endowment of colleges for the teaching of agriculture and the mechanical arts. The bill was introduced by Hon. Justin S. Morrill, of Vermont; it was passed by a small majority and was vetoed by President Buchanan. In 1862 the bill was again presented with slight changes, passed and signed, and became a law July 2, 1862.

PROVISIONS OF THE GRANT.

Without giving the entire text of this familiar act, a few of its main provisions will be mentioned. It stipulated to grant to each State thirty thousand acres of land for each Senator and Representative in Congress to which the States were respectively entitled by the census of 1860, for the purpose of endowing "at least one college where the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the Legislatures of the States may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions of life." It is to be noticed that the main requirement is to teach such *branches of learning as are related to agriculture and the mechanic arts*, and that, this being accomplished, such other studies as were thought proper could be introduced. Secondly the defence of the nation was provided for by the suggestion concerning military tactics and the subsequent act pertaining thereto. Again the "liberal" as well as the "practical" education of the industrial classes was sought after. And, finally, the youth were to be fitted for "pursuits and professions of life."

From this proposition all sorts of schools sprang up, according to the local conception of the law and local demands. It was thought by some that boys were to be taught agriculture by working on a farm, and purely agricultural schools were founded with the mechanical arts attached. In other States classical schools of the stereotyped order were established with more or less science; and, again, the endowment in others was directed

voted to scientific departments. The instruction of the farm and the teaching of pure agriculture have not succeeded in general, while the schools that have made prominent those studies relating to agriculture and the mechanic arts, upon the whole, have succeeded best.

Among the conditions of this grant it was imperative that no mineral lands should be "selected or purchased," and that if there was not sufficient public land in a given State, scrip should be issued for the actual number of acres to which the State was entitled, and this land scrip could be sold, the purchaser being allowed to locate it in any of the States where there was sufficient land entered at one dollar and twenty-five cents or less per acre.

In several instances the managers of the land scrip have understood that by this provision the State could not locate the land within the borders of another State, but its assignees could thus locate lands, not more than one million acres in any one State. By considering this question, the New York land scrip was bought by Ezra Cornell, and located by him for the college in valuable lands in the State of Wisconsin, and thus the fund was augmented.

However, the majority of the States sold their land at a sacrifice, frequently for less than half its value. There was a lull in the land market during the Civil War, and this cause, together with the lack of attention in many States, sacrificed the gift of the Federal Government. The sales ranged all the way from fifty cents to seven dollars per acre, as the average price for each State.

It was further enacted that the proceeds should be preserved entire, as a permanent fund, and that the income derived from it was to be used in the support and maintenance of the college. It could not be used in the erection of buildings or otherwise diminished, except that ten per centum of the fund might be used for the purchase of sites or experimental farms, if so ordered by the Legislature of the State. In addition to this, it was provided that if any portion of the invested fund or interest thereon "shall, by any action or contingency, be lost, it shall be replaced by the State to which it belongs."

NATURE OF THE ACT PROVIDING FOR AGRICULTURAL AND MECHANICAL SCHOOLS.

It is to be observed by the tenor of this act that the Federal Government intended the grant should form a nucleus in each of the several States, around which buildings, libraries, laboratories, workshops, gymnasiums, military halls, and other educational appliances should be grouped, by means of private munificence and State bounty. It was to prove a stimulus to the generosity of the people and the liberality of the States.

To this test the people, through private gifts, and municipal and State governments, have responded, with few exceptions, in a liberal way. Thirty-seven of these colleges formed under the land-scrip act

have now an aggregate value in lands, buildings, apparatus, libraries etc., of \$8,416,682. This, taken with the amount used for current expenses supplied by State appropriations, would swell the amount expenditures on the part of the States in response to the Congressional grant to a sum nearly equal to that actually realized from the origin gift.

In some instances State Legislatures, through neglect or disregard of the law, have failed to comply with the provisions of this act, but every instance are now hastening to make good the losses sustained by the funds held in trust.¹

It is worthy of attention that the responsibility was thrown upon the States entirely, and that in so far as the administration of the fund was concerned, it was State rather than National education. The National Government charged upon the several States the effective working of a system of education which allowed the most liberal construction. From a recent Report of the Commissioner of Education,² the amount of State appropriations to twenty-six of these colleges, twenty-two of which received aid, is found to be \$397,833, while the income from productive funds amounted in the aggregate to \$563,204.

The sixth clause of section 5 of the act limits the application of the grant by stating that "No State, while in a condition of rebellion or insurrection against the Government of the United States, shall be entitled to the benefit of this act." The privilege of the grant has since been extended to every State in the Union, thus making the only universal law ever established by the Federal Government for the cause of education, no other having applied to all of the States.

Section 5 asserts that any State taking the benefit of the provision of this act must accept the terms within two years from the date of passage of the act, and must provide within five years for at least one college.

These provisions were altered by an amendment approved July 1866, extending the time of acceptance to three years from the date of the amendment, and the time of the establishment of a college to five years from the date of filing an acceptance of the grant.

While the primary object of this grant was not to discourage the existing schools with their traditional classical four years' course, it was intended to widen the sphere of knowledge and training, to take new elements into the curriculum of education. "The fundamental idea," says Senator Morrill,³ "was to offer an opportunity in every State for liberal and larger education to larger numbers, not merely those destined to sedentary professions, but to those much needing higher instruction for the world's business, for the industrial pursuits and professions of life."

¹ Cf. Historical sketches of the several States, in subsequent chapters.

² Report for 1886-87, 708.

³ Address in behalf of the University of Vermont Agricultural College, 11.

THE EFFECTS OF THE GRANT ON EDUCATION.

Nothing has ever taken the place of the old classical school, with its conventional four years' course in the philosophies and languages; but that it was not adequate to the demands of a great people of diversified industries has been thoroughly demonstrated by the people of the country in their earnest support of those institutions giving instruction in branches relating more directly to the arts of life.

There is a division of the direction and tendency of education paramount to the division of labor in industries. The inauguration of an educational system with a tendency toward the practical arts and industries not only supplements our commercial and mechanical activities with intelligence, but it calls into use a large amount of wealth, the wealth of youthful mind-force, which otherwise would have been lost to the community through the distaste for Greek and Latin and abstract theories.

It has been held by some individuals, and at times by some legislatures, that the administration of education by the State is a great extravagance, and a plea of economy and for low taxes is always used to defeat appropriations. To this class of arguments the Hon. Andrew D. White answers as follows: "Talk of economy! Go to your State Legislatures—what strange ethics in dealing with the public institutions! If asked for money to found an asylum for idiots and lunatics or the blind or the deaf and dumb, you will find legislatures ready to build palaces for them. Millions of dollars are lavished upon your idiots and deaf and dumb and blind and lunatics. Right glad I am it is so; but when you come to ask aid even in measured amounts for the development of the young men of the State, upon whom is to rest its civilization, and from whom is to flow out its prosperity for ages to come, the future makers of your institutions and laws, how are they to be left to the most meagre provision during all their preparation?"

EXPERIMENT STATIONS.

In connection with the agricultural land grant should be mentioned the supplementary act of Congress, approved March 2, 1887, authorizing the establishment of experiment stations in connection with agricultural colleges.

In itself this is not higher education, though it may lead directly to higher scientific training. It is merely a laboratory for one or more branches of knowledge, and is as essential as a cabinet for the study of mineralogy. Extracts from the act will best illustrate its purpose:

"SEC. 2. That it shall be the object and duty of said experiment stations to conduct original researches or verify experiments on the physiology of plants and animals; the diseases to which they are severally subject, with the remedies for the same; the chemical composition of useful plants at their different stages of growth; the comparative advantages

of rotative cropping as pursued under a varying series of crops; the capacity of new plants or trees for acclimation; the analysis of soil and water; the chemical composition of manures, natural or artificial with experiments designed to test their comparative effects on crops of different kinds; the adaptation and value of grasses and forage plants; the composition and digestibility of the different kinds of food for domestic animals; the scientific and economic questions involved in the production of butter and cheese; and such other researches or experiments bearing directly on the agricultural industry of the United States as may be in each case deemed advisable, having due regard for the varying conditions or needs of the respective States and Territories.

"SEC. 4. That for the purpose of paying the necessary expenses conducting investigations and experiments and printing and distributing the result as hereinbefore prescribed, the sum of \$15,000 is hereby appropriated to each State, to be especially provided for by Congress in the appropriations from year to year, etc."

In 1887 twenty-two colleges of agriculture and the mechanic arts report themselves as sustaining relations to State agricultural stations. These colleges have taken or doubtless will take advantage of this act.

SPECIAL GRANTS AND APPROPRIATIONS.

The Government has made from time to time certain small grants for specific purposes for the aid of education.

The following list is taken in part from the Report of the Commissioner of Education for 1876. It is evident that several of these items should not be counted as applying to the support of higher education but they are given here as a matter of interest and as exceptions to general custom or policy of the Government in aiding miscellaneous institutions:

ALABAMA.—Lafayette Academy	480.
FLORIDA.—Chattahoochee Arsenal, buildings, land, etc., to the State	10.
GEORGIA.—Dahlonaga Arsenal, grounds, buildings, to Agricultural College	22,400.
KENTUCKY.—Center College (originally to deaf and dumb asylum)	4,040.
LOUISIANA.—Pine Grove Academy (quitclaim by United States)	30.
MISSISSIPPI.—Jefferson College, lot at Natchez	3.
TENNESSEE.—Fisk University, land and buildings	
WEST VIRGINIA.—Storer College, four lots and buildings at Harper's Ferry	
MISSOURI.—Certain lots, ² commons, etc., confirmed to towns for the purposes of education	1,406.
DAKOTA.—Holy Cross Mission	160.
CONNECTICUT.—Asylum ³ for the education of the deaf and dumb	23,040.
MICHIGAN.—Sault Ste. Marie	1.
Mackinac, lot and building	
MINNESOTA.—Domestic and Foreign Missionary Society of the Protestant Episcopal Church	80.

¹ Report of the Commissioner of Education, 1886-87, p. 707.

² Acts of Congress, 1812, 1824, and 1831.

³ Not considered in the range of this paper.

In this classification it is shown that 51,651.01 acres have been granted, aside from those lots whose areas have not been determined. Out of this number at least 26,963.25 acres have been devoted to the cause of higher education.

Tennessee also received, in 1806, a special grant of one hundred thousand acres of land, fifty thousand for each of two colleges, one to be located in East and one in West Tennessee.¹ At the same time an additional one hundred thousand acres were granted for the support of academies, one in each county.

GRANTS OF THE PROCEEDS OF THE SALE OF PUBLIC LANDS.

Many special grants of certain percentages of the proceeds of the sales of public lands were made by Congress to the several States. These percentages varied with each grant, the Government following a general policy rather than any specific act. Ohio received the first grant, consisting of three per cent. of the sales of land, to be laid out in building highways. Each of the States from this time on, with the exception of Maine, Texas, and West Virginia,² received either three or five per cent. of said sales. The grants were devoted to purposes of internal improvement or to education, according to the terms of the contract.

Illinois, by an act of April 18, 1818, specified that one-sixth of the sums derived from this source should be exclusively bestowed on a college or university. From 1821 to 1869 Illinois received the amount of \$713,445.75. The whole amount received by the several States as percentages on land sales (to 1876) is \$6,508,819.11. Of this sum it is estimated that \$2,997,234.35 have been devoted to education, but it is impossible to determine what part of this fund has been used in the support of *higher* education. Illinois, Wisconsin, Iowa, Florida, Oregon, Kansas, Nebraska, Missouri, Arkansas, and Nevada have applied the proceeds of the percentages to the support of education. In 1841 ten per cent. of the proceeds of the sales of public lands within their respective borders were granted to the following States without specification regarding the disposal of the same, viz: Ohio, Illinois, Alabama, Missouri, Mississippi, Louisiana, Arkansas, and Michigan.³

SALINE AND SWAMP LANDS.⁴

An act was passed September 28, 1850, granting to the several States the disposal of certain swamp lands, after being redeemed by the States.⁵ It was intended that these lands should pay for the construc-

¹ Cf. Tennessee.

² These States had no public lands within their borders.

³ U. S. Statutes at Large, V, 453.

⁴ See Appendix B.

⁵ Revised Statutes of United States, sections 2479-90.

tion of levees and for the necessary expenses of drainage. Many of the States devoted these lands to the cause of education.

The total amount of swamp lands patented to the States from the date of the first grant to 1876 is 47,802,271.16 acres.¹ It is quite impossible to state how much of the proceeds of the sales of these lands was devoted to higher education. California appropriated a large amount to the State university. It is provided in the Constitutions of Louisiana, Indiana, and Mississippi that the proceeds of the sales of swamp lands shall be set apart for the support of public education. Also the States of Missouri, Ohio, and Wisconsin have by statute law placed these proceeds in the general school fund. Other acts have granted special amounts of so-called saline lands to the several States. Ohio realized \$41,024 from this source, and Indiana, \$85,000, which sums were added to the school fund. We find that Iowa devoted part of the proceeds of the sales of saline lands to the agricultural colleges.

It is a very difficult problem to find the returns of the sales of these lands separate from others, and much more difficult to separate the respective amounts set apart for higher and common school education. Yet it was thought best to give brief mention of these grants to bring before us the opportunities furnished the States for the support of public education.

GRANTS FOR INTERNAL IMPROVEMENT.

It was enacted by Congress² in 1841 that each of the eight following States should receive five hundred thousand acres of land for the purpose of internal improvement; for the purpose of constructing "roads, railways, bridges, canals, water courses," and for the draining of swamps. This act subsequently was made to embrace all of the new States admitted, with the exceptions of West Virginia and Texas. These lands were not to be sold for less than one dollar and twenty-five cents per acre. By special stipulations in accepting this grant seven of the States more recently admitted³ have reserved the proceeds of the sales of these lands for the benefit of free schools. The number of acres thus granted is nine million five hundred thousand; three million five hundred thousand of which have been set apart for public education. This of course passes into the school fund, and has not been drawn upon for the support of universities.

The General Government has also expended large sums for the benefit of colored schools, for libraries and publications, and for scientific investigations and explorations. So far as they pertain to the subject of higher education, they will be discussed under separate headings.

¹ Report of the Commissioner, 1876, National Education, 16.

² United States Statutes at Large, V, 455.

³ California, Nevada, Iowa, Kansas, Oregon, Wisconsin, and Colorado.

DISTRICT OF COLUMBIA.

The Federal Government has appropriated lands and money for the benefit of educational institutions within the District of Columbia. The first instance to be mentioned is that of the appropriation of lands in the city of Washington, valued at twenty-five thousand dollars, to the Georgetown College in 1833. The lands were not received by the college until 1837. They have greatly increased in value since the time of the donation. In 1836 Congress gave the same amount of land in the city of Washington to the Columbian University. The lands were to be sold and the proceeds (twenty-five thousand dollars) invested in permanent securities and the interest to be used to pay the professors in college.¹ This is the extent of the aid rendered these two institutions by Congress.

Howard University has also received assistance from the Federal Government. The appropriations to this institution for support during the last four years were as follows: 1885, eighteen thousand five hundred dollars; 1886,² nineteen thousand dollars; 1887, twenty-five thousand five hundred dollars; 1888, eighteen thousand five hundred dollars.

WEST POINT MILITARY ACADEMY.

EDUCATIONAL SIGNIFICANCE.

It may be questioned whether a military academy should be properly classified with those schools commonly known as institutions of superior instruction, or whether it should stand alone as a special school, having no bearing upon the subject of higher learning. Viewed from a political standpoint it is only a means of national defence, and this is the great aim of the military school. Yet the national military school, as well as those of the several States, in their practical operation send out yearly scores of educated men who find their way into the various civil pursuits in times of peace, and as engineers of roads or mines, as officers, scholars, and statesmen, form a valuable portion of the community. Leaving out the idea of making armies, the discipline of the military school is the best possible education for a large percentage of our youth, and as for the questions of national defence and national safety the statesmen of the Republic must ever consider these the essential ideas of all state education.

The Military Academy contributes indirectly to science and learning by furnishing officers and engineers to surveying and exploring parties; it contributes directly to the general welfare and improvement of the people by furnishing competent superintendents of public works. Says Adams: "It is the idea of strengthening the country by internal

¹ U. S. Statutes at Large, IV, 603.² *Ibid.*, V, 214.

improvement, and binding its different sections indissolubly together by ties of economic interest, such as river improvements, canals, roads, bridges, and other great public works described under the comprehensive name of *engineering*.”¹ It is not infrequent that men, graduates of this school, have done their country great service by devoting themselves to the study of science. It is through this institution that our meager but necessary standing army is kept respectably well officered.

As a means of defence in time of war it gives little enough military education for a great people, and the experience of war shows that the great majority of our able military leaders have arisen from this school. It is fortunate when in war they are all upon the same side; otherwise the conduct of the officers of West Point fighting against one another after having sworn to defend the nation may shake the faith of the people in the supposed advantages of a military academy.

Although the first expression on record of sentiments in favor of military academy did not come from Washington, it is due to him more than to any other that such an institution was established. He maintained that in times of peace training for war is necessary to prepare for emergencies that may rise.

FIRST STEPS TOWARD A MILITARY SCHOOL.

It was near the beginning of the War for Independence that the necessity for a national military academy forced itself upon the leaders of the young nation. It was the growing sentiment of nationality, together with the consciousness of entering upon the struggle with few efficient commanders and a poorly disciplined army, that taught the need of such an institution.

As early as September, 1776, a committee was appointed to inquire into the state of the army at New York.² After a thorough investigation, the committee reported the army in a state of disorganization, the soldiers insubordinate, and the commanders incapable. There was embodied in this report, among other things, a resolution “that the board prepare a continental laboratory and a military academy, and provide the same with officers.”³

Two days prior to the reception of the report of this committee a second committee was appointed by the Continental Congress and instructed to submit to that body a plan for a military academy.⁴ In the work of these committees is foreshadowed the events which led to the establishment of the peace arrangements of the army, and finally to the Academy at West Point. It seems that the latter committee never reported. The precipitation of imminent war engrossed the attention of the leaders, while the raw recruits and the half-trained officers found

¹ The College of William and Mary, 48.

² American Archives, series V, II, 1373.

³ *Ibid.*, 1387.

⁴ *Ibid.*, 1383.

ample instruction in military tactics in the severe school of experience. Nothing further was attempted toward a school until the close of the war in 1783, at which time the question was again agitated under the discussion of the peace arrangements for the army.

Alexander Hamilton was appointed by Congress chairman of the committee for preparing a plan for the peace arrangement of the army. Hamilton at once addressed a letter to General Washington, soliciting his views on the subject. Washington replied in his clear and decisive manner, and recommended, among other things, that a military school should be established at West Point.¹ At this time General Timothy Pickering was in command of the forces near West Point, and General Washington addressed a letter to him for his views and report concerning the situation and the condition of the army.

Pickering replied to this letter on April 22, 1783, giving his views at some length on the peace arrangements of the army. It is to be noted that the suggestions of Pickering became the policy of the Government to a considerable extent. At the close he says: "If anything like a military academy in America be practicable at this time it must be grounded on the permanent military establishment for our frontier posts and arsenals, and the wants of the States separately of officers to command the defenses on the sea-coasts. On this principle it might be expedient to establish a military school or academy at West Point."²

The military organization was in a state of confusion for several years, the chief attention of legislation being directed toward civil affairs. But the first President of the United States had no intention to allow the subject to be forgotten which he deemed to seriously affect the people. Therefore in his annual message of 1793 he recommended that a military academy be established. In the discussion of this clause in the cabinet, Thomas Jefferson thought the power to create a military school unconstitutional, but his opinion was not of sufficient weight to overrule the strong convictions of Washington. It seems that when Thomas Jefferson became President he had changed his views, and strongly recommended the support of the military academy.

PEACE ARRANGEMENT FOR THE ARMY.

Preparations were made for a peace organization of the army for the education of cadets, and in fact for executing all the plans of Washington, except the immediate formation of a local school after the design which he had in mind. In the year 1802 an act was passed which made more ample provisions for the military peace establishment. The army was reorganized, the artillery corps was separated from the engineer corps, and both were stationed at West Point, the former having forty cadets attached to it and the latter only ten.³

¹ Sparks' Washington, XIII, 417.

² Life of Timothy Pickering, IV, 442, *Appendix*.

³ History of West Point, by E. C. Boynton.

From this time on the number of cadets was increased at intervals, and the educational facilities were constantly improved until the school attained its present high rank. The Federal Government has by appropriate legislation attended punctually to the maintenance and direction of the school. The small amount expended for the support of the school has been repaid by manifold service to our common country.

In 1867 the school was made a department of the army, and so continued until 1882, when the Commander of the Army had visitorial and advisory powers given him, while the school was placed in charge of the Chief of Engineers, as formerly.

APPROPRIATIONS FOR THE SUPPORT OF THE MILITARY ACADEMY.

The amount expended by the Government from 1802 to 1843, inclusive, for the support of the school, given in yearly appropriations, was \$4,002,901.¹ The grand total from 1802 to 1886 was \$13,789,194. This makes an average annual appropriation of \$164,157.13. The maximum appropriation was in 1866, when it amounted to \$354,740, while the annual appropriation of 1885-86 was \$309,921. These figures include all expenses and the pay of cadets, which was fixed in 1878 at five hundred and forty dollars per annum.

THE UNITED STATES NAVAL ACADEMY.

The doubt might be entertained by some whether or not the United States Naval Academy comes properly within the class of those institutions established for the inculcation of higher education among the people. No doubt the first and prime object of the founding of this institution was to afford a more efficient national defense; but since this was to be brought about—in fact, has been brought about—through the means of instruction of the higher order, it seems only proper that at least a short treatment of the Naval Academy and its work should be given here, if only for the purpose of comparison.

ORIGIN OF THE NAVAL ACADEMY.

The Navy Department was established by an act of Congress in 1798.² Previous to this time the Navy could hardly be said to have had an independent existence, and, for a number of years after, its organization was of the most imperfect kind. Under the act of organization, the President was empowered to appoint eight midshipmen for each ship. They, as a rule, were appointed from civil life, without proper regard to age, education, or fitness.

At first no provision was made for the instruction of these midshipmen. They were dependent upon their own efforts for what they

¹ Logan: Volunteer Soldiers of America, 240.

²For a number of facts contained in this sketch I am greatly indebted to Soley History of the Naval Academy.

learned of the art of navigation. Experience and observation were their tutors. In 1802 the Naval Regulations provided "school-masters" who should diligently and faithfully instruct the midshipmen in those sciences appertaining to their department. This provision proved of little consequence, however, since no new officers were created, but the duties of the "school-master" were simply laid upon the chaplain, who of the whole ship's crew probably knew the least about navigation. This defective system continued in force with but slight alteration for many years.

Different Secretaries of the Navy during the period down till 1845 urged upon Congress the necessity of establishing a naval academy for the systematic instruction of midshipmen upon land; but nothing came of these appeals more than the establishment of the office of school-master as distinct from that of chaplain, and some slight changes in the qualifications and duties of midshipmen and instructors. During this period, however, different Secretaries of the Navy, with the tacit approval of Congress, had established several small naval schools at suitable ports for the instruction of midshipmen off regular duty, and had yearly turned over part of the regular Navy appropriation to their support.

FOUNDATION AND GROWTH.

The United States Naval Academy was opened October 10, 1845.¹ The credit of its foundation is attributed to Hon. George Bancroft, who was then Secretary of the Navy. When Mr. Bancroft entered his office as Secretary there were in existence four small naval schools, one at New York, one at Philadelphia, one at Boston, and one at Norfolk. These schools were designed for the instruction of midshipmen when not engaged in other duties. At this time there were in the service for the instruction of midshipmen twenty professors and teachers, fourteen of whom were at sea and the others stationed at the naval school. The yearly cost of maintaining this force was \$28,200.² This sum was not, however, directly appropriated by Congress for this purpose, but it was the custom to take this amount from the regular appropriations to the Navy.

The weakness of this system is evident. Its force was not concentrated, but was spread out in fragments at navy-yards and in cruising-ships. This was seen by Secretary Bancroft, and he at once set about to remedy it. He found the means already at hand for accomplishing his purpose. By placing a number of the professors on waiting orders, and by concentrating a few of the best professors in one place, a naval academy was established, and a large amount of the sum which was previously expended in instruction, necessarily inefficient, in small and unorganized schools, was centered upon one independent organization.

¹Annual Register of United States Naval Academy, 1884.

²Soley: History of the Naval Academy, 39.

The place chosen as that most suitable for the Naval Academy was Fort Severn, an old army post, the site of which had been bought by the Government in 1808, at a time when Annapolis was considered a point of military importance. Upon application by the Secretary of the Navy this post was transferred from the War to the Navy Department. Commander Franklin Buchanan, of the United States Navy, was appointed Superintendent of the Academy, and at once drew up rules and regulations for its government.

The course of instruction embraced six departments, viz, naval tactics and practical seamanship, mathematics, natural and experimental philosophy, gunnery and infantry tactics, ethics, and modern languages.¹

The number of students enrolled during the first year was one hundred and one, ninety-one of whom were seniors.

In July, 1850, new regulations for the government of the Academy were prepared. The main features of the change were the extension of the course of study, and in the requirements for admission. Up to 1850 the course of instruction occupied five years, of which three were passed at sea. In 1850 it was made seven years, four in 1851, and six, the last two of which were to be spent at sea, in 1873, where it now remains.²

On account of the Civil War then in progress the Naval Academy was removed to Newport, R. I., in May, 1861, but re-established at Annapolis in 1865, at the close of the strife.

The number of naval cadets allowed to enter the Naval Academy is one for each Member or Delegate of the House of Representatives appointed at his recommendation, one from the District of Columbia and ten appointed at large by the President. The number of appointments that can be made is limited to twenty-five each year, named by the Secretary of the Navy after competitive examinations, the cadet being fourteen to eighteen years old. The pay of the naval cadet is five hundred dollars a year. The course of instruction, as remodelled and improved, is thorough, involving a close pursuit of mathematics, steam-engineering, physics, mechanics, seamanship, ordnance, history, law, etc.

APPROPRIATIONS FOR SUPPORT.

It seems from an examination of the records of that time that, during the first three years after the establishment of the Academy, no extra appropriations were made for its support by Congress other than the sum of twenty-eight thousand two hundred dollars regularly set aside for the salaries of professors and teachers under the old system. In 1848, however, Congress appropriated nineteen thousand three hundred and eighty dollars for repairs and improvements, in addition

¹ Soley, 91.

² Annual Register, 1884, Introduction.

the regular sum; and from this time on regular yearly sums were granted for support and improvements.

The following year, 1849, the generous appropriation of \$218,200 was made for the support of the Academy. The largest appropriation made by Congress was \$358,400, in 1866. This was for the purpose of purchasing additional grounds and erecting new buildings at the close of the War. The appropriation from that year on was gradually lessened until 1869-70, when it was \$182,500. The appropriation for the sixteen years following this date averaged \$175,000 a year. The total general appropriation made by Congress for the support of the Naval Academy, down to the year 1886, inclusive, amounted to over five million dollars.

THE LIBRARY.

Soon after the establishment of this school in 1845, the Navy Department transferred to it a number of books which had been in use in the navy-yards and men-of-war. This formed the nucleus of the present library. Since 1852 additions have been constantly made by allowing a yearly sum out of the congressional appropriations for contingent expenses of the Naval Academy.

The increase in the library by decades has been as follows: December 31, 1855, 4,751 volumes; December 31, 1865, 9,593 volumes; December 31, 1875, 17,678 volumes.¹

The total amount expended upon the library is estimated at \$35,180.²

THE UNITED STATES NAVAL OBSERVATORY.

The United States Naval Observatory, though not situated at Annapolis, will be considered under this head, on account of its close co-operation with the Naval Academy. The object of its establishment was to encourage scientific pursuits in lines that would especially benefit commerce and navigation. As early as 1810 Congress was memorialized to establish a national observatory, the object urged at the time being the location of a first meridian in the United States. This petition was followed by numerous others; but nothing tangible was secured until 1830, when a bureau for the care of instruments and charts of the Navy was established through the influence of Lieut. L. M. Goldsborough. In 1833 Lieutenant Goldsborough was succeeded by Lieutenant Meeks, of the United States Navy, who erected at his own expense an observatory sixteen feet square.

A bill was passed by Congress, approved August 31, 1842, authorizing the Secretary of the Navy to contract for the building of a house for the charts and instruments of the Navy on a plan not exceeding in cost twenty-five thousand dollars. In June, 1871, Congress authorized

¹ Soley: History of the Naval Academy, 135.

² *Ibid.*, 136.

the superintendent of the observatory to contract for a large refractor at a cost not exceeding fifty thousand dollars. In the following year Congress appropriated fifty thousand dollars for this purpose, and one hundred thousand dollars more for the erection of a tower and dome for this instrument.

Regular sums were set apart out of the Navy appropriation from time to time for the support of the Naval Observatory. In 1860, \$59,360¹ were granted for its support; \$65,900² in 1871 (these estimates include the expenses in getting out the Nautical Almanac for these years); and in 1880, \$22,500³ (for observatory alone).

Along with the observatory has grown up a special library, partly through gifts and donations and partly through appropriations. In 1881 the observatory library numbered eighty-five thousand volumes.

THE LIBRARY OF CONGRESS.

EARLY HISTORY OF THE LIBRARY.

The National Library, or Library of Congress, was established in 1800, a short time before the seat of government was changed to Washington. It had its origin in the needs and demand of Congress for books and information. Previous to 1800, when the National Legislature assembled at Philadelphia, it had no library of its own, but was dependent upon private libraries of the different members and the gratuitous use of books tendered by the Library Company of Philadelphia.

The first appropriation made by Congress for the purchase of books was on the 24th of April, 1800. Under "An act to make further provisions for the removal and accommodation of the Government of the United States" the sum of five thousand dollars was appropriated for the purchase of such books as might be necessary for the use of Congress at the city of Washington, and for fitting up a suitable apartment for containing them and placing them therein.⁴ The books, pamphlets, maps, etc., purchased in pursuance of this act form the nucleus of the Congressional Library.

A report⁵ submitted to the House December 21, 1801, by John Randolph, of Virginia, chairman of the committee appointed to take into consideration the care of books, formed the basis of the first systematic statute organizing the Library of Congress. This act⁶ located the Library of Congress, created the office of librarian, and vested his appointment in the President of the United States, placed the regulation of the library under the supervision of the President of the Senate and Speaker of the House, and further, regulated the taking of books

¹ See Ex. Doc. for 1860.

² *Ibid.*, 1871.

³ *Ibid.*, 1881.

⁴ Laws of United States, V, 376.

⁵ American State Papers, Miscellaneous, I, 253.

⁶ *Ibid.*

from the library. The expenditure of funds for books was placed under the direction of a joint committee consisting of three members from each House.

In 1814, when the Capitol was burned, the library, consisting then of three thousand volumes, was entirely consumed with it.

The first movement toward the starting of a new library was made by Thomas Jefferson, then in retirement at Monticello. While President he had taken deep interest in the establishment of the old library, and a few months after it was destroyed he made the generous offer of his own private library to Congress, at cost. Congress, after considering the matter, appropriated \$23,950 for the purchase of this valuable collection¹ numbering in all six thousand and seven hundred volumes.

The annual appropriation during these early years was one thousand dollars, but in 1818 the appropriation was raised to two thousand dollars² per annum, and again raised to five thousand dollars³ in 1824, at which amount it remained for twenty or thirty years.

The Library was removed in 1824⁴ from the temporary brick building occupied by Congress to a room in the central Capitol building, still occupied as the central Library hall.

METHODS OF INCREASE.

There are five ways by which the Library of Congress increases regularly, viz, by deposits from the Smithsonian Institution, purchase, copyright, donation, and exchange.

APPROPRIATIONS BY CONGRESS.

The Library continued to grow until, in 1855, it numbered fifty-five thousand volumes. In December of that year thirty-five thousand volumes were destroyed by fire. In the following year Congress appropriated \$72,500 for the reconstruction of the Library rooms, and \$75,000 for the immediate purchase of books. The regular appropriation of seven thousand dollars per annum, which had obtained for a number of years, was increased in 1861 to ten thousand dollars.

In 1866 the Library received a valuable accession in the shape of forty thousand volumes (principally scientific works) from the Smithsonian Institution. Since then deposits have been made from that source regularly each year.

An appropriation of one hundred thousand dollars was made by Congress in 1867 for the purchase of the Force Library, a collection of sixty thousand articles in books, pamphlets, etc. Smaller collections and special books are purchased each year with the funds regularly appropriated.

¹ American State Papers, Miscellaneous, I, 377.

² U. S. Statutes, III, 477.

³ *Ibid.*, IV, 60.

⁴ *Ibid.*

By the copyright law of March 3, 1865, one copy (later two) of each publication for which the Government grants a copyright is required to be deposited in the Library of Congress. By an act of Congress approved July 8, 1870, the entire registry of copyrights within the United States, which was previously scattered all over the country in the offices of the clerks of the United States district courts, was transferred to the Library of Congress. The advantage gained by this change was important. It secured the advantage of one central office, where all works published throughout the country could be found; and besides, from this time on the copyright fees were paid into the treasury instead of being absorbed, as they formerly were, by the clerical expenses of the offices of the district courts. Thus by this latter means a considerable sum is saved each year to the Library for the purchase of books and other regular expenses. Some idea of the addition of books to the Library by means of the copyright system, as well as the income through copyright fees, may be received from the following table:

Increase of Library of Congress through copyright law.¹

Year.	Books deposited through copyright law.	Copyright fees.	Year.	Books deposited through copyright law.	Copyright fees.
1870.....	5,600	\$4,748	1875.....	15,927	\$13,1
1871.....	12,688	10,187	1876.....	14,882	12,
1872.....	14,164	12,283	1877.....	15,758	13,
1873.....	15,352	13,404	1878.....	15,798	13,1
1874.....	16,283	13,524	1879.....	18,125	14,

LAW LIBRARY.

The Law Library of Congress, though located in a different room, is under the charge of the Librarian of Congress and subject substantially to the same regulations as the general Library. This Library numbered thirty-five thousand volumes in 1876.

GROWTH OF LIBRARY.

During the period 1860-'84 the Library of Congress has increased more than eightfold. In 1860 it contained 63,000 volumes; in 1866, 100,000; in 1872, 246,000; in 1878, 374,022; and in 1884, 513,441.²

THE NATIONAL MUSEUM AND SMITHSONIAN INSTITUTION.

There is perhaps no more striking example of the encouragement learning by a state than that presented by the history of the Nation

¹ Librarian's Reports in Senate documents, 1870-'79.

² Librarian's reports.

Museum at Washington. In giving assistance to this *generally* known though not *well* known institution, the Government has aided the cause of education and the spreading of universal knowledge in a most catholic manner.

THE IMPORTANCE OF MUSEUMS IN EDUCATION.

As the late Prof. Joseph Henry well remarked, "there is scarcely any subject connected with science and education to which more attention is given at the present day than that of collections of objects of nature and art known under the general denomination of museums. This arises from their growing importance as aids to scientific investigation and instruction."¹

It is generally conceded that the primary object of a museum is to furnish scholars with materials with which to work; but the Museum at Washington has been a means of instruction to the people at large and a great national educator. It has not only furnished the means for the "increase and diffusion of knowledge among men" as individuals, but it has been the strong support and ally of learned societies, the example and pattern to museums throughout the several States and foreign countries, and, through the Smithsonian agency, a promoter of knowledge throughout the world.² One can not come from a visit to the average college or university museum where objects are buried, or where the museum has been a receptacle for all sorts of unclassified material which found little place elsewhere, and enter the National Museum without being impressed with a new idea of the true use of a museum. It is more than a storehouse; it is learning illustrated and classified; or, to use Professor Goode's definition, "a museum is a carefully selected series of labels, each illustrated by a specimen." Under the influence of such ideas as this and the liberal views of men like Professors Henry, Baird, and Langley, the museums throughout the country are beginning to have a new appearance and effect a new work.

Great as has been the work of the National Museum already, its opportunities at the present and for the future in forwarding the interests of education are being multiplied each day. While scientific research continues, while public lectures are given, while the system of exchanges goes on, and questions are answered citizens throughout the United States, from three hundred to three hundred and fifty thou-

¹ Smithsonian Report, 1870, *Ibid.*, 1885, 5.

² "Not only are collections sent to other institutions for study, but there are always from ten to twenty specialists at work in the building availing themselves of the hospitalities of the establishment. At present the entire natural history collections of the National Museum of Mexico are here under the charge of two principal naturalists of that country." Dr. G. Brown Goode in *The Chautauquan*, 1885. A suggestive article by Dr. Goode, on "Museum History and Museums of History," appears in the *Papers of the American Historical Association*, vol. iii, 497-519.

sand persons visit the museum each year. The great majority of these come to see the curiosities. Some go away impressed with the vastness of what they saw, having a confused panorama of the whole collection, with a certain half-knowledge about a great many things which renders them no service as a means of education. Others come for a special purpose, remaining one or more days or weeks to study particular things in special departments.

While the highest interests of scientific research must be subserved, the diffusion of knowledge from the stand-point of general education might be greatly increased. Some subjects bearing upon ancient and modern society, archæology, anthropology, ethnology, history, economics, industries, and arts could possibly be so handled as to make a more direct impression upon the intelligent public, and, while thus giving actual instruction to thousands, furnish a lesson and an example to all State, college, and university museums in the country. But before proceeding further with the discussion let us ascertain what has already been done.

HISTORY OF THE SMITHSONIAN INSTITUTION.

The existence of the Museum is so closely connected with that of the Smithsonian that a review of the more important historical events of the latter is necessary to a full understanding of the former.

THE BEQUEST OF JAMES SMITHSON.

As is perhaps well known, the original source of the foundation of the Smithsonian was the bequest of James Smithson, an English scientist, who, in his will of October 23, 1826, left all of his property "to the United States of America * * * to found at Washington, under the name of the Smithsonian Institution, an establishment for the increase and diffusion of knowledge among men."¹

James Smithson was a gentleman of good family, who devoted his life chiefly to study and scientific writing, particularly in the lines of geology, mineralogy, and chemistry; and coupled with a love of science was a desire to perpetuate his name through his works. He says: "The best blood of England flows in my veins; on my father's side I am a Northumberland; on my mother's I am related to kings; but this avails me not. My name shall live in the memory of man when the titles of the Northumberlands and the Percys are extinct and forgotten."² Such was the sentiment of a man who chose to bestow upon a young and growing nation his private fortune, to be used for the benefit of mankind.

Prof. W. R. Johnson, in speaking of Smithson, has characterized the

¹ Fac-simile copy of the will of James Smithson, found in Rhees's *Smithson and his Bequest*, 24; an exception was made of an annuity of one hundred pounds to J. Fitall.

² Rhees, 2.

spirit of the foremost men in connection with the Institution since its foundation. He says: "The man of science is willing to rest on the basis of his own labors alone for his credit with mankind and his fame with future generations. In the view of such a man, the accidents of birth, of fortune, of local habitation, and conventional rank in the artificial organization of society, all sink into insignificance by the side of a single truth of nature. If he have contributed his mite to the increase of knowledge; if he have *diffused that knowledge* for the benefit of man, and, above all, if he have applied it to the useful or even to the ornamental purposes of life, he has laid, not his family, not his country, but the world of mankind under a lasting obligation."¹

The United States Government accepted the gift, and appropriated ten thousand dollars to carry the case through the courts of chancery.²

After all expenses were deducted, the net proceeds of the bequest were paid over to the treasury in Philadelphia, to the amount of \$508,318.46.³ This sum was increased by interest, until a statement, made August 10, 1846, exhibits the sum of \$773,753.07 in the fund and its accumulations.⁴ Out of this fund the building was erected, and other expenses reduced it to \$515,109.

In 1867 the Secretary of the Treasury was authorized to receive a residuary legacy of Smithson amounting to \$26,210.63, on the same conditions as the original bequest. The fund was also increased by savings and by two private bequests, one by James Hamilton, in 1874, of one thousand dollars, and the other by Simon Habel, in 1880, of five hundred dollars. The total permanent fund in the Treasury of the United States bearing six per cent. interest at present amounts to \$703,000.⁵

THE FEDERAL GOVERNMENT BECOMES GUARDIAN TO THE BEQUEST.

The Federal Government thus became the guardian of this bequest, being limited in carrying out the plans of the giver by these words, "the increase and the diffusion of knowledge among men." Although under the direction of the Government, it has ever exercised a wholesome neutrality, never becoming involved in the toils of practical politics.

Professor Langley says in a recent report as secretary of the Smithsonian, "The position of the Smithsonian is that of a ward of the Government, having property of its own, for which that Government acts the part of trustee, while leaving its administration wholly with the regents; it follows that the Institution enjoys a measure of inde-

¹ Rhea, 2.

² July 1, 1836.

³ Report of Professor Langley, secretary, 1887-88, 6.

⁴ Professor Henry, in Smithsonian Reports, XVII, 758.

⁵ Secretary's Report, 1887-88, 7.

pendence, and in it a power of initiative good which ought to be deemed its most privileged possession; so that any action which is taken by one having its interests at heart ought to be with this consideration of its independence always in mind."¹ Much earlier Professor Henry advanced a similar idea when he said: "That the Institution is not a national establishment, in the sense in which institutions dependent on the Government for support are so, must be evident when it is recollected that the money was not absolutely given to the United States, but intrusted to it for a special object."² However, since the establishment of the National Museum in connection with the Smithsonian Institution, which is supported by an increasing annual appropriation, the Government has been drawn continually closer to the Institution, though the constitution and powers of the regents will doubtless lift it above any possible baneful influence of partisanship.

After the acceptance of the bequest, the question of deciding in what manner the terms of the will could best be complied with and what direction the proposed new institution should take, arose and produced a long discussion. Martin Van Buren, then President of the United States, through the Secretary of State, Mr. Rush, addressed a communication to prominent men, soliciting their opinions in regard to the best method of disposing of the funds.³ The replies were various, and in some instances plans were exceedingly diverse.

Thomas Cooper, of South Carolina, thought that a national university should be located at Washington, with studies of a practical tendency, and open only to the graduates of colleges in the United States.⁴ He would exclude ethics and politics, and lay great stress upon mathematics, chemistry, botany, etc. Had he advocated the former, he would doubtless have followed the opinions of the illustrious father of our country. Francis Wayland, of Brown University, also recommended a university. "Its object would be to carry forward a classical and philosophical education beyond the point at which a college now leaves it, and to give instruction in the broad and philosophical principles of a professional education."⁵

Richard Rush, of Philadelphia, submitted a plan⁶ for the collection and diffusion of seeds and plants throughout the world, with buildings, and lecture and publication bureaus in connection. He did not approve of an educational institution, as it appeared too narrow in his conception of the spirit of the bequest.

John Quincy Adams was also opposed to plans for education. He said: "I think that no part of the money should be applied to the endowment of any school, college, university, or ecclesiastical establishment." He did not wish to depend on foreign patronage for the education of American youth, but proposed the erection of an astronomical

¹ Report for 1887-'88, 2.

² Smith. Mis. Coll., XVII, 949.

³ *Ibid.*, 837.

⁴ *Ibid.*, 838.

⁵ *Ibid.*, 839.

⁶ *Ibid.*, 849.

observatory, a favorite theme with him.¹ "But the great object of my solicitude," he continues, "would be to guard against the cancer of almost all charitable foundations—jobbing for parasites, and sops for hungry incapacity."

Many other opinions were given, more or less remarkable, but want of space will not permit their repetition here. It is sufficient to say that none of the plans were accepted, although they had influence in determining the disposal of the bequest. The idea of a university was defeated by the arguments of Rufus Choate and others, on the ground of its "narrow utilitarianism." The subject of organization was brought up again and again before any conclusion as to the disposal of the bequest could be made. The present plan was finally wrought out of many, through a compromise, Mr. Choate breaking down all opposition in favor of universities by his masterly oratory.

ORGANIZATION OF THE INSTITUTION.

An organization was finally effected, and the funds made subject to the control of a board of regents. The institution is placed under the control of a board consisting of the President of the United States and his cabinet, the Commissioner of Patents, and a board of regents, comprising the Vice-President of the United States, the Chief Justice of the Supreme Court, three members appointed from the Senate, three from the House, and six other persons not members of Congress, two of whom must be residents of Washington.² This represents the present organization, slight changes having been made from the original plan.

Professor Henry, in the Secretary's first annual report, submitted a programme of organization of the Smithsonian Institution, which was adopted by the board of regents December 13, 1847, and has since become the settled policy of the institution, with the exception of slight changes by resolutions adopted in 1855. The programme provided for a museum, a library, and a gallery of art, with a building to contain them.

From the will of Smithson the following outline was deduced as a plan of organization: *To increase knowledge*: It is proposed (1) to stimulate men of talent to make original researches by offering suitable rewards for memoirs containing new truths; and (2) to appropriate annually a portion of the income for particular researches under the direction of suitable persons.

To diffuse knowledge: It is proposed (1) to publish a series of periodical reports on the progress of the different branches of knowledge; and (2) to publish occasionally separate treatises on subjects of general interest.

¹In his first inaugural message John Quincy Adams recommended an appropriation by Congress for the establishment of an astronomical observatory. The proposition was received with ridicule.

²Report for 1885, 4.

These main propositions were further analyzed and specified. The secretary is now made responsible to Congress, and reports directly to that body rather than to the board of regents.

THE NATIONAL MUSEUM.

It is through this institution that the Government has performed its chief service to the cause of universal knowledge. The National Museum is at present under the direction of the regents of the Smithsonian. The nucleus was formed in 1846, under the title of the "National Cabinet of Curiosities," the specimens being stored at that time in the Patent Office building. Eleven years after the specimens were placed under the charge of the Smithsonian Institution; their custody was accepted by the regents on the condition that sufficient yearly appropriations should be made by Congress for their proper care. Since then materials have increased rapidly from year to year, and have been collected chiefly from the following sources.¹

(1) "Natural history and anthropological collections accumulated since 1850 by the efforts of the officers and correspondents of the Smithsonian Institution.

(2) "The collection of the Wilkes exploring expedition, the Perry expedition to Japan, and other naval expeditions.

(3) "Collections of the scientific officers of the Pacific Railroad Survey, the Mexican Boundary Survey, and the surveys carried on by the Engineer Corps of the Army.

(4) "The collections of the United States Geological Surveys, under the directions of the United States geologists, Hayden, King, and Powell.

(5) "The collections of the United States Fish Commission.

(6) "Gifts by foreign governments to the Museum, or to the President and other public officers of the United States, who are forbidden by law to retain such gifts in their private possession.

(7) "The collections made by the United States to illustrate the animal and mineral resources, the fisheries, and the ethnology of the native races of the country, on the occasion of the International Exhibition in 1876, and the fishery collections displayed by the United States in the International Exposition, at Berlin in 1880, and at London in 1883.

(8) "The collections given by foreign governments of the several foreign nations, thirty in number, which participated in the exhibition at Philadelphia.

(9) "The industrial collections given by numerous manufacturing and commercial houses of Europe and America, at the time of the Philadelphia exposition and subsequently.

(10) "The material received in exchanges for duplicate specimens from the museums of Europe and America at the time of the Philadelphia exhibition and subsequently."

¹ Report for 1885, II, 4 *et seq.* Report of Dr. Goode.

These are the principal sources, and are given here to show the vast amount of material that may be used to illustrate science and promote education. The increase of the number of collections made it necessary for Congress to make a large appropriation in 1877 for the purpose of constructing the present museum building. Congress appropriated two hundred and fifty thousand dollars, which was subsequently increased to \$315,400 by special appropriations for furnishings, etc. A study of the building and its appointments would convince the most skeptical person that here is an instance of the economical use of public funds for the aid of knowledge unparalleled in history. Prior to the erection of this building (1880), the total number of groups of specimens received was 8,475; since its erection more than twelve thousand groups have been added.

It appears from a recent report of the Secretary¹ that there were on hand at the close of the year 1888 specimens or lots of specimens numbering two million eight hundred thousand.

Congress has gradually increased the appropriations for the care of the museum from four thousand dollars in 1857 to ten thousand dollars in 1870, and the last appropriation in 1888 amounted to \$220,000, and the Secretary's estimate for 1889 reached the sum of \$279,500 for all expenses.

EDUCATIONAL WORK.

Dr. Goode, in his address before the American Historical Association in Washington, in December, 1888, emphasized the importance of the educational advantages offered by the Museum. "He thinks that the Museum is largely educational. By using books, pictures, casts, maps, and personal relics for illustrative purposes, the friends of history in America can greatly stimulate popular interest in the development of human culture and modern civilization."² "The National Museum is already beginning to illustrate the origin and growth of music, the highest of all arts. The history of the ways and means of transportation, simple as the idea now seems, covers the entire range of man's economic development, from the rude devices of the savage to the modern applications of steam and electricity by civilized man. As a practical means of quickening popular interest in the historical side of the National Museum, it was suggested that a national portrait gallery be developed in Washington, with pictures of early discoverers, colonial founders, pioneers, governors, statesmen, and public men, grouped, when possible, by States."³

Free access to the collections has been given to students in the various branches of natural history, and instruction has been given to

¹ Report for 1888, 54, Dr. G. Brown Goode.

² Abstract by Prof. H. B. Adams. See Papers of American Historical Association, vol. iii, for text of Dr. Goode's paper.

³ Abstract by Prof. H. B. Adams.

a few persons in taxidermy and photography. The latter has been done at the request of the executive department, as the students have rendered service in return for the instruction given.

Gifts and loans of photographs and working drawings of the Museum cases, specimens and copies of Museum labels have been made to other public institutions.

This represents the true national idea in education—to aid by its superior methods all other institutions of similar character throughout the wide realm of States. To this end the National Museum should be a model institution in every respect. Material aid has also been given by the distribution of two hundred and sixty-four lots of specimens to museums, colleges, and individuals. Professor Langley, in his last report, says: "The importance of museum collections for the purposes of education in schools is becoming of late years much more fully appreciated, and it seems desirable to make some changes in the manner of distributing specimens, especially to make the collections sent out so complete—within such limits as it may be possible to develop them by methods of arrangement and labels—that they may be ready for immediate use in instruction."¹

LEARNED SOCIETIES.

The National Museum endeavors to co-operate with all learned societies which place themselves in an attitude to render co-operation possible.

The annual meeting of the National Academy of Sciences was held in the Museum building; a course of Saturday lectures, twelve in number, was given in the lecture-room; and four lectures were given by the Amateur Botanical Club of Washington in the same room. The Biological Society of Washington and the Botanical Branch of the same held some of their meetings in the building. There is a growing tendency toward co-operation of the different scientific institutions in the United States with the work at the Museum.

During the past year the American Historical Association was chartered by Congress, and an intimate connection was established between the Association and the Institution. As the passage of this bill of incorporation marks a new development, and presages a new use of the historical resources of the Museum, it is quoted here:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That Andrew D. White, of Ithaca, in the State of New York; George Bancroft, of Washington, in the District of Columbia; Justin Winsor, of Cambridge, in the State of Massachusetts; William F. Poole, of Chicago, in the State of Illinois; Herbert B. Adams, of Baltimore, in the State of Maryland; Clarence W. Bowen, of Brooklyn, in the State of New York, their as-

¹ Report of Secretary for 1888, 55.

associates and successors, are hereby created in the District of Columbia a body corporate and politic, by the name of the American Historical Association, for the promotion of historical studies, the collection and preservation of historical manuscripts, and for kindred purposes in the interest of American history and of history in America. Said association is authorized to hold real and personal estate in the District of Columbia so far only as may be necessary to its lawful ends to an amount not exceeding five hundred thousand dollars, to adopt a constitution, and to make by-laws not inconsistent with law. Said association shall have its principal office at Washington, in the District of Columbia, and may hold its annual meetings in such places as the said incorporators shall determine. Said association shall report annually to the secretary of the Smithsonian Institution concerning its proceedings and the condition of historical study in America. Said secretary shall communicate to Congress the whole of such reports, or such portion thereof as he shall see fit. The regents of the Smithsonian Institution are authorized to permit said association to deposit its collections, manuscripts, books, pamphlets, and other material for history in the Smithsonian Institution or in the National Museum; at their discretion, upon such conditions and under such rules as they shall prescribe.

"Approved, January 4, 1889."

This association should aim to connect itself with all State institutions of a similar nature in the country, and thus begin a systematic and practical use of the Museum. On the other hand there is ample opportunity to develop a department of modern as well as ancient history in the Museum. How this is to be done depends upon the association and the authorities of the Museum. But from this central body might go out to libraries, and schools, and lecture bureaus, and to historical societies, copies of manuscripts, photographs, and bulletin plates for lecturers throughout the country.

Possibly there could be established at Washington a central lecture course on history, which includes in these days anthropology, ethnology, geography, and economics, and by means of photographs and plates similar lectures could be given elsewhere, until there would be a united body of historians all over the land studying from a common center, after an organized plan, and continually contributing to the increase and "diffusion of knowledge among men."

It would seem desirable for the association to establish relations with local and State historical societies for the purpose of co-operation in research, the collection of materials, and the diffusion of historical knowledge. The secretary of the Smithsonian was one of a committee of three appointed by Congress to form a commission on historical manuscripts.

With organized work a valuable collection of historical archives, family papers, valuable letters, and historical autographs might be made.

Professor Goode's idea that the chief value of a museum is educa-

tional applies to every department of knowledge that can be illustrated by a specimen or picture; and in this department, as in others, the possibility of an intelligent use of museums is slowly dawning upon teachers. A dingy room filled with unclassified material will soon be an indication that there are other fossils filling professors' chairs.

The present use of the American Museum of Natural History, in Central Park, New York, for the systematic instruction of professional teachers is a commendable illustration of progress in this line. A regular course of lectures is formed, which are delivered in regular order, Saturdays, in a small hall prepared for the work, with a seating capacity of 275 persons. The trustees hired Chickering Hall for the benefit of the autumn course (1887). The average number attending was 1,300. Besides the use of materials for illustration, stereopticon slides are used to reproduce non-portable materials.

The State has indorsed the work by a liberal appropriation for carrying it on.

PUBLIC LECTURES.

One of the early plans was to have in connection with the Museum course of lectures, more or less popular in their nature. The board of regents accordingly authorized a system of free lectures in the Smithsonian Institution. The first lectures were delivered in 1848, the sum being devoted to this purpose the sum of eighty dollars. The amount appropriated for lectures increased from year to year, together with the incidentals connected with illustrating lectures, the greatest appropriation reaching the sum of \$1,044.32, in the year 1863. In 1865 the lecture courses were suspended for a term of five years, being resumed in 1870 and suspended again in 1876. From 1848 to 1876 lectures were continued through twenty-four years, during which time there was appropriated for this purpose out of the Smithsonian fund the total sum \$21,701.28.¹ The lectures at present held in the hall of the Museum have been under the auspices of the learned societies, though of a somewhat miscellaneous and popular nature. These were largely attended. Many of the lectures had direct reference to the work of the Museum and were illustrated by specimens.²

PUBLICATIONS AND EXCHANGES.

"The diffusion of knowledge among men" has been effected in different ways by the Institution, but chiefly through publications and exchanges. The principal publications are of five series, as follows:³ (1) Contributions to knowledge; (2) Miscellaneous collections; (3) Annual report of the board of regents to Congress; (4) The proceedings of the National Museum; and (5) Annual reports of the Bureau of Ethnology.

¹ Smith. Mis. Coll., XVIII, 729.

² G. Brown Goode, Report for 1885, 21.

³ Secretary's Report for 1888, 21 *et seq.*

The first series was commenced in 1848, and now numbers twenty-five volumes, composed of valuable papers of scientific research. The second series was commenced in 1862; though of less scientific importance than the first, it has increased far more rapidly, its published volumes now numbering thirty-three. The foregoing publications have been made at the expense of the Smithsonian income on permanent funds, while the remaining three series have been published at the expense of the Government, annual appropriations having been made by Congress for the same. However, this publication is not without expense to the Smithsonian fund, as the preparation of suitable material for an appendix¹ has been a constant and increasing charge upon the Institution, amounting to several thousand dollars each year.

Under the head of Proceedings of the National Museum are to be included (1) the bulletins and (2) the proceedings. The former are short monographs on "biological subjects, check lists, taxonomic systems," etc., and furnish a prompt publication of the descriptions of minerals received and a means of "illustrating the mineral, botanical, zoölogical, and ethnological specimens belonging to the Museum." This series was commenced in 1875, thirty-two bulletins having been published since that time.

The "proceedings" consist of shorter and less elaborate publications for the purpose of giving recent accounts of new accessions to the Museum and newly acquired facts.

These irregular publications are collected into bound volumes, one being published annually. This series commenced in 1878, and now numbers nine volumes, "averaging about six hundred and fifty pages, and illustrated with numerous wood-cut plates."

Though not so important, viewed in the light of scientific research, as other publications, this last series is exceedingly useful in bearing directly upon general education.

The last series to be mentioned is that of the annual report of the Bureau of Ethnology, of which only four large-size volumes of royal octavo form have been published. They contain matter of great importance to the anthropologist and are valuable additions to science.

The Smithsonian managers have always distributed these volumes of the different series with a liberality limited only by their resources for printing.

The institution has been able to print in ordinary cases only from 1,250 to 1,500 copies of each work, three-fourths of which go to supply the regular lists of correspondence and the exchanges. "The distribution is made first to those learned societies of the first class which give to the institution in return complete sets of their own publications; secondly, to colleges of the first class furnishing catalogues of their libraries and students and publications relative to their organization and history; thirdly, to public libraries in this country having twenty-

¹The appendix contains an "annual record of science and industry," since 1880.

five thousand volumes; fourthly, they are presented in some cases still smaller libraries, especially if no other copies of the Smithsonian publications are given in the same place and a large district would otherwise be unsupplied; lastly, to institutions devoted exclusively to the promotion of particular branches of knowledge, such of its publications are given as relate to their special objects."¹

The system of exchanges was adopted in 1846, and was continuing through twenty years of successful work, when a new duty was laid upon the Institution by an act of Congress in 1867, creating the international exchange of Government publications, combining the interchange of knowledge with a Government agency for the distribution of official documents. The amount of work accomplished in this system of exchanges is truly wonderful. In its present condition there were shipped in 1886-87 "10,000 domestic and over 40,000 foreign packages of books and this was increased in the following year to over "12,000 domestic and 62,000 foreign packages."

From 1868, the time of the first operation of the act regulating governmental exchanges, to 1881, the expenses of the said exchanges were borne entirely by the Smithsonian Institution. In the latter year Congress made an appropriation of \$3,000 for that purpose, and it has been gradually increased from year to year. Prior to 1880 the Institution expended \$92,386.29 for exchanges, two-thirds of which was on account of the Government; since 1880, \$96,065.85 have been expended and \$57,500 of this sum were paid by the Government.²

This will suffice to show something of the nature and amount of work done by the Institution in the interest of knowledge. In addition to this, thousands of scholars and individuals throughout this country have been benefited by the answers to scientific questions that come annually to the Institution concerning specimens of minerals, plants, and animals, or to questions for more general information.

CHANGES IN THE WORK OF THE INSTITUTION.

During the administration of Professor Henry, a man who devoted his entire life largely to scientific investigation, there was a tendency to shut off all departments of the Institution not in the direct line of original research. The first to be disposed of was the museum of minerals which passed under the control of the managers of the Corcoran Gallery.

Later the meteorological bureau was made a separate department; formerly all observations were carried on under the direction of the Smithsonian. The herbarium was also disposed of, and is now under separate management. An attempt was made to place the museum under separate charge, but it did not succeed.

The library was deposited with the Congressional Library in 1867,

¹ Report of Secretary for 1888, 25.

² *Ibid*, 28.

account of lack of room and in order to place the books in a fire-proof building. When placed there the library numbered about forty thousand volumes, obtained chiefly through exchanges, and containing the publications of learned societies as well as representing the history of every branch of positive science.

The library has increased so that it now numbers about two hundred and fifty thousand volumes. A small number, about one-twentieth of the whole, is kept in the museum building for a reference library, under the titles of "secretary's library" and "editor's library."

During the year 1887-88 there were 18,948 books, pamphlets, and maps deposited in the several libraries by the Smithsonian Institution.

The treatment of the Smithsonian fund has been quite remarkable. Besides carrying on the great work of investigation, the Institution has now a library equal in value to the original fund or bequest, and buildings equal to more than half the original bequest, while the present fund is nearly two hundred thousand dollars greater than the original bequest. The regents were authorized to make additions to the fund by such deposits as they saw fit, not exceeding, with the original bequest, one million dollars.

The amount of work now required is even greater than the present limited means will accomplish. If the permanent fund were increased to the full limit, as it ought to be, the work could be rendered by far more effective.

NATIONAL APPROPRIATIONS.

Statement of appropriations by Congress for the National Museum from 1857 to 1888, inclusive.¹

Date of act.	Preservation of collections.	Furniture and fixtures.	Heating and lighting.
March 3, 1857		\$15,000.00	
June 2, 1858	\$4,000.00		
March 3, 1859	4,000.00		
June 25, 1860	4,000.00		
March 2, 1861	4,000.00		
March 1, 1862	4,000.00		
March 3, 1863	4,000.00		
July 2, 1864	4,000.00		
April 7, 1865	4,000.00		
July 28, 1866	4,000.00		
March 2, 1867	10,000.00		
July 20, 1868	4,000.00		
March 3, 1869	4,000.00		
July 15, 1870	10,000.00	10,000.00	
March 3, 1871	10,000.00	10,000.00	
May 18, 1872		5,000.00	
June 2, 1872	15,000.00	10,000.00	
March 3, 1873	15,000.00	15,000.00	
		12,000.00	

¹ Appropriations for printing are not included in this list.

Statement of appropriations by Congress for the National Museum, etc.—Continued

Date of act.	Preservation of collections.	Furniture and fixtures.	Heating and lighting.
June 23, 1874	\$20,000.00	\$10,000.00	.....
March 3, 1875	20,000.00	{ 10,000.00	.....
		{ 2,500.00	.....
July 31, 1876	10,000.00	.....	.....
March 3, 1877	18,000.00	.....	.....
June 20, 1878	18,000.00	.....	.....
March 3, 1879	{ 23,000.00	.....	.....
	{ 4,000.00	.....	.....
June 16, 1880	45,000.00	50,000.00	.....
March 3, 1881	55,000.00	60,000.00	\$6,000
March 6, 1882 .....	.....	30,000.00	.....
August 7, 1882	75,000.00	60,000.00	6,000
August 4, 1886 ¹	149.16	.....	.....
March 3, 1883	90,000.00	60,000.00	6,000
July 7, 1884	91,000.00	40,000.00	6,000
March 3, 1885	95,000.00	{ 40,000.00	{ 9,000
		{ 2,891.42	{ 0
August 4, 1886	106,500.00	40,000.00	{ 11,000
March 3, 1887	116,000.00	40,000.00	12,000
October 2, 1888	125,000.00	40,000.00	12,000
Total	1,015,649.16	562,391.42	68,000

¹ Deficiency of 1882, but appropriated in August, 1886.

BUREAU OF EDUCATION.

When we contemplate the vast amount of useful work that is now being done by this department of the Government in the collection and dissemination of knowledge, it seems strange that the United States should have existed ninety years as a nation before this institution called into existence. Though the Bureau was established according to the needs and demands of education, it has served to give strength and vigor to every department of knowledge.

SKETCH OF ITS ORIGIN.

It is impossible to treat fairly the subject of higher education in the United States without placing among the foremost agencies for the promotion of knowledge this Government clearing-house for statistical and historical information. "Educators, political economists, and statesmen felt the need of some central agency by which the general educational statistics of the country could be collected, preserved, condensed and properly arranged for distribution. This need found expression finally in the action taken at a convention of the superintendence

¹ For a full discussion of the subject, see "The National Bureau of Education: Work and Limitations," by Alexander Shiras, D. D., and "Answers to Inquiries about the Bureau of Education; Its Work and History," by Charles Warren, M. D.

partment of the National Educational Association, held at Washington, February, 1866, where it was resolved to petition Congress in favor of a National Bureau of Education."¹

The memorial was presented in the House of Representatives, with an accompanying bill for the proposed Bureau, by General Garfield, who on this occasion made an able speech on national education. The bill was passed by the House, and subsequently by the Senate, with an amendment creating a department of education instead of a bureau, as was first proposed.

The act took effect in July, 1868, and was amended in June of the following year, by abolishing the Department of Education and creating a Bureau of Education as an Office in the Department of the Interior, the form in which it has since existed. Section first of the text of the act sets forth the chief objects of the Bureau of Education as follows:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be established, at the city of Washington, a Department of Education, for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several States and Territories, and of diffusing such information respecting the organization and management of school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

As defined by this act, the range of the work of the Bureau is unlimited as far as all classes and grades of schools are concerned, and, in fact, the subject of higher education and libraries, with all means of education, should receive as much attention as the common schools.

It was not intended by the originators of the plan for the Department of Education, nor by those who gave it their intelligent consideration in Congress, that it should ever exercise national control over the administration of education. Yet no other agency has done so much toward the homogeneity of schools and methods as this. If it does not bring the youth from all over the country into one institution and there instruct them after a uniform plan, it does acquaint each part of the nation with what all the other parts are doing in education. This, after all, is the great method of leveling distinctions and turning local pride into desires for universal education.

MAGNITUDE OF THE WORK DONE.

The work of the Bureau is increasing rapidly, and the collections and classifications of educational material in the library render the work permanent and thorough in its effects.

¹ Warren, 9.

The idea of forming a library at the national capital with work treating of education alone is in itself an inspiring thought.

The library of the Bureau is becoming exceedingly useful to educators and investigators of educational subjects. It now contains twenty-two thousand bound volumes and sixty thousand pamphlets, besides many thousand duplicates for exchange and distribution. During the past year one thousand seven-hundred volumes and fifteen thousand pamphlets were added; eight thousand cards for the catalogue were written, and over three hundred giving reference to investigators on different topics were prepared.¹

The library contains many foreign books and periodicals, which greatly enhance its value to students and educators. The clerical work in handling the educational material and attending to the collection and publication of statistics may be illustrated by stating that in 1886-87 the Office received 11,006 written letters, 43,000 acknowledgments, 4,825 documents, and 20,000 replies to statistical forms of inquiry. The office also sent out 19,354 written letters and distributed 218,526 printed documents.²

A GREAT EDUCATIONAL INSTITUTION.

A modern feature of the Bureau is a valuable museum of educational apparatus and appliances. In this collection are now exhibited two thousand five hundred objects.

The Bureau is arranged for the student, as well as for the benefit of schools. As the library and museum increase, it will become more and more valuable in the former respect. Persons who go to the Bureau for the work of research will find under the direction of the Commissioner a polite and attentive body of clerks, who give every needed assistance to find what students desire in the well ordered and well classified library.

The appropriations for carrying on the Bureau are small in comparison with other Government Departments, while the amount of work done is comparatively large. Everybody in the Office works under difficulties on account of the crowded condition of the library and other rooms. While considering the problem of erecting a Congressional Library building Congress could easily and wisely spend a hundred thousand in constructing a new fire-proof building for the library, museum, and offices of the Bureau of Education.

A few statistics kindly furnished by the present Commissioner, Col. H. N. R. Dawson, will show what is being done by the Government.

¹ Report of the Commissioner for 1886-87, 13.

² *Ibid*, 12.

APPROPRIATIONS FOR SUPPORT.¹*Ordinary appropriations for the Bureau of Education, 1867 to 1889.*

Year ended June 30—	Amounts appropriated for—				U. S. Statutes.	
	Salaries.	Library and contingent expenses.	Documents and museum.	All specified purposes.	Vol.	Page.
1867.....	\$3,000			\$13,000	15	8
1868.....	9,400			9,400	15	8
1869.....	9,400	\$10,000		20,000	15	106
1870.....	5,400	600		6,000	15	291
1871.....	8,640	5,860		14,500	16	242
1872.....	10,240	16,260		26,500	16	490
1873.....	17,640	17,210		34,850	17	76
1874.....	17,640	17,210		34,850	17	504
1875.....	18,360	17,210		35,570	18	105
1876.....	18,360	14,210		35,570	18	365-6
1877.....	18,160	12,900		31,060	19	165
1878.....	17,440	11,400		28,840	19	315
1879.....	17,320	11,400		28,720	20	200-1
1880.....	17,320	18,400	\$1,000	36,720	20	395
					21	23-28
1881.....	22,180	18,400	5,000	45,580	21	233
						276
1882.....	25,380	18,775	6,000	50,155	21	409
1883.....	44,580	5,975	2,000	52,555	22	249-250
1884.....	44,580	3,875	2,000	50,455	22	557-58
1885.....	44,580	3,375	2,000	49,955	23	188
1886.....	45,420	4,175	3,000	52,595	23	419
1887.....	45,420	4,175	2,500	52,095	24	202
1888.....	45,420	3,000	2,500	50,920	24	625
1889.....	45,420	3,500	2,000	50,920		
	551,500	221,510	28,000	814,110		

¹ Appropriations for printing not included in this summary.

CHAPTER III.

STATE AID TO HIGHER EDUCATION IN NEW ENGLAND.

Education in early New England arose from philanthropic and charitable rather than from political motives. The idea of strengthening government was subordinate to the ideas of an enlightened church society and an educated ministry. In advancing this proposition it must be remembered that the influence of religion on government was very great. This influence is observed in the laws and customs which modified the entire civic polity. Economic and political measures were never lost sight of in the founding of the colonies, but they were always blended with religious interests. Nearly all of the early schools were the direct product of religious impulse, but the government felt it no less a duty on this account to foster and assist them. The people were keenly conscious of their duty to aid education in every conceivable way, not only as individuals, but through their representatives in the General Court. The self-sacrifices of individuals and the ready responses of legislative bodies to the calls of higher education will ever remain to arrest the attention of the thoughtful in succeeding generations.

The attitude of the "State" in early times toward colleges was quite notable. While it did not assume any especial control of the institutions, and gave them at all times an independent existence, yet in a general sense it felt responsible for their establishment and maintenance. The founders of the New England Colleges entertained no such idea of a State institution for the specific support of the civil authority, independent of religious control, as was embodied in the plans of Thomas Jefferson for a school system in Virginia. Though the New England movement was religious, philanthropic, and charitable, rather than political, yet the general ends sought after were the same. Through an educated ministry, an intelligent body of worshipers, and by means of the cultured individual, the entire community was to receive lasting benefit. Much stress was also laid upon the education of the poor, while the untutored Indian was not omitted in the provisions for higher education.

The zeal of the people for education was manifested alike through the self-denial of individuals and the action of their representatives in the General Court. It would have been nothing remarkable for a few

people about Harvard to have supported their own local institution for the sake of the welfare of their children and the prosperity of their own community. But when we consider that the outlying provinces of Maine, New Hampshire, and Connecticut sent to Harvard their contributions, raised by private subscription and by town taxes, then we see how great was the interest in education for its own sake.

It is worthy of note, also, that the first school established by the people in New England was a college. They aimed at the higher education first, believing that it would strengthen and support secondary education. Two objects seem to be superior to all others in the founding of Harvard as well as Yale, (1) an educated ministry, and (2) the preparation of teachers for grammar schools. The full force of the modern school system was by no means grasped at that early day. The idea of the college as the first institution in a new country still survives. It has been the foremost school in the States of the West and South, and with it has been carried the fundamental truth of the necessity of higher education for the support of primary and secondary schools. The order of development of the modern school system has been through the college to the grammar schools, to the primary schools, and finally to the kindergarten.

The institution of town schools, supported by local taxation, was a universal practice in New England. There were different phases of this system in different provinces, but all maintaining the same general characteristics. Sometimes the local taxes were administered through the general legislative body, at others through local boards. The system of grammar schools is the prototype of the modern high schools, supported in most instances by local revenues.

The amounts granted for the support and encouragement of higher education were small, compared to the sums now granted in other parts of the United States for the same purpose. However, they were given when needed, usually at the request of the colleges, and the amounts given were of far greater value than the same amounts would be to-day. In many instances they should be considered liberal donations.

The States of New England are not as liberal to-day in proportion as the colonies were in respect to higher education. But there is not now so much need as then. Many changes have taken place. Theological schools have sprung up; colleges have developed into universities. While it still remains true that colleges are necessary for the support of the ministry, it no longer follows that it is the chief aim of all the educational institutions of New England to supply an educated ministry. The State has sought its own work in other channels, and the theological seminary is no longer the object of its support. Private endowments are building magnificent institutions of learning. Education is universal and special: universal in representing all classes, and special in its application to the different pursuits in life.

The New England college supplied the most pressing need of the times; nevertheless, it was nothing more than a training school for young men, a boarding school without schools or professorships. It was exceedingly narrow in its object and work. But those were narrow times, though life was intense. I speak of this because New England has been struggling against the old regime, her mediæval inheritance, in attempting to enlarge and diversify the means of education.

At first all the settlements centered their efforts on a single institution. Subsequently, when thickly settled communities sprang up elsewhere, other colleges were founded for the convenience of the people or for especial religious purposes.

One thing was favorable to New England education, that is, the quick and certain execution of the law. Whatever was ordered by the legislative bodies was sure of execution. In more sparsely settled portions of the land, under weaker governments, this is not always the case.

MASSACHUSETTS.

Massachusetts was the pioneer State in the establishment and maintenance of a system of public instruction by legislative enactment. Here the first action was taken by the representatives of the people for the support of general education; here the first tax was levied for the support of common schools; here the first State aid was granted for higher education; and it is to Massachusetts that the origin of the system of land grants is to be referred—a system adopted by the National Government and by so many States as to be considered well-nigh continental. The influence of this State upon the school laws, and educational systems and methods of other States has been very pronounced. The other New England States, especially, have as far as possible imitated her example, and followed closely in the wake of her progress, while the influence of the New England system on the Middle, Southern, and Western States has ever been recognized.

FOUNDING OF HARVARD COLLEGE.

Sixteen years after the landing of the Pilgrims at Plymouth, and only six years after the first settlement at Boston, the energetic citizens of the new colony began to provide for higher education. The General Court of the colony of Massachusetts, which met in Boston on the 8th of September, 1636, "agreed to give four hundred pounds towards a school or college, whereof two hundred pounds to be paid the next year and two hundred pounds when the work is finished, and the next court to appoint when and what building."¹

This seems a very small beginning for the foundation of a college,

¹ Mass. Colonial Court Records, I, 183.

especially when we consider the enormous funds now expended for public education and the magnificent endowments of private institutions. But at that time there were less than four thousand people in the colony, and the per-capita tax must have been half a dollar, a rate which at the present day would yield in the State of Massachusetts the enormous sum of over one million dollars. It must also be considered in estimating the value of donations and grants to education at this early period that "These sums in reality represent values ten or even fifty fold greater than the same amounts would to-day."¹

But the Legislature, or General Court as it was called, did not stop here, but granted in 1640 the ferry between Boston and Charlestown for the support of the college,² and ordered an annual rate of one hundred pounds for the same purpose.³ A committee was appointed by the court to proceed with the erection of buildings, and Mr. Eaton was appointed to take charge of the institution and superintend the erection of the first building. The court also granted five hundred acres of land to Mr. Eaton for his support, provided that he would devote his life to the college work. Subsequently Mr. Eaton was accused of tyrannizing over his students; he was tried, and dismissed, and his successor was appointed.

ATTITUDE OF THE STATE.

"Thus," says Prof. C. K. Adams,⁴ "we find the Legislature exercising supreme authority in six different acts: (1) In making a special grant for a college; (2) in laying an annual tax for its support; (3) in determining where the college should be located; (4) in appointing a committee for the erection of buildings; (5) in appointing an officer to the general charge of the institution and providing for his support at the expense of the State, and finally (6) in putting the officer so appointed on trial, removing him, and appointing his successor." But this was not a State institution in the fullest sense, according to the modern usage of the term, for private benevolence was constantly solicited and as constantly given for its support.

While the State controlled it and assisted it constantly in its days of feebleness, the permanent endowments came largely from private sources. The first private gift was made by John Harvard, after whom the college was named (1639), who in 1638 gave his library and half of his estate. There is a discrepancy in the statement of authors concerning the amount of the donation. It is generally stated to be eight hundred pounds. According to the records the amount was £779 17s. 2d., from which only £395 3s. were realized.⁵ The sacrifices of individ-

¹ George Gary Bush: Harvard the first American university, 116.

² Court Records, I, 304.

³ *Ibid.*, II, 231.

⁴ New Eng., XXXVII, 71.

⁵ Quincy: History of Harvard University, I, 460-62.

uals constantly went hand in hand with the generosity and patronage of the State, and upon this basis the first schools of Massachusetts were built. Individuals who could not give even a small subscription in ready money contributed to the support of the college by farm produce or by household articles and books. Among other donations are mentioned "a great silver salt;" "a silver beer-bowl;" "one fruit-dish, one silver sugar spoon, and one silver-tipped jug;" "a silver tankard;" "a pewter flagon;" "corn and meat;" "thirty ewe sheep and their lambs;" "lumber;" "horses,"¹ etc.

These small beginnings rapidly increased in amount until private donations far exceeded in amount the aid of the State. But the function of the State that seems ever since to have been exercised in the United States is that of fostering and protecting education and encouraging and stimulating private benevolence in this direction. The Legislature took the initiative in founding the college, gave by right in perpetuity the Boston Ferry for its support, and came to its timely assistance whenever there was need, at the same time encouraging and protecting to the fullest extent private benevolence toward the institution.

In 1640 an act of the Legislature established a board of overseers of Harvard College, and made provision for control and management as follows:

"It is, therefore, ordered by this Court, and the authority thereof, that the Governor and Deputy Governor for the time being and all the magistrates of this jurisdiction together with the teaching elders of the six next adjoining towns; viz: Cambridge, Watertown, Charlestown, Boston, Roxbury, and Dorchester, and the president of the said college for the time being shall from time to time have full power to make and establish all such orders, statutes, and constitutions as they shall see necessary for the institution, guiding, and furthering of the said college and the several members thereof from time to time, in piety, morality, and learning; and also to dispose, order, and manage to the use and behoof of the said college and the members thereof, all gifts, legacies, bequeaths, revenues, lands, and donations as either have been, are, or shall be conferred, bestowed, or any ways shall fall or come to the said college."²

During the first six years, before the creation of the board of overseers, the General Court controlled the college by direct enactments; afterward its internal working was given over to the control of the overseers. It was not until 1650³ that a charter was granted and the governing body assumed corporate form. But the corporate body was subordinate to the overseers appointed by the Legislature. The appendix to the charter in 1657 gave the corporation independent action. "Provided, always, that the corporation shall be responsible unto, and those

¹ Report of the Board of Education, XL, 49.

³ *Ibid.*, III, 195.

² Court Records, I.

orders and by-laws shall be alterable by, the overseers according to their discretion."¹

This charter, as amended, remained the fundamental authority of college government, and "hath been conformed to ever since."² Many attempts were made to sever the connection of the college and the State, but without avail.

CONSTITUTIONAL PROVISIONS.

The Constitution of 1780 confirmed the rights, privileges, and powers of the officers as held under the old charter. It also provided for the transmission of the powers of the old board of overseers to their successors, composed of the Governor, Lieutenant Governor, Council, and Senate of the Commonwealth, "who, with the president of Harvard College, for the time being, together with the ministers of the Congregational churches in the towns of Cambridge, Watertown, Charlestown, Boston, Roxbury, and Dorchester, mentioned in the said act, shall be, and hereby are, vested with all the powers and authority belonging or in any way appertaining to the overseers of Harvard College; *provided*, that nothing herein shall be construed to prevent the Legislature of this Commonwealth from making such alterations in the government of the said university as shall be conducive to its advantage and the interest of the republic of letters, in as full a manner as might have been done by the Legislature of the late province of the Massachusetts Bay."³

The attitude of the State toward education at the time of the adoption of the Constitution in 1780 is clearly set forth in section 2 of the same chapter, as follows:

"Wisdom and knowledge, as well as virtue, diffused generally among the body of the people, being necessary for the preservation of their rights and liberties, and as these depend on spreading the opportunities and advantages of education in the various parts of the country, and among the different orders of the people, it shall be the duty of Legislatures and magistrates, in all future periods of this Commonwealth, to cherish the interests of literature and the sciences, and all seminaries of them, especially the University at Cambridge, public schools, and grammar-schools in the towns; to encourage private societies and public institutions, [by] rewards and immunities, for the promotion of agriculture, arts, sciences, commerce, trades, manufactures, and a natural history of the country, etc."⁴

The State government continued to exercise its functions of control, and through various statutes of the Commonwealth it has been represented on the board of overseers by the chief State officers until 1865, when an act was passed severing the relation of the government to the

¹ Peirce : History of Harvard, 150.

² Hutchinson, I, 175 (1764).

³ Constitution, Chap V, sec. 1, art. 2.

⁴ *Ibid.*, Chap. V, sec. 2.

college and providing for the election of its overseers by the alumni, that is, "such persons as have received from the college the degree of bachelor of arts or master of arts or any ordinary degree, voting on commencement day in the city of Cambridge."¹

APPROPRIATIONS BY THE LEGISLATURE.

The generous sentiments of the State have been attested by repeated appropriations for the support of Harvard College and the respective academies throughout the State. In the course of the colonial and provincial periods, the Legislature of Massachusetts made no less than one hundred and three distinct grants to the college, although a number of these grants were unproductive. It is held by Quincy² that the first four hundred pounds were only paid in part. It seems highly probable that the court paid them for current expenses, and that the transaction was never entered upon the college records.

The ferry heretofore mentioned yielded an average of fifty pounds³ per annum, and in 1777 the annual rental was one hundred pounds. At this date the general court divested the college of the control of the ferry, but granted in lieu of said revenue the sum of two hundred pounds per annum for forty years.⁴ The reason for this change was that projects were under consideration for bridging the river. In 1785 the sum of two hundred pounds was ordered to be paid by the Charles River bridge corporation as a compensation for the loss of the ferry, and in 1792 a like sum was taxed on the West Boston Bridge Company.⁵

The earliest direct tax on record for the support of common or public schools was established by an act of the General Court in 1644, which ordered that one peck of corn, or its equivalent (12*d*), should be paid by each family for the support of the college.⁶ Three years later the court again showed its favor by ordering that the professors and students should be exempt from "general training,"⁷ and the charter of 1650 provided that the property of the president and college, not exceeding five hundred pounds per annum, should be exempt from all taxes or rates; also the estates of the president, fellows, and scholars, not exceeding one hundred pounds to each person; and the officers and servants, to the number of ten, were exempt from all taxes and rates whatsoever.⁸

It is not possible in the scope of this paper to follow carefully all the details of legislation, but we shall endeavor to show how a zealous people, acting through their representatives, drew upon every available resource for the support of higher education, and a few of the numerous grants of the Court and the town will be mentioned.

¹Laws of 1865.

²History of Harvard, 460.

³Quincy, I, 453.

⁴*Ibid*, II, 271.

⁵Report Mass. Board Ed., XL, 49, appendix.

⁶Court Records, II, 86.

⁷*Ibid*, 222.

⁸Bush, Harvard University, 91.

In 1638 the town of Cambridge gave two and three-fourths acres of land for building sites, and in 1652 granted an additional tract of one hundred acres. In 1644 the court granted the sum of one hundred and fifty pounds to build the president's house, and in 1655 a grant of thirty pounds was made for the relief of President Chauncy, to whom five hundred acres of land were also given, on condition that he remain three years in his place.

In 1652 the court granted eight hundred acres of land to the college; in 1653, two thousand acres; and in 1683, one thousand acres.¹

In 1657 the court also granted two thousand acres in Pequot County, and subsequently, in 1682, granted a large tract on Merriconeag Neck. Unfortunately neither of these latter grants were ever available.²

In 1683 the town of Cambridge gave three and one-half acres to the college.

The General Court of 1718 voted to devote three thousand five hundred pounds to build Massachusetts Hall. The hall was completed and occupied two years after the act of appropriation. In 1725 this was followed by another money grant of one thousand pounds, for building the president's house, and subsequently, in 1763, four thousand eight hundred and thirteen pounds seven shillings were given to build Hollis Hall. In the following year the General Court voted two thousand pounds for the rebuilding of Harvard Hall. Meanwhile the gifts of land continued, the principal ones being as follows:

In 1715, province lands within the bounds of Hopkinton.

In 1719, two hundred and fifty acres in Lunenburg and two hundred and fifty acres in Townsend.

In 1762, one sixty-fourth of each of twelve townships lying between the Penobscot and St. Croix Rivers, and of one township lying between the Great Ossipee and the mountains.

In 1764, one sixty-fourth part of each of the townships lying east of the Saco River.

In 1768, one eighty-third part of a township lying north of the Androscoggin River.

In 1770, one eighty-fourth part of a township lying at Eastern Bay.

In 1771, one eighty-fourth of each of five townships lying east of Saco River.

In 1774, a tract of land lying east of the Saco River, containing eleven thousand acres.

In 1725 the Legislature fixed the salary of the president at four hundred pounds per annum, and granted to him, in addition, the future rents and incomes of Massachusetts Hall.³

The General Court also authorized lotteries as follows: The first in 1765, of three thousand two hundred pounds, for the purpose of building; another in 1794, of eight thousand pounds, and a third in 1806, of thirty thousand dollars, for the same purpose.

¹ Court Records, III, 299.

² Quincy, I, 512.

³ *Ibid.*, 378.

In 1809 the Legislature granted a township of land in what is now the State of Maine for the support of the professorship in natural history.

But the largest grant of the Legislature was made by an act of 1814, which provided that ten-sixteenths¹ of the bank tax, amounting to ten thousand dollars, should be paid annually to the college for a term of ten years, yielding in all the sum of one hundred thousand dollars.

MUSEUM OF COMPARATIVE ZOOLOGY.

Upon taking the professorship of zoölogy in the scientific school of Harvard, Professor Agassiz found that there were no collections for illustration, and no funds set apart for the purchase of the same. Professor Agassiz provided specimens at his own expense, which he afterward sold to the school in 1852. Six years later, Mr. Francis E. Gray left by will the sum of fifty thousand dollars for maintaining a Museum of Comparative Zoölogy.²

In 1859, at the recommendation of Governor Banks, the Legislature voted to aid the museum to the extent of one hundred thousand dollars, while private donations continued. The State appropriated ten thousand dollars in 1863 to publish an Illustrated Catalogue of the Museum, and five years later the Legislature passed an act granting the sum of twenty-five thousand dollars a year for three years, provided that a similar sum should be raised each year by subscription.

In 1874 it was determined to raise an "Agassiz Memorial Fund;" two hundred and sixty thousand dollars were soon subscribed, and the State added to the amount the sum of fifty thousand dollars.

In regard to the Museum of Comparative Zoölogy, the whole property of which was transferred to the president and fellows of Harvard College, we find that the State has contributed to its aid the amount of two hundred and thirty-five thousand dollars.

Until the establishment of the National Museum and the Smithsonian Institution, this institution was without a rival in the United States; and "as to the illustration of natural science the one collection in the United States that has an acknowledged rank throughout the world, is the one fostered by the wise and careful bounty of the State of Massachusetts at Cambridge."³

SUMMARY OF GRANTS.

The whole amount of grants made by the Legislature of Massachusetts to Harvard College from the date of its founding until 1786, the principal part of which was expended in the erection of buildings and the payment of salaries to the president and the professors, was in sterling

¹ Laws of Massachusetts, IV, 388.

² Mass Rep., XL, 62, appendix.

³ President White in Am. Jour. Soc. Sci., VII, 304.

£5,556 12s 8d, and in lawful currency £27,330 9s 6½d, respectively equal to \$24,696.14 and \$91,101.51.¹

The records of the first half-century of the existence of the college that is from 1636 to 1686, show that the court granted only £550 sterling and £2,870 currency, exclusive of the ferry grant, and during the same time the donations of individuals amounted to £5,091 sterling and £4,640 currency. During this period the ferry paid, as it is estimated, about £50 per annum, or the total sum of £2,300 in currency.

Approximating a general summary, we have as follows:

Aid by the Legislature.

Grants from 1636 to 1786	\$115, 797.
West Boston Bridge Company at £200 per annum	20, 000.
Charles River Bridge Company at £300 per annum	10, 000.
Museum of Comparative Zoölogy	235, 000.
Raised by lotteries (about)	69, 000.
Bank tax from 1814 to 1824	100, 000.
Total amount of money grants	549, 797.
Total amount of land grants (about)	46, 000.

Private donations.

The amount of private donations during the period from 1638 to 1848 is estimated at ²	\$1, 228, 068.
In addition to this, real estate, granted by the city of Cambridge between the years 1638 and 1641, amounted to	4, 857 ac.

It is seen that in the earlier part of the existence of the college, as in the more recent times, the private donations were always greater than the public grants.

"Let not," says Quincy, "these statements lead to the conclusion that the degree of patronage extended by the General Court was of little worth, or is intended to be undervalued. Notwithstanding the deficiency in direct donations the college is largely indebted to them for the actual prosperity to which, during the period in question, it attained."³

Harvard has apparently attained a position where it no longer needs the aid and supervision of the State, receiving, as it does, support from magnificent individual endowments; but the aid of the State in supporting the institution when struggling as the foremost college in a new country can not be easily overestimated in its importance.

MASSACHUSETTS ACADEMIES.

Perhaps a close classification would exclude the academies and high schools of Massachusetts from the range of higher education; but the schools have borne such an intimate relation with all the interests of higher education that they ought not to be passed unnoticed. Considered historically, it is quite impossible to draw a line defining higher education by the names that institutions bear. The terms "university"

¹ Mass. Rep., XL, 49, appendix.

³ History of Harvard, I, 41.

² *Ibid.*, 44.

sity," "college," "academy," "grammar school," and "high school" are misleading in regard to the past as well as to the present. While the modern classification of public schools as "superior," "secondary," and "primary" is gaining uniformity, yet it is difficult to reduce all of the early schools to this gradation.

The school system of colonial Massachusetts comprised common schools, academies, and a university. But this term "common" frequently signified a school open to the admission of all classes, and the academies were frequently called grammar schools, while the academies proper bore much the same relation to the university that the modern college does to the modern university. The term "free school" also signified a school "free" or open to all comers, although tuition was frequently charged. The earliest school laws made it a duty of the towns to provide "free schools," supported in part by taxation in the towns where they were located and in part by the tuition of the pupils.

Rev. Charles Hammond, in his excellent paper on "New England Academies and Classical Schools," offers the opinion that the early designation of the term "free," as applied to grammar schools and academies, had respect neither to cost or privileges, but to the nature and tendency of learning in its effect on the mind of the student and on the state of society. The schools were "free" because the education in them was liberal.¹ As to their nature and aims and their respective courses of study, the ancient grammar school is to be considered as equivalent to the modern high school, and the old academy as approximating the position of the modern college.

In the year 1642 the General Court passed an act relating to family education, and imposing fines upon parents who neglected the proper instruction of their children. The court also, in the same year, enlarged upon this idea by a brief educational code, which shows the solemnity with which they viewed the subject of education :

"It being the chief project of that old deluder, Satan, to keep men from the knowledge of the Scriptures as in former times keeping them in an unknown tongue, so in these latter times, by persuading from the use of tongues so at least that the true sense of the original might be clouded and corrupted with the false glosses of deceivers, and to the end that learning may not be buried in the grave of our forefathers, in church and commonwealth, the Lord assisting our endeavors :

"It is therefore ordered by this court and authority thereof that every township within this jurisdiction, after the Lord hath increased them to the number of fifty house-holders, shall then forthwith appoint one within their town to teach all such children as shall resort to him to write and read, whose wages shall be paid either by the parents or masters of such children, or by the inhabitants in general by way of supply as the major part of those who order the prudentials of the town shall appoint, provided that those who send their children be not op-

¹ Report of the Commissioner of Education, 1868, 412.

pressed by paying much more than they can have them taught for other towns.

"And it is further enacted, that when any town shall increase to the number of one hundred families as house-holders they shall set up grammar school, the masters thereof being able to instruct youths as far as they may be fitted for the university; and if any town neglect the performance thereof above one year, then every such town shall pay five pounds per annum to the next such school till they shall perform this order."

The last¹ clause has been the fundamental law for the organization of the system of high schools and academies. The revised statutes, Massachusetts still provide that high schools shall be established in every town having five hundred inhabitants, and may be established in any town by the vote of the people; the said schools are to be supported by local taxation.

Many of the early grammar schools were of very excellent grade, sufficient to prepare students for Harvard College. Mather² says of them "When scholars had so far profited at the grammar schools that they could read any classical author into English and readily make and speak true Latin, and write it in verse as well as in prose, and perfectly decline the paradigms of nouns and verbs in the Greek tongue, they were judged capable of admission to Harvard College."

These grammar schools for a long time supplied the demands of the people for training schools for the university. But in towns where they were not required by law, and in country places, academies sprang up to supply the needs of the people.

The academies were usually aided by the State by way of land endowments or by appropriations.

A joint committee of both houses reporting before the Massachusetts Legislature, February 27, 1797, fully stated the position of academies at large, and recommended that the State authorize certain grants of land to academies about to be formed.

The court accepted the report of the committee and ordered the grants of land as recommended.

The grants were "to be made to trustees of any association within the respective counties mentioned where there was no academy at present instituted, who shall first make application to the General Court." It was provided that a sum be secured for the use of said institution, and that the situation selected for the academy be approved by the Legislature. In the general report of the committee it was urged that every portion of the Commonwealth ought to be entitled to these appropriations "in aid of private donations;" that no academy should be established near one already existing; that the institutions should first be secured with funds and private endowments, and that the lands so granted should be in aid of the permanent fund.

¹ Massachusetts Records, II, 203.

² Magnalia, Vol. II, Book IV, 4.

The committee further report that there are already fifteen academies, besides the Derby School, but that the academy at Marblehead will probably serve only the purposes of a town school. The colleges already chartered would serve the purposes of academies, and including these it was proposed that there should be one academy for every twenty-five thousand inhabitants. "Of the fifteen academies already incorporated, seven have had grants of State lands, that at Fryeburg fifteen thousand acres, and the other six, at Machias, Hallowell, Berwick, Marblehead, Taunton, and Leicester, one township each." It was recommended in the future that one-half of a township, instead of a whole one, be granted to each academy.

Of the eight academies not endowed by the Commonwealth, nearly all were endowed either by towns or by individuals; but four, at Portland, Westfield, New Salem, and Plymouth, were to be each endowed with a half of a township.

The report of the committee adopted by the General Court shows conclusively that the Commonwealth, recognizing private endowments, proposed to supplement their work, and that the school system at this date was in the hands of the Legislature.

In another report of a similar committee, dated March 3, 1859,¹ Hon. Charles W. Upham, chairman, after reciting the above report, concludes: "The following principles appear to have been established as determining the relations of academies to the Commonwealth. They were to be regarded as in many respects and to a considerable extent public schools; as a part of an organized system of universal education; as opening the way of all the people to a higher order of instruction than the common schools can supply, and as a complement to them, towns, as well as the Commonwealth, were to share with individuals the character of founders or legal visitors of them. They were to be distributed as nearly as might be so as to accommodate the different districts or localities of the State according to a measure of population, that is, twenty-five thousand individuals. In this way they were to be placed within the reach of the whole people, and their advantages secured as equally and as effectively as possible, for the common benefit."

These early academies were carried on with varying success. One of the earliest academies in the province of Massachusetts was that of Byfield, taught for nineteen years by the celebrated Master Moody, and here were prepared for Harvard many students who afterward became eminent men. It was the success of this institution that led to the founding of the famous Phillips Academies at Andover and Exeter and that at Leicester.

The schools were modeled as nearly as possible after the "English great public schools," such as Harrow, Rugby, and Eton. They did not succeed in always furnishing a uniformly good curriculum, and in obtaining the heavy endowments that characterized the schools of

¹ Report 1-68, 432.

England. We find them drawing their support chiefly from four sources (1) private subscriptions and endowments, (2) town appropriations, (3) tuition of scholars, and (4) State grants. Notwithstanding that the income from all these sources was utilized, their early support was but meagre. Much to our surprise, too, we find the good people indulging in lotteries, as in case of Leicester Academy. An act of the General Court of June, 1785, granted a lottery to the trustees, not to exceed six hundred pounds; also an act of the General Court of 1791 granted to the trustees the privilege of a second lottery, which yielded \$1,419.22.

There are many of these early institutions, such as the Phillips Academy, the Boston Latin School, and others, which still retain much of their original character; but the greater number of academies and grammar schools have passed into the modern high school system. By an act of the Legislature in 1826 the high schools were more thoroughly provided for, the present system being then inaugurated. The establishment of a school fund in 1834, and of a Board of Education three years later, helped to strengthen and develop the system. By the law now in force every town of five hundred inhabitants is obliged to provide for a public high school supported by taxation.¹ Any town that neglects to comply with the law must forfeit a sum equal to twice the highest sum ever before voted for schools in that place.

Mr. Boutwell, Secretary of the Massachusetts Board of Education, in his report of 1860 says: "In many of these schools better training is furnished than was given at Harvard College at the time of the adoption of the Constitution."

In 1838 there were only fourteen high schools in Massachusetts; in 1852, sixty-four; in 1856, eighty; in 1860, one hundred and two; in 1863, one hundred and twenty; in 1868, one hundred and sixty-four; in 1866, one hundred and seventy-five; in 1871, one hundred and eighty-one; in 1873, one hundred and ninety; in 1874, two hundred and eight; in 1875, two hundred and twelve; in 1888, two hundred and thirty. This constant increase has been caused by new creation or by the absorption of the older institutions. As the older institutions gave way before the new régime, there has been needless prejudice against the former.

WILLIAMS COLLEGE.

Among the older institutions of Massachusetts, Williams College received at first considerable assistance from the State. In the year 1750 the General Court granted to Col. Ephraim Williams, the founder of the college, "two hundred acres of land in East Hoosac, now Adams on condition of his erecting and keeping in repair for twenty years a grist-mill and saw-mill for the use of the settlers."² Subsequently Fort Massachusetts was planted here, and Colonel Williams was appointed

¹ Chap. 28, Revised Statutes (1871) sec. 2.

² Mass. Rep., XL, Appendix, 64.

commander of the line of forts west of the Connecticut. He was killed in 1755, but in his will he gave the greater part of his property for the support of a free school in West Hoosac, to be called after his name. Under the charge of the executors the funds increased until the year 1785, when a board of trust was incorporated on their application to establish a free school in Williamstown.

The executors paid over to this board of trust nearly eleven thousand dollars. In 1788 the trustees ordered the erection of a building, which was completed in 1790 and opened for the purpose of a school in 1791, thirty-six years after the death of the founder.

The Legislature incorporated Williams College and transferred to the trustees all the property of the free school. The enterprise well started, the Legislature began to give the growing institution needed assistance. In 1804 it granted a strip of land "of no great value, to Williams and Bowdoin Colleges, which was followed in 1805 by the grant of a township to Williams College, which sold for \$4,500, and also the grant of a township in 1809, which sold for \$5,000. In February, 1811, the Legislature granted, from the proceeds of the tax on banks, the sum of \$3,000 annually for ten years. The Legislature continued from time to time its assistance to the college. The whole sum granted by the State previous to 1860 amounted to \$157,500.¹

AMHERST COLLEGE.

The assistance given to Amherst College by the State has been comparatively small. The early life of the institution was one of vicissitudes, and its struggle for existence was opposed by Harvard College and by the citizens of the eastern part of the State as well.

A memorial was presented to the General Court as early as January 20, 1762, setting forth that "there are a great number of people in the county of Hampshire and places adjacent, disposed to promote learning, and by reason of their great distance from other colleges and the great expense of their education there, many of good natural genius are prevented a liberal education, and a large country filling up at the north-west of them which will send a great number of men of letters."²

But the aspirations of the men in the western part of the State were not to be realized for many years. A bill establishing an academy in the western part of the State was lost, and the subsequent charter incorporating Queens College was never granted, owing to the opposition of Harvard and its friends, although the charter was made out by the Governor of the State and had a strong following in the west.

Amherst Academy, opened in 1814, formally dedicated in the following year, and incorporated in 1816, was the nucleus of Amherst College. In 1815 the Franklin County Association of Ministers took action toward the founding of a college, recommending that it be established at

¹ Mass. Rep., XL, appendix, 69.

² Mass. Rep., XL, appendix, 67.

Amherst; subsequently the trustees of the academy became the trustees of the college. In the meantime the General Court had granted to the academy half a township of land in Maine; the academy, however, continued its corporate existence until 1858, at which time it was changed into a high school. The college was not opened until 1821 and received its charter in 1825, although an application for the same had been made in 1823, but had been defeated by various parties.

The institution continued to grow for eleven years, until in 1836 the number of students had reached an aggregate of 259; then came a decline, and nine years thereafter there were only 118 students.

At this time a great effort was made to raise funds and put the college on a proper footing. The State came to the assistance of the college with an appropriation of twenty-five thousand dollars. Over one hundred thousand dollars were raised during the years 1846-'47. The State has contributed in all the sum of \$52,500, or only a third as much as to Williams College. The institution has, however, received generous support from its own alumni and from individual friends.

AGRICULTURAL COLLEGE AT AMHERST.

Under the act of Congress of July 2, 1862, granting public lands to the several States for the support of colleges of agriculture and the mechanic arts, the State of Massachusetts received three hundred and sixty thousand acres in land scrip. The proceeds of this gift were divided by acts of the Legislatures of 1861 and 1863, respectively, between the Massachusetts Institute of Technology at Boston and the Massachusetts Agricultural College at Amherst; two-thirds of the endowment was devoted to the college and one-third to the institute.

Scientific education, previous to this date, had received some attention, but its support had hitherto been derived from private donations, with the exception that the State had granted one hundred thousand dollars toward the building of the Museum of Comparative Zoölogy.

The Massachusetts School of Agriculture was incorporated in 1856, six years before the appropriation by the General Government. The subject at this time was receiving attention in the foremost States of the Union, and was agitated by the General Government itself. But it was difficult at this time to inaugurate the new movement. For lack of means to carry on the enterprise the school was not established, and the charter was transferred in 1860 to several enterprising citizens of Springfield.¹ After consultation with the leading agriculturists of the western part of the State, it was determined to open the college in that city, and to raise seventy-five thousand dollars for its support.

At the breaking out of the War operations were suspended, until the year 1863, when the Legislature took the affair in hand.

By an act of the Legislature approved April 23, 1863, the Agricultural College was established, and the following named persons were

¹ Rep. Com. Educ., 1868, 249.

designated trustees of the institution: the Governor of the Commonwealth, the Secretary of the State Board of Education, the secretary of the board of agriculture, and the president of the faculty; these were to be *ex officio* members of the corporation, and there were also fourteen other citizens named in the act. The trustees were to assume direct control in the organization and government of the college, subject to the approval of the Legislature.

In stating the design of the college the words of the act of Congress in the gift were quoted, viz: "the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, * * * in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions of life."¹

The college was to be located at Amherst, provided that the town would subscribe the required amount, namely, seventy-five thousand dollars. Amherst having complied with the law in this respect, the college was duly located there in 1864. Building was at once begun, and the institution was opened for students in October, 1867. A beautiful site had been chosen, and a farm of three hundred and eighty-one acres purchased for experimental purposes.

Contrary to the design of the act, the sum of forty-one thousand dollars was ordered by the Legislature (April 11, 1864) to be paid for the farm out of the proceeds of the land scrip fund. This was to have been kept as a productive fund by the right interpretation of the act of Congress.

The Legislature began its assistance by an act of 1864, which voted ten thousand dollars for founding purposes. Including this and later grants the list of appropriations by the State is as follows:

1864, for founding purposes	\$10,000
1865, to aid in establishing	10,000
1868, for building purposes	50,000
1867, for building purposes	50,000
1870, for building purposes	25,000
1871, for building purposes	50,000
1874, for current expenses	18,000
Total by the State (1874)	213,000

In 1883 the Legislature passed an act granting ten thousand dollars annually for the support of the Agricultural College. The total amount of State appropriations up to 1888 is \$569,575.

In addition to the above is to be noted the sum of \$75,000, subscribed by the town of Amherst.

The value of the property of the college in 1887 was \$269,643.42.

The entire productive fund of the United States grant is \$219,000, and of the State grant is \$141,575.35, or a total of \$360,575.35, two-thirds

¹ U. S. Statutes at Large, XII, 503. Rep. Com. Educ., 1868, 133.

of the income of which goes to the college, and one-third to the Massachusetts Institute of Technology. The income for the college from this source in 1887 was \$9,835.35. There are various other funds, mostly scholarships, amounting to the sum of \$20,605.19.¹

MASSACHUSETTS INSTITUTE OF TECHNOLOGY.

As early as 1858-'59 liberal minded gentlemen were considering the question of establishing in Massachusetts an institute of technology in connection with the Museum of Natural History. After repeated attempts of the associated institutions of Natural History Society, Horticultural Society, Society of Arts and Sciences, and others, a report was prepared by Professor William Rogers setting forth the objects and plans of an institute of technology. The report was accepted in 1860 by the committee of the associated institutions and furnished the framework on which the present institute has been built.

There was a preliminary and informal organization in January, 1861, and an application was made to the Legislature for a charter and a grant of land.

After this there were large private donations and contributions by legacies amounting to about three hundred and seventy thousand dollars. In 1863 the Legislature appropriated three-tenths of the proceeds of the national land grant of 1862.

The following statement of the relations of the institute to the State has been furnished by good authority:

"By an act of 1887 the Legislature of Massachusetts offered us \$100,000 on condition of founding twenty free scholarships. We declined the offer, on the ground that twenty free scholarships meant to us a loss of \$4,000 income, and that we could not rely upon getting much more than this sum annually out of the \$100,000. We were not willing to be represented as having received a large gift from the State when in reality, the proposed grant would bring us no financial relief or strength, since we can have all the pupils at \$200 a year whom we are able to provide for.

"Upon this, the Legislature the next year made a clear grant of \$100,000 upon condition of our accepting the grant of the year before on the terms stated. This we did, and all but \$50,000 of the money has been paid over to us, and the twenty free scholarships have been established. Now, upon this showing, some people would say that the State had given us \$200,000. We prefer to say that the State has given us \$100,000, and has bought \$100,000 worth of tuition from us, for the benefit of deserving young men, citizens of the commonwealth.

"This is all that Massachusetts has ever given us *directly* in money; but many years ago, complaint having been made that the State had sold its United States land scrip at very inadequate prices, the com-

¹Report of Trustees, 1888, 24.

monwealth added a sum, which I recall at about \$141,000, to the capital of the fund derived from the foregoing source. Of the *income* of this fund the Institute of Technology regularly receives one-third, so that, again, one might say that the State had in this instance given to the school a little less than \$50,000. Inasmuch, however, as the State has never made the money over to us, and as the State might possibly refuse to continue the appropriation under which the income is paid to us, the question just how the matter shall be stated becomes a difficult one.

"This is all which Massachusetts has given us in money, upon any construction of the statutes. In addition, we have derived from the State the benefit of a right of perpetual occupancy of the land on which our buildings stand, subject to the condition that we shall never build over more than one-third the ground. It is difficult to say just what this privilege was worth at the time it was conferred upon us. At the time the grant was made the State was selling the land next to us (slightly to be preferred, by reason of being nearer the public garden) at a rate which would have made *the fee* of our tract worth about \$120,000. But we did not get the fee, and our easement was qualified, as I have told you. The grant was also accompanied by the condition that if when all the lands surrounding us had been sold it should not be made to appear to the satisfaction of commissioners to be for the purpose appointed by the Governor, that the price of such surrounding lands had been raised sufficiently above their then appraised value (at which value the State was earnestly desirous of selling as rapidly as possible) to make the treasury good for not selling our tract, then, in that case, the Institute of Technology should be required to pay for the land. This we have never been called upon to do, and I therefore conclude that the grant made to us by the State in the foregoing instance cost the treasury nothing, but was in fact only a part of the general scheme of advertisement by which the State undertook to promote the sale and settlement of the Back Bay lands, which were then, and for a long time thereafter, vastly in excess of the demand.

WORCESTER FREE INSTITUTE.

Worcester Institute was founded in 1865 through private beneficence for the purpose of training boys in the mechanical arts. The State then gave fifty thousand dollars to augment the endowment. Though the institute may not be termed a school of higher learning in the philosophic sense of the term, yet it gives theoretical and practical courses in mechanical and civil engineering, chemistry, physics, modern languages, etc. It deserves to be mentioned among the worthy State institutes of Massachusetts.

Massachusetts has thus shown herself ever ready to aid all of her educational enterprises, and they have been at once the glory and the support of the State. By wise laws, by land grants, by taxation, by

gifts, and by every means at her command, the work of education has been supported. In accordance with the generous sentiments expressed in the Constitution and otherwise, the statutes provide, "That the personal property of literary, benevolent, charitable, and scientific institutions incorporated within the Commonwealth, and the real estate belonging to such institutions and occupied by them or their officers, for which they were incorporated,"¹ are exempt from taxation.

Summary.

Harvard:

Land appropriations (about)	acres..	46,00
Money appropriations (about)		\$549,793.75
Amherst College, appropriations		52,500.00
Williams College, appropriations		157,500.00
Agricultural College		569,575.00
Institute of Technology		200,000.00
Museum of Zoölogy (Harvard)		235,000.00
Total appropriations by the State		1,764,368.75

CONNECTICUT.

The history of early education in Connecticut presents the same self-sacrifice and devotion to the cause of learning that characterized the people of Massachusetts Bay. An historic branch of this colony, Connecticut followed the same general plan of education in providing for the system of local town schools and academies, and in supporting the college at Cambridge. But we find, after the founding of Yale in 1700, that while the system of local schools was continued with little change the greater part of the private and all of the public support was withdrawn from Harvard and given to the home school, which was finally located at New Haven. The Court of Connecticut pursued the same policy with regard to the support of Yale College that Massachusetts had previously followed in relation to Harvard, viz, by aiding the enterprise by means of grants of land and money, by protecting the property and making it exempt from taxation, and by favoring those engaged in the educational work.

Although the government of the college was under the immediate control of the General Assembly, whose members appointed the board of trustees, yet the Assembly or Court considered Yale a subject of legislation, and if not an organic part of the system of State, yet as an institution essential to the welfare of all, and one which they were in duty bound to support.

"The essential feature of this legislation as well of the whole history of our schools and colleges shows that the fathers of this colony recognized the paramount duty of aiding the work of education. They came

¹ Revised Statutes, Chap. II, sec. 5, Title III.

somewhat near, but of course did not grasp, the far more extensive work of supplying fully the needs of the people in establishing schools; and they came also somewhat near, but did not entirely understand, the duty of enforcing by universal law the use of opportunities of education by everybody."¹

It is surprising to see how readily in those days of poverty and self-denial the early assemblies, the representatives of the people, came to the support of institutions devoted to learning and culture. So cheerfully did the Assembly respond to the frequent memorials of the trustees of Yale that President Dwight was enabled to say, a century after its foundation, "You are to be informed that Yale College has never received any considerable benefactions except from the Legislature of Connecticut."² And in speaking of the board of trustees, who had almost entire control, he said, "Their acts, however, are to be laid before the Legislature as often as required, and may be repealed and disallowed whenever it shall think proper."³

EARLY LEGISLATION.

We find in the early annals relating to education in Connecticut the ruling of the Court concerning the support of students at Harvard. Rev. Mr. Shepard appeared before the commissioners and requested them to consider "some way of comfortable maintenance of that school of the Prophets which now is," and further suggested: "If it were commanded by you, and left to the freedom of every family which is able and willing to give throughout the plantations, to give but a fourth part of a bushel of corn, or something equivalent thereto, and for this end, if every minister were desired to stir up the hearts of the people once in the fittest season of the year, to be freely enlarged therein, and one or two faithful men be appointed in every town to receive and seasonably send in what shall be thus given to them, it is conceded that no man could feel any aggrievance hereby; so it would be a comfortable provision for the diet of divers such students as may stand in need of some support and may be thought fit and worthy to be continued a fit season therein."

SUPPORT OF HARVARD.

The commissioners approved the plan presented by Mr. Shepard, and reported the same to the Assembly of Connecticut. This body duly considered the matter, and finally passed the following law: "The proposition concerning maintenance of scholars at Cambridge made by the commissioners is confirmed, and it is ordered that two men shall be appointed in every town within this jurisdiction who shall demand what every family will give, and the same to be gathered and brought

¹ Chas. D. Hine, Secretary of the State Board Education, Connecticut.

² Dwight's New England, 168.

³ *Ibid.*, 180.

into some room in March. This shall be continued yearly as it shall be considered by the commissioners."¹

Nine years later, in 1653, the General Assembly granted during the November session² the sum of twenty pounds for a fellowship in Harvard College.

EDUCATION IN TOWNS.

Earlier than this, however, the towns of Connecticut showed an interest in local education.³ Hartford, settled in 1638, and New Haven, a year later, both made the subject of public schools a part of municipal legislation. The code of laws instituted by the Court of Connecticut concerning education is essentially the same as that adopted by Massachusetts, and reads thus: "It is ordered by the Court and authority thereof, that the selectment of every town in the several precincts and quarters where they dwell shall have a vigilant eye over their brethren etc.," to see that their children and servants do not grow up in ignorance. Other laws for the instruction of children follow in this code.

In May, 1678, the following action was taken: "This Court now see cause to order that every town, when the Lord shall have increased their numbers to thirty families, they shall maintain a school to teach children to read and write." Prior to this, in 1665, a town of one hundred householders was to set up and maintain a grammar school, and subsequently the Court ordered (1671-72) that a grammar school be established in each of the four county towns of Hartford, New Haven, New London, and Fairfield. These schools were afterward endowed by the Court with six hundred acres of land each for their support.⁵

A fine of five pounds, which was afterward increased to ten, was imposed on every town not complying with the law in keeping a grammar school. The grammar schools of Hartford and New Haven were made free and of a higher grade by the action of the Court of 1690, and we find that the latter school early attained celebrity, under Master Cheever, who maintained it from 1638 to 1649 as a school in which Latin, Greek, and Hebrew were taught, to fit young men for "ye universitie." "The town paid twenty pounds a year to Mr. Ezekiel Cheever for two or three years at first, but in August, 1644, it was enlarged to thirty pounds a year, and so continueth."

The General Court favored this class of schools as the supporters of the University. In 1684 the Legislature passed the following act: "For the encouragement of learning and promoting public concerns, it is ordered by this Court that all such houses and lands used for school, church, or charitable purposes be exempted from taxation."⁶ Two years thereafter another act provided that the surplus money in the treasury be distributed to the support of grammar schools.⁷

¹ Connecticut Colonial Records, I, 112, Trumbull.

² *Ibid.*

³ *Ibid.*, II, 250.

⁴ Code of Laws, I, 520. Trumbull.

⁵ Conn. Col. Rec, III, 176. Trumbull.

⁶ *Ibid.*, Oct., 1684.

⁷ *Ibid.*, 224.

This legislation in respect to grammar schools indicates the generous tendency of the public spirit and the attitude of the people of Connecticut, but the crowning work of the State is seen in its able support of Yale College, now Yale University. This venerable institution, from the time of its founding, has been the central power in the education of the State and has ever been her pride and her glory. Its influence has not only permeated every section of Connecticut, but it has shed its rays of light upon other States less fortunately provided with the advantages of higher education.

The reform of 1701 established in Connecticut a complete system of education, which was an embodiment of previous acts of the Assembly extended and enlarged. The system embraced an obligation on the part of parents and guardians to educate their children and apprentices at least to the extent that they might be able to read "the holy word of God and the good laws of the colony." The new law also provided a tax of forty shillings on every thousand pounds of the lists of estates, which tax was collected in every town with the annual provincial tax, and was payable proportionally to those towns only which should establish their schools according to law. A town with seventy families and over must keep a school open at least six months in the year. In 1702 this law was changed so that a town of seventy families or over should keep a school open eleven months in a year, and a town of less than said number of families must keep a school for at least six months in the year to comply with the law, obtain State aid, and be free from fines. The grammar schools maintained in the four county towns were still to be continued to fit youth for college, and provision was also made in this educational system for the religious instruction of the Indians. But the most important regulation, and the one which concerns us chiefly, was the authorization of a "collegiate school," as it relates directly to the subject of higher education.

FOUNDING OF YALE COLLEGE.

A truly significant event in the history of education at this period was the founding of Yale College. For sixty years Harvard had been the only school for higher education in New England. The people of Connecticut desired a school nearer home, especially for the training of their ministers. The first movement in the enterprise was made by three ministers, respectively of the towns of New Haven, Milford, and Branford.

"Ten ministers, nine of them being graduates of Harvard, met at Branford, and made a contribution from their libraries of about forty volumes in folio for the foundation of the college."¹ A nucleus being thus formed, other donations of books were made, and the General Court granted articles of incorporation. It was in 1700 that the act

¹ Palfrey: History of New England, 371.

was passed, which was to bear rich fruit, "for the founding and suitably endowing and ordering a collegiate school * * * wherein the youth may be instructed in the arts and sciences, who, through the blessing of Almighty God, may be fitted for public employment both in church and in state."¹ The charter created a body of trustees, not to be more than eleven nor fewer than seven, all to be clergymen and at least forty years of age. The court endowed this college of Connecticut with an annual grant of one hundred and twenty pounds current money, which at that time was equivalent to sixty pounds sterling. This was subject to discontinuance at the will of the court, and it was granted that the college might hold property not exceeding the value of five hundred pounds annual income.²

The Governor and council gave a formal approval of the application of the board of trustees to citizens for pecuniary aid,³ and in the session of October, 1703, the General Court passed an act freeing its students from military service and from the payment of taxes.⁴ Subsequently an act was passed as follows: "This Assembly allow unto the reverend trustees sent for by this Assembly five shillings per diem during their attendance."⁵

Notwithstanding this favorable beginning of what has proved to be a great institution, the college of Connecticut was destined to pass through a period of doubtful existence. "For nearly twenty years," says Palfrey, "the college of Connecticut had continued to be an unsatisfactory experiment. While the rector taught some youth at Milford and two tutors had other pupils at Saybrook, and the few scores of books which had been obtained for a library were divided between the two places, there was small prospect of the results for which institutions of learning are created."⁶ The chief cause of this failure was the contention of the different towns for the university seat. The desire for local self-government, stimulated by local pride and local jealousy, has prevented the establishment of many excellent institutions in the United States. A glance at our educational history will suffice to show how this lack of united effort has naturally led to the opening of many superfluous schools of third and even fourth grade, and has at the same time prevented the growth of greater institutions with permanent endowments and first-class facilities. It is evident that so long as the important question of location remained undecided there could be but little to encourage private donations. The most considerable sum given to Connecticut College during the early period was four hundred pounds sterling, donated by Elihu Yale.⁷ This was so far in excess of any other gift received, that the college name was changed by the order of the court and in honor of this generous benefactor to Yale.

¹ Conn. Col. Rec., IV, 363, Palfrey.

² *Ibid.*

³ *Ibid.*, 454.

⁴ *Ibid.*, 440.

⁵ *Ibid.*, V, 38.

⁶ Palfrey: History of New England, 471.

⁷ *Ibid.*, IV, 477.

It was a day of small things when a sum like this could earn so great a name. Meanwhile the strife as to location continued; doubtless the Assembly was deserving of censure for not promptly deciding where the college should be. It seems that after settling it at Saybrook they passed the following in May, 1718: "Considering the great dissatisfaction of the country in general, do conclude, in order to (the college) flourishing and having the support of the Government, it must be settled somewhere near the Connecticut River."¹ The grant of £120 per annum was reduced to one hundred pounds, and was to be drawn in bills of credit for the time being in favor of the three towns of Saybrook, Wethersfield, and New Haven, which were contending for the location of the seat of learning. In the meantime the trustees were authorized to go on with the construction of the college at New Haven.

COLLEGE LOCATED AT NEW HAVEN.

New Haven raised the sum of seven hundred pounds for an endowment, thus offering by far the greatest inducement, and the Legislature finally decided to locate the college at that place.² To forward the enterprise of building, the Assembly gave two hundred and fifty acres of land, which sold for the same number of pounds (£250),³ and they also granted one hundred pounds in current money.⁴ A building was at once erected with these funds. Saybrook refused to give up the college books or yield to the order of the Assembly concerning the location. But after some difficulty, accompanied with the loss of books, the matter was finally decided in favor of New Haven.

After the college was definitely settled at New Haven and buildings were begun, the General Assembly had little to do with the internal affairs of the college. Its chief work consisted in granting funds to supply the needs of the institution in response to the frequent memorials of the trustees. In 1715 a grant of five hundred pounds was ordered

¹ Conn. Col. Rec., V, 30, 38.

² *Ibid.*, VI, 30. "Another matter of historical interest which I presume has not escaped your attention is the question why the college was located at New Haven. You say, I believe, that it was due to the large donation or gift from that town, viz: seven hundred pounds. This probably had something to do with it, but why should even this take the college to New Haven, a comparatively unimportant, unimportant, and poor town, remote and off the line of travel, when Wethersfield and Saybrook, both more fit for the special purposes of the college, were passed by? I suspect, and there is, I am told by Mr. Hoadley, of our State library, some evidence that the then Governor, Saltonstall, was influential in this. He was a thrifty man and had secured large tracts of land near New Haven. It would enhance the value of his land, and perhaps bring settlers, if the college were there established. You will find in one of the laws about that period that New Haven is referred to as 'remote.' You will note that Saybrook was on the sea-shore and river, and also on the line of travel from the center, and that the population and the prospective students were in New London County and Hartford County rather than near New Haven."

³ Palfrey: Hist. New Eng., IV, 477.

⁴ Conn. Col. Rec., VI, 84 H.

by the Assembly, to be paid the next year from money to be realized from Massachusetts's payment for her encroachment on the boundaries of Connecticut.¹ Three years later the sum of three hundred pounds was granted from the sale of lands, to be paid in annual installments of forty pounds each, for seven years.² Lands in the town of Stafford were ordered to be sold by a committee appointed for that purpose, and the proceeds paid to Yale.

By an act of October, 1721, it was "provided also that what shall be gained by the impost on rum for two years next coming shall be applied to building of a rector's house at Yale." The duty was fixed by this act at four pence per gallon on all imports of rum. In October, 1727, the income on rum for one year was to be given to Yale. Two years later a grant of eighty pounds annually for two years, 1729-30, was made to Yale in addition to the usual allowance.³ In 1730 this special annual allowance was increased to one hundred pounds, and this was continued by separate acts of the Assembly until 1741.⁴

In 1732 the largest grant of land for the benefit of Yale was given in the following act: "This Assembly do grant and order that in each of the five new townships lately laid out east of the Ousatunnuck River there shall be laid out in one entire piece, three hundred acres of land * * * granted and confirmed to the trustees of said college."⁵

PECULIAR LEGISLATION.

As an illustration of the peculiar sense of justice concerning the duties of the State to the college and the towns, the payment of damages by the State for the removal of a rector from a parish stands pre-eminent. Mr. Williams, rector of Newington, was invited in 1728 to become rector at Yale. He accepted the invitation, and the injured people of Newington applied to the trustees of Yale for damages, and these in turn applied to the Legislature. The Legislature granted the sum of one hundred pounds to the people of Newington to reimburse them "for the sum spent in settling him among them."⁶ Again, in May, 1740, Yale College was without a rector, and a suitable one was found in Mr. Thomas Clapp, rector of Windham. After his election the Windham people sent in a plea for three hundred and ten pounds for alleged damages sustained by them in the removal. The matter being referred by the trustees to the General Court, the full amount was ordered paid out of the public treasury.⁷

In the October session of 1741 thirty pounds were ordered to be paid annually for three years for the new "tenour" at Yale. A bill for repairs on the rector's house was ordered to be paid out of the public treasury; and it is noticeable that nearly every one of these "acts" in favor

¹ Dexter: History of Yale College.

⁵ *Ibid.*, 412.

² Conn. Col. Rec., V, 125.

⁶ *Ibid.*, 24.

³ *Ibid.*, 229, Hoadly.

⁷ *Ibid.*, 308.

⁴ *Ibid.*, VI, 302, 473, 523.

of Yale was the result of a memorial of the trustees stating the needy condition of the college and asking for aid. It seems that a grant had been made in 1745 of which no record is to be found at hand, but it was paid in 1751 and 1752 as follows: £116 30s. 6d. were ordered paid in 1751 in lieu of the grant of 1745, and £114 6s. in 1752 in lieu of the same grant, making in all a sum of £231 16s. 6d. The college was further aided in 1751 by the grant of certain bills of credit, amounting to £7,764 17s. 3d., of sundry persons to the president and trustees of Yale for building the "college house."

In the following year (1752-53) the usual grant of £100 was increased to £228 10s.

THE COLONY'S GENEROSITY TO YALE.

Thus, says Palfrey, "the colony continued to be generous to Yale College. The accustomed annual gift of a hundred pounds to that institution was first doubled (October 8, 1735), then tripled (October 8, 1741), then further increased." No change of any importance could be introduced without the formal sanction of the General Court. The time having arrived when a chair in theology became a necessity, the Assembly ordained as follows: "Whereas one principal end proposed in erecting and supporting Yale College, in New Haven, was to supply the churches of this colony with a learned, pious, and orthodox ministry, etc.," they recommend a "subscription for founding a professor of divinity at Yale College."

This liberality of the State of Connecticut toward Yale College has extended down to the present century, and is realized at the present time.

In 1792, and by supplementary act in 1796, the Assembly granted the sum of forty thousand dollars,¹ which was followed in 1814 by a grant of twenty thousand dollars,² and subsequently, in 1831, by another of seven thousand dollars.³

It would be difficult to estimate the amount of assistance thus given by the State of Connecticut to Yale College in money value; nor is it possible to determine the value of the gift of even a small sum at the right time to relieve an institution from embarrassment. But when we consider the great benefit which the other institutions of Connecticut have received from Yale, it is so far in excess of the investments made that these sink into comparative insignificance.

SHEFFIELD SCIENTIFIC SCHOOL.

The Sheffield Scientific School was begun in 1847. In the previous year (1846) the corporation of Yale College made provision for instruction in agricultural chemistry and chemistry applied to the arts, and in 1852 a professor of engineering was appointed. These chairs were

¹ Dexter: History of Yale, 53.

² *Ibid.*, 51.

³ *Ibid.*, 60.

without endowment, and yet the number of students increased, until there were, in 1856, over three hundred and fifty in these departments. A proposed plan for a complete school of science was published in 1856 and this plan was adopted.¹

In 1860 a convenient building was given by Joseph E. Sheffield, and to this he added a considerable endowment.² In recognition of these generous gifts the school was named after Mr. Sheffield, who afterwards made still other donations.

In 1864 the Connecticut Legislature gave this school the proceeds of the United States land grant of 1862. This grant consisted of one hundred and eighty thousand acres of land scrip, which was sold at seventy-five cents per acre, yielding about \$135,000. The interest received in 1874 from invested funds amounted to \$6,386.24. This sum was wholly given to scholarships, thus enabling a body of poor young men throughout the State to obtain a scientific education.

The State aid was in this instance well applied to a growing institution, which by its endowment, government, and achievement ranks high as a scientific school.

It was a very wise measure to place the State funds in the form of scholarships, for the tuition is so high as to bar out many who but for this assistance would be deprived of the power to make themselves useful to the State and society at large. Tuition fees are one hundred and fifty dollars, with an additional fee of seventy dollars to special students in chemistry, while a charge of five dollars is made for permission to use the college reading room and gymnasium.³

At the legislative session of 1887, an annual grant of eight thousand dollars was made to the Agricultural Experiment Station at New Haven. Twenty-five thousand dollars had been previously spent in fitting the station.

STORRS AGRICULTURAL SCHOOL.

This institution was founded with a gift of one hundred and seven acres of land from Mr. Augustus Storrs, and to this donation Mr. Charles Storrs added six thousand dollars. This together with the State bounty has stocked the farm and equipped the school.

Only boys whose parents are natives of the State of Connecticut are eligible to membership in the institution.

The General Assembly established the school by an act of 1881, and provided for six trustees, who were to have entire control. It was also provided by section five of this act that five thousand dollars should be paid annually for three years toward the support of the school.

¹ Plan for Scientific School, 1856, 1.

² Programme of the Sheffield Scientific School, 1873-74, 15.

³ *Ibid.*, 29.

⁴ Charles D. Hine, Secretary State Board of Education. Letter of July 30, 1888.

At the session of the Legislature in 1887 an appropriation of eight thousand dollars per annum was granted the Storrs Agricultural School.¹

SUMMARY OF GRANTS.

Harvard Scholarship, £20 per annum, (to Harvard) 1653-1700	
General Court grant, £120 ² per annum, charter, 1700-18	£2, 160
General Court grant, £100 per annum, charter, 1718-41	£2, 300
Grant by the town of New Haven, 1718	£700
Grants, General Court, 1718	£750
Grants, General Court, (land) 1715	£500
Tax on rum, one penny per gallon	
Grant of £80 per annum for two years, 1729-30	£160
Grant of £100 per annum for eleven years, 1730-41	£1, 100
Land grants on the Ousatunnuck, 1,500 acres	
Grant on account of ministers, 1726 and 1740	£410
Grant of £30 for three years annually, 1741	£90
Grant of £200 per annum, 1741-1888	
Grant for building, 1745	£231 6s. 6d.
Grant of bills of credit	£7, 764 17s. 3d.
Increase of annual grant	£128
Appropriation of General Assembly, 1792 and 1796	\$40, 629
Appropriation of General Assembly, 1814	\$20, 000
Appropriation of General Assembly, 1831	\$7, 000
Total grants to Yale, (approximate)	\$122, 676
Appropriation Sheffield Scientific School, (U. S. grant) 1862	\$135, 000
Annual appropriation Sheffield Scientific School, 1887	\$8, 000
Appropriation to Storrs Agricultural School. { 1881.	\$15, 000
..... { 1888.	\$8, 000
Annual appropriation, Storrs Agricultural School, 1887	\$8, 000
Total grant by Legislature	\$288, 676

RHODE ISLAND.

EARLY CONDITIONS OF EDUCATION.

In its settlement and early history Rhode Island differs in many respects from the other New England Colonies, and these differences are observed in the development of the principal institutions of the State. The Massachusetts Colonies were composed of a homogeneous people, with definite religious beliefs and definite civil organizations. There was a positive belief in religion and politics, and men were forced to conform to established tenets and laws or their presence was not welcomed at the colonies. The Connecticut colonies were direct off-

¹Charles D. Hine, Secretary State Board of Education. Letter of July 30, 1888.

²One pound of lawful money currency of the colonies averaged about three and one-third dollars in money of the present denomination, although its purchasing power was much greater than this amount in present currency.

shoots of the Massachusetts colonies, and adopted similar policies in all matters pertaining to the control of the social organism. But Rhode Island, founded by a dissenter from these views, adopted a liberal policy in religion and government. All persons, of whatsoever creed, were welcomed to the new colony, and there sprang up, as a consequence, various beliefs in regard to government and religion. Whatever may be said about the motives entertained by the colonists of New England for settling in this new land, it must ever be held as a first principle that religion was the great organizer; and wherever it was strongest the government was soonest organized and most exact in its execution.

As compared with Massachusetts, the institutions of Rhode Island were slow in developing. Nowhere is the contrast more observable than in the matter of public education. The schools of Rhode Island fell almost a hundred years behind the progress of those of the adjacent colonies.

THE COLONIAL SCHOOLS OF RHODE ISLAND.

The colonial schools of Rhode Island were supported entirely by town or by private enterprise. The central government considered it no part of its legitimate function to look after the general education. The first school was held at Newport in 1640, by Rev. Robert Lenthall, who had left Massachusetts on account of certain ecclesiastical troubles, "and August 20, Mr. Lenthall was, by vote, called to keep a public school for the learning of youth; and for his encouragement there was granted to him and his heirs one hundred acres of land, and four more for an house lot; it was also voted 'that one hundred acres should be laid forth and appropriated for a school, for encouragement of the poorer sort to train up their youth in learning, and Mr. Robert Lenthall, while he continues to teach school, is to have the benefit thereof.' But this gentleman did not tarry very long; I find him gone to England the next year but one."¹

This school was maintained from year to year at Newport by various teachers, who were paid a salary by the town. At one time the salary was fixed at two pounds; but as all the school lands were rented for the small sum of eight pounds, or less than one shilling an acre,² the salary is larger than would at first be supposed, though small enough at its highest estimate.

The first step toward higher education was taken on October 4, 1710. As quoted by Mr. Stockwell, the record reads as follows: "The petition of Mr. Gallaway, for the liberty of teaching of a latin school in the two little rooms in the school-house of this town, is hereby granted."

In 1763 the town voted to sell a portion of its school lands, and

¹ Stockwell: History of Public Education in Rhode Island, 5. Quoted from Candler's Discourse, Elton's edition, 116.

² Stockwell, 6.

place "ye monies" received therefrom in the hands of the town treasurer, for a fund to be used in the education of poor children.¹

The school-house at Newport was destroyed by fire in 1774, and this was the end of the support of schools from land endowment in that town for the next fifty years.

There were other schools, however, outside of Newport. There were two school-masters in what was later known as Middletown, each of whom was paid a salary of ten pounds per annum.

In Providence the first public action was taken in favor of education in 1663, when the Assembly voted one hundred acres of upland and six acres of meadow for a school in the town of Providence. The lands thus appropriated were to be known as the "school lands of Providence."²

The majority of these colonial schools were not equal to the grammar schools of Massachusetts and Connecticut of that day. From all we can learn of the early period, and from the subsequent struggle to establish a public school system it must be inferred that the government was not active and persistent in aiding education of any sort, while in the country districts of Massachusetts, and near the Rhode Island border, we find the schools in a prosperous condition. There was one at Barrington, then a part of Swansea, Mass., which was maintained "for the teaching of grammar, rhetoric, arithmetic, and the tongues of Latin, Greek, and Hebrew, also to teach English, and to write."³

"As respects schools," says Staples,⁴ "previous to the year 1770, they were but little thought of; there were in my neighborhood three small schools, perhaps about a dozen scholars each. Their books were the Bible, spelling-book, and primer."

There were no free schools in Rhode Island prior to the Revolution. It was not until 1799 that, through the influence of John Howland and the Providence Association of Mechanics and Manufactures, an act of the Assembly established free schools. Unfortunately this was repealed in a few years, and the struggle for the establishment of free schools was renewed in 1820, but without success, and again in 1841, when a public school system was established. At the same time (1841) a public high school was opened in Providence.

BROWN UNIVERSITY.

The State Legislature has never aided Brown University by grants or appropriations.

The proceeds of the land grant of 1862 were given over to the institution by the State upon the condition that a scientific department should be formed in Brown University. The fund is held in trust by the

¹Stockwell, 7. ³Stone: History of Rhode Island Institutions, 9; cf. Stockwell, 9.

²Ibid.

⁴Annals of Providence, 515; Stockwell, 11.

University, and the income goes toward paying the tuition of a certain number of State students, who are nominated by the Legislature.

Another item should be mentioned. The charter of the institution originally exempted the property of its professors; but now, by amendment of the charter, it exempts professorial property to the extent of a thousand dollars for each professor.¹

NEW HAMPSHIRE.

While Harvard was the only literary institution in the country, the towns of New Hampshire contributed liberally for its support and were desirous of promoting its interests. As early as the year 1669, at the time of soliciting funds for a new building, the inhabitants of Portsmouth subscribed sixty pounds annually for a term of seven years, and at the same time and for the same purpose Dover gave thirty-two pounds and Exeter ten pounds.²

Not all of the support of the colony was given to the central institution, for we find that towns very early began grammar schools of their own.

TOWN SCHOOLS.

In fact, the town system of educational support was particularly noteworthy in New Hampshire, and so remains until this day. "The policy of the State has been to leave in the hands of the family and the neighborhood the main share of the work in educating the child. This doctrine was in harmony with the active and liberty-loving principles of our ancestors. Next to the parent and citizen in the work of education, the State recognizes the town as the proper agency for maintaining schools."³

Thus, from the Dover town records it is learned that, "at a public Town Meeting held the 5:2 mo 58 (1658), It is agreed that Twenty pounds per annum, shall be yearly rayzed for the mayntenance of a School-master in the Town of Dover."⁴

The General Court of the province of New Hampshire very early provided that each town should have a school-master and a minister of the Gospel, and pay them by a rate.⁵ The weight of responsibility was thrown upon the towns. Again, "An act for the settlement and support of grammar schools,"⁶ passed the 5th of George I (1719), made it obligatory on each town of fifty householders to provide a school, and each town of one hundred freeholders a Latin school; the "select men" were to raise the money for the support of the schools by taxation, and any town failing to comply was fined twenty pounds.

¹ President E. G. Robinson, Brown University.

² Nathaniel Adams: *Annals of Portsmouth*, 50.

³ *State Report*, 1875-76, 295.

⁴ Smith: *Dartmouth College*, 15.

⁵ *Laws of the Province*, I, 58.

⁶ *Ibid.*, 120.

These laws were almost identical with those of the General Court of Massachusetts. It is said that "when New Hampshire became a province in 1647, the laws of Massachusetts were copied, but only existed on the statute books, never being enforced."¹ In 1789 the Legislature repealed all previous acts, and authorized English grammar schools for teaching reading, and writing, and arithmetic, "provided that in shire and half-shire, grammar schools for teaching Latin and Greek shall be provided."

Prior to this act the "form of government" adopted in 1784 had made a firm declaration in favor of the encouragement of learning. It asserts that "Knowledge and learning, generally diffused through a community, being essential to the preservation of a free government; * * * it shall be the duty of the legislators and magistrates in all future periods of this Government to cherish the interest of literature and the sciences, and all seminaries and public schools, etc."

These provisions of the law cited above still threw the responsibility on the towns, and the only instance where education of an advanced grade received the support of the State is that of the assistance given to Dartmouth College.

DARTMOUTH COLLEGE.

"The germ of Dartmouth College was a deep-seated and long-cherished desire of the foremost of its founders to elevate the Indian Race in America."² In this respect it differs but little from the first foundations of Harvard and the first college in Virginia, except that the first school, of which Dartmouth is the successor, was composed of Indian youth. The school was founded as a private school and a private charity, but was forced to appeal to the State for assistance in order to preserve its existence.

The initiative step toward the founding of a college in New Hampshire was taken, as in the case of the founding of Yale, by an association of ministers. As early as 1758 a convention of Congregational ministers, assembled in Somersworth, framed a petition to Governor Wentworth for a college in the province of New Hampshire, "to serve the government and religion by laying a foundation for the best instruction of youth."³

It was urged that the distance from any seats of learning rendered the education of youth exceedingly difficult, and it was hoped that by means of interest among the people and "some favor from the Government" sufficient funds could be raised "for erecting and carrying on an academy or college within this province, without prejudice to any other seminary in neighboring colonies." The Governor failed to grant the petition, and subsequently the matter of education was referred to a committee for consideration until the convention of ministers in 1762

¹ State Report, 1876, 298.

² Smith, I.

³ *Ibid.*, 16.

endorsed the work of Mr. Wheelock, and transferred their zeal to the support of the Indian school, out of which sprung the beginning of the college.

THE INDIAN SCHOOL.

The Rev. Eleazer Wheelock, residing in Lebanon, Conn., was led to meditate upon the subject of his means of support, as his people through lack of means failed to provide bountifully. It occurred to him that if they furnished him with but half a living they were entitled to no more than half of his labors, and he consequently resolved to devote a portion of his time to the education of Indian youth. He at once began his work, which was aided by subscriptions from friends in America and England. The number of pupils, beginning with two soon rose to thirty, and the Indian charity school was formed. In 1765 the General Court of Massachusetts recognized his efforts, and voted that he should be allowed to take under his charge six pupils from the six nations for education, boarding, and clothing, for which he was to receive twelve pounds per annum for each child, to be paid from the public treasury. In the following year the Legislature of New Hampshire granted fifty pounds sterling per annum for five years as aid to the school. However, this was not paid after the first, or possibly after the second year.¹

But a growing school and an empty treasury caused Mr. Wheelock to send two agents to England to solicit funds. Accordingly Rev. Mr. Whitaker and Mr. Samson Occum, an Indian preacher, were sent for that purpose in 1765.

A live Indian preacher of a good degree of intelligence, speaking in England, stirred the hearts of the people, and a large sum of money was consequently raised by the agents for the Indian schools, the King being among the chief contributors.²

The favorable results of this mission abroad caused Mr. Wheelock to entertain designs for a college. He succeeded in obtaining a charter, granted in 1769. The problem of determining a site for the new school next occupied his attention. Liberal inducements were held out by Connecticut, Pennsylvania, and New Hampshire. It was finally decided after due deliberation to locate the college at Hanover in New Hampshire, and consequently the Indian school was removed there in 1769. The plan for the education of the Indians was embodied in the charter, and the Indian charity school was the basis of the institution chartered. The "laudable design of spreading Christian knowledge among the savages of the American wilderness," and that "the best means of education be established in our province of New Hampshire,"

¹ Smith, 22.

² Dwight: *Travels in New England*, II, 100. See also Sparks' *Life of John Ledyard*, ch. I.

³ From a copy of the charter; Smith, 459.

were given as the reasons for granting the charter of Dartmouth College.

The original design of educating Indians and missionaries to the Indians was frustrated.¹ For three years after the founding only a small number of missionaries and persons destined as candidates for this employment were sent among the Indians; afterwards all efforts ceased in this behalf.

The inhabitants of Hanover presented the college with twelve hundred acres of valuable land; the State of New Hampshire endowed it with about seventy-eight thousand acres more,² in several successive grants, the most important of which was made in January, 1789, when the Legislature gave a tract of four thousand two hundred acres located above Stewartstown.³ By the terms of this grant the Governor and Council of the State for the time being were incorporated with the trustees for the purpose of acting with them in the management of all funds granted to the college by the State.⁴

Other grants of a moderate amount were made by the State.

The annual revenue of Dartmouth was, in 1793, from tuition about two thousand dollars; from rent of lands about five hundred dollars. It was expected by contracts made in the same year that the income from rents would be one thousand five hundred dollars in 1797, and two thousand one hundred and sixty-six dollars in 1803.⁵

One of the most remarkable grants on record is that made by the Legislature of Vermont in 1785-86. Mr. Wheelock appeared before that body at this time and presented the case of the college; as a result of his pleading the Legislature granted to the college the entire township of Wheelock—one-half for the school and one-half for the college.⁶ It was this grant which led Daniel Webster to remark that "The State of Vermont is a principal donor to Dartmouth College."⁶

In 1807, Dr. Wheelock appeared before the General Court and appealed for aid, representing to the Legislature the conditions and needs of the college. As a result of his visit the trustees of the college were granted a township of land six miles square lying on the border of the district of Maine.⁷

THE COLLEGE OF AGRICULTURE AND THE MECHANIC ARTS.

The proceeds arising from the sale of the land scrip (one hundred and fifty thousand acres) assigned to New Hampshire were appropriated to the founding of the New Hampshire College of Agriculture and the Mechanic Arts, in connection with Dartmouth College at Hanover.

The act making this appropriation was approved July 7, 1866, and before the close of the following year the scrip was sold at an average

¹ Dwight, II, 103.

² *Ibid.*, 101.

³ Smith, 80.

⁴ Dwight, II, 103.

⁵ *Ibid.*, 102.

⁶ Webster's Works, V, 482.

⁷ Smith, 83.

price of fifty-three and one-third cents per acre, yielding eighty thousand dollars, which were invested in six per cent. State bonds.

The general government of the college was vested in nine trustees, five of whom are appointed by the Governor with the advice of the Council, and four are taken from the trustees of Dartmouth College.¹

The new college thus obtained the use of the libraries and the appliances of Dartmouth, together with the special advantages of the Thayer School of Architecture and Civil Engineering and the Chandler Scientific Department.

The Legislature granted the sum of five thousand dollars for buildings, and later granted twelve thousand dollars for an experimental farm and buildings thereon, on the condition that Hon. John Conant give twelve thousand dollars for the same purpose.

The sum of ten thousand dollars, five thousand for each of two years, 1883 and 1884-85, was voted by the General Assembly of New Hampshire to pay the tuition of indigent students. By this same act it was provided that any resident student of the State is entitled to have his tuition paid by complying with certain conditions.²

Other appropriations have been made, sufficient to make the entire amount granted by the State fifty-four thousand dollars; during the same period the college has received \$63,400 in benefactions—that is the Congressional grant of eighty thousand dollars stimulated additional gifts aggregating \$117,400.

SUMMARY OF GRANTS.³

Dartmouth College.

Appropriations by the royal province of New Hampshire:

May 27, 1773, for a new building, £500 (lawful money)	\$1,666.6
April 5, 1777, for the subsistence of the president, £60	200.0
Total	1,866.6

Appropriations by the State of New Hampshire:

June, 1805, for general use	\$900
September 15, 1883, for education of indigent students	10,000
Total	10,900.0

For the medical department:

June, 1803, for appliances	600
June, 1809, for building	4,667
Total	5,267.0

Total money appropriations to Dartmouth exclusive of those made to the College of Agriculture	35,033.6
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¹ Laws of New Hampshire, 1866, chap. 4216.

² *Ibid.*, 1883, chap. 116, p. 92.

³ The writer is indebted to the acting president of the University of Vermont for many important points in this summary.

Agricultural College.

Total legislative appropriations to the New Hampshire College of Agriculture and the Mechanic Arts from 1869 to 1888, inclusive.....	71,900.00
Entire money grants	106,933.66

Land grants to Dartmouth.

	Acres.
By the Legislature of Vermont, June 24, 1785.....	23,000
By the Legislature of New Hampshire, February 5, 1789	40,960
By the Legislature of New Hampshire, June 18, 1807	23,040
By the Legislature of New Hampshire, small grants at different times.....	4,000
Total land grants	101,000

MAINE.

EARLY SCHOOLS.

The Massachusetts system of schools extended in colonial times to the province of Maine, and the laws enacted by the General Court, or later by the Legislature of the parent State, remained in force in that province until the organization of Maine into a separate State.

The celebrated law¹ of 1642, requiring the selectmen to "have a vigilant eye over their brethren and neighbors" to see that their children and apprentices be taught to read, as well as the subsequent more general law of 1647, which required each town of fifty householders to sustain an elementary school, and each town of one hundred householders a "grammar school," obtained throughout the province of Maine.

Thus the condition of education in the province must be determined largely by the general laws enacted by the Court of Massachusetts. The revised laws of 1789 likewise extended to Maine, and were in force at the time of the adoption of the State Constitution in 1820.

Thus the old "grammar schools" of New England, and subsequently the "New England academies," were found among the educational institutions of Maine, and the endowment of Bowdoin College by the General Court completed the system.

When Maine was organized into a State, the responsibility of education was largely thrown upon the towns. Article VIII of the Constitution of Maine, adopted in 1820, provides for education as follows: "A general diffusion of the advantages of education being essential to the preservation of the rights and liberties of the people, to promote this important object, the Legislature are authorized, and it shall be their duty, to require the several towns to make suitable provision, at their own expense, for the support and maintenance of public schools, and it shall further be their duty to encourage and suitably endow, from time to time, as the circumstances of the people may authorize,

¹ See Massachusetts. No. 49, p. 39.

all academies, colleges, and seminaries of learning within the State.¹ The State reserved the right, prior to making any endowment, to limit or restrain any of the powers vested in the literary institution receiving the said endowment.

There was also incorporated into the Constitution at this time an act passed by the Legislature of Massachusetts June 19, 1819, confirming certain rights and privileges to the State of Maine, and among other things providing that the grants for educational purposes, particularly the bank tax for the support of Bowdoin, and all land grants, should continue upon the same conditions;² "but the tax on banks shall be charged upon the banks within the said district of Maine, and paid according to the tenor of said grant."³

Under these provisions the Legislature has from time to time made grants of land and appropriations of money for the aid of institutions of higher learning, and aided academies and grammar schools, and in recent times has established a complete system of high school instruction.

STATE HIGH SCHOOLS.

The present free high schools of Maine are not classed with institutions of higher learning, although some of them are characterized by thorough discipline in the classics and the higher branches, but as there is a regularly constituted State system of these schools, they deserve a passing notice.

These schools represent the survivals of the old town grammar schools and the later academies. As the latter have been considered in the monograph on Massachusetts, it is not necessary to explain their nature here. After 1820 the towns began to provide for graded schools and high schools according to the provisions of the law. By the side of these the private academies continued their work of semi-advanced learning.

The town schools grew more numerous and the academies fewer, until the law of 1873 established a State system of free high schools, and made provision for the absorption of the academies into the system. The law of 1873 provided that when any town had complied with the law by keeping a free high school for at least ten weeks during the year, such town was to "receive from the State one-half of the amount actually expended in said school, not, however, exceeding five hundred dollars, from the State to any one town."⁴ It was enacted the following year that the trustees might turn over the property of any academy to the town, and it should be subject to the conditions of the law.⁴

¹ Bureau of Education, Circular No. 7, 1875.

² Laws of Massachusetts, 1818. The tax on banks was divided among three institutions—Harvard, Williams, and Bowdoin.

³ School Law, sec. 95.

⁴ The languages were not to be taught in the schools unless at the expense of the city or town, except in those existing prior to 1873 in which said languages were taught.

The high schools were abolished by an indiscreet act of the Legislature in 1879, but re-instated in the following year.¹ The maximum State allowance for each town was fixed by the law of restitution at two hundred and fifty dollars, and the total annual appropriation at twenty-six thousand dollars. In 1880 there were eighty-six towns reported as receiving State aid, and in 1886 the number had increased to one hundred and sixty towns. During the period from 1830 to 1886 the amount expended by the State was \$121,243.39. Besides this amount small appropriations were made at different times to seminaries and academies.

COLBY UNIVERSITY.²

This institution owes its existence and support chiefly to the Baptists, under whose control it now is.

The first Baptist association in the district of Maine was formed at Bowdoinham in 1787. At a meeting of this association held at Livermore in 1810, it was proposed "to establish an institution in the district of Maine for the purpose of promoting literary and theological knowledge." Steps were taken toward organization, and the Governor of Massachusetts signed the act of incorporation of the "Maine Literary and Theological Institution."³ The General Court endowed the institution with a township of land fifteen miles above Bangor, in the unbroken wilderness, and enacted that the school should be located in the said township. Subsequent legislation enabled the incorporators to locate the institution at Waterville.

The school was opened in 1818, and the first State Legislature in 1820 created it a college.

Besides the grant of a township of land by Massachusetts, the State of Maine endowed the college with two half-townships. For the first seven years after it was chartered as a college the State granted an annuity⁴ of one thousand dollars, and subsequently other annuities, making the total benefactions of the State fourteen thousand five hundred dollars. In 1821 the name was changed to Waterville College by the Legislature, and again that of Colby University was adopted by the trustees January 3, 1861.⁵

MAINE STATE COLLEGE OF AGRICULTURE.

An act to establish the Maine State College of Agriculture and the Mechanic Arts was passed by the Legislature February 25, 1865.⁶ This act provided for the complete organization of the college, and among

¹ Laws, 1880, chap. 224, sec. 1.

² The following facts concerning Colby University are taken from President Small's excellent paper in the *New England Magazine* for August, 1888.

³ Laws of Maine, 1813, II, 856.

⁴ To be paid from the proceeds of the bank tax.

⁵ Laws of Maine, II, 854, 861.

⁶ Maine Laws, 1865, chap. 523, p. 529.

other things created a board of trustees, with power to choose a site for the college and to make general laws for its control, and provided for a liberal course of instruction, including military tactics, and for free tuition to resident students of the State.

The land scrip¹ of the Federal grant, amounting to 210,000 acres, had already been accepted, and in the following years (1866) 193,600 acres were sold at a little more than fifty-three cents per acre, which yielded one hundred and two thousand seven hundred and fifty-nine dollars, and when invested in State securities, made a fund of one hundred and four thousand five hundred dollars.

The remainder of the land was subsequently sold, swelling the permanent fund to the amount of one hundred and thirty-one thousand three hundred dollars, yielding in 1886 an income of seven thousand four hundred and thirty-eight dollars.²

In 1866 the trustees chose the site for the institution at Orono, a village situated seven miles from the city of Bangor. Upon condition of its location at this place the citizens of Bangor donated the site and contributed the sum of fourteen thousand dollars,¹ and the citizens of Orono raised by taxation the sum of eleven thousand dollars³ for the purchase of an experimental farm. Two years later the Legislature granted the sum of ten thousand dollars for the purpose of purchasing apparatus and erecting buildings.

This would seem like a favorable beginning for the new institution, and the subsequent appropriations by the State show that there was no lack of interest in the Agricultural College.

The Legislature made appropriations from time to time according to the apparent needs of the institution. A few of the more important will be cited. An act of March 12, 1869, appropriated⁴ the sum of twenty-eight thousand dollars for building and general purposes; this was followed in 1870 by an appropriation⁵ for similar purposes of twenty-two thousand dollars, including that part of the twenty-eight thousand dollars already drawn.

Again in 1872⁶ there was voted the sum of eighteen thousand dollars, for general purposes; and two years thereafter twelve thousand and five hundred dollars.⁷

At this time (1875) a very peculiar act of the Legislature was passed, soliciting proposals from the various denominations and organizations to take the school and sustain it according to the original plan. It seems that it was thought at this time that the successful conduct of the college by the State was impracticable. Possibly it was like the legislation of 1879, which abolished the free high schools as an economical measure. At any rate, the Agricultural College remained in the

¹ Report of the Commissioner of Education for 1867-68, 299.

² Report of State Superintendent of schools for 1886.

³ Laws of Maine (Resolves) 1868, 203.

⁴ *Ibid*, 1869, 24.

⁵ *Ibid*, 1870.

⁶ *Ibid*, 1872, p. 22.

⁷ *Ibid*, 1874, p. 179.

hands of the State, and so continues. In 1876 eight thousand dollars were appropriated¹ for expenses and debts, and in the following year, for outstanding indebtedness, instruction, and building purposes, \$15,218.² Not succeeding in shifting the responsibility of the college upon others, the Legislature renewed its efforts for the successful management of the institution.

Again, in 1880 three thousand dollars were voted for the payment of liabilities, and in 1881 the sum of three thousand five hundred dollars was voted for contingent expenses and instruction.

The last appropriation³ that we have to record was made in 1885, for that year and the following, of the amount of \$12,400.

Other minor appropriations were made for different objects, among which was the payment of the traveling expenses of the visiting committee, appointed by the Legislature.

The total amount appropriated by the Legislature to the end of the fiscal year of 1888 is \$247,218. The value of the property, including land, libraries, buildings, stock, etc., is \$165,000; the permanent fund is \$131,300, which yields an annual income of \$7,438.

BOWDOIN COLLEGE.

An act of the Legislature of the province of Maine, approved in 1794, incorporated the above-named institution. The management of the college was placed under a board of trustees, with full powers of control. Subsequently the number was changed and their powers more closely defined. That the institution might not want for proper support, it was further enacted, "That the clear rents, issues, and profits of all the estate, real and personal, of which the said corporation shall be seized or possessed, shall be appropriated to the endowment of the said college, in such manner as will most effectually promote virtue, piety, and the knowledge of such of the languages and the useful and liberal arts and sciences as shall hereafter be directed from time to time by said corporation."⁴ Five townships of land, each six miles square, were granted to the college for its endowment and vested in the trustees, provided that fifteen families be settled in each of the said townships within a period of twelve years, and provided further that three lots containing three hundred and twenty acres each be reserved, one for the first settled minister, one for the use of the ministry, and one for the support of schools within the township where it is located. These townships were to be laid out and assigned from any of the unappropriated lands belonging to the commonwealth of the district of Maine.

The first money endowment was instituted by a general law of Mas-

¹Laws of Maine (Resolves) 1876, p. 123.

²*Ibid.*, 1877, p. 211.

³*Ibid.*, 1885, 260.

⁴Laws of Maine, II, 846, *et seq.*

sachusetts, approved February 24, 1814, which reads as follows: "*Be it enacted by the Senate and House of Representatives in General Court now assembled, That the tax which the president, directors and company of the Massachusetts Bank are and shall be liable to pay to the commonwealth, shall be and hereby is granted to and appropriated as follows, viz: ten-sixteenths parts thereof to the president and fellows of Harvard College; three-sixteenths parts thereof to the president and trustees of Williams College; and three-sixteenths thereof to the president and trustees of Bowdoin College.*"¹ The author has no means of knowing the amount of money received from this grant, except that Harvard received ten thousand and Williams three thousand, and at the same rate Bowdoin would have received three thousand per annum, or the sum of thirty thousand dollars. One other thing that would lead us to suppose that this is the amount received, is that in 1820 a law was enacted² granting to Bowdoin College, or the president, trustees, and overseers, the sum of three thousand dollars per annum for seven years, beginning with the fourteenth day of February, 1824, the sum to be paid out of moneys arising from the tax on certain banks not otherwise appropriated. This was a continuance of the general act of Massachusetts, and was to be null and void at such time when the said tax yielded less than four thousand dollars per annum. In each of the above acts one-fourth of the grants was to be devoted to defraying the expenses of indigent students in attendance at the college.

The exact amount realized from the sale of land grants can not be ascertained. "The townships chosen are now known as Dixmont, Sebec, Guilford, Foxcroft, and Abbot. Foxcroft was sold in 1800 for seven thousand nine hundred and forty dollars; Sebec apparently brought upwards of eleven thousand dollars in 1803, and Dixmont is said to have been sold for twenty thousand dollars."³

In 1820 the medical department of Bowdoin was created by an act of the Legislature, and the school placed under the direction of the president, trustees, and overseers of Bowdoin College. In order to carry out the organization of the new school, to purchase books, plates, and apparatus, the Legislature granted the sum of one thousand five hundred dollars.⁴

SUMMARY.

The total grants by the Legislature to the colleges of Maine are as follows:
Bowdoin, five townships of land.

Money appropriations	\$52,500
Bates College, Waterville, money appropriations	14,000
Agricultural and Mechanical College	247,218
Total	313,718

¹ Laws of Massachusetts, IV, 388.

² Laws of Maine, II, 854.

³ Letter from Professor Little, of Bowdoin, December 27, 1888.

⁴ Laws of Maine, II, 856.

VERMONT.

THE FIRST SCHOOLS.

The first schools of Vermont existed before any legislative enactment was made by the State for the control of education. The systems which had existed in other parts of New England obtained here, and the town schools, similar to those in New Hampshire, were especially in vogue before and after the separation of Vermont from that province. Schools were supported and controlled by the communities in which they were situated, although the central legislative authority sanctioned by law as early as 1782 these local institutions. Even in the Constitution of 1793 the responsibility is thrown upon the local authorities, as it declares that "a competent number of schools ought to be maintained in each town for the convenient instruction of youth and one or more grammar schools to be incorporated and properly supported in each county."¹

In 1794 the towns were authorized to support schools by a local tax, and at the same time a general law² was passed to aid such schools by a landed endowment. The law provided that the lands heretofore granted by the British Government to the Society for the Propagation of the Gospel in Foreign Parts should be granted for the purposes of education to the respective towns wherein they lay, to be leased for the support of schools, the leases to extend "as long as water runs or wood grows." Likewise certain glebe lands were in the same year confirmed for the support of religious worship; subsequently the law was repealed, in 1805, and the lands were appropriated to schools.³ It was not until 1797 that the Legislature assumed any direct control of the town schools, which it did by enacting that each town should support a school or schools, and that any town failing to comply with the law should forfeit its right to its proportion of the general tax.⁴ But the chief action of the State in educational affairs was directed toward the maintenance of a State university.

THE UNIVERSITY OF VERMONT.

The State took a decided course in regard to the supervision and support of higher education. At the time of the organization of the State government, in 1798,⁵ the University of Vermont was endowed with lands which proved subsequently to amount to twenty-nine thousand acres. In 1791 the university was organized; the preamble of the act of incorporation shows forth the spirit and intent of the found-

¹ Chap. II, sec. 41; A Revision of the Frame of Government of 1786.

² Laws of Vermont (1808), I, 227.

³ *Ibid.*, 234.

⁴ Report of the Commissioner of Education for 1876, 391.

⁵ Address by Hon. Justin Morrill, 8.

ing as follows: "*Whereas* the education of youth is necessary for the advancement of morality, virtue, and happiness, and tends to render a people or State respectable; to promote which establishments for seminaries and colleges have been patronized by all good governments; and *whereas* several grants of land have already been made by this State, and private and liberal donations have been offered for promoting so useful an establishment within the same, which demand the attention of the Legislature for laying the foundation for an institution so beneficial to society: Therefore, SEC. I., *It is hereby enacted*, That there be and hereby is a college instituted at such a place in the township of Burlington * * * as the corporation herein names," etc.¹ It was incorporated further that "the estate of said university, both real and personal, to the extent of one hundred thousand pounds sterling (\$333,333 $\frac{1}{3}$), shall be exempt from taxation,"² and that all persons, officers, and students belonging to the university shall be exempt from taxes and military duty.

This law was modified, in respect to property, in 1802, so that the estates of the president and professors lying within the town of Burlington should be exempted from taxation to the amount of one thousand dollars each.³

It was further provided in the charter that the university could hold land to the extent of seventy thousand acres.

The early years of the university, planted as it was in the wilderness, were full of struggles and misfortunes. The State was generous in the extreme at the beginning, but failed to support the university it had created. The land was poor and brought little income, the whole tract bringing but twenty-five hundred dollars at that time.⁴

In 1813 the buildings of the university were seized by the Government and used for the storage of United States arms, by which much damage was suffered, and the houseless students all left, most of them to shoulder muskets against the British invaders. The buildings were rented in 1814 for the United States Army. Worse misfortunes occurred in 1824, the buildings being consumed by fire, but were restored by the citizens of Burlington in the following year. For the first ninety-five years of the corporate existence of the university the State never gave anything toward the support of it more than has been set forth in the above statements.

The trustees in their report⁵ of 1886, realizing this, after speaking of the resources of the university, state: "Of the above the only item which includes any gift or grant from the State to the university is 'value of lands.' The reservation of lots for the benefit of the university in the later grants to townships resulted in securing to the university about twenty-nine thousand acres of land scattered throughout

¹ Laws of Vermont, Slade, 581.

² *Ibid.*, 583.

³ *Ibid.*, 586.

⁴ Letter from President M. H. Bartlett, December 20, 1888.

⁵ Biennial Report, 1886, 5-6.

the State, mostly wild mountain land of little value. From the 'public lands' included in the above item an annual rental of about twenty-seven hundred dollars is received, making the gift to the university from the State to be of the value of about forty-five thousand dollars. As most of these lands were at an early day leased in perpetuity, their rental value can never be greatly increased. A portion of the original grants still remain unleased, the land being either worthless or inaccessible. When it is remembered that the Legislature of Vermont granted to Dartmouth College, before the chartering of the University of Vermont, the entire township of Wheelock, consisting of twenty-three thousand acres, from which, or from the capital arising therefrom, that institution still derives a revenue, and that the above grant of wild lands and the remission in 1852 of a small debt due the State for borrowed money, constitute the sum total of the gifts, grants, donations, and largesses of the State of Vermont to the University of Vermont, during the entire history of both, it will be seen how deficient the State has been in that care and interest and support by which institutions of learning are built up, and which the university had every right to expect from the State which called it into existence."

THE CONGRESSIONAL GRANT.

Vermont sold one hundred and fifty thousand acres of land scrip granted by the Federal Government, which yielded the sum of \$122,626, which at present gives an income of \$8,130. An attempt was made in 1863 to form a new institution by consolidating Norwich University, Middlebury College, the University of Vermont, and an agricultural college not then created. It is needless to say that such a scheme failed. In the following year the State chartered the Agricultural College of Vermont, thinking that a separate institution would be in demand by some wealthy town. "Accordingly the college went up and down the State offering itself to the highest bidder."¹ In 1865 the Legislature, finding that the former plans failed, proposed a union with the University of Vermont.

It asked that the University curriculum be enlarged so as to include departments of agriculture and the mechanic arts, and that one-half of the trustees be appointed by the Legislature. The proposition was acceded to, and in 1865 the law forming the University of Vermont and the State Agricultural College was enacted. Each corporation was to elect nine trustees, who with their successors were to constitute thereafter the board of trustees, with the addition of the *ex-officio* members, the Governor of the State and the president of the college. In speaking of this new partnership of the university and the college, Judge Powers says: "The firm assets were made up by the contributions on the part of the university of all its lands, buildings, libraries, and appliances, worth

¹ Biennial Report of University of Vermont, 1886, 5-6.

hundreds of thousands of dollars, and on the part of the State by the contribution of eight thousand dollars not obtained from the pockets of the tax-payers, but eight thousand dollars of other people's money."

On the other hand, the State appropriated in 1886 the sum of thirty-five hundred dollars annually for an experiment station under the care of the university; in 1888 the sum of six thousand dollars per annum for chemistry for the next four years, two thousand four hundred dollars for tuition, and three thousand six hundred dollars for instruction in branches relating to the industrial arts.¹

The following statement, together with what has already been given, will give a fair estimate of the financial condition of the university, exclusive of the Congressional grant:

SUMMARY.

Total value of property, exclusive of contingent fund	\$520,000
Value of lands	130,000
Value of buildings.....	200,000
Value of collections.....	60,000
Value of trust fund.....	120,000

The appropriations to Vermont University and State Agricultural College are as follows:

Grant of "town lots," 29,000 acres; annual rental is \$2,500; estimated value.	\$50,000
Annual appropriation for experiment station, \$3,500; 1886-89	10,500
Annual appropriation for chemistry, \$6,000; 1888-91, inclusive	24,000
For tuition, State students	2,400
For instruction	3,600
Total	90,500

¹ Pres. M. H. Bartlett's letter of December 20, 1888.

CHAPTER IV.

STATE AID TO HIGHER EDUCATION IN THE MIDDLE STATES.

The honor of planting the first schools in the territory about to be considered belongs to the Swedes and the Dutch. The colonists brought with them the institutions of their native land and endeavored to foster them in the settlements. For many years these schools were very meager affairs. They were elementary in their nature, embracing only two or three branches in their curricula. It was customary for the West India Company to send out a school-master with each party of emigrants departing for any of the colonies.

The schools in New Amsterdam were supported by the Reformed Dutch Church in connection with the authorities. The church was a state institution in the mother country, and all education was intrusted to its immediate care. The company made itself responsible for the appointment of school-masters, preachers, and tenders of the sick. These three offices frequently devolved upon the same individual, but more frequently the school-master was chorister of the church.¹

The schools in New Amsterdam were licensed by civil authority. The first school-master regularly employed in the colony was Adam Røelansteyn, who came to the settlement about the year 1633.² It was not, however, until the year 1638 that any mention was made of taxation for the support of schools.³ This proposition received no definite action. In the year 1654 the burgomasters agreed to support at the expense of the city, one school-master, one minister, and one dog-whipper (sexton).⁴ This proposal was never put into practice. The first academy and classical school in New Amsterdam, taught by Alexander Carolus Curtius in 1659, was supported in part by tuition and in part by the Court through taxation of the people.

After the English obtained possession of the territory the same general plan of education was pursued in the New York colony as existed formerly. Thus we find that Johannes Van Eckkelen, in 1682, engaged with the "Honorable magistrates" to "serve the Church and school" for a salary of two hundred and thirty-four guilders, in grain, in addition

¹ Pratt: Annals of Public Education in the State of New York.

² Pratt's Annals, 4.

³ *Ibid.*, 5.

⁴ *Ibid.*, 6.

to a tuition ranging from three to six guilders per quarter for each pupil. The school must be kept open nine months in the year.¹

The General Assembly of the province took a more decided stand in 1702, and passed an act providing for a "free school in the city of New York," to be supported by an annual tax of fifty pounds current money.

Thus gradually the schools developed from elementary to grammar grades, and by degrees the legislative authorities took more important steps toward the support of schools. But it was not until 1746 that the first movement was made toward the founding of a college. The first step was to organize a lottery to raise money to found a college. This was repeated several times, and the process of raising money by lotteries for school purposes became a settled policy of the province. In fact, in this period it was considered a legitimate method of raising funds, and was practiced, more or less, by nearly all of the colonies.

It was not until the year 1754, one hundred and eighteen years after the founding of Harvard, that King's College was chartered. This marks the real beginning of higher education in New York. After the close of the Revolutionary War, King's College was reorganized under the name of Columbia College. The policy of the province and State toward higher education was exceedingly encouraging and liberal. All of the early colleges received valuable assistance by means of legislative endowments, grants, or appropriations.

The remarkable feature of the system of education in the Empire State is the Board of Regents of the University of the State of New York. It represents centralized authority for the control of public education, particularly that usually called "higher." In this capacity it has power to grant charters and regulate the laws pertaining to the same, though its work is seconded by legislative enactment. Through its instrumentality a property qualification has been instituted for the admission of colleges to chartered rights. This appears to be a wise measure, and would naturally have a tendency to prevent the establishment of institutions without financial support. If this policy had been pursued by other States fewer institutions would have been brought into existence merely to perish. The measure was not intended to check new non-State institutions. Indeed the State has ever been liberally disposed toward these institutions.

The University Convocation, called annually by the Regents of the University of the State of New York, brings together the chief educators of the State to discuss the most recent problems of education. This has a tendency to unify educational interests and create harmony in the entire system, besides keeping before the public the advanced views of the foremost men in the educational world.

The educational policy of the Swedes on the Delaware was similar to that pursued by the Dutch in New York. After the English domination the policy of Penn was decidedly in favor of founding sufficient

¹ Pratt's Annals, 6.

schools for the education of the people. The idea of State support developed very slowly. In Delaware the General Assembly has always encouraged all schools, and has lent a continuous support to higher education.

New Jersey has adopted an entirely independent policy in regard to higher education. Princeton College takes great pride in the fact that the State never gave any assistance to that institution.

In Pennsylvania the early schools were carried on chiefly by the Friends, the Legislature providing for the tuition of a class of indigent children. The school instituted by Benjamin Franklin was the natural successor of the school of Penn, and later developed into the University of Pennsylvania. This institution received a new impulse in Revolutionary times under the provisions of the Constitution of 1776, which resulted in a liberal State endowment.

A remarkable feature of education in Pennsylvania appears after the war, in the numerous grants and endowments made to private and sectarian institutions. Academies, seminaries, and colleges sprang up rapidly through State encouragement and assistance. This process finally developed into a system whereby the State could easily provide teachers for primary and secondary schools by the support of colleges and academies. The system finally broke down with its own weight, and there has arisen in its place a complete normal system for the preparation of teachers. State aid for higher education, with the exception of appropriations to the State College and a recent donation for a hospital in Pennsylvania University, has entirely ceased.

NEW YORK.

THE DUTCH COLONY.

In the early history of the colony of New Netherlands there are frequent references to the schools which were established for the benefit of the colonists. Nearly all of these schools were of an elementary character, and were chiefly taught by teachers sent out from Holland in the employ of the Dutch West India Company. In 1659, at the earnest request of the "burgomasters" and "schepens" of New Amsterdam, Alexander Curtius was sent out to form a school of higher grade, in which instruction could be given¹ "in the most useful languages, the chief of which is the Latin tongue."² It was desired that this Latin school should finally develop into an academy. This, the only school of higher grade recorded in the Dutch period, closed when the English took possession of New Amsterdam.

¹ Historical Records, 26.

² An earlier document has been found in reference to this same school, being a communication from the directors of the West India Company to the director-general—*Pratt's Annals*, 21.

ENGLISH COLONY.

Under the English government that followed there were numerous attempts to establish and maintain Latin schools. The first was opened in 1688 by the Jesuit Fathers, under the direction of Governor Dongan.¹ In 1702, when Viscount Cornbury was Governor, an act was passed which provided for a Latin free school, and appropriated fifty pounds sterling, annually for seven years, for its support. Under this act George Muirson was licensed, in 1704, to instruct "in the English, Latin, and Greek tongues or languages, and also in the arts of writing and arithmetic."²

The most important school of this kind was established by Mr. Malcolm in 1732, to teach Greek, Latin, and mathematics. This school was established by an act of the General Assembly, which provided for its support by appropriation of all the revenues arising from licensing peddlers and hawkers about the city of New York. The assembly also voted 40 pounds per annum for five years, to be raised by taxation, for the support of the school.

After the expiration of this time, and during the unsettled period of the French and Indian wars, there is very little in the annals of the English colony to indicate any public aid to education. It is not supposable that the schools thus started were suddenly given up; but they were probably carried on by private parties, and therefore did not enter into the history of colonial affairs.

KING'S COLLEGE.

As early as the year 1702, we find references to the founding of a university on the "King's Farm" in New York City. The subject was broached again in 1729,³ but no action was taken until December 6, 1746, when the General Assembly of the colony passed an act for raising the sum of £2,250 by a public lottery, for the encouragement of learning and for the founding of a college.⁴ Other acts followed, and at the close of 1751 the funds, amounting to £3,433 18s, were vested in a board of trustees. Of these trustees two belonged to the Dutch Reformed Church, one to the Presbyterian, and the remaining seven to the Church of England.

The King granted a charter, donated land, and appropriated money for the founding of the college. The charter was granted in 1754, under the title of King's College. The General Assembly, by a subsequent act, provided for its support by granting an excise tax on liquors. A large amount of land had been given to Trinity Church by the King's grant for its support, and on the 13th of May, 1755, the corporation of

¹ David Murray, in *Historical Records*, 26.

² *Annals of Education*, 87.

³ *Historical Sketch of Columbia College*, 6.

⁴ F. B. Hough, *Hist. Rec.*, 39.

Trinity Church conveyed a large and valuable tract of this grant, lying on the west side of Broadway between Barclay and Murray Streets, to the governors of the college.

The college was duly organized in 1754, the trustees in the year previous having called Rev. Samuel Johnson to be its first president. The government of the college was vested, by authority of the charter, in the president of the college; the Archbishop of Canterbury; the first lord commissioner for trade and plantations; the eldest councilor of the provinces; the judges of the Supreme Court of Judicature; the secretary; the Attorney-General; the Treasurer; the Speaker of the General Assembly; the mayor of New York City; the rector of Trinity Church; the senior minister of the Protestant Dutch Reformed Church; the ministers of the Lutheran, French, and Presbyterian Churches; and twenty-four citizens of New York City,—a body sufficiently varied in character to control the college and at the same time represent all the interests of the people.

The funds for the support of the new college were raised in several ways: By State assistance, by private donations, by lotteries, and by tuition.

Provisions were early made by the General Assembly for a lottery to raise funds for the erection of buildings, a site having been chosen near Barclay Street, west of Broadway.

It was not, however, until May, 1760, that the buildings were erected, and the remainder of the property was subsequently leased for a term of years. The sum of £3,282 was realized from the lottery; six thousand pounds were obtained by the agent, Dr. Jay, in England; the King gave four hundred pounds; and over ten thousand pounds were contributed by others. In 1767 a grant of twenty-nine thousand acres of land was made by the Government, but this was unfortunately located in that part of the territory afterward ceded to Vermont and was lost to the college.

The college was supported by private donations, aided by the colony, and its control was more or less subjected to the colony; yet it could not be claimed as a State institution, as the term is used in its modern sense.

King's College was closed in 1776 on account of the turbulent times, and was prepared for the use of the American army as a hospital.¹

During its career it had given an impulse to education which enabled the work to be readily revived at the close of the war. In its early years the Government had granted to it the sum of £6,943, equal to \$17,358, in current exchange, raised by lotteries and taxes, and lands valued at \$83,647, making in all over one hundred thousand dollars, a liberal sum in those days, for the establishment of the new college.

¹ Hist. Rec., 40.

COLUMBIA COLLEGE.

After the close of the Revolutionary War, King's College was in a deplorable condition. Many of the board of governors were either dead or missing, the libraries were scattered, the apparatus was destroyed, and a complete disorganization existed. The entire income of the college in 1784 was but one thousand two hundred pounds.¹ With this income the board of regents began to build the university.

In 1784 the governors of the college addressed a petition to the State Legislature, then in session, asking a revision of the charter of King's College.² At the beginning of this session of the Legislature Governor George Clinton made the following reference to the higher education, which was the beginning of the organization of New York's present magnificent school system: "Neglect of education of youth is one of the evils consequent on war. Perhaps there is scarce anything more worthy your attention than the revival and encouragement of seminaries of learning."³

Earlier in the session, and before the petition of the governors of King's College had been presented, a bill was introduced and became a law on the first day of May, 1784. This was entitled, "An act granting certain privileges to the college heretofore called King's College for altering the name and charter thereof, and erecting an university within this State."⁴

The principal provisions of this act are, in brief, as follows: A board of regents was created, vested with power to hold and possess the rights, privileges, and franchises provided by the act, and were to have power to make rules for the government and support of the university, to elect a president and professors of King's College. The regents could possess estates, real and personal, equal to forty thousand bushels of wheat, and they were empowered to found schools and colleges in the State where they deemed it advisable, and to endow the same.

The board of regents consisted of the Governor, Lieutenant-Governor, mayor of the City of New York, mayor of Albany, Speaker of the Assembly, President of the Senate, Attorney-General, Secretary of State, and twenty-four other persons elected by the Legislature. In addition to this number each religious denomination had the right to elect one regent. This shows the early attempt to unite the church and state in educational matters.

The property of King's College was given into their charge, to be applied solely to the use of Columbia College as the regents might direct. The regents were likewise empowered to grant degrees, and finally in Section X, we read: "The college heretofore known as King's College shall be known and called Columbia College."

Thus we find a full organization with one college and a small income as the beginning of the University of the State of New York. During

¹ Moore's History of Columbia College, 68.

² Hist. Rec., 40.

³ *Ibid.*, 41.

⁴ Laws of 1784, Chap. LI, p. 69.

the second session of the Legislature of 1784, the above act was, owing to dissatisfaction, amended in some particulars. These amendments pertained chiefly to administration, but among other things they provided for an increase in the number of regents.

The arrangement provided by this legislation lasted for three years only; at the end of this period of trial it was felt that there was need of a reform. A committee was appointed to consider the measure in relation to the university, and especially to Columbia College. Mr. Duane, as chairman of the committee, reported that the previous acts of the Legislature were considered defective, and recommended changes in regard to the functions of the regents and also in the action toward academies.

The report was adopted, and a subsequent committee presented a bill for the action of the Legislature. The act repealed all former acts and made the number of regents twenty-one, including the Governor and Lieutenant-Governor as members in virtue of their offices.¹ The other regents were appointed by the Legislature, and the board of regents chose their own officers, viz, chancellor, vice-chancellor, secretary, and treasurer.²

The law states as follows: "The regents are authorized and required by themselves or their committees to visit and inspect all the colleges and academies in the State, examine into the condition and system of education and discipline therein and make an annual report of the same to the Legislature."³ They also have full control of the literature fund, which is annually distributed and appropriated to the different academies and seminaries of learning, exclusive of colleges, according to the number of students passing satisfactory examinations in the classics and higher branches of learning.⁴

The regents of the university and the trustees of Columbia College were made two separate bodies. The charter granted in 1754 was ratified, and the number of trustees in control was limited to twenty-four, in whom were vested all the powers of the governors of the college. Ample provision was made in this bill for the establishment and government of academies. Since this act the board of regents has been divested of the charge of Columbia College and has had no control of its internal affairs.

From the time of reorganization in 1787 the regents of the University of New York have exercised a supervisory control over the corporations created by them or by the Legislature, while Columbia College, although nominally under the supervision of the regents, has had, as in case of the other great institutions of learning in the State, an almost independent existence.

¹ Laws of 1787, 10th session, p. 156.

² New York Code, 1882, Chap. XV, p. 1114.

³ *Ibid.*, sec. 15, p. 1115.

⁴ *Ibid.*, sec. 23, p. 1116.

The Legislature continued to assist Columbia College in small ways for some years after the separation. In 1792 an act to encourage literature provided for the payment of £7,900 to the college for certain specified objects, and at the same time granted an annuity of seven hundred and fifty pounds for a term of five years.¹

Columbia College shared with Union College in a land grant from the State in 1801, located at Lake George, Ticonderoga, and Crown Point. A more valuable grant followed in 1814, that of twenty acres of land formerly belonging to Dr. Hosack and purchased from him by the State at a cost of \$74,268.75.

Dr. Hosack attempted to establish a botanical garden subservient to the purposes of medicine, agriculture, and the arts. He purchased the land and erected buildings, but was unable to carry out his plans. The land when purchased was three miles and a half outside the city of New York, but is now in the center of wealth and population and is very valuable. It is located between Fifth and Sixth Avenues, and between Forty-seventh and Fifty-first Streets.

One other act of 1819 granted to Columbia College the sum of ten thousand dollars.

A medical school was early established in connection with Columbia College, which received assistance from the Colonial Assembly and the State Legislature. The corporation of the city of New York granted three thousand pounds, while the State Legislature assisted to the extent of forty-five thousand dollars by means of lotteries, chiefly after this school was united with the College of Physicians and Surgeons.

THE LITERATURE FUND.

One of the substantial aids to the success of the school system of New York is what is termed the Literature Fund.

By an act of May 10, 1784, the board of commissioners of the land office was created and empowered to lay out the unappropriated land into townships ten miles square. In each township a lot of three hundred acres was reserved for the use of a minister of the Gospel, and six hundred and ninety acres for a school or schools.

By an act of May 5, 1786, entitled "An act for the speedy sale of unappropriated lands within this State, and for other purposes therein mentioned," the surveyor-general was authorized "to lay out the waste and unappropriated lands" of the State into townships ten miles square, and these townships into lots of six hundred and forty acres each.² The act further provided "That in every township so laid out, or to be laid out as aforesaid, the surveyor-general shall mark one lot on the map "Gospel and Schools," and one other lot for "Promoting Literature," which lots shall be as nearly central in every township as may be; and the lots so marked shall not be sold, but the lot marked "Gos-

¹Greenleaf, II, 479.

²Hist. Rec., 80.

pel and Schools" shall be reserved for and applied to the promoting the Gospel and a public school or schools in such townships; and the lot marked for "Promoting Literature," shall be reserved to the people of this State to be hereafter applied by the Legislature for promoting literature in this State."¹

Of these two provisions the former furnished the basis of local school funds, the latter of the literature fund, which is still held by the State.

But the lands reserved for the support of schools were for many years unproductive, and the board of regents was without funds for successful compliance with the law in performing its duties. In the report of 1788 the board of regents lamented this condition of affairs and their inability to make an improvement, unless the Legislature would support them by appropriate acts. They claim: "As the education of youth and culture of learning are connected with the improvement of useful arts, and nourish both the disposition and abilities requisite for the defence of freedom and rational government, so they have been esteemed in every civilized country as the objects of the highest importance. In our State it was evidently intended that the university should possess and exercise a general superintendence over all literary establishments which might be found among us, and that it should direct the system in such a manner as would conduce to the harmony and interest of the whole. * * * Our attention would naturally extend, not only to subsisting literary corporations, but to the erection of academies in every part of the State; and it is obvious that the most important purposes might be attained by affording timely assistance to infant seminaries, which would otherwise languish for a time and perhaps finally perish."² Therefore, as the university is not provided with funds for the payment of the expenses immediately arising from the duties which the legislature has prescribed, the regents suggest that certain lands be made available for its support.

LAND GRANTS.

A plea for necessary assistance was again urged by the regents in the following year. As the result of their petition the Legislature passed an act on March 31, 1790, entitled "An act for the further encouragement of literature,"³ which, after stating that it is the duty of a free people to promote and patronize science and literature, and that Columbia College and the incorporated academies under the charge of the regents are deficient in funds, notwithstanding the contributions of individuals, provided for the rental and lease of lands and the application of a sum of money without delay for the "advancement of science and literature in the said colleges and the respective academies."

It was further provided that certain lands of Crown Point, Ticon-

¹ Chap. 67, Laws of 1786; Greenleaf, I, 282.

² Regents' Report, 1788.

³ Chap. 38, Laws of 1790; Greenleaf, II, 316.

deroga, Fort George, and Governor's Island¹ should be given to the regents for the support of literature.² The grant at the south end of Lake George having been found to conflict with prior grants, the Legislature substituted in lieu thereof a tract on the east side of the lake, containing 1,724 acres.

An act of the Legislature of May 5, 1786, granted ten townships at the northern part of the lake for general educational purposes, but these were afterward replaced by a grant of 1,680,000 acres in the counties of Cayuga, Onondaga, Oswego, Schuyler, Seneca, Tompkins, and Wayne. This grant is known as the reservation for educational purposes in the "military tract." Six lots in each township were reserved as follows: one for promoting the Gospel and a public school; one for promoting literature in the State; and the other four to equalize the shares of claimants under the bounty act. In 1769 the supervisors of Onondaga County, which then included the whole of this tract, were authorized to set apart the lots to be devoted to literature. These and other reservations were granted to separate institutions or sold to increase the general literature fund.³ Thus, for example, the literature lots in townships 7, 8, 9, 10, 11, 12, 15, 16, 17, and 20 were granted to Union College, while others, from time to time, were granted by special acts of the Legislature to various academies. Eight townships in St. Lawrence County were sold and the proceeds were given to the literature fund, with the exception of \$1,000 to Middlebury Academy in 1823, \$1,000 to Redhook Academy in 1824, and \$2,500 to St. Lawrence Academy in 1825. These latter grants were made by special acts of the Legislature.⁴

Much had been done for the support of academies by general and special grants of land, and the Legislature had attempted to supply the deficiency of these grants by special money appropriations. The greatest of the latter was the act of 1792, which granted an annuity of £1,500 for five years for the benefit of academies.⁵ But the origin of a permanent Literature Fund, the interest of which was to be used for the support of academies and the principle to remain undiminished, dates from the act of the Legislature of 1813, which provided that certain unsold lands in the military tract, or the counties of Broome and Chenango, should be sold and the proceeds invested to secure a regularly-paid interest. "And the regents of the university shall make such distribution of the annual income amongst the several incorporated academies of this State as in their judgment shall be just and equitable."⁶

By an act passed April 12, 1813, the Crumhorn Mountain Tract was authorized to be sold and the proceeds were to be used for the benefit of academies, as the regents might direct. The avails of this sale, amounting to \$10,416, went into the Literature Fund.

¹ Afterward used for military purposes.

² Laws of New York, Greenleaf, II, 317.

³ Hist. Rec., 84.

⁴ Statutes, 45, 330, 82.

⁵ Greenleaf, II, 479.

⁶ Statutes, p. 319. 1813.

The Literature Fund was further increased by an act of 1819¹ authorizing the arrears of quit-rents, amounting to \$53,380, to be equally divided between the Literature and the Common School Funds. And in 1827, April 13,² the avails of the lands belonging to the Canal Fund to the amount of \$150,000 were to be devoted to the enlargement of the Literature Fund, and to be distributed for the support of incorporated academies and seminaries, excluding colleges, which were subject to the visitation of the regents.

LOTTERIES FOR THE LITERATURE FUND.

At the present day it seems a questionable way to support colleges and schools by means of lotteries. But at the beginning of this century there seems to have existed a mania for lotteries, and they were considered a legitimate method of raising money. Many colleges and academies and even churches availed themselves of lotteries to replenish their funds. Nearly all of the young States indulged in this method, and New York especially was much given to this mild gambling for public gain.

By an act of the Legislature, passed April 3, 1801, entitled "An act for the promotion of literature," provision was made for four successive lotteries of twenty-five thousand dollars each; \$12,500 of the avails of each was to be paid to the Literature Fund, and this was to be distributed among the academies by the regents; the remainder was to be devoted to the support of the common schools.³

By an act of 1832 the management of the Literature Fund was directed to be transferred from the control of the regents to the State Comptroller, who was to audit all accounts for the support of academies and for current expenses.⁴ At this time the Literature Fund was largely invested in bank stock, State stock, bonds, and mortgages, amounting in all to only \$59,407.51, with property held in trust by the regents amounting to \$9,905.07. This fund amounted September 30, 1888, to \$284,201.30. Its revenue is applied entirely to the support of academies.

The United States Deposit Fund of 1836 was entirely devoted to education. The principal of this fund amounted to \$4,014,520.71, and from its income, \$28,000 are given annually to the support of academies. Thus has the Literature Fund continually increased, and its entire proceeds have been directed to the support of academies. But this fund failing to meet the requirements, an appropriation⁵ of \$125,000 was made by Legislature, the money to be divided as the present Literature Fund. A tax of one-sixteenth of a mill was levied on each dollar of valuation.⁶ It was provided in the act of distribution of the funds in 1873⁷ that no more money should be paid to a school under the control

¹ Chap. 222, Laws of 1819, p. 298.

² Chap. 228, Laws of 1827, p. 237.

³ Chap. 53, Laws of 1801

⁴ Chap. 8, Laws of 1882

⁵ Chap. 571, Laws of 1872.

⁶ Chap. 736, Laws of 1872.

⁷ Chap. 642, Laws of 1873.

of any religious or denominational sect or society. This State aid to academies, which was appropriated in 1872, was not continued by subsequent Legislatures. But in 1887¹ the Legislature enacted that sixty thousand dollars should each year be appropriated, to be distributed by the regents of the university in the same way as the income of the Literature Fund is distributed.

UNION COLLEGE.

The first movement toward the foundation of Union College was made in 1779, by the circulation of a petition for a bill to charter Clinton College at Schenectady. This plan failing, measures were taken in 1785 to found an academy in the town of Schenectady. The enterprise was supported entirely by private munificence. On December 30, 1791, the Legislature was memorialized without success for a grant of land for the support of the new institution. In February, 1792, the proprietors of the academy petitioned the Legislature for a charter, which was denied on account of lack of sufficient funds. In the following year the petition was renewed in a different form, asking for an academic charter, which was granted January 26, 1793.

After repeated attempts a charter for Union College was obtained February 25, 1795, from the regents of the university, to whom authority had been given by the Legislature. The property of the Schenectady Academy was made over to its support. The Legislature came to the assistance of the new and struggling institution, and made the following grants: By an act of April 9, 1795, the sum of \$3,750 was granted for books; April 11, 1796, ten thousand dollars for building purposes; March 30, 1797, \$1,500 for salaries; and on March 7, 1800, ten thousand dollars for building and permanent funds. By the last act the trustees were granted the power to select ten lots in the military tract, to be sold, and the proceeds to be devoted to the use of the college. The sale of these lands, together with others near Lake George, yielded over fifty thousand dollars. Previous to 1804 the whole amount given by the State in support of the college was \$78,112.13,² and this was either as appropriations of money or funds from the sale of lands.

In 1804 began the celebrated administration of Dr. Nott, continuing for over a half-century. Dr. Nott, although a Christian minister, according to the fashion of his times began to provide for an ample endowment by the aid of lotteries. On March 30, 1805, an act of the Legislature granted the privilege of a lottery of eighty thousand dollars in four drawings, and on April 13, 1813, an act authorized a lottery of two hundred thousand dollars,³ designating the proceeds for several purposes. Thus was Union College aided in time of need by the generosity of the State, although, like most of the old colleges, it was largely sup-

¹ Chap. 602, Laws of 1887.

³ Chap. 120, Laws of 1814.

² Chap. 62, Laws of 1805.

ported by private donations. The entire State aid given to Union College amounted to \$358,111.

HAMILTON COLLEGE.

The third college in New York, that of Hamilton, located at Clinton, received material assistance from the State. It had its origin in an academy chartered under the name of Hamilton-Oneida, on January 31, 1793, at the village of Clinton. The academy was opened in 1799 for the admission of students. After a successful period of growth for a term of 12 years it was transformed into a college, under a charter granted by the Regents, May 26, 1812. By an act¹ of the Legislature of June 19, of the same year, the college was endowed with the sum of fifty thousand dollars in bonds, secured on the unsold lands of the Oneida Reservation. The general lottery act of 1814 gave to Hamilton College the sum of forty thousand dollars. In 1836 the State made an annual appropriation of three thousand dollars, which ceased under the provisions of the new Constitution of 1846. The total State aid amounted to only one hundred and twenty thousand dollars, but the permanent funds of the college in 1881 amounted to \$269,332.56.

The University of the City of New York received a grant of six thousand dollars per annum from 1838 to 1843, and other institutions have received special appropriations; but the history of these institutions must be omitted here. A general summary of the grants will be given at the close of this part of the subject.

CORNELL UNIVERSITY.

The nearest approach to a State institution of superior instruction found in New York is furnished by Cornell University. The Governor, Lieutenant-Governor, Speaker of the Assembly, and Superintendent of Public Instruction are in virtue of their respective offices members of the board of trustees. Hon. Ezra Cornell agreed to give five hundred thousand dollars, for the foundation of the university, provided that the proceeds of the Agricultural Land Grant should remain undivided, and be devoted to said university for the purpose of instruction in the mechanical arts and agriculture.

New York State received 990,000 acres in land scrip from the United States grant of 1862, part of which was sold for eighty-five cents per acre. Land scrip went down, and by an act of the Legislature of April 10, 1866, the Comptroller was authorized to sell the land to the trustees of Cornell University, or to any person giving good security, for not less than thirty cents per acre. Mr. Cornell bought the remaining portion, and agreed to pay into the State treasury the net proceeds of these lands, the sum to be held as the Cornell Endowment Fund, and to be used exclusively for the support of the university.² The profits of this investment will amount at least to two millions of dollars.

¹Chap. 237, Laws of 1812.

²Chap. 481, Laws of 1866.

By the laws of 1865,¹ which were amended in 1872,² and again in 1887,³ Cornell University is obliged to receive from each Assembly district one student annually, to whom is given free instruction in all branches in the four-years' course. This act gives free tuition continually to five hundred and twelve students. The privilege is determined on a basis of superior scholarship, and is determined by competitive examinations conducted by the Department of Public Instruction.

The State has done very little for the support of Cornell University; the chief benefactors are Ezra Cornell and the Federal Government. Stimulated by these magnificent gifts, private donations have poured in for the support of this great institution, which in purpose and design is a complete State University.

THE STATE MUSEUM OF NATURAL HISTORY.

The regents of the University of New York were created by an act of the Legislature in 1845, trustees of the Cabinet of Natural History. By an act passed in 1870 the name was formally changed to the New York State Museum of Natural History. The board has the power to appoint the scientific staff, consisting of a director and his assistants, a State entomologist, and a State botanist. The Museum is a means of increasing scientific knowledge in the State. It received its first impulse through the State Geological Survey, and the attempt which grew out of this survey to form a collection of the natural productions of New York. By an act of the Legislature of November, 1840, the old State Hall at Albany was set apart for the reception of the collections. They were put in charge of the regents. The Legislature also appropriated two thousand dollars for fitting up the building and the cases. In 1857 a new building replaced the old one, to meet the demands of the growing collection.

A new interest was awakened in the Museum by the discovery of the mastodon at Cohoes in 1866, and the Legislature in the next session granted five thousand dollars for the purchase of the Gould collection of shells, of sixty thousand specimens, representing six thousand species.

In 1870 a law was passed making an annual appropriation of ten thousand dollars for the support of the director and three assistants, as well as for current expenses. Also the sum of one thousand five hundred dollars was appropriated for the salary of the State botanist. By an act passed in 1881 the sum of two thousand dollars was appropriated for the annual salary of a State entomologist.

The Legislature by an act of 1883 directed that the State Hall, as rapidly as it was vacated by the State officers, should be set apart for the use of the Museum, and in the same act increased the annual ap-

¹ Chap. 585, Laws of 1865.

² Chap. 634, Laws of 1872.

³ Chap. 291, Laws of 1887.

⁴ Chap. 245, Laws of 1840, 192.

appropriation to fifteen thousand dollars. It also provided for the publication of scientific papers, and the remaining unpublished volumes of the Natural History of the State, directing funds to be appropriated annually for five years to these purposes. The removal of the Museum to the State Hall has only been partly effected. The delay in the completion of the new capitol has interfered with the removal of the State officers, and the additions to the number of officers and boards begin to make it doubtful if the State Hall can ever be vacated.

An institution like the State Museum furnishes a strong support for higher scientific education.

ACADEMIES.

The academies of New York, although now properly classified as institutions of secondary instruction, have borne such intimate relations to higher education in the past that they should not be passed by unnoticed. Here, as elsewhere, we are confronted with the indefinite terms of "academies" and "seminaries of learning," embracing, as they do, historically all grades of instruction from that of an ordinary grammar school to that of a moderate collegiate course. But as the appropriations have largely been made on the returns of classical education the system of academic education is entitled to our attention to that extent.

After the reorganization of the school laws, at the close of the Revolutionary War, the newly constituted board of regents, in 1787, provided for the establishment of two academies, those of Clinton at East Hampton and Erasmus Hall at Flatbush. These were reported in 1788 as being in a flourishing condition. Subsequently others were added to the list of newly incorporated academies, until in 1792 there were ten of these academies. They had received but meagre support from their land endowments, and it was not until 1792 that the first direct appropriation¹ of moneys was made by the Legislature for the support of academies, and a provision made for its distribution among the academies of the State by the board of regents.

The act of April 11, 1792, that provided for a donation to Columbia College, also appropriated the sum of one thousand five hundred pounds (\$3,750) annually for a term of five years, to be distributed at the discretion of the regents among the several academies of the State.²

These funds were appropriated at first according to the number of pupils in attendance at the respective schools. Finally in 1818 a rule was adopted distributing the funds according to the number of students studying the classics or the higher branches of learning, reserving one-fifth of the entire amount for special distribution to over-needy institutions according as the regents might deem proper. This policy was pursued until the revised statutes of 1829 provided that the money should

¹ Hist. Rec., 444.

² Chapter 79, Laws of 1782.

be equally divided among the eight senatorial districts of the State, and distributed as before. This remained a law until the adoption of the new Constitution in 1846, which provided for a return to the old method.

There was no well-organized plan for determining the basis of apportionment until 1866, when examinations were instituted, certificates issued, and reports to the regents made accordingly. In 1870 the answer papers of these examinations were made returnable at the office of the regents, and were there subject to review and revision. The law of 1873 provides, among other things, that "no money shall be paid to any school under the control of a religious or denominational sect or society."¹

The academies, under the protection of wise laws, increased rapidly in number and efficiency. In 1820 there were forty-eight academies to which charters had been granted, although only thirty reported for the apportionment. Besides the regular distribution of funds by the regents, amounting in the aggregate to about two millions of dollars, the Legislature has made at least sixty special grants of land and money for the benefit of academies. It is impossible within the scope of this work to give the specific grants of land or enter into the details of the separate acts of the Legislature. At least fifty thousand dollars have been granted from time to time to academies in need of immediate assistance, while it is difficult to estimate the money value of the numerous special land grants that have been made by the Legislature.

The amount of appropriation varied from year to year until 1830; then it was uniform till 1834, being ten thousand dollars annually. From 1835 to 1838 it was twelve thousand dollars per annum, and from 1839 to 1887 it has been forty thousand dollars per annum. By an act passed in 1887 the sum of sixty thousand dollars was added to the annual appropriation to academies, making the total appropriation from that time at the rate of one hundred thousand dollars annually. Of this amount twelve thousand dollars is taken from the income of the Literature Fund and twenty-eight thousand dollars from the United States Deposit Fund, and sixty thousand dollars from the General Fund.

The State also has appropriated three thousand dollars annually from 1835 to 1883, and six thousand dollars annually since 1884 to be granted by the regents to the academies under their visitation for the purchase of books and apparatus, on the condition that the academies should raise an equal sum from sources independent of their school property. From the excess of applications over the sum appropriated the regents have limited the applications to one hundred and fifty dollars each, and restricted them to alternate years.

The regents also have promoted the maintenance of classes in the academies under their visitation for instruction of common school

¹Laws of 1873, sec. 7, p. 997.

teachers. This system was begun in 1834, and the appropriations sustaining it were derived from the United States Deposit Fund. The sum now appropriated is thirty thousand dollars annually, but the part of this sum actually paid out by the regents depends on the amount of service rendered. The academies are paid one dollar for the instruction of each scholar for each week. The classes are limited to twenty-five members, and continue from ten to thirteen weeks. An inspector is employed, who spends his whole time in visiting and caring for these classes. He is paid from the fund appropriated by the Legislature for the support of these classes.

The total amount of money distributed by the board of regents for academies from 1793 to 1884, inclusive, has been \$1,996,738.18, and to 1888 at least \$2,156,738.18.

THE REGENTS OF THE UNIVERSITY OF THE STATE OF NEW YORK.

The act of the Legislature of 1787 created a board of regents, whose specific duties were to care for Columbia College, and to incorporate and supervise such other colleges and academies as they might think proper. However, they were soon at the head of the entire educational department, and were advocating the establishment of a system of common schools, academies, and colleges. It was finally considered that the regents had to supervise only higher education, and to support literary and scientific institutions.

The University of the State of New York is far from being a fiction, although the regents have not chartered all of the educational institutions of the State or entered into the internal supervision of the colleges and academies belonging to the University; nevertheless, by general superintendence and especially by the control of incorporation they have added unity and strength to the schools of the State. Perhaps their greatest service has been in fixing the standard of requirements for incorporating colleges and academies, and bringing academies to a higher grade, by making the appropriations depend either upon the number of pupils, or the number of students pursuing classical studies and the higher branches of learning, and determining the latter by an examination test.

Early in the history of the board of regents, academies and colleges were not granted charters unless a certain amount of property had been secured and there were good indications that the proposed institutions would receive sufficient support.

RULES FOR INCORPORATION.

"It was resolved on March 23, 1801, that in future no academy ought to be incorporated unless it appeared to the satisfaction of the regents that a proper building for the purpose had been erected, finished, and

paid for, and that funds had been obtained and well secured, producing an annual net income of one hundred dollars."¹ By a resolution of March 15, 1815, the sum required for investment was raised so as to yield two hundred and fifty dollars per annum. On March 25, 1834, the regents ordered that a building and lot free of any incumbrance and an established school after an approved method be added to the requirements for a charter. By an act of April 17, 1838,² it was provided that any academy owning a building, library, and apparatus worth two thousand five hundred dollars, might be subject to the visitation of the regents.

The settled policy of the regents in regard to the incorporation of colleges was published in a report of a committee in 1811, which affirmed "that no college ought to be established until suitable buildings have been provided and a fund created consisting of a capital of at least fifty thousand dollars, yielding an income of three thousand five hundred dollars."³

In 1836 the amount of the required endowment was increased to one hundred thousand dollars, with buildings, grounds, etc., worth thirty thousand dollars, the endowment to be made previous to the granting of the charter, and the whole sum of one hundred and thirty thousand dollars secured before the regents would appoint a president. The above restrictions, though seemingly arbitrary, have doubtless raised the character of institutions, while they have suppressed many attempts to found colleges and academies which must have eventually ended in disaster if not thus early thwarted by the law. When we consider the great number of educational institutions that have been called into existence in the United States without proper means of support, that eke out a miserable existence and finally perish for want of proper direction and support, it will be at once seen that the board of regents of New York have rendered a service to the State in these wise provisions.

The legislature by special acts could modify the rulings of the board of regents, as in the case of the granting of the charter to the College of Physicians and Surgeons in New York City with a required endowment of fifty thousand dollars.

The great work of the University of the State of New York has been enlarged until the regents have under visitation (1889) 301 academies.⁴ There are also under inspection twenty-seven colleges of arts and sciences for men (or men and women), five colleges of arts for women, eighteen medical colleges, and six law schools, making the immense system subject to State control, although the majority of colleges and universities have been granted such extended powers as to be practically independent in their government.

¹Hist. Rec., 409.

³Hist. Rec., 94.

² Statutes of 1838, 226.

⁴102d Annual Report of the Regents of the University, 1889.

STATE GRANTS TO COLLEGES AND ACADEMIES.

Columbia College:

Grants to King's College by excise and by lotteries.....	\$17,358
Grants of land, including Botanical Garden.....	83,647
Grants in money.....	39,125
	<hr/> \$140,130

Union College:

Grants by lotteries, 1805 and 1814.....	280,000
Grants of land, 1800 and 1802.....	52,861
Grants in money.....	25,250
	<hr/> 358,111

Hamilton College:

Grant from sale of land, 1812.....	50,000
Grant by lottery, 1814.....	40,000
Grants in money, 1836-46.....	30,000
	<hr/> 120,000

Geneva College: Grants in money, 1838-46..... 63,000

University of the City of New York: Grants in money, 1838-43..... 30,000

Elmira Female College: Grants in money, 1867 and 1886..... 37,000

Fairfield Medical College:

Grant from land sales, 1812.....	10,000
Grants in money, 1820-25.....	5,000
	<hr/> 15,000

Ingham University: Grant in money, 1861..... 5,000

University of Rochester: Grant in money, 1857..... 25,000

College of Physicians and Surgeons: By lotteries..... 45,000

Albany Medical College..... 15,000

Genesee College: Grants in May, 1854-56..... 12,000

Cornell University..... 125,000

Total appropriations to colleges..... 890,241

Academies:

Amount to academies by the Regents, 1793-1884.....	1,996,738.18
Amount by special acts of Legislature, about.....	50,000.00
Amount from special grants.....	

Total appropriations to academies..... 2,046,738.18

Total appropriations to State Museum, over..... 225,000.00

The report of 1886² shows the following appropriations of the State for higher education:

State appropriation for academies.....	\$44,244.74
State appropriation for teachers' classes in academies.....	31,667.35
Regents of the University.....	14,094.36
Elmira Female College.....	12,000.00
American Museum of Natural History.....	16,942.96
Total.....	<hr/> 128,752.41

¹ Laws of 1867, Chap. 174.

² Report of the Superintendent of Public Instruction for 1886.

148 FEDERAL AND STATE AID TO HIGHER EDUCATION.

Apportionment to Academies from the Literature and Other Funds.

Total to 1883 taken from Historical Records	\$1, 996, 736
1884	40, 000
1885	40, 000
1886	40, 000
1887	40, 000
1888	100, 000
1889	100, 000
<hr/>	
Total	2, 356, 736

Grants to Academies to aid them in Purchasing Books and Apparatus.

Total to 1884, from Historical Records	\$158, 359
1885-1889	27, 728
<hr/>	
Total	186, 087
Not drawn	750
<hr/>	
Total payments by State	185, 337

Expenditures by the State for the Maintenance of Teachers' Classes in the Academies under the Visitation of the Regents.

1836 to 1841, from Historical Records	\$22, 800
1842-1849 not given.	
1842 to 1877, from Historical Records	459, 247
1878 to 1889, from Historical Records	330, 000
<hr/>	
Total (except 1842-1849)	812, 047

Summary of Expenditures by the State for Educational Purposes.

Gifts to colleges	\$890, 241
Apportionment to academies	2, 356, 736
Grants for books and apparatus	185, 387
Teachers' classes	812, 047
State library	632, 995
State museum (not obtained).	
<hr/>	
Total to 1889	4, 876, 406

THE STATE LIBRARY OF NEW YORK.

State libraries have become in many States valuable aids to higher education. Though this branch of the subject has not been exhaustively treated, a short sketch of the State Library at Albany, kindly furnished by Hon. David Murray, of that city, will be sufficient to illustrate what may be done toward advanced learning by this means.

The State Library of New York was established by an act¹ of the Legislature passed in 1818. The Governor, Lieutenant-Governor, the Chancellor of the Court of Chancery, and the Chief Justice of the Su-

¹ Chap. 45, Laws of 1818.

preme Court were constituted a board of trustees. The Secretary of State, the Attorney-General, and the Comptroller were added to the board of trustees¹ in 1824. By an act² passed in 1844 the regents of the university were created the trustees of the library, and since that time it has remained in their charge. It was at first kept in rooms in the old capitol building, but in 1854 it was transferred to a building erected for it at a cost of \$94,900. This building was required to be taken down to make way for the new capitol. The library has been finally, in 1889, removed to its permanent and beautiful quarters on the western front of the capitol.

At first the library was mainly a collection of law books. In 1844, when it was transferred to the care of the regents, it was estimated to contain ten thousand volumes, of which three hundred are reported as missing. The Warden collection, containing two thousand two hundred volumes of miscellaneous works, was purchased in 1846 for four thousand dollars. The two largest collections which have been given to the library are the publications of the commissioner of British patents, amounting now (1889) to more than 4,340 volumes, and the library of the late Hon. Harmanus Bleeker, of Albany, numbering about two thousand volumes. According to the report of the library, September 30, 1888, it contained 138,191 volumes, of which 41,231 volumes belonged to the law department and 96,960 volumes to the department of miscellaneous literature.

We give below the amounts appropriated by the State for the purchase of books and the maintenance of the library from its origin to the present time, arranged in periods of ten years :

Expended for the Library.	For the purchase of books and binding.	For maintenance (salaries, expenses, etc.)	Total.
1818-1828	\$12,454	\$3,627	\$16,081
1829-1838	9,883	7,439	17,322
1839-1848	33,940	18,296	52,236
1849-1858	41,715	38,967	80,682
1859-1868	49,635	60,891	110,526
1869-1878	63,748	85,165	148,913
1879-1888	73,439	133,796	207,235
Totals	284,814	348,181	632,995

PENNSYLVANIA.

COLONIAL SCHOOLS.

During the occupation of Pennsylvania by the Swedes, and subsequently by the Dutch, until the English occupation, there was but little exercise of the duties of a State, owing to the diffusion of the small number of settlers. Yet from the condition of affairs in the mother

¹ Chap. 239, Laws of 1824.² Chap. 255, Laws of 1844.

countries, Sweden and Holland, and from the instructions and privileges contained in the first charters, we may determine the attitude of these colonists toward education, and may infer what would have been the result had they remained in power.

EDUCATION AMONG THE SWEDES.

In Sweden the church was a state institution, and the state had intrusted to its care the education of youth, and, through the agency of the church, free schools were established throughout the kingdom. That such a policy was to be continued to the colonists is indicated by the privileges granted to the new colony by the Queen in 1640.

Among other things concerning social improvement it is enjoined that "The patrons of this colony shall be obliged to support at all times as many ministers and school-masters as the number of inhabitants shall seem to require, and to choose, moreover, for this purpose persons who have at heart the conversion of the pagan inhabitants to Christianity."¹

EDUCATION AMONG THE DUTCH.

The Dutch colonists in Pennsylvania, as in New York, were tireless in their efforts to establish schools for their children, yet the means for accomplishing the desired end were meagre, indeed. The duties of minister and school-master were often combined, and churches were frequently used in place of school-houses. In all probability there was not a school-house with a regularly organized school in existence among the Pennsylvania colonists until after the territory passed into the hands of the English. Nevertheless, all available means were used to promote education, and the sentiments were there, awaiting more favorable circumstances for their full expression.

In the Charter of Privileges granted to the "lords and patroons" of New Netherlands in 1630 to 1635, it is provided in section 28 that "the patroons shall also particularly exert themselves to find speedy means to maintain a clergyman and schoolmaster, etc.,"² and in the articles and conditions to emigrants published by the Chamber at Amsterdam, section 8 says that "each householder and inhabitant shall bear such tax and public charge as shall hereafter be considered proper for the maintenance of comforters of the sick, schoolmasters, and such like necessary officers."³

Later than this, in the conditions offered to the settlers in the colony of New Castle on the Delaware in 1656, a "house for a school" was authorized, and they obligated to "pay the salary of a minister and school-master."⁴

¹ Hazard: *Annals of Pennsylvania*, 53.

² Quoted by Wickersham, *Education in Pennsylvania*, 8.

³ *Ibid.*

⁴ *Ibid.*, 9.

These citations are sufficient to show the importance attached to education at this early period, and to indicate that the church and education were considered together.

The Dutch and Swedes continued their private schools long after the accession of the English to the province.

PENN'S CHARTER.

The Charter and Frame of Government granted by William Penn seemed to promise more vigorous measures in regard to education; especially as it was placed under the control of the Assembly. Yet the Assembly was slow to give any direct support to education.

The twelfth article of the Frame of Government grants: "That the governor and provincial council shall erect and order all public schools and encourage and reward the authors of useful sciences and laudable inventions in the said province."¹

Although there is much in this for the encouragement of public education, there is no provision for its support. The General Assembly interpreted it accordingly, and in the second General Assembly, convened in 1683, a general law was passed making it obligatory for parents and guardians to educate the children in their charge.² But the first school established by the Provincial Council was opened in the same year by Mr. Enoch Flower as a legally established private school.

The act passed on the 26th of October, 1683, is as follows:

"The Governor and Provincial Council having taken into their serious consideration the great necessity there is of a School Master for ye instruction & Sober Education of youth in the towne of Philadelphia, sent for Enoch Flower an inhabitant of the said town who for twenty year past hath been exercised in that care and employment in England, to whom having communicated their minds, he embraced it upon the following terms: to learn to read English 4s by the Quarter, to learn to read and write 6s by the Quarter; to learn to read & write and cast accounts 8s by the Quarter; for boarding a scholar that is to say diet, washing, lodging and schooling ten pounds for one whole year."³

By William Penn's instruction a public grammar school was opened in 1689, and formally chartered in 1697.⁴

This was a school of high order, in which the classical languages were taught, and corresponded to the New England grammar school of the early period. It was not "free" in the modern sense, but open to all persons, and granted special privileges to the poor. This is said to be the origin of the famous "Friends' Public School," which was chartered in 1697, rechartered in 1701, and again in 1711.

In the petition for this school, directed to the Governor and Council,

¹ Colonial Records, I, 26, introduction.

² Chap. 112, Duke of York's Laws, p. 142.

³ Col. Rec. I, 36.

⁴ *Ibid.*, 499.

the petitioners stipulate to instruct the "rich at reasonable rates, and the poor to be maintained and schooled for nothing."¹

The charter of 1711 granted to this school is among the important early documents. The preamble begins as follows:² "*Whereas, The prosperity and welfare of any people depend, in a great measure, upon the good education of youth and their early instruction in the principles of true religion and virtue, and qualifying them to serve their country and themselves by breeding them in reading, writing, and learning of languages and useful arts and sciences suitable to their sex, age, and degree, which can not be effected in any manner so well as by erecting public schools for the purposes aforesaid.*"

Although this approached the nearest to our present conception of a public school of all early institutions in Pennsylvania, yet it was in reality a private school, with certain agreements on the part of the corporate body to educate free of charge the children of the poor.

As a monument of early education it stands pre-eminent above other schools, and no other for the next fifty years following its establishment approached so near to the position of a state school.

As a fact, the provincial authorities did very little in providing for the education of the people prior to the Revolution. Their work was principally legalizing the actions of the church organizations and private bodies into whose care it intrusted the education of the youth of the province.

The school established by Benjamin Franklin in 1753 may be considered a legitimate outcome of the ideas of Penn and of the Friends' Public School, and to this period must we go for the real beginning of state education.

SCHOOL LEGISLATION.

Aside from the establishment of the academy and charitable school of the province of Pennsylvania at Philadelphia it may be stated that the first legislation in favor of state education began with the beginning of the Commonwealth.

The Constitution adopted in 1776 is the earliest constitutional provision on record among the States for the maintenance of a university, although other States through legislative enactment were far in advance in the support of higher education; North Carolina followed in the same year with a similar section in its first Constitution.

Article 44 of the Pennsylvania Constitution of 1776 declares as follows: "A school or schools shall be established in each county by the legislature, for the convenient instruction of youth, with such salaries to the masters paid by the public, as may enable them to instruct youth at low prices. And all useful learning shall be duly encouraged and promoted in one or more universities."³

¹ Wickersham, 43.

² *Ibid.*, 44.

³ Poore, Charters and Constitutions, 1547.

The law was modified in the Constitution of 1790 so as to read:

(1) "The Legislature shall, as soon as conveniently may be, provide, by law, for the establishment of schools throughout the State in such manner that the poor may be taught gratis.

(2) "The arts and sciences shall be promoted in one or more seminaries of learning."¹

These two sections were repeated word for word in the Constitution adopted in 1838.

These principles, formulated in the Constitutions of the Commonwealth, have led to a distinctive policy in state education.

The early colleges were endowed with a view to furnish teachers for the lower grade of schools. In a general sense this was the right view to take, for the higher educational institutions do determine the character of the lower; but in a special sense the higher institutions may not fit a person for the profession of teaching. Moreover, if the higher institutions react upon the lower, it is also true that the latter are necessary for efficient work in the former. The circle of education must be complete to ensure success. As Mr. Stevens well says, in his plea for free schools before the General Assembly in 1838, "Nor does it seem possible to separate the higher from the lower branches of education without injuring, if not paralyzing, the prosperity of both. They are as mutually dependent and necessary to each other's existence and prosperity as are the ocean and the streams by which it is supplied. For while the ocean supplies the quickening principles of the springs, they in turn pour their united tribute to the common reservoir, thus mutually replenishing each other."²

The bill that Mr. Stevens advocated at this session was passed in 1838, and was to remain in force for ten years. The clause pertaining to higher education is as follows: "To each university and college now incorporated, or which may be incorporated by the legislature, and maintaining at least four professors, and instructing constantly at least one hundred students, one thousand dollars; to each Academy and Female Seminary, now incorporated, or which may be incorporated by the legislature, maintaining one or more teachers, capable of giving instruction in the Greek and Roman classics, mathematics, and English, or English and German literature, and in which fifteen pupils shall constantly be taught in either or all of the branches aforesaid, three hundred dollars; to each of said Academies and Female Seminaries, where at least twenty-five pupils are taught as aforesaid, four hundred dollars; and each of said Academies and Female Seminaries, having at least two teachers and in which forty or more pupils are constantly taught as aforesaid, five hundred dollars."³

The establishment of academies and seminaries was the direct result of the ideas entertained by Penn in his Frame of Government for the

¹ Constitution of 1790, Art. VII, secs. 1 and 2.

³ Laws of 1837-'38, 333.

² Quoted in Wickersham, 337.

colonies. There was an attempt after the law of 1776, and especially after the law of 1790, to create a high school in every county in the State. This effort was continued in the law of 1838 to build a system of higher education throughout the Commonwealth.

These efforts failed to accomplish the desired end, probably because there was no basis of common school education. Each institution granted aid by the State obligated itself to instruct a certain number of poor children gratis, and this was the extent of the preparation for higher work. Moreover, many of the institutions were called into existence without sufficient support and their life was evanescent. There was no central power to control the location of schools, except the Legislature, and this was controlled by sectional interests.

The law of 1838 held in full force for six years, and then reduced the amount to one-half; but it was finally abandoned altogether, and thus ended the general legislation for colleges, academies, and universities.

Special legislation afterwards aided individual institutions, but the great work of the State was now directed to the establishment of a common school system, and subsequently a normal school system.

The normal schools have performed in part what it was designed that the academies, colleges, and seminaries of early endowment should accomplish.

THE UNIVERSITY OF PENNSYLVANIA.

It is interesting to know that the school which was established through the efforts of Benjamin Franklin finally developed into the University of Pennsylvania, and that the school itself was a fitting survival of the "grammar school instituted by William Penn in 1697."¹

There is a direct continuity of development of the idea of higher education, and whereas these institutions were different in organization, Penn's Grammar School, the Friends' Public School, Franklin's Academy, and the University of Pennsylvania represent one institution in its different phases of development. As early as 1743,² Benjamin Franklin drew up an elaborate plan for an academy, but the excitement of the provincial war immediately following prevented its maturity. But in 1749³ Franklin again took up the subject, and to interest the public published an essay on "Proposals relative to the Education of Youth in Pennsylvania." His plans were complete, and provided for an academy with elementary schools attached. Among other subjects proposed to be taught we find history, politics, ancient customs, and English. Greek, Latin, and modern languages were, to use a modern term, to be elective.

As a result of Franklin's efforts, a board of trustees was formed, of which he was president. The members of the board contributed the sum of two thousand pounds, or about \$5,333.33 $\frac{1}{3}$. This subscription was increased by citizens of the town.⁴

¹ Wickersham, 375.

² *Ibid.*, 58.

³ *Ibid.*

⁴ *Ibid.*, 60.

In 1750 Franklin set forth his views as to the objects to be obtained, which are, in brief, as follows: (1) That youth may receive a "good education at home, and be under no necessity of going abroad for it;" (2) that persons may be prepared for civil offices; (3) that persons may be prepared to teach country schools; and (4) that it would be an advantage to trade to have such a school in Philadelphia.¹ These views were embodied in a petition to the Common Council for aid. The council responded favorably and voted three hundred pounds (eight hundred dollars), and fifty pounds (\$133.33) per annum for five years, and fifty pounds for each pupil sent to the academy from the charity school.

A charter was granted by the Provincial Assembly in 1753 under the title of the "Trustees of the Academy and Charitable School of the Province of Pennsylvania;" two years later the second act of incorporation changed the academy into a college. There was a charity school formed under the same board of control as that of the academy.

A boarding-house was erected in 1762 with the sum of two thousand pounds raised by means of a lottery. Subsequently several lotteries were formed, which yielded the school about six thousand pounds in all.²

Perhaps it ought to be mentioned that the institution received with its first charter a donation of seven hundred pounds, and afterwards one of five hundred pounds, and that Thomas Penn gave it four thousand five hundred pounds, and seven thousand five hundred acres of land in Bucks County.³

The college continued to thrive, and, in 1765, what is now known as the medical department of the university, was added, said to be the oldest of its kind in America.

In this connection it is, perhaps, well to mention that the first course of law lectures was given in 1790-91. This was the beginning of the first law school in the United States.

During the Revolution the college was greatly disturbed. In 1777 a body of American soldiers occupied the building, and in the latter part of the same year the institution was closed. As certain officers of the college had been under suspicion of disloyalty for some time an investigation was made, and the institution was deprived of its charter and property by an act of the Legislature passed in 1779.⁴ Almost immediately a new charter was granted under the name of the University of Pennsylvania, and with it an annual appropriation of one thousand five hundred pounds⁵ from the proceeds of certain confiscated estates. The university was formed under the act of the Constitution of 1776, which provided for "one or more universities."⁶

In order to right the wrong that had been committed in depriving the old corporation of its charter it was re-instated in 1789, and subsequently the old college and the new university were united into one institution under the name of the "University of Pennsylvania."

¹ Wickersham, 60.

⁴ Laws, 1775-81 (Phila., 1782), 97.

² *Ibid.*, 376.

⁵ *Ibid.*, 250.

³ *Ibid.*

⁶ Art. 44.

The first great contribution of the State in favor of higher education was made by the Legislature in the year 1779. The university was granted certain escheated lands estimated to be of the value of twenty-five thousand pounds, or \$66,666.66.¹ Nothing more was done for the university by the State except to grant three thousand dollars for a botanic garden in 1807,² to exempt its real estate from taxation for fifteen years beginning in 1832,³ and to appropriate the sum of two hundred thousand dollars for the building of the university hospital in 1871.

It is safe to say that the university has received, from its earliest existence as an academy, pecuniary aid from the State amounting to \$271,266.66, besides one thousand six hundred dollars raised by means of lotteries.

COLLEGES.

From the year 1783 to the year 1836 thirteen colleges were incorporated within the State. The first of these was Dickinson College at Carlisle, chartered in 1783. Three years after its incorporation it received a grant of ten thousand acres of land and five hundred pounds; in 1788 a lot of ground in Carlisle; the following year the privilege of raising two thousand dollars by lottery; in 1791, four thousand dollars and in 1795 five thousand dollars on condition that any number of students not exceeding ten should have free tuition in the common branches for a time not to exceed two years. In 1803 the State loaned the college six thousand dollars, and in 1806 four thousand dollars more, taking a mortgage on the college lands. In 1819 the State cancelled the debt, principal and interest, but bought back the lands for six thousand dollars in 1821, and in the same year made an appropriation of two thousand dollars per annum for five years. Subsequently, in 1826, the State granted three thousand dollars annually for seven years. Dickinson must have received from the legislative appropriations at least sixty thousand dollars besides the grants of land.

Franklin College, chartered in 1787, "received with its charter a grant of ten thousand acres of land in the western part of the State," a lot of land the following year in the town of Lancaster, and in 1819 a grant of four hundred and fifty-five acres.

The grants to Jefferson College, incorporated in 1802, are as follows: In 1806 three thousand dollars, on condition that four poor children should be educated free; and in 1821 the sum of one thousand dollars annually for five years; in 1826 one thousand dollars a year for four years; and in 1832 two thousand dollars a year for four years. This last appropriation was made on the condition that six students receive free tuition for four years, and after that twenty-four students be fitted for teaching in the common schools.

¹ Wickersham, 377. (One pound equalled about \$3.33 $\frac{1}{3}$.)

² Afterward applied to general purposes (Laws of 1836-37, 39).

³ Laws of 1831-32, 517.

Washington College, incorporated in 1806, received from the State the sum of three thousand dollars in money and five thousand acres of land. Between the years 1820 and 1835 the State donated at different times the sum of seventeen thousand dollars to this institution.

Allegheny College, located at Meadville, and incorporated in 1817, received with its charter two thousand dollars, and subsequently seventeen thousand dollars additional, prior to 1835.

The Western University at Allegheny, incorporated in 1819, received an appropriation from the State of two thousand four hundred dollars for five years beginning with 1826.

Lafayette College received in 1834 a grant of twelve thousand dollars; Madison College, in 1828, five thousand dollars; Pennsylvania College, in 1834, eighteen thousand dollars; Marshall College, in 1837, twelve thousand dollars.

From the State Superintendent's Report of 1838 the following is taken: "The colleges have already been tried as a means of supplying teachers, and with little success. Within the last eight years \$48,500 have been given by the State to five of these institutions, principally on condition that they should instruct a certain number of persons (ninety-one) for teachers of English schools, annually for a specified time."¹

In the year 1838 the Legislature passed an act granting to colleges, seminaries, and academies annual aid. The following is that part of the act pertaining to colleges: "To each University and College now incorporated, or which may be incorporated by the legislature, and maintaining at least four professors, and instructing constantly at least one hundred students, one thousand dollars." This law was to have been in force for ten years, but was repealed after the sixth year of its operation. During this time the sum of \$46,615.50 was appropriated, and this virtually ended State aid to colleges in Pennsylvania, if we except five thousand dollars given to the Polytechnic College and the appropriations to the State College.

ACADEMIES AND SEMINARIES.

The plan of the legislative authorities of Pennsylvania in regard to education seems to have been to provide universities, colleges, and seminaries of learning, that these might furnish teachers for the common schools. For forty years after the organization of the State government there were no laws enacted for the creation of a public school system. Nearly all of the educational legislation was in favor of academies and seminaries. During this period many acts were passed favoring these institutions, and nearly three hundred thousand dollars were spent in their aid. In 1833 there were two universities, eight colleges, and fifty academies, all of which had been liberally aided by the State.

¹ Pennsylvania Education Report, 1838, 27.

It was a recognition of the principle that the higher education is necessary to the existence of the lower, and that the State has a right, and owes it as a duty to the people, to provide such when necessary for the same.

The seminaries and academies of Pennsylvania established at this period (prior to 1838) cannot be strictly classified under the head of higher education. The majority of those established fall under a classification of secondary instruction, while a few may be classified with institutions of higher learning. Yet they are worthy of notice in the State structure of education, on account of the relation which they bear to the State policy and to institutions of higher education. The order of development of the State system was, university, college, academy, seminary, and common school.

Before the firm establishment of the last, common schools, the State policy in regard to the other classes of institutions mentioned had changed.

From 1784 to 1829, sixty academies and seminaries were chartered, each receiving, with two or three exceptions, an endowment by the State either in money or land, or in both. The aggregate amount of the appropriations by the Legislature to these institutions during the period was \$118,900 and over 37,480 acres of land.¹

Dr. Burrowes, Secretary of the State, reports in 1837 to the constitutional convention as follows:

"Academies from forty-five counties have from time to time received aid from the State, sometimes in money, generally in the proportion of two thousand dollars to each county, amounting to \$106,900, and sometimes in land, whose value it is difficult to estimate, but supposed to be worth at least \$135,000, making a gross amount of \$241,900."²

The law of 1838³ caused a rapid increase in the amount expended in endowments and appropriations for academies and seminaries.

Within a short time after its passage, many institutions were chartered, seven of which received the regular two thousand dollar endowment, and others received land. The regular appropriations to academies and female seminaries for the six years following its passage were as follows:⁴

Years.	No. academies.	Appropriations.	No. female seminaries.	Appropriations.
1838.....	43	\$3,790.00	15	\$700.00
1839.....	52	21,329.87	29	8,413.83
1840.....	57	21,237.33	33	9,977.06
1841.....	60	23,802.72	34	13,500.02
1842.....	65	16,001.80	41	13,044.80
1843.....	64	27,929.04	37	10,444.27

¹ Wickersham, 379-80.

² Quoted by Wickersham.

³ See School Legislation.

⁴ Wickersham, 386-7.

The total amount appropriated during this period was, by general law, \$171,170.85, and by special appropriation, \$14,000. Prior to this there had been granted \$241,900, making a total grant to academies and seminaries of \$427,070.85.

PENNSYLVANIA STATE COLLEGE.

At a meeting of the State Agricultural Society of Pennsylvania, held at Harrisburg, in January, 1853, measures were adopted for the establishment of an agricultural school. As a result of these measures the Farmers' High School was incorporated by an act approved April 13, 1854. In July of the following year¹ the executive committee of the State Society donated the sum of ten thousand dollars, and two hundred acres of land in Centre County, to the school. Centre County also gave ten thousand dollars for the purchase of two hundred acres of land joining the site, for the benefit of the school.²

Private donations followed, and in the year 1857 the Legislature granted the sum of fifty thousand dollars for the support of the school, on condition that a like sum be obtained by private donation. In 1859 the school was formally opened, there being in this year one hundred and twenty-three pupils in attendance. By reason of this successful showing the Legislature was prevailed upon to appropriate an additional fifty thousand dollars in the year 1861. The following year the name of the school was changed to that of "Agricultural College of Pennsylvania."³

Subsequently the college received the United States grant of seven hundred and eighty thousand acres of land, and the scrip yielded from sale the sum of \$439,186.80.⁴ Of this sum, \$43,886.50 were used to purchase an experimental farm and the remainder was placed to the credit of the college, as a permanent endowment. The latter sum had increased by investment to the amount of \$410,290.50 in 1872, when the Legislature raised the endowment fund, by a special act, to an even half-million.⁵ The name of the college was changed again, in 1874, to "Pennsylvania State College." Subsequently the Legislature granted to the college, at different times, the total amount of \$154,285.⁶ The entire amount granted is as follows :

From the Legislature to Farmers' High School.....	\$100,000.00
From the Legislature to State College	274,609.00
From United States land scrip.....	451,187.00
From other sources	164,285.00
Estimated value of property (1885) ⁷	451,615.17

¹ Report of the Commissioner of Education for 1868, 259.

² *Ibid.*, 260.

³ Laws of 1861.

⁴ Wickersham, 434.

⁵ Laws of 1872, 39.

⁶ Wickersham, 434.

⁷ *Ibid.*

SUMMARY OF GRANTS.

State appropriations to the—

University of Pennsylvania, about	\$287,367
Colleges, academies, and seminaries	427,071
State College	374,609
Total grants	1,088,947

NEW JERSEY.

ATTITUDE OF THE STATE.

In New Jersey, as in Delaware, education was, in early times, closely connected with religion. "The school-house was the general attendant of the place of worship." The basis for a settled school-fund was laid in 1683 by setting apart for educational purposes the proceeds of the sale or lease of a valuable island in the Delaware. In 1693 the General Assembly of East New Jersey passed an "Act for the establishment of school-masters in the province;" the election of three school commissioners in each town was authorized and compulsory taxation provided for.¹

Higher education was first made possible by the establishment of the College of New Jersey in 1746. While the attitude of the colony and the State toward this institution has been friendly, aid has been granted only in the form of a liberal charter, amended from time to time on the petition of the trustees. "The Legislature of New Jersey never contributed any funds for sustaining its oldest college."²

New Jersey's share in the land granted for agricultural colleges (forty thousand acres) was accepted by an act of March 21, 1863,³ and in the following year the proceeds of the sales of scrip were granted to the scientific department of Rutgers College.⁴ The annual income from this source is \$6,960.⁵

New Jersey's position, with reference to higher education, has been passive, though not unfriendly.

DELAWARE.

EARLY EDUCATION.

The first settlement in Delaware was made by the Swedes in 1638. In Sweden, at this time, the elements of learning were probably more widely diffused than in any other country of Europe, and it is not surprising to meet with provisions for education in the early documents

¹ Raum: History of New Jersey, II, 285. Report of the United States Commissioner of Education for 1876, 262.

² Maclean: History of the College of New Jersey, I, 67.

³ Laws of 1863, 441.

⁴ Laws of 1864, 650. Report of the Commissioner of Education for 1867-68, 187.

⁵ Reports of Rutgers Scientific School.

relating to the colony. Thus, in 1640, in the grant to Henry Hockhammer and others to establish a settlement in New Sweden, we find that "the patrons of this colony shall be obliged to support, at all times, as many ministers and school-masters as the number of inhabitants shall seem to require, and to choose, moreover, for this purpose, persons who have at heart the conversion of the pagan inhabitants to Christianity."¹ Similar directions are contained in the instructions to Governor Printz in 1642.²

After the colony passed into the hands of the Dutch, in 1655, provisions for education continued to be made. In the conditions offered by the city of Amsterdam to settlers in its colony at Newcastle, 1656, we read: "Said city shall cause to be erected," a house for public worship, "also house for a school. * * * The city shall provisionally provide and pay the salary of a minister and school-master."³ We have no evidence, however, that the school was built. Indeed, "there is no record showing the existence of a school-house in the colonies on the Delaware up to the year 1682."⁴ This does not mean that there was no education; the churches served as school-houses and the clergymen as teachers, as was frequently the case in Europe at that time.⁵ Much instruction was also given at home, as the scattered character of the settlements made necessary. There also seem to have been school-masters, for we find Andreas Hudde applying to the director-general and council for appointment as school-master in 1654,⁶ and in 1663 the inhabitants of Tinnekonk desired to engage Abenius Zetscoven for a similar service, but those of New Amstel would not dismiss him.⁷

For sometime after the English gained control of the colony the Swedes on the Delaware maintained schools of their own, in which Swedish teachers were employed and the Swedish language taught, but in the eighteenth century these schools quietly disappeared.⁸ The preamble of an act of the Assembly in 1744 is interesting, as showing the continuance of the close connection of religion with education. It reads thus: "*Whereas*, Sundry Religious Societies of People within this Government * * * have * * * purchased small Pieces of Land within this Government, and thereon have erected Churches and other Houses of religious Worship, School-Houses."⁹ The educational condition of Delaware, or the Territories, as it was then called, in 1758 is thus described by a contemporary writer: "In almost every ridge of

¹Hazard: *Annals of Pennsylvania*, 53.

²*Narrative and Critical History of America*, IV, 453.

³*New York Colonial Documents*, I, 620.

⁴*Ibid.*, 11.

⁵*Ibid.*, 15.

⁶Hazard, 173.

⁷*Ibid.*, 353.

⁸*Ibid.*, 79.

⁹*Laws of the Government of New Castle, Kent, and Sussex upon Delaware: Wilmington*, 1763, I, 272. The act confirmed the titles of the religious bodies to the lands.

woods there is a school-house. * * * None, whether boys or girls, are now growing up who cannot read English, write, and cipher."¹

So far education and religion had gone hand in hand. In 1796 the Legislature directed that the receipts from marriage and tavern licenses between February 9, 1796, and January 1, 1806, should be set aside to establish schools for the purpose of giving the inhabitants a good English education. It was distinctly provided that the same should "not be applied to the erecting or supporting any academy, college, or university in the State."² With one exception this is the first instance of State aid to education in Delaware.

The exception referred to was the grant of a lot of land in New Castle in 1772 for the support of a school. The land was vested in trustees for the use of a school, with directions that a school house or houses be built thereon.³

DELAWARE COLLEGE.

We find the germ of Delaware College in an act of 1818, which permitted a lottery for the purpose of raising fifty thousand dollars to establish a college at Newark.⁴ In 1821 the college was granted the proceeds of certain taxes on stage lines and on steam-boats plying between Philadelphia and points on the Delaware. The tax on stage lines was to be eight per cent. on all fares received from persons over fourteen years of age, and four per cent. from those between four and fourteen. Each steam-boat was to pay twenty-five cents for each passenger over fourteen, and twelve-and-a-half cents for every one between four and fourteen.⁵ This act was repealed the next year.⁶ In 1824 it was ordered that the money raised by the above methods should be invested in some productive stock, and that this stock, the dividends on it, and further donations should form the "College Fund."⁷ In 1833 Newark College was incorporated. The money for its erection and maintenance was to be supplied by the "College Fund."⁸ In 1835 another lottery was authorized to raise fifty thousand dollars for the college.⁹

By the act of Congress granting land for agricultural colleges, Delaware received ninety thousand acres. The grant was accepted in 1867, and it was directed that the proceeds of the sales of land scrip should

¹ Acrelius: History of New Sweden, translated by Wm. M. Reynolds, D. D., as Vol. XI of the Memoirs of the Historical Society of Pennsylvania, pp. 351, 352.

² Laws of Delaware, I, 1296. Report of the Commissioner of Education for 1876, 55.

³ Laws of New Castle, Kent, and Sussex, II, 268.

⁴ Laws, V, 278. A lottery had been authorized in 1811 to raise ten thousand dollars for the use of the college of Wilmington (Laws, IV, 465), and similar instances occur in the case of academies.

⁵ Laws, VI, 61.

⁶ *Ibid.*, 265.

⁷ *Ibid.*, 380.

⁸ *Ibid.*, VIII, 249.

⁹ *Ibid.*, 355.

be invested in bonds for the benefit of Delaware College at Newark, which was adopted as the State college in the same year.¹ In 1873 the State granted the college three thousand dollars a year for the next two years.² Four years later the agricultural college bonds were cancelled, and certificates of permanent indebtedness issued, bearing interest at six per cent.³

We thus find Delaware giving financial aid to Newark College through a long period, adopting it as Delaware College in 1867, and maintaining it to-day as a State institution. From the nature of the assistance given, no money estimate of it can be made.

¹ Laws, XIII, 127. Report of the Commissioner of Education for 1867, 143; same for 1880, 50.

² *Ibid.*, XIV, 374.

³ *Ibid.*, XV, 437.

CHAPTER V.

STATE EDUCATION IN THE SOUTHERN STATES OF THE ATLANTIC COAST.

The similarity of views entertained and expressed by the people of the different colonies on the subject of education is, in itself, sufficient evidence that they were capable of being united into a great nation.

The people of the colonial period did not all approach the subject in the same way nor attempt to solve the problem of schools alike, but in the variety that characterized their actions there existed a common sentiment favoring universal education for a free and sovereign people. Freedom meant then, as now, something more than release from despotism and the shackles of human bondage. It meant an emancipated mind, a cultivated nature, an enlightened understanding. Let that educational pessimist who now sits down discouraged at the outlook, in this age of colleges, libraries, and apparatus, surrounded by the wealth of old and flourishing communities, and in the presence of thousands of young men and women who are capable, willing, and able to receive the highest culture, consider the high resolves of the early communities, the self-denials, the grinding poverty, the thirst for knowledge in behalf of the rising generation, and the use of every opportunity for the upbuilding of the State and people, and he will be strengthened in educational faith and in hope for the future.

Lethim consider the attempts of rude settlements to plant institutions of learning in the wilderness, or in sparsely settled communities, and he will never look with contempt upon small beginnings nor sneer at half-equipped colleges.

In the group of States to be considered in this chapter, the idea of independent State action in education reached its maximum among the original Commonwealths of the nation. Virginia, though not the foremost to declare for this principle, sounded the clearest note and attained the highest results. The royal charter, the early schools, the founding of William and Mary College were indeed for humanity and the Gospel. The Assembly very early gave its support to these ends, but the University of Virginia was for the people and the State. It was a State university, created by the State, controlled by the State, and supported by the State. It represented a people's higher education. Not only did the University of Virginia tend to strengthen administration and

the sovereignty of the people within the borders of the State, but scores of young men went out from the halls of that venerable institution into fields of culture in other States. The University of Virginia was a beacon light of letters to the whole South, and in some respects an example and model for institutions at the North. Its purpose was to strengthen "government for the people, of the people, and by the people," through the training of its own sons to self-government.

The people of Maryland very early taxed themselves in various ways on exports and imports, directly and indirectly, for the support of schools. Though independent State action was not so clearly developed as in the case of Virginia, there nevertheless existed a grand conception of a State system of education in colonial Maryland, however imperfectly realized.

The Carolinas afford striking examples of early struggles for educational enlightenment. No sooner did the sovereign consciousness of these free, independent, and responsible Commonwealths awaken than the people began to vote for the higher education. North Carolina was the second State in the Union to declare boldly in her Constitution for a State university. South Carolina fostered and aided colonial schools, and finally declared for a State college which afterward developed into a university. In the support of State institutions the Carolinas have been zealous and constant.

In Georgia, separate and isolated communities established schools of higher learning. Academies are coeval with the organization of counties. In the first Constitution (1777) it was declared that county schools should be supported by the State, and six years thereafter the Legislature gave to each county one thousand acres of land for the support of these schools. But what is more remarkable, three years before the enactment of the famous Ordinance of 1787, the Legislature of Georgia granted forty thousand acres for founding a university.

Florida, too, after emerging from the influences of Spanish domination, readily accepted the principles of State education.

Far short of the ideals of Southern statesmen have fallen the results of wise and generous provisions for education. But if failures have at times occurred, they may be attributed to the economic and social conditions of the country and of the communities, rather than to any lack of enthusiasm or desire to work for the highest good of the people. The leaders of every State in the Union have been mindful of the advantages of education in the acquisition and maintenance of civil liberty.

But let the records of the South tell their own story of this desire for knowledge, and for the support of church and State, in concise but convincing terms. There is no more convincing testimony than the financial history of southern education. Indeed, this kind of evidence is the special object of this entire monograph. The facts gathered from many and varied sources may seem hard and cold; but to a student

of educational history there is no chapter so eloquent and so stimulating as the story of money appropriations for sound learning, whether by private philanthropy or by a poor but patriotic people.

VIRGINIA.

ATTEMPTS TO FOUND A UNIVERSITY.

To the Virginia colony belongs the honor of making the first organized attempt to found a college in America. Very early in the history of the colony plans were discussed for the establishment of a school of learning of high order, but the first decided movements were made in 1619. The King favored the project, and "had formerly issued his letters to the several bishops of the kingdom for collecting money to erect and build a college in Virginia for the training up and educating infidel children in the true knowledge of God, and accordingly there had been already paid near fifteen hundred pounds towards it and more was expected to come."¹

Sir Edwin Sandys, president and treasurer of the Virginia Company, had received from an unknown hand the sum of five hundred pounds sterling, to be applied by the company to educate a certain number of Indian youths in the English language and the Christian religion, and to bring them up to some trade, until twenty-one years of age, when they were to enjoy the same privileges and liberties as the native English in Virginia.

Sir Edwin Sandys was an enthusiast on all subjects that pertained to the well-being of the colonists, and he was especially devoted to the cause of education. At the General Quarter Court of the company he expressed the sentiment which has since been the foundation principle of all our public education. "He reminded them that the maintenance of the public in all states was of no less importance even for the benefits of private men than the root and body of a tree are to its particular branches."²

By Sir Edwin's motion a grant of ten thousand acres was made for the benefit of the university, and this land was laid off and surveyed at Henrico, on the James River, below the site of Richmond. One thousand acres of this grant were to be devoted to the education of Indians, and the remainder was to lay the foundation of a seminary of learning for the English. The land was to be leased to "tenants at halves," and the rents arising therefrom were to be applied to the support of the university. Fifty men were to be sent out as tenants in 1619, and fifty more the following year. As the average wages of one man were estimated at ten pounds per annum, it was thought that an annual revenue

¹ Stith : History of Virginia, 162.

² Stith, 163.

of five hundred pounds thus derived would furnish ample support for the school.

In the spring of 1620 Mr. George Thorpe was sent over as the Company's deputy and as superintendent of the college, and three hundred acres of land were granted for his support. The sum realized from the collection by the bishops amounted to fifteen hundred pounds, and other donations increased this considerably; among the latter was a bequest of three hundred pounds from an unknown person for the conversion of Indian children.

To show the faith of individuals in the immediate realization of a working university, it may be related that an anonymous friend donated "a communion cup with a cover and a case, a trencher plate for the bread, a carpet of crimson velvet, and a damask table-cloth for the use of the college." "Thus," says Adams, "by the combined authority of church and State, was anticipated by more than two centuries the endowment of such institutions as are now represented by the Hampton School and by the University of Virginia."¹

But the terrible Indian massacre of 1622 thwarted these early plans for education, and no immediate fruits were realized, "beyond the subscription of one hundred and fifty pounds, in 1621, for a preparatory or collegiate school at Charles City, and the appropriation of one thousand acres of land, with five servants and an overseer to improve the same."²

In 1624, through the advocacy of Mr. Edward Palmer, the idea of a university was revived, and an island in the Susquehanna River was granted for the "Foundinge and maintenance of a university, and such schools in Virginia as shall there be erected, and shall be called *Academia Virginiensis et Oxoniensis*."³ Owing to the death of Mr. Palmer the movement failed, and for many years plans concerning a university were held in abeyance. Indeed, when we consider the condition of the country, in its undeveloped state, with a sparsely settled farming community, an unsubdued soil, and a feeble government, we must wonder that such institutions were so early proposed. And upon further consideration of the conditions necessary to the growth of a university, such as time for development of a people, government, wealth, and the cultivation of public sentiment in favor of higher education; when we consider these things, it does not seem strange that the university ideal was nearly two centuries in process of realization. Something more than money and books and teachers is required to make a successful university. Its very existence requires an advanced state of society. It is nourished by ideas which are themselves developed only in growing communities, and under social conditions which render university

¹ Dr. H. B. Adams: *The College of William and Mary; contributions to American Educational History*, No. 1.

² *The College of William and Mary*, 11.

³ Neill: *Virgina Vestuta*, 183 (quoted by Professor Adams, 12).

maintenance desirable. Besides all this, there was for many years an uncertainty in the life of the Virginia colony which was not so apparent in the compact, clearly-defined New England colonies, that always knew what they wanted and labored for a definite object.

PROVISIONS OF THE ASSEMBLY.

The second movement toward a system of education in Virginia was inaugurated by the Colonial Assembly in 1660, and although, in a measure, a revival of the first, it was characterized by different motives. In the former the kind patrons of the colony, with a financial interest in its welfare and with the disinterested benevolence of their church, attempted to superimpose a system of education made to order and wholly unsuited to the needs of the new colony. But in the latter case it was the movement of conscious self-development; it was advocated by practical men who had children to educate. It represented a young State looking toward the necessary shaping of its own growth.

In 1660 the Colonial Assembly of Virginia passed an act providing "that for the advance of learning, education of youth, supply of the ministry, and promotion of piety, there be land taken upon purchases for a college and free school, and that there be, with as much speed as may be convenient, housing erected thereon for entertainment of students and scholars."¹

Here, as elsewhere in the colonies, private donations and public grants went hand in hand. It was likewise ordered in the same year that the commissioners of the various county courts be authorized to take subscriptions on court days, and that they send orders to the vestrymen of all the parishes to raise money from the inhabitants for the support of the college. The Governor, members of the Council of State, and of the House of Burgesses subscribed liberally in the currency of the day to aid the new enterprise. The people also petitioned the Governor, Sir William Berkeley, that the King issue letters patent authorizing collections in England for the support of colleges and schools in Virginia.²

But still the "free" or Latin schools were delayed, partly because there was lack of determination on the part of the majority of the people to have them, but more especially on account of the absence of towns and thickly settled communities. The decidedly rural life and the necessary independence of each plantation which must furnish its own tutors, naturally led to habits not easily changed.

There was little common sentiment, and institutions of learning are the result of well-directed public opinion. Here we must again admit the superior local advantage of the New Englanders in their compact communes, who could quickly determine and execute their plans.

¹ Statutes of Virginia, II, Hening, 25.

² H. B. Adams, 13.

FOUNDING OF WILLIAM AND MARY COLLEGE.

The natural outgrowth of the attempt to found free schools in Virginia was the later establishment of William and Mary College. The first substantial action toward the founding of this college was taken in 1688-89, when a few persons in England subscribed the liberal sum of twenty-five hundred pounds as an endowment for higher education in Virginia. It was not, however, until 1691 that the Colonial Assembly sent the Rev. James Blair back to England to secure a charter for the proposed college. The Government granted the request for a charter, and agreed to give two thousand pounds from the aggregate of the quitrents of Virginia for building purposes.

In the charter of 1693 the English Government contributed not only the two thousand pounds from the quitrents, but also the same amount in money, and twenty thousand acres of land, as well as a tax of one penny on every pound of tobacco exported from Virginia and Maryland, and all profits arising from the office of surveyor-general, which profits were to be under the control of the president and faculty of the college.¹

GRANTS BY THE GENERAL ASSEMBLY.

The Virginia House of Burgesses, by wise laws and by acts of endowment, preserved, protected, and enlarged the royal endowment of William and Mary. Its first act for the support of the college was passed in 1693, and provided that certain "duties, customs and imposts for the following goods, wares and merchandise which shall be caryed out of this their Majestie's domain,"² shall be levied for a permanent support of the college. The articles enumerated in this act were chiefly skins and furs. This was followed by an act in 1718 which authorized the payment of one thousand pounds out of the fund then in the hands of the treasurer, Colonel Beverly, to William and Mary College for the benefit of the scholars of the colony.³

It was ordered by the General Assembly in May, 1726, "that the sum of two hundred pounds per annum out of the said duty of one penny upon every gallon of wine, rum, brandy, and other distilled spirits * * * is appropriated for the relief of the college."⁴

In August, 1734, it was enacted that "the duty of one penny for every pound of tobacco exported into North Carolina from Virginia" should be given to the college."⁵ At the same time the duty of one penny per gallon on all liquors imported was granted permanently to this college.⁶

Having done all that seemingly lay within their power by way of taxation for the benefit of the college, the General Assembly voted that the president, masters, scholars, and students of the institution should be

¹ H. B. Adams, 15.

² Hening's Statutes, Chap. 123, 4-5.

³ *Ibid.*, IV, 74.

⁴ *Ibid.*, IV, Chap. 20, 148.

⁵ *Ibid.*, IV, 429.

⁶ Hening, IV, 432.

free from "paying any public, county, or parish levies forever."¹ It was provided in 1759 by the General Assembly of Virginia that every license granted to peddlers should pay twenty shillings to the Governor, twenty shillings to the granter of the license, and three pounds to the college of William and Mary.² Soon after this the college was granted the right to choose one representative to the General Assembly. Three scholarships were also granted by the House of Burgesses for the pecuniary aid of students.

By the charter of 1693 all fees arising from the surveyor's office passed under the control of the college, as well as the entire management of the public lands and surveys, but after the close of the Revolution only one-sixth of said fees were granted to the college,³ which was also limited in its control of surveys. In 1819 the law was repealed which allowed the college one-sixth of the public surveyor's fees.⁴

The land grants to William and Mary were not very extensive. The avails of eight thousand acres of land granted in Kentucky County, being escheated lands, were set apart for a public school or seminary of learning, but this afterward came under the control of William and Mary College.⁵

In 1784 it was enacted that "lands commonly called 'palace lands,' and all the property in Williamsburg and the county of James City, shall be given to the president and visitors of William and Mary for the benefit of the university forever."⁶

William and Mary College was established by royal endowment granted through a petition of the General Assembly, desiring "that the church of Virginia may be furnished with a seminary of ministers of the Gospel, and that the youth may be piously educated in good letters and manners, and that the Christian faith may be propagated among the western Indians to the glory of Almighty God." The charter provided for a board of trustees with the power of election of their own members, and with power to appoint a rector and a chancellor for the college.

The General Assembly felt it to be the duty of the public to aid the college in every possible way. Although not a State institution, William and Mary College for more than a century was Virginia's chief educational and literary centre, and has always been treated as a public trust. By means of the State's timely aid, and by generous donations, the annual revenues of the college were increased to the amount of two thousand three hundred pounds at the outbreak of the Revolution; but at the close of that war this income had been greatly reduced.

Professor H. B. Adams, in his History of William and Mary, gives the following as the chief causes of its decline: "(1) The depreciation of paper money, which wasted its income from endowments and scholar-

¹ Henning, IV, Chap. 75, 433.

² *Ibid.*, VII, 285.

³ *Ibid.*, XI, 310.

⁴ Code of Virginia, 1873, 710.

⁵ Henning, X, 238.

⁶ *Ibid.*, XI, 406.

ships; (2) the diversion of English endowment funds, notably the Boyle trust, into English channels; the abolition of the tobacco tax once levied upon Maryland and Virginia in the interest of the college; (4) the cession to the United States of Virginia's claims to Western lands."¹ But perhaps the greatest loss was, as Professor Adams says, the transference of the capital of Virginia from Williamsburg to Richmond.

From a report of the Committee on Schools and Colleges given to the General Assembly in 1825, it appears that the moneyed capital of William and Mary amounted at that time to \$132,161.69. This was exclusive of 5,025 acres of land in King William County valued at \$17,587, and 1,582 acres in Sussex valued at \$5,537, which made the total value of available funds, exclusive of library buildings and apparatus, \$155,285.69.

In 1779 a bill was reported by the Committee on Education amending the constitution of William and Mary, but it was never passed, owing to the prevailing sentiment that the College of William and Mary was a private corporation and under the control of the Episcopal Church.

Details regarding the subsequent history of old William and Mary College may be found in Dr. Adams's monograph. We are here concerned merely with its financial history.

During the year 1888 the venerable college, which had suspended after our Civil War for lack of funds, was re-instated by the State of Virginia. The Legislature appropriated ten thousand dollars for the immediate relief of the institution. The academic year 1889-90 opened with 173 students.

NEW EDUCATIONAL MOVEMENT.

A new educational movement, which began in Virginia in 1776, received fresh impetus after the close of the Revolution, and reached practical results in the early part of the present century. As is well known, Thomas Jefferson was the leading spirit in this great movement. To him Virginia owes much that is superior in her educational system. To his careful, studious, far-seeing policy must be accredited the permanent foundation by the State of university education in the Old Dominion.

A committee was appointed by the General Assembly in 1776 to make a general revision of the State laws, and Mr. Jefferson, who was a member of said committee, proposed a general system of education for the whole State. He included primary schools, grammar schools, and a university. The measure was not passed, but in 1796 the part relating to primary schools became a law. In acting upon the bill, the Assembly left it to each county court to decide when the act should take effect within the limits of its jurisdiction,² and this provision defeated the

¹ The College of William and Mary, 57.

² Laws of Virginia, 1796.

operation of the bill. "The justices," says Jefferson, "being generally of the more wealthy class, were not willing to incur the burden, and I believe it was not suffered to commence in a single county."

Mr. Jefferson continued untiring in his efforts to advance public education; in a letter of November 28, 1820, to Hon. Joseph Cabell, he says:¹ "Surely Governor Clinton's display of the gigantic efforts of New York toward the education of her citizens will stimulate the pride as well as the patriotism of our Legislature to look to the reputation and safety of our own country, to rescue it from the degradation of becoming the Barbary of the Union and of falling into the ranks of our negroes. To that condition it is fast sinking. We shall be in the hands of other States what our indigenous predecessors were when invaded by the science and art of Europe. The mass of education in Virginia before the Revolution placed her with the foremost of her sister colonies. What is her education now? Where is it? The little we have we import, like beggars, from other States; or import their beggars to bestow upon us their miserable crumbs."

Such was the opinion of the great Virginian, who felt deeply the needs of his people, and advocated the education by the State of all classes of society according to their needs. While the people of Virginia believed that intelligence was the only sure foundation of republican institutions, they did not fully realize the duties and responsibilities of the State concerning education.

During the session of the Assembly of 1816-17, a bill was presented for a complete system of education, and passed the House of Delegates, but failed in the Senate. The proposed system provided for primary schools, with three visitors, in each county; nine collegiate districts, with a college in each district, partly supported by the Literary Fund and a complete university at the head of the system.²

THE LITERARY FUND.

In the year 1809, it was ordered during the session of the House of Delegates that a bill be reported authorizing the "appropriation of certain escheats, penalties, and forfeitures to the encouragement of learning." The bill was accordingly reported and passed on January 19, 1810, and became the foundation of the Literary Fund of Virginia. In 1816 this fund was materially increased by the appropriation to it of all the public debt due from the United States Government, with the exception of a reserve of six hundred thousand dollars.

ALBEMARLE ACADEMY AND CENTRAL COLLEGE.

Albemarle Academy was the germ of the University of Virginia. Efforts were put forth, chiefly through the influence of Mr. Jefferson,

¹ Jefferson and Cabell, University of Virginia, 184.

² *Ibid.*, 413.

as early as 1783, to establish a grammar school in Albemarle County, but it was not until the year 1803 that a charter was granted the school under the title of Albemarle Academy, which was to receive support by means of subscriptions and lotteries authorized by the State.

It seems, however, that no efficient action was taken in the matter until 1814, when Mr. Jefferson was elected one of the trustees. Plans were then made for raising funds and for locating the institution. It was decided to raise money by subscriptions and by a lottery. The report of a committee favoring the town of Charlottesville as the most advisable place for the academy was adopted.

Subscriptions for the new enterprise flowed in so rapidly that it was determined to enlarge the academy and form a college. Accordingly, in 1815, the trustees petitioned the Assembly (1) for a dividend from the Literary Fund; (2) for a grant of the proceeds of the sale of two glebes in the parishes of St. Ann and Fredericksville; and (3) for a change of name to Central College, with enlarged powers and provisions.¹

The General Assembly granted the petition in part,² and by proper enactment established Central College, with the Governor of the Commonwealth as patron with power to appoint the visitors of the college. The proper officers were authorized to demand and receive the glebe lands referred to in the petition, and all the property and powers granted to the academy were merged into the Central College. But the institution which had grown from Albemarle Academy into Central College was destined to take still another forward step before its doors were opened to students; it must develop into the University of Virginia.

THE UNIVERSITY OF VIRGINIA.

In 1816 the Legislature of Virginia authorized the president and directors of the Literary Fund to report a plan for a university at the next session of the Assembly. The committee made a full report as requested, but nothing was accomplished beyond bringing the subject of education prominently before the people.

At the legislative session of 1817-18 that part of the bill relating to a university and the education of the poor was passed. "After a long and patient discussion and investigation, it was decided not to interfere with education, except in the points where it could not be safely left to individual enterprise, viz, in the case of persons too poor to pay for it themselves, and in that where the expense and magnitude of the subject defied individual enterprise, as in case of a university."³ By the act creating the university a body of commissioners was called from all the senatorial districts of the State to recommend a plan and a site for the university.

In the bill authorizing the establishment of the university, it was pro-

¹ University of Virginia, Jefferson and Cabell, 390.

² The glebe lands were granted and the name changed.

³ Jefferson and Cabell Correspondence, 33.

vided that the sum of forty-five thousand dollars per annum should be given for the education of the poor, and fifteen thousand dollars to the university. The commissioners having reported in favor of Central College as the most convenient place in Albemarle County, the Legislature decided, after much discussion, to locate the university at Charlottesville, and to assume the property and site of Central College. The commissioners embodied in their report an exhaustive plan for a university, chiefly from the pen of Thomas Jefferson.

The University of Virginia was a State institution whose visitors were required to report to the president and directors of the Literary Fund, and they directly to the Legislature. As the president and directors were directly amenable to the Legislature, this was simply an indirect way of reporting to that body. A law was subsequently passed compelling the rectors and visitors to be at all times subject to the General Assembly and to report to the same.¹

In 1823 the Legislature passed an act appropriating the sum of fifty thousand dollars to procure a library and apparatus for this institution, to be paid out of the first funds that might be realized from the General Government in further discharge of the debt still due the Commonwealth. In order to furnish the university buildings, the Legislature voted the sum of thirty-two thousand dollars, to be paid out of moneys recently received from the United States Government on account of interest on advances made to the Government, during the war, by the State of Virginia.

To advance still further the higher educational interests in the State, provision was subsequently made that when the annual income of the literary fund should exceed sixty thousand dollars, all over and above that sum should be given for the endowment of such colleges, academies, and intermediate schools as should be determined by the Assembly, provided the amount appropriated did not exceed twenty thousand dollars. For many years—indeed, down to the Civil War—the Legislature of Virginia continued its annual appropriation of fifteen thousand dollars to the university.

RECENT APPROPRIATIONS.

The Legislature of Virginia passed an act February 23, 1866, granting the sum of fifteen thousand dollars annually to the University of Virginia, and directed that the same should be credited on account of interest due by the Commonwealth on its bonds held by the Literary Fund.²

An act approved February 26, 1876, increased the annuity paid out of the public treasury to the university to the amount of thirty thousand dollars, and prescribed as a condition of the grant that free tuition in the academic branches should be given to all white stu-

¹Code of Virginia, 1887, sec. 1541.

²Acts of the Assembly, 1865-66, chap. 108.

dents, over eighteen years of age, who had fulfilled the requirements for admission. Out of this fund there was first to be paid the interest on the university debt and the amount necessary for repairs. There was also to be established a sinking fund of one thousand dollars per annum, to be taken from the said annuity.¹

In the reorganization after the War, the Legislature, in order to assist struggling institutions, passed an act exempting from taxation all property belonging to incorporated colleges, free schools, and academies used for college or school purposes, and all property belonging to the University of Virginia and the Virginia Military Institute.²

On the 25th of March, 1875, the board of visitors was given authority to consolidate all the debts of the university and issue bonds covering the whole amount, and thus cancel the outstanding obligations with the new bonds.³

Very little was done for the university besides paying the regular annuity until the session of the Assembly in 1883-84.

An act was approved March 15, 1884, appropriating forty thousand dollars for the improvement of the grounds, the drainage, and the water supply.⁴ Prior to this act, however, the number of visitors had been fixed at nine, and they were to be appointed by the Governor, with the approval of the Senate.⁵

The last important act in favor of the university was approved March 15, 1884, amending the act of 1876 relating to the annuity, as follows: "There shall be paid annually out of the public treasury forty thousand dollars⁶ for the support of the University of Virginia, which shall be paid out of any money in the treasury not otherwise appropriated." In consideration of this grant, all white youths over sixteen years of age were, if they desired it, to receive instruction in the academic branches; that is, in all branches exclusive of those of law and medicine. The students were to be admitted according to the prescribed rules of matriculation. Of the forty thousand dollars granted annually, seven thousand two hundred dollars were to be set apart for two objects: first, the payment of the interest of the university debt; and second, the formation of a sinking fund with the remainder. The debt at this time (1883-84) amounted to seventy-nine thousand dollars.

VIRGINIA MILITARY INSTITUTE.

This institution, although organized chiefly for military training, has given higher education to very many of the youth of Virginia. Owing to its connection with Washington and Lee University at Lexington,

¹Acts of the Assembly, 1875-76, chap. 102, p. 110.

²*Ibid.*, 1865-66, chap. 1, p. 6.

³*Ibid.*, 1875-76, chap. 234, p. 275.

⁴*Ibid.*, 1883-84, chap. 424, p. 544.

⁵Laws of Virginia, 1881-82, chap. 46, p. 370.

⁶Code of Virginia, 1887, chap. 68, sec. 1554.

the institute deserves to be ranked among the schools of advanced learning.

An act was passed by the Virginia Assembly, March 22, 1836,¹ authorizing the establishment of the institute, which was finally organized in 1839 as a State military and scientific school, similar in plan to the military school at West Point.

As the institute was located at Lexington, the Assembly enacted that "The board may enter into arrangements with the trustees of Washington College, by which the cadets at the military school and the students of the college may be respectively admitted to the advantages of instruction at either place."² The General Assembly voted that for the support of the institute, \$7,710 should be paid annually out of the public treasury, and \$1,500³ out of the surplus of the Literary Fund. Subsequently, in 1859, the sum of \$5,790 was appropriated for the support of the State cadets,⁴ and in consideration of this last mentioned grant the cadets were to teach two years in the schools of Virginia.⁵

The sum total of these annual appropriations was fifteen thousand dollars, and in 1869-70 the whole appropriation was consolidated, the code of 1873 providing that "there shall be given the sum of fifteen thousand dollars annually for the support of the school out of the public treasury."⁶

In addition to this general appropriation, special grants were made by the Assembly from time to time; thus, in 1848, the sum of twenty-five thousand dollars was to be applied from the Literary Fund to purchase chemical and philosophical apparatus for the teacher of natural science, and in the same act four thousand five hundred dollars were granted to build a house for an additional professor.⁷

An act of the Assembly, passed March 8, 1850, directed the payment of eleven thousand dollars annually for four years, for the purpose of building new barracks,⁸ but, after two years' appropriations had been paid, an act of May 29, 1852, repealed the law and provided for the payment of thirty thousand dollars in lieu thereof.⁹

Again, on March 31, 1858, the sum of twenty-five thousand dollars¹⁰ was voted for repairing the buildings and grounds of the institute, and in 1859-60 an additional grant of twenty thousand dollars¹¹ was

¹ Laws of Virginia, 1835-36, chap. 12, p. 12.

² *Ibid.*, chap. 20, p. 18.

³ Code of Virginia, 1873.

⁴ Laws of Virginia, 1859-60, Chap. 60, p. 103.

⁵ *Ibid.*, 1841-42, chap. 24, p. 21.

⁶ Code of 1873, chap. 31, p. 270.

⁷ Acts of the Assembly, 1847-48, p. 18.

⁸ *Ibid.*, 1849-50, p. 17.

⁹ *Ibid.*, 1852, chap. 34, p. 29.

¹⁰ *Ibid.*, 1857-58, chap. 162, p. 115.

¹¹ *Ibid.*, 1859-60, chap. 7, p. 103.

made, which was to be devoted to the support of the institute, ten thousand dollars to be paid in 1860 and ten thousand dollars in the year following. A bronze statue of Washington was placed in the campus of the Military Institute by the Assembly at a cost of ten thousand dollars.

HAMPDEN-SIDNEY COLLEGE.

Hampden-Sidney College was incorporated in May, 1783, although the institution had existed prior to this in the form of an academy, which was founded in 1775 and opened in 1776.¹ An act was passed by the Assembly in May, 1777, permitting Hampden-Sidney to raise funds by means of a lottery, to erect additional buildings. The academy had been founded by subscription in Prince Edward's County.²

The trustees were appointed *to hold successive power*; they were granted authority to make rules for governing themselves and the school, and to elect professors. "And that in order to preserve in the minds of the students that sacred love and attachment which they should ever bear to the principles of the present glorious revolution, the greatest care and caution shall be used in electing such professors and masters, to the end that no person shall be so elected unless the uniform tenor of his conduct manifest to the world his sincere affection for the liberty and independence of the United States of America."³

Hampden-Sidney received but little aid from the State. There is recorded but one land grant, that of 412 acres of escheated lands, formerly belonging to British subjects in America, or Tories, and located in Prince Edward's County. This grant was made to the college in May, 1784.⁴

HAMPTON NORMAL AND AGRICULTURAL INSTITUTE.

This institution was first incorporated by the circuit court of the county of Elizabeth, on September 21, 1868, and afterward formally incorporated by the Legislature, June 4, 1870.

The purpose of the institution was to instruct youth "in the various common school, academic, and collegiate branches, the best method of teaching the same, and the best method of practical industry in its application to agriculture and the mechanic arts."⁵

The institute was established especially for the benefit of the colored citizens of the State of Virginia. It is under the control of five curators, of whom at least three are to be colored, and all are to be appointed by the Governor of the State. On condition that the institute receives the benefit of one-third of the Congressional grant, one hundred colored

¹ Campbell's History of Virginia, 677.

² Henning's Statutes, Vol. IX, chap. 22, p. 321.

³ *Ibid.*, Vol. XI, chap. 28, p. 274.

⁴ *Ibid.*, chap. 25, p. 392.

⁵ Acts of the Assembly, 1869-70, chap. 123, p. 166.

students are to have the advantage of free tuition, said students to be selected from the best schools in the State. - For the fiscal year ending September 30, 1888, the State appropriated ten thousand dollars for buildings and ten thousand dollars for the support of the school.¹

VIRGINIA AGRICULTURAL AND MECHANICAL COLLEGE.

In 1870 the Board of Education of Virginia was empowered by the Legislature to sell the land scrip of the Congressional grant and invest the proceeds in State bonds for the support of one or more schools, in accordance with the provisions of the United States act of 1862.²

By an act of the Assembly approved March 19, 1872, the interest on the land-scrip fund was devoted, one-third to the Hampton Normal and Agricultural Institute, and two-thirds to the Preston and Olin Institute. The grant to the latter was made on the following conditions: (1) That the name of the institute be changed to the Virginia Agricultural and Mechanical College; (2) that all property belonging to the institute be transferred to the new corporation; (3) that the new college give free tuition to as many students as there are members of the House of Delegates, and (4) that Montgomery County contribute the sum of twenty thousand dollars for farm and buildings.³

These conditions were complied with, and the college was organized at Blacksburg, Montgomery County, in 1872. The number of visitors who were to have control of the college was fixed at eight, to be appointed by the Governor. This number was, however, changed to nine in 1873, and then reduced again to eight in 1880.

It seems that the State was tardy in making appropriations for the new college, as there were other State institutions having prior claims. The first State appropriation was made in 1877, when the Legislature voted for repairs and improvements the sum of \$16,250, of which one-third was to be paid in July, 1877, one-third in January, 1878, and the remainder in July of the same year (1878).⁴

In March, 1878, an act was passed admitting to the college twice as many free students as there were members of the House of Delegates.⁵ For the fiscal year ending September 30, 1888, the Legislature appropriated twelve thousand dollars to the Agricultural College, ten thousand dollars for barracks, and two thousand dollars for repairs.⁶

¹ Letter from the Secretary of the State Board of Education.

² Acts of the Assembly, 1870-71, chap. 69, p. 48.

³ *Ibid.*, 1871-72, chap. 234, p. 312.

⁴ *Ibid.*, 1876-77, chap. 303, p. 304.

⁵ *Ibid.*, 1877-78, p. 238.

⁶ Letter from the Secretary of the State Board of Education.

SUMMARY OF GRANTS AND APPROPRIATIONS.

William and Mary College.

Royal grants:

1693—Quitrents and money	£4,000
1693—Tax on tobacco exported, one penny per pound.	
1693—All profits arising from fees in surveyor-general's office.	
1693—Twenty thousand acres of land.	

General Assembly grants:

1693—Tax on goods, wares, and merchandise imported.	
1718—Money appropriations (about \$3,333)	£1,000
1726—Tax of one penny per gallon on imported wines, rum, etc., per annum	£200
1734—Tax of one penny per pound on tobacco exported into North Carolina from Virginia.	
1759—Tax on license to peddlers, on each £3.	
1784—Grant of "palace lands" in Williamsburg and James City.	
1888—Special money appropriation	\$10,000
Total, about	50,000

University of Virginia.

1816—Glebe lands donated to Albemarle College.	
1818-1876—\$15,000 per annum (except 1863-65)	\$825,000
1876-1884—\$30,000 per annum	240,000
1884-1889—\$40,000 per annum	200,000
1884—For improvements on buildings, etc.	40,000
1823—Special appropriation for library and apparatus	50,000
1823—Special appropriation for buildings	32,000
Total to University of Virginia	1,387,000

Virginia Military Institute.

1841-1859—Annual appropriations, \$9,100	\$177,990
1859-1889—Annual appropriations, \$15,000	450,000
1848-1860—Special appropriations	136,500
Total to Virginia Military Institute	764,490
Total State appropriations	2,101,490

Hampden-Sidney College.

1784—Land grant of 412 acres.

Hampton Normal and Agricultural Institute.

Total special appropriations	\$30,229
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Virginia Agricultural and Mechanical College.

Total special appropriations	96,183
Grand total	3,558,512

It is necessary to state that the money value of all of the early grants to the several schools cannot be determined with exactness, and if it were possible to make an exact estimate the result would be only comparative, as the value of money in early times was really many times greater than at present.

It is believed that the above statement carries with it the force of an historic estimate, as it shows fully the attitude of Virginia towards higher education, and to what extent the State lent her support to advanced learning.

The following extract from Mr. J. A. Megilary, Secretary of the Board of Education of the State of Virginia, shows what the State is doing at the present time for education :

I have to say that the following statement shows the appropriations made at the last session of the General Assembly for the support of the several State educational institutions named, for the fiscal year ending September 3, 1888:

Deaf, dumb, and blind institution ¹	\$35,000
Medical College of Virginia (\$3,500 for repairs, etc., \$1,500 for support)	5,000
University of Virginia (\$5,000 for repairs, \$30,000 for support)	35,000
Virginia Normal and Collegiate Institute (\$10,000 for buildings, \$10,000 for support) ¹	20,000
State Female Normal School ¹	10,000
Virginia Agricultural and Mechanical College (repairs, \$2,000; barracks, \$10,000)	12,000
Virginia Military Institute	30,000

In addition to these appropriations the State pays interest on bonds of the State held by the several State educational institutions amounting to about fifty thousand dollars per annum; and to other than State educational institutions, interest on State bonds amounting to about forty thousand dollars per annum.

WEST VIRGINIA.

WEST VIRGINIA UNIVERSITY.

Public aid to higher education in West Virginia began with the Congressional land grant for agricultural colleges. In the act accepting this the Legislature provided that the proceeds of the land sales should be invested in bonds of the United States, bearing at least five per cent. interest, and directed that the college should be established within five years.²

In 1866 the trustees of Monongalia Academy tendered to the State all the property of the academy, estimated at fifty-one thousand dollars, on condition that the agricultural college should be located at or near Morgantown. To these terms the Legislature agreed, and a law was passed for the establishment of the college.³ In 1868 the name of the institution was changed from West Virginia Agricultural College to

¹Not within the scope of this paper.

²Laws of 1863, 55.

³Laws of 1867, 12. Report of the Commissioner of Education for 1867-68, 207.

West Virginia University.¹ In addition to the fund arising from the land sales, now about ninety thousand dollars,² ten thousand dollars were granted for an endowment in 1868, and an equal amount in 1871. Including the appropriation for 1887, twenty-one thousand dollars,³ the State has granted the university \$278,926.90.

As these figures indicate, the attitude of West Virginia toward the higher education has been favorable and her support liberal.

MARYLAND.

EARLY HISTORY.

There was a proposal in the Legislature of Maryland in the year 1671 to establish a school or college. A bill was framed and passed in the Upper House of the Assembly, entitled "An act for the founding and erecting of a school or college within this province for the education of youth in learning and virtue."⁴ The Lower House returned the bill to the Upper with certain amendments attached, which were not accepted by that body, and hence the bill never became a law.

Nothing more was done by Maryland for the next twenty years toward the establishment of schools within her borders. At the expiration of this time Governor Nichols prepared a plan for a free school (*i. e.*, a liberal or Latin school). He communicated his plan to the Assembly in his message of 1694. The proposed school was to be organized and controlled by the Legislature, but its financial support was to be derived from subscriptions. The Governor himself offered a liberal donation, and requested the members of the Assembly to give as they felt able. Thereupon, the members of the House of Burgesses subscribed forty-five thousand pounds of tobacco in behalf of the new enterprise.

In the same year (1694) the Assembly passed an act for the maintenance of free schools in the province by laying a tax on furs, beef, bacon, and other exports of the colony. From this time, for thirty years, nearly the entire support of the free schools was derived from the taxation of exports and imports.

A law was at this time also passed for the encouragement of learning, embodying in its sections provision for the support of schools, but it was repealed two years later, in 1696. At this date a petitionary act was passed by the General Assembly of Maryland, praying for the establishment of a free school or schools.⁵

¹ Laws, extra session of 1868, 71.

² Report of the Commissioner of Education for 1886-87, 670.

³ *Ibid.*, 661.

⁴ Archives of Maryland, edited by Dr. William Hand Browne.

⁵ Laws of 1696, chap. 17.

KING WILLIAM'S SCHOOL.

This act provided for the founding of a school at "Anne-Arundel town," or Severn, later Annapolis, to be called King William's school, and its purpose was the education of youth in "Latin, Greek, and writing." The school was to consist of one master, one usher, one writing teacher, and one hundred scholars. It was to be under the control of a board of trustees empowered to hold lands valued at fifteen hundred pounds sterling, and to hold gifts and other property in trust. These trustees were, moreover, authorized to raise one hundred and twenty pounds sterling annually for the payment of the master's salary and for other expenses.¹ The trustees were created a body politic, to comprise not less than eighteen nor more than twenty members, who had authority to make such laws and regulations as seemed necessary for the control of the school, provided they were in accordance with the laws governing the province.

The school was to be supported by donations, and as soon as these amounted to one hundred and twenty pounds in excess of what was required to support the school at Severn, a second one, similar to the first, was to be established at Oxford, a neighboring county seat. This was the foundation of the county school system of Maryland. The institution at Severn received but little encouragement, although some donations were made, the chief of which was the gift of a house and lot in the city of Annapolis from Governor Nichols in the year 1715.²

ESTABLISHMENT OF COUNTY SCHOOLS.

General dissatisfaction as to school management brought about a general educational reform and alteration of existing school laws in 1723. An act of the Assembly in this year provided for the establishment of at least one school in each county,³ and created a board of seven visitors for each school, who were to control the same. This board was further empowered to purchase for each county school one hundred acres of land, and this land was to be used partly for building-sites and partly for the support of the master. The funds on hand, as well as those obtained by taxation, were to be distributed equally among the twelve counties, later among the thirteen counties, and subsequently applied by the several boards of visitors to the direct needs of the schools.

The schools themselves were modelled after the plan of King William's School at Annapolis, and included the study of Latin and Greek in their course. The Assembly, by the same act,⁴ together with other acts,⁵ provided for the support of the free county schools. By these

¹Laws of 1696, chap. 17, secs. 2 and 3.

⁴*Ibid.*, chap. 11.

²Laws of 1715, chap. IV, sec. 2.

⁵Laws of 1704, chap. 27; Laws of 1763, chap. 28.

³Laws of 1723, chap. 19.

provisions of the Legislature the following duties were laid on exports: on dried beef or bacon, twelve pence per pound; on pork or beef undried, twelve pence per barrel. On imported goods, for sale by non-residents, were laid the following duties: pork per barrel, one shilling; pitch per barrel, one shilling; tar per barrel, six pence.

A tax of twenty shillings per poll was also levied on all negroes¹ imported by land or water, and on "all Irish² servants being papists;" and there was an additional tax on all negroes exported by land or water to the extent of forty shillings in currency per poll. The proceeds of all fines, licenses, forfeitures, and escheated estates also augmented the general school fund.

Notwithstanding this apparently well-established system the county schools did not flourish. In some counties their support was not sufficient, and in others they failed for lack of well-directed effort. Nevertheless they made a beginning, and laid the foundation for a better system.

A plan for founding a college at Annapolis to educate the youth of the province was presented in 1732 for the consideration of the Governor and General Assembly. Instruction in theology, medicine, and the higher branches was included in the scope of instruction, but, as the plan was not accepted, the proposed college was not founded.

FOUNDING OF WASHINGTON COLLEGE.

For nearly a hundred years the one system of education within Maryland's borders was that of the county schools, some of which furnished only moderate advantages. But in 1782 there was a change for the better; the visitors of Kent County, representing that their county school at Chestertown was in a flourishing condition, petitioned the Legislature for the enlargement of the school into a college. Accordingly the Assembly passed a law, at the session of 1782, founding a college at Chestertown to be known as Washington College.

This was the beginning of a new era in education, and led to a system which, if it had been thoroughly carried out, would have early given educational renown to the State of Maryland. The preamble of the act instituting Washington College begins as follows:

"Whereas, Institutions for the liberal education of youth in the principles of virtue, knowledge, and useful literature, are the highest benefit to society, in order to raise up and perpetuate a succession of able and honest men for discharging the various offices and duties of the community, both civil and religious, with usefulness and reputation, and such institutions of learning have accordingly merited and received the attention and encouragement of the wisest and best regulated states; and *whereas*, former Legislatures of this State have, according to their best abilities, laid a considerable foundation in this good work in sundry laws for the establishment and encouragement of county schools

¹ Laws of 1717, chap. 10.

² Laws of 1728, chap. 8.

for the study of Latin, Greek, and writing and the like, intending, as their future circumstances might permit, to engraft or raise on the foundation of said schools more extensive seminaries of learning by erecting one or more colleges or places of universal study, not only in the learned languages, but in philosophy, divinity, law, physic, and other useful and ornamental sciences, etc., etc.”¹ Then follows an act of incorporation, creating a board of visitors or trustees, with the power to make rules for the government of the college, and the laws and regulations made by this body were furthermore to be laid before the Assembly for revision when the members so required.

The General Assembly was not only generous in founding the institution, but provided also for its future support. Large sums of money had been given by the citizens of the Eastern Shore toward this object, “and the Legislature having heretofore unanimously resolved that such exertions for the public good merited the approbation of the Legislature, and ought to receive the public encouragement and assistance,” it was enacted by the General Assembly that one thousand two hundred and fifty pounds per annum should be paid from the public treasury for the support of Washington College. In order to raise this special fund, all the public receipts from the granting of marriage licenses, ordinary licenses, fines, licenses for the sale of spirituous liquors, licenses for hawkers, and fines for breaking the Sabbath were to be paid into the general fund for supporting the college.

ST. JOHN'S COLLEGE.

The founding of this college was similar to that of Washington College. The same reasons existed for its establishment, and like views concerning it were expressed by the legislators. It was urged that King William's School was insufficient to meet the demands for education at that time, and that the West Shore, as well as the Eastern Shore, was in great need of an institution of higher grade. The General Assembly granted a charter to St. John's College in 1784,² the act of the grant being almost identical with that of Washington College. The Legislature granted four acres for college grounds and buildings, and authorized a committee to take subscriptions for the institution.

As in the case of Washington College, the Legislature provided for the permanent support of this institution. This is an extract from the act: “And to provide a permanent fund for the further encouragement and establishment of said college on the Western Shore, *Be it enacted*, That the sum of £1,750 (\$4,666.66) current money be annually and forever hereafter given and granted as a donation by the public to the use of said college on the Western Shore, to be applied by the visitors and governors of the said college for the payment of salaries to the principal, professors and tutors of the said college.”³

¹Laws of 1782, Chap. VIII.²Laws of 1784, chap. 37.³Laws of 1784, chap. 37, sec. 19.

Students of all denominations were admitted without any religious or civil test, nor were they compelled to attend religious worship. The institution was thus founded upon what men would now call extreme liberal principles.

In the same year that witnessed the founding of St. John's College the Legislature took one step farther toward the realization of a great system of State education. They created the University of Maryland the two colleges, Washington and St. John's, were united under one government, known as the University of Maryland. The Governor of the State was appointed chancellor, and the president of one of the colleges vice-chancellor of the University.¹ The visitors or governors of the two colleges, together with two members of each faculty, constituted the convocation of the University of Maryland. The convocation was to be called by the Governor of the State on Commencement Day and was to be presided over by the chancellor. Thus was inaugurated a State policy of education which, had it been carried out, would have been of great service to the State of Maryland in early times, giving unity and strength to her educational system.

PUBLIC APPROPRIATIONS WITHDRAWN.

But the policy of dispersion of bounty which has been so detrimental to the interests of the State soon began. Had the original plan been carried out, Maryland might have had two efficient and well endowed colleges, and in every county one first-class academy; but, unfortunately, the best educational interests of the State have always been subordinated to local demands and county prejudices.

In 1794 five hundred pounds were withdrawn² from the amount "granted annually forever" to Washington College, and the income of said fund was henceforth devoted to the support of the following academies, called in the act, "seminaries of learning": (1) Washington Academy, Somerset County; (2) Charlotte Hall; (3) Frederick County School; (4) Talbot County Academy, not yet chartered; (5) an academy to be erected in Baltimore or Harford County. This was the historic origin of the academic donations still given in one form or another to the several counties by the State.

An act of 1805 destroyed for the time being the entire original plan for State aid to higher education. These are the fatal words: "The sum of seven hundred and fifty pounds now appropriated by law to Washington College, and the sum of seventeen hundred and fifty pounds appropriated by law as the annual donation to St. John's College, are respectively, discontinued after June 1, 1805, and the said sum shall remain in the treasury subject to the appropriation of the Legislature to literary purposes and for disseminating learning in the different counties of the State."³ With the same act the University of Mary

¹ Laws of 1874, chap. 37, sec. 19.

² Laws of 1798, chap. cvii.

³ Laws of 1805, chap. 85.

and ceased to exist, and with it all really generous State aid to colleges.

In 1811, six years after taking from St. John's College the endowment granted annually forever" to that institution, the Legislature sought to make a meager restitution of the misappropriated funds by passing a resolution granting the sum of one thousand dollars to the college annually,¹ and in the year 1832 this annual grant was raised to three thousand dollars.² The Legislature also declared that this should be received by the said institution as full satisfaction for its claims on the State.

The court of appeals decided in 1859 that the action of the Legislature in regard to the endowment was a violation of contract, and that the institution could collect the sum due it from the State.³ The General Assembly added, in 1832, as *ex-officio* members of the board of visitors and governors, the Governor of the State, the President of the Senate, the Speaker of the House, and the Judges of the Court of Appeals.

St. John's College was suspended during the War of the Rebellion, but was reorganized in 1866, at which time the Legislature voted to restore the annuity of three thousand dollars,⁴ and to grant the sum of one thousand two hundred dollars annually for five years commencing with June, 1868. The latter provision was renewed in 1872⁵ for a term of six years, and again in 1878 it was extended to 1880. It was also provided in 1872 that the sum of ten thousand dollars per annum, for five years, should be devoted to the payment of the board of fifty students, two from each senatorial district. And in consideration of the above gifts there were granted one hundred and fifty free scholarships, which entitled the holders to tuition and room rent. Fifty of these students also received board on the condition that they pledged themselves to each two years in the State after graduation. One very sensible appropriation at this time was that of five hundred dollars for the library.

In 1878 the number of students entitled to receive free board was twenty-five, one from each senatorial district, and the amount appropriated for this purpose was cut down to six thousand dollars for 1878-79, and was fixed at five thousand two hundred dollars for the following years.

The amount received in 1888 by St. John's from the State was the annual grant of three thousand dollars, together with the five thousand two hundred dollars granted for boarding the twenty-five pupils, one from each senatorial district.

THE COUNTY SCHOOLS.

The system of county schools and academies continued, and these institutions were still supported from the general funds. Many of them were favored by small land grants, while others were aided by means

¹Laws of 1811, resolution No. 38.

⁴Laws of 1866, chap. 101.

²Laws of 1832, resolution No. 41.

⁵Laws of 1872, chap. 393.

³XV Maryland, p. 330.

of lotteries¹ granted by the State. But in most cases the buildings and grounds were provided by local taxation, or by subscriptions and donations, and the support given by the State out of the public fund was very meager.

In 1817 it was ordered by the Legislature "that, for the income of the school fund of this State," fifty thousand dollars shall be raised annually, for five years, by means of lotteries if practicable. It soon appeared that the enterprise proved impracticable, for no such sum as that contemplated was ever credited to the school fund.

Washington Academy, established in Somerset County in 1779, may be considered as a good example of the schools of that time. The act of incorporation begins, "*Whereas*, the inhabitants of Somerset County at their own expense have provided houses, lands, etc., *Be it enacted*," etc. The corporation was allowed to hold fifteen hundred acres of land by gift and five hundred additional by purchase; and, in 1800 the State granted a lottery to the academy to aid in furnishing the school.

In 1813 the Legislature enacted² that after 1815 the banks should be taxed one-fifth of one per cent. on all paid-up capital for the support of county schools, and the same be distributed to the counties.

For a time this fund³ yielded the sum of twenty thousand dollars annually, which was invested in bank stock. This was an important step toward a school system, inasmuch as it created a permanent fund.

In 1825 there was added to this fund the interest on the amount advanced to the General Government by Maryland during the War of 1812. The share of the surplus revenue received by Maryland in 1830 amounting to \$274,451, was deposited with the Educational Fund, and the interest of the sum used for the schools of the several counties and the city of Baltimore.

In 1839 the revenue arising from the Baltimore and Washington Railroad stock was substituted for this fund, to the amount of \$34,000 annually. Instead, however, of holding this, an unwise provision distributed the principal instead of the interest to the different counties. Affairs went on in an indefinite way without any well-founded school policy. The Legislature gave a pittance here and there, and in various ways assisted the local institutions of the different counties.

The school fund was increased in 1858 by the amount of \$173,550 principal and interest of the sum due from the General Government on account of the war debt of 1812. Lotteries were repeatedly employed to raise money for school purposes. In 1809 a law was passed author-

¹ Early in the present century, all of the benevolent enterprises in Maryland patronized the lottery scheme; churches, schools, and charities all used this means for raising current expenses or forming endowments. The custom was of long standing, and prevailed in all parts of the country.

² Laws of 1813, chap. 122.

³ Laws of 1836, chap. 220.

g a lottery not exceeding twenty thousand dollars, the proceeds e applied to the building of a commodious house within the pre-nts of Baltimore adapted to the purpose of an academy and for the dication of females.

By the treasurer's report of 1834, the sum of \$18,100 was paid by the tate to twenty-eight different colleges and academies. Of this amount John's College received three thousand dollars, Frederick College thousand four hundred dollars, Washington College eight hundred allars, and the remainder was given to the several county schools and ademies.

UNIVERSITY OF MARYLAND.

The old University of Maryland¹ having been discontinued, a new nstitution under the same title was incorporated in 1812. It was to e in Baltimore, and to consist of the college of medicine,² a faculty of w, a faculty of divinity, and a faculty of the arts and sciences. In le year following, a lottery was granted by the State for the benefit the University of Maryland to provide a library, botanical garden, scientific apparatus. It was also ordered, in 1827,³ that five thousand llars per annum should be paid to the trustees of the University of Maryland, out of the "next proceeds" of the State lotteries, until the tal amount of \$40,994.06 was paid. According to the treasurer's re- t for 1834, the university had received from this source the sum of \$3,500.⁴

Two faculties of the University of Maryland, one of law and one of elicine, still continue in the city of Baltimore.

In 1803 Baltimore City College was founded, and in the same year le educational institutions were for the future exempted from taxation.

MARYLAND AGRICULTURAL COLLEGE.

Public sentiment in favor of special education in agriculture was libited as early as the year 1845. At that time the board of govern- s and visitors of the Frederick County Academy established a depart- ent of agriculture, and appointed an agricultural chemist.

In 1847 Hon. George Coad, chairman of the Committee on Agriculture i the House of Delegates, recommended in his report⁵ the appoint- ment of a State Agricultural Chemist, and expressed the hope that ere would soon be "courses of agricultural education in the public ademies and schools, or schools for the special purpose established."

In 1848 Col. Wilson M. Cary urged before the first anniversary meet- g of the Maryland State Agricultural Society the necessity of profes-

¹Laws of 1809, chap. 71.

²Organized in 1807.

³Laws of 1827, chap. 198.

⁴Maryland Public Documents, 1834.

⁵Report of the Commissioner of Education for 1867, 273.

sional education for farmers, and the "introduction of those studies immediately connected with their pursuit into our colleges and seminaries."

Subsequently, Dr. White introduced before the House of Delegates a proposition to inquire into the expediency of agricultural instruction in the academies of the State. The question was further agitated in 1854 and in 1856 the Legislature was memorialized by a company of citizens of Maryland for the establishment and endowment of a State agricultural college. The Legislature granted a charter upon the condition that not less than fifty thousand dollars should be raised by a stock subscription within two years.¹ This body also voted to grant six thousand dollars annually toward paying the expenses of the institution. The subscription was raised, and a farm of four hundred and eighty acres was purchased in Prince George County, and buildings were erected at a total cost of about one hundred thousand dollars. The college was opened for students in 1859, but very little was accomplished until after the War.

In 1866, the Legislature assumed the debt of the institution to the amount of forty-five thousand dollars, and assigned to it the United States land scrip received by the grant of 1862. By the latter act Maryland received two hundred and ten thousand acres, which were sold at an average price of fifty-three cents an acre, yielding a net sum of \$112,504. When the Legislature assumed the debt of the college the State was made a joint owner in the institution with the old corporation. And when the land scrip was granted to the college by the State, ten per cent. of the amount (\$11,250.40) was "reserved, to be paid into the treasury of the State, to reimburse the said State in part for the amount appropriated by this act to the Maryland Agricultural College."² This deduction left a fund of about \$101,000, which in 1868 yielded an income of \$6,075, and in 1882 of \$6,975.³ In the year 1881 the Legislature made an annual appropriation of \$6,000 for the support of the college.

SUMMARY OF GRANTS.

First support of schools.

- 1694.—Tax on furs, beef, bacon, etc., exported, for the support of free schools.....
- 1723.—Board of visitors authorized to purchase 100 acres of land for each county school.....
- 1723.—Also tax on imported and exported goods for the benefit of free schools.....
- 1723.—Tax of 20s. per head on all negroes imported into the colony.....
- 1723.—Tax of 20s. per head on "Irish servants being Papists".....
- 1723.—Tax on exported negroes, 40s. per head.....

¹ Laws of 1856, sec. 3. ² Laws of 1866, chap. 53. ³ Report of Trustees, 1882.

Washington College.

1782-1794.—Annual grant, £1,250 (£15,000)	\$52,500.00
1794-1805.—Annual grant, £750 (£8,250)	27,166.66
	<hr/>
	79,666.66

St. John's College.

1784-1805.—Annual grant, £1,750 (£36,750)	122,500.00
1811-1832.—Annual grant, \$1,000	21,000.00
1832-1861.—Annual grant, \$3,000	87,000.00
1866-1889.—Annual grant, \$3,000	69,000.00
1836-1880.—Annual grant, \$12,000	192,000.00
1872-1878.—Annual grant, \$10,000 (education of students)	60,000.00
1879.—Annual grant, \$6,000 (education of students)	6,000.00
1880-1889.—Annual grant, \$5,200 (education of students)	46,800.00
For library	500.00
	<hr/>
Total	632,300.00
1827.—University of Maryland, State lotteries	40,994.06
State Agricultural College	60,000.00
	<hr/>

Grand total, exclusive of lotteries 744,466.66

In the distribution of apportionments from the literary fund among academies, Washington and Frederick Colleges were included in the list. The amount of this distribution is not computed, as it pertains rather to secondary instruction.

NORTH CAROLINA.¹

In the colonial and provincial periods of the development of the Commonwealth of North Carolina the government played a very unimportant part in the education of the people. The establishment as well as the support of schools was dependent almost entirely upon the zeal of religious denominations or the chance of private enterprise. It was not until the dawning of a new era, when North Carolina, emerging from the uncertainties of these early periods, took the position of an independent Commonwealth, that a self-governing people made their bold declaration for higher education in the Constitution of 1776.²

COLONIAL LEGISLATION.

The first action toward the advancement of learning taken by the colonial government³ was in regard to the care of a library donated to the State by Dr. Bray. In reference to this action Dr. Smith says: "A careful examination of the records of the colony while under proprietary government shows only one instance in which help was afforded to literature. * * * This act provided that a librarian should be ap-

¹ See History of Education in North Carolina, by Dr. Charles Lee Smith.

² *Ibid.*, 18.

³ Laws of North Carolina, Davis's Revisal, 203.

pointed, that catalogues should be prepared, and that, under certain conditions, books might be taken from the library. It was provided that if the books were not returned within a specified time fines should be paid. No further thought seems to have been given by the government for the promotion of education."

For many years during the provincial period nothing was done by the Legislature to promote education, although the country was not without schools. In 1736 the Governor, Gabriel Johnston, urged the importance of making some provision for public schools. He says in his address to the Assembly: "In all civilized Societys of men it has always been looked upon as a matter of the greatest consequence to their Peace and happiness to polish the minds of young Persons with some degree of learning, and early instill into them the Principles of virtue and religion, and that the Legislature has never yet taken the least care to erect one school which deserves the name, in this wide extended country, must, in the judgment of thinking men, be reckoned one of our greatest misfortunes."¹

The members of the Council, in reply, expressed their regrets at the condition of the country in regard to religion and education.² Here the matter rested until nine years after, when the General Assembly passed an act authorizing the commissioners of the town of Edenton to "erect and build a school-house in the said town."³ This was followed by an act, in 1749, establishing the first free public school in the province.

These were legislative enactments; but how far and to what extent they were carried into execution is unknown. Judging from the message of Governor Johnston, quoted above, and a statement taken by Dr. Smith from Caruthers's *Life of Caldwell*, that "he (Governor Johnston) knew the value of learning and wished to see it promoted; but when appropriations were made for it, they were either wasted or taken to meet some other demands of the treasury,"⁴ one must infer that these early attempts at education were failures.

In 1760 Governor Dobbs recommended that the vestry in each parish should raise a sufficient sum to pay a person to act as parish clerk and register, school-master, and reader, in the absence of the clergyman. The sum thus raised was borrowed for military purposes and never returned. In the session of 1764, held at New Berne, the Legislature enacted that a school-house and a residence for the master should be erected at that place, and donated two half-lots formerly belonging to the church for these purposes.⁵ This government aid was effectual; the Newbern school was incorporated two years later as a result of this act of the Legislature. The school was to be "public," but largely under the control of the established Church of England. It was also provided in

¹ Colonial Records of North Carolina, IV, 227.

² *Ibid.*, 231.

³ *Ibid.*, 783.

⁴ Smith, 21.

⁵ *Ibid.*, 40.

the act of incorporation that a duty of one penny per gallon on all spirituous liquors imported into the river Neuse be paid for the term of seven years next following the enactment, toward the education of ten poor children of the school, the same to be applied toward the salary of the master (twenty pounds per annum).

From this time on, private, incorporated, and denominational schools were established in great number. The aid given by the government was very slight, being limited to the privilege of holding lotteries, with perhaps rare exceptions, as in the case of the grant by the Legislature of the old Episcopal Church to Science Hall at Hillsborough in 1784.

THE ORIGIN OF THE UNIVERSITY OF NORTH CAROLINA.

The foregoing sketch of early education prepares us for the presentation of the State legislation in favor of higher education, which must necessarily begin with the University of North Carolina. This institution has been called the "child of the Constitution," but it must have been prompted by earlier sentiments arising from the refusal of the King to charter Queen's College, which "was twice chartered by the Legislature and twice repealed by royal proclamation.¹ Revolting from this restraint, the people declared their independence by voting for that clause in the Constitution which made the university possible, viz: "That a school or schools shall be established by the Legislature, for the convenient instruction of youth, with such salaries to the masters, paid by the public, as may enable them to instruct at low prices; *and all useful learning shall be duly encouraged and promoted in one or more universities.*"²

Thirteen years later this was followed by the Legislature with "an act to establish a university in this State,"³ which made full and complete provisions for the organization of the university. The preamble to this act is quite remarkable, as it alludes expressly to the "social duties" of the rising generation, without mention of the specific duties of citizens or the service of the State. It states that, "*Whereas, In all regulated governments it is the indispensable duty of every Legislature to consult the happiness of the rising generation and endeavor to fit them for an honorable discharge of their social duties of life by paying the strictest attention to their education, and whereas, an university supported by permanent funds and well endowed, would have the most direct tendency to answer the above purpose; Be it therefore enacted, etc.*"⁴

The act of incorporation then proceeded to place the sole power of establishing and controlling the university in the hands of forty

¹Smith, 33.

²Constitution of 1776, sec. 41.

³Revised Laws of North Carolina (1821), Chap. 305, p. 606.

⁴Revised Statutes, p. 606, chap. 305.

trustees¹ selected from different parts of the State. The said trustees were to have perpetual succession and power to do anything "such as may be necessary for the promotion of learning and virtue."² They were further authorized to purchase a site and erect a building as soon as sufficient funds could be collected, and hold all subscriptions to the university "as a permanent fund for the use and support of the said university forever."³

APPROPRIATIONS FOR THE SUPPORT OF THE UNIVERSITY.

The act of incorporation passed in 1789, referred to above, was followed the same year by an act for the support of the institution. The Legislature did not accomplish much, but perhaps it did all that it was warranted in doing at this time, considering the poverty of the country and the hard strain of war. In order to raise a fund for the erection of buildings, all moneys due and owing the public of North Carolina, either for arrearages under the former or present government, up to the first day of January, 1783 (four years from date), were donated to the university. It was further enacted that "all property that has heretofore or shall hereafter escheat to the State shall be and hereby is vested in the said trustees for the use and benefit of the said university," and that all "lands and other property belonging to the university shall be exempt from taxation."⁴ To assist in the erection of buildings, the State, in 1791, loaned the university ten thousand dollars, which loan was afterwards converted into a gift.⁵

The university received other assistance in its founding. The trustees had selected a site on Chapel Hill, and proceeded to lay out a town at that place. The citizens of the neighborhood conveyed to the institution 1,180 acres of land, and a subscription of sixteen hundred dollars in money.

The building was constructed, but the trustees were in want of funds to open the university. Realizing the situation, the Legislature enacted in 1794 that "*Whereas*, The trustees of the university of North Carolina have with laudable zeal for the promotion of literature erected a building for the use of the institution entrusted to them, and, are at the same time prepared to commence the exercises of the university,
* * * the remnant of confiscated property remaining unsold is

¹ It was enacted in 1804 that the trustees should be elected by the Legislature, and should not constitute more than eight from each superior court district. In the following year the Governor of the State was made *ex-officio* president of the board of trustees. Subsequently a law was passed, in 1821, consolidating all previous acts, and making the board to consist of sixty-five trustees, elected by a joint ballot of the two houses. Seven trustees were to constitute a quorum, and each meeting must be called by the president. It seems to be a large membership with a small quorum.

² Revised Statutes, chap. 505, sec. 5.

³ *Ibid.*, chap. 505, sec. 6.

⁴ Revised Statutes (1821), chap. 306, p. 610.

⁵ Foote: Statutes of North Carolina, 531.

vested in the trustees,"¹ to be held in trust for a term of ten years, when the principal was to revert to the State. This grant of escheats was withdrawn in 1800, and all escheated and confiscated property reverted to the State.² Again, in 1805, the last act mentioned was repealed as far as it related to escheated property. It is plain that the law of 1794 was suspended from 1800 to 1805, and that part relating to confiscated property finally repealed in 1800.

In 1801 the university was authorized to raise not over two thousand pounds a year by lotteries.³ Two years later, \$5,080 profits were realized from lotteries.⁴ Again, in 1809, the Legislature came to the relief of the university. It resolved that "in the present embarrassed state of the institution it is the bounden duty of the Legislature to afford it such assistance as the nature of the public finances will justify."⁵ It was then enacted that the trustees of the university should hold and use all sums of money or other estate which should remain in the hands of administrators and executors seven years after their qualification, without recovery by creditors, legatees, or heirs. After the university had held the property for ten years without any just claimant thereto, it became the possession of the university. It was further enacted that all debts due the State on or before December 31, 1799, should be given to the university.

While this small legislation was taking place, the gifts of private benefactions, together with the tuition fees of the students, were supporting the institution. It is next to an impossibility to determine at this day the actual assistance rendered by the grants of the Legislature. Excepting the ten thousand dollar loan, which afterward became a gift, the returns from others were small, and the trouble which they caused the university authorities probably by far overbalanced their usefulness.

The very able report of the committee appointed by the Legislature in 1817, of which Hon. A. D. Murphy was chairman, throws some light upon university affairs. It says: "This institution has been in operation for twenty years, and has been eminently useful to the State. It has contributed perhaps more than any other cause to diffuse a taste for reading among the people and excite a spirit of liberal improvement. It has contributed to change our manners and elevate our character; it has given to society many useful members, not only in the liberal professions, but in the walks of private life, and the number of its pupils who are honored with seats in this Legislature is a proof of the estimation in which they are held by their fellow-citizens. When this institution was founded it was fondly hoped that it would be cherished

¹ Revised Statutes, 1821, chap. 405, p. 738.

² Haywood's Manual of the Laws of North Carolina, II, 259.

³ Revised Statutes, chap. 573, p. 938.

⁴ Smith, 59.

⁵ Revised Statutes, chap. 763, p. 1152. Haywood, II, 206.

with pride by the Legislature. But unfortunately the nature of the funds with which it was endowed in a short time rendered it odious to some and cooled the ardor of others. The torrent of prejudice could not be stemmed, the fostering protection of the Legislature was withheld, and the institution left dependent upon private munificence. Individuals contributed not only to relieve its necessities, but to rear up its edifices and establish a permanent fund for its support. * * *

With the aid thus derived from individuals, together with occasional funds derived from escheats, the institution has been maintained thus far. The Legislature, after exhausting its patience in endeavoring to collect arrearages of debts due to the State, transferred to the trustees of the University those arrearages, with the hope that they would be able to enforce payment. But no better fortune has attended their efforts than those of the State, and this transfer has proved of no avail to the institution. The surplus remaining in the hands of administrators, where the next of kin have made no claim within seven years have also been transferred to the trustees, but this has as yet yielded a very small sum, and probably never will yield much.¹

The General Assembly made no further provision for the support of the State University until 1859. The Bank of North Carolina was then chartered, with a view to promote the interests of the University. The trustees were allowed to subscribe to an amount of stock not to exceed two hundred thousand dollars. The trustees subscribed, and lost through repudiation of the War debt by the convention of 1865, the State having previously secured the control of all bank property.²

The amount of the funds of the University over and above liabilities was \$148,520.26, which was entirely lost.

In 1866 the General Assembly granted the sum of seven thousand dollars for the relief of the institution, which, together with the sum granted in 1790, makes a total of seventeen thousand dollars, the entire amount appropriated for the support of the University from the public treasury prior to the date of 1867, during a period of eighty-eight years from the date of the charter.

A modification of one of the old laws was made in 1868-69 by an act which declares that property, money, or real estate of whatsoever kind, remaining in the hands of the executors for a term of five years unrecovered and unclaimed, shall revert to the University.³ Another provision is found in the revised statutes enacted for the purpose of assisting the University, which declares that the proceeds of all unclaimed freight, if not returned to the owner within five years, shall revert to the University.⁴

Apparently, however, the Legislature is learning by degrees that a

¹ Report of Superintendent of Public Instruction (Alexander McIver), 1874, 20-21.

² Memorial by Governor Worth to the General Assembly, 1867.

³ Laws of 1868-69, chap. 113, sec. 76.

⁴ Revised Statutes, 1883, sec. 1987.

university can not be supported, nor even materially aided, by such gifts as the above, which are quite different from a constant income of twenty thousand dollars per annum.

THE AGRICULTURAL COLLEGE GRANT.

The State of North Carolina received two hundred and seventy thousand acres of land scrip from the grant of 1862. This scrip was transferred to the University in 1867 upon the condition that the terms of the grant should be fulfilled, and that one student from each county, appointed by the commissioners, should receive tuition and room-rent free at the University. The scrip was sold at fifty cents per acre, yielding the sum of one hundred and thirty-five thousand dollars, ten thousand dollars of which was devoted to building purposes.

In 1868 the trustees invested this fund of one hundred and twenty-five thousand dollars in State securities, part of which were valid, but bearing no interest, and part of which were worthless. In 1874 the Legislature came to the relief of the land-scrip fund, by directing the State treasurer to issue to the trustees of the University a certificate of indebtedness to the amount of one hundred and twenty-five thousand dollars, bearing interest at 6 per cent. per annum from January 1, 1875, the interest payable semi-annually. By an act of the Legislature in 1887 the interest arising from this fund was ordered to be transferred to the account of the Agricultural and Mechanic Arts College as soon as the college should be ready for use.

RECENT APPROPRIATIONS.

The General Assembly in 1881 appropriated the sum of five thousand dollars¹ annually for the support of the University, and in 1885 increased this amount to twenty-thousand dollars. The State has also made appropriations for the Agricultural and Mechanic Arts College to the amount of fifteen thousand five hundred dollars.

RESTRICTIVE LAWS.

Notwithstanding the constant vicissitudes and struggles of this noble institution for existence, its value to North Carolina and to the country at large has been and is very great. Its attitude toward advanced learning is such as to deserve the earnest support of all classes of people throughout the State. History reveals the fact, however, that the zeal of various denominations for the advancement of their several schools has more than once crippled the institution in its best work.

Sometimes it is urged against State institutions that they do not tend to increase morals and religion; but the precautions taken by the

¹ Revised Statutes, sec. 2638; Laws of 1881, chap. 141, sec. 1. This law provided for the application of the appropriation for the special instruction of teachers.

Legislature of North Carolina, prompted no doubt by the faculty and trustees, are quite remarkable.

It was provided in 1821 that theatricals should not be held within five miles of Chapel Hill without the consent of three members of the faculty.¹ Afterward this act was enlarged so as to prohibit wire dancing and the exhibition of natural or artificial curiosities.² No gaming table, should be set up within five miles of the University. No games of chance or billiards should be indulged in by the students. No horse-racing or cock-fighting should be indulged in by any one within five miles of the University under a penalty of one hundred dollars.³ No election of a member of Congress was allowed to be held at the seat of the University,⁴ and it was provided in the Revised Statutes of 1883 that it is against the law for persons to indulge in election treats within four miles of the University.⁵

No license could be granted for the sale of spirituous liquors at retail within 2 miles of the institution, and merchants were prohibited from selling goods, wines, or spirituous liquors to students within 2 miles. These laws were collated and modified somewhat, but are still extant in their principal points in the revised statutes of 1883. It seemed to be the policy of the State to remove far from the institution all evil influences, and all things calculated to distract the minds or injure the morals of students. On the other hand, the rules of the faculty and the trustees in regard to moral and religious duties exceed the action of the Legislature in rigid requirements.

SUMMARY OF GRANTS.

University.

In 1791, loan and fund gift	\$10,000
In 1866, appropriation	7,000
Annual appropriation, 1881 to 1885 (\$5,000)	20,000
Annual appropriation, 1885 to 1889 (\$20,000)	80,000
Other appropriations (see below)	223,080

Agricultural College.

Appropriations	15,500
Total	\$355,580

The following summary is kindly furnished me by the president of the University of North Carolina, Kemp P. Battle.⁶

(1) The State gave the university escheats of lands, including land warrants granted Revolutionary soldiers. The receipts for these came in slowly and spasmodically. The total amount received from this source is estimated at two hundred thousand dollars, of which one hundred and fifty thousand went into a permanent endowment, and

¹ Laws of 1821, chap. 22, p. 17.

² Revised Statutes (1837), chap. 116.

³ Laws of 1823, chap. 13, p. 16.

⁴ *Ibid.*, p. 17.

⁵ Revised Statutes, 1883, sec. 2644.

⁶ Letter dated March 4, 1889.

was lost by the results of the War. The remainder was spent in paying professors and for other current expenses.

(2) Ten thousand dollars in cash were appropriated for building purposes prior to 1800; fourteen thousand for the same purposes since 1800, and seven thousand in 1867 for paying professors.

(3) Four thousand dollars in bricks for building purposes.

(4) Five thousand dollars per annum from 1881 to 1885, or twenty thousand dollars.

(5) Twenty thousand dollars annually from 1885 to 1889, or eighty thousand dollars.

This would give a total appropriation to date of \$335,000. If we add to this sum \$5,080, the proceeds of two lotteries granted by law in 1803,¹ it swells the total to \$340,080, representing the State appropriations to the University of North Carolina.

SOUTH CAROLINA.²

COLONIAL EDUCATION.

"It is a gratifying fact in the history of Carolina that as soon as the English settlers placed their feet upon its soil they gave the most earnest attention to the business of education."³ The earnest example of this educational spirit is found in the formation of a public library at Charleston, which the Assembly in 1700 placed under the control of the Episcopal minister there resident.⁴ From the first, education was assisted by public money. We find the Assembly providing for a free school as early as 1710.⁵ This act did not go into operation in the form intended and was superseded two years later by more comprehensive legislation. By an act of December 12, 1712,⁶ commissioners were designated to take charge of all legacies that had been left for a free school, to take up land in Charleston, and to build a school-house and houses for the teachers.

Instruction was to be given in grammar and other arts and sciences, and also in the principles of the Christian religion. The master must "be of the religion of the Church of England and conform to the same," and "becapable to teach the learned languages, that is to say, Latin and

¹ Smith, 59.

² See Education in South Carolina, by C. Meriwether. Circular of Information No. 3, 1888, Bureau of Education.

³ La Borde: History of South Carolina College, 1.

⁴ Statutes at Large of South Carolina, VII, 13. Ramsay: History of South Carolina, II, 196.

⁵ Statutes at Large, II, 342. Report of the Commissioner of Education for 1876, 362.

⁶ Statutes at Large, II, 389. Ramsay, II, 197. Report of the Commissioner of Education for 1876, 362.

Greek tongues." He was to have the use of the land and buildings of the school and a salary of one hundred pounds a year, to be paid out of the public treasury, for which he was to teach twelve scholars free. For all others he was to receive four pounds a year. Provision was also made for an usher and for a master to teach writing and mathematics, each of whom was to have a salary of not over fifty pounds from the public treasury, besides fees from each scholar. It was enacted at the same time that any school-master settled in a country parish and approved by the vestry should receive ten pounds a year from the public treasury, and each vestry was permitted to draw from the same source twelve pounds towards building a school-house in each of the country parishes.¹ This act repealed an earlier act of the same year, which had granted the school-master for the parish of St. James, Goose Creek, sixteen pounds a year from the public treasury.² In 1756 it was provided that the school-master at Dorchester should have yearly fifty pounds proclamation money out of the public treasury. In return for this he was to teach ten poor scholars free.³

Although these instances of public aid occur, education was largely carried on by private contributions. Sir Francis Nicholson, the first royal Governor, contributed to the support of education and urged its importance upon the inhabitants, and his influence is a partial explanation of the many private donations of this period. The activity of the Assembly was chiefly confined to forming centers, about which private donations might gather. By the end of the colonial period the various free schools gave the inhabitants of the province opportunity for instruction in the common branches and in the rudiments of Latin, Greek, and mathematics.

EARLY COLLEGES.

The colleges founded toward the close of the last century form a transition from the free or Latin schools of the colonial period to the South Carolina College. State aid was manifested in gifts of land for building-sites, in permission to hold lotteries, and in grants of the escheated lands in certain districts. The last-mentioned form of aid was also frequent in the case of academies.

Legacies had been left at various times to the first college that should be founded. These were divided equally among the three colleges which the Legislature chartered in 1785.⁴ These colleges were located at Winnsborough, Ninety-Six, and Charleston. The college at Ninety-Six (College of Cambridge) did not flourish. In 1792 the trustees were authorized to hold a lottery for its benefit,⁵ and in 1803 the property

¹ Statutes at Large, II, 295. Ramsay, II, 198. Ramage, Local Government and Free Schools in South Carolina, Johns Hopkins University Studies, Vol. I.

² Statutes at Large, II, 377.

³ *Ibid.*, IV, 23.

⁴ *Ibid.*, 674.

⁵ Acts of Assembly (Columbia, 1808), I, 258.

was sold for debt.¹ Better success attended the College of Charleston. The act of 1785 vested in it the land before given for a free school in that city. In 1823 the college received a considerable grant of escheated lands,² and in 1854 it was given four thousand dollars in money. The college is still in existence.³

In 1795 all confiscated property in the district of Beaufort and all the vacant grants in the town of Beaufort were granted to a college to be established there.⁴ "All the seminaries of learning * * * in the interior part of this State, being, for some fatal cause, become extinct," a college was established at Alexandria in 1797,⁵ and two years later it was granted certain escheats.⁶

These it is believed comprise all the instances of public aid to the colleges of the early period.

SOUTH CAROLINA COLLEGE.

The policy of multiplying institutions of limited means failed to meet the educational needs of the State. Governor Drayton drew attention to this fact in 1801 in his message to the Legislature, and urged upon that body the foundation of a State College, established and fostered by the Legislature and under its direct control.⁷ The suggestion was favorably received, and the same year the South Carolina College was incorporated. Fifty thousand dollars were appropriated to erect buildings and six thousand dollars yearly for the support of the college.⁸ The college was opened in 1805. From its establishment until 1863, when it was closed on account of the War, yearly appropriations, amounting in the aggregate to \$1,248,797,⁹ were made to the institution by the State. During much of this time the State supported from one to three students at the college.

In 1865 the college was revived as the University of South Carolina.¹⁰ Since that time the State has given the university in yearly appropriations \$499,911.28. From 1873 to 1876, the period when the institution was open to colored students, \$44,200 additional were given in scholarships. In 1877 the university was closed, and for the next four years the only appropriations made were for keeping the buildings in order. In 1881 the university was re-opened, with separate colleges for the

¹ La Borde, 6.

² Statutes at Large, VI, 211.

³ A short account of the institution is given in "South Carolina; Resources, etc." (Charleston, 1883), pp. 490 ff.

⁴ Acts of Assembly, II, 65.

⁵ *Ibid.*, 185.

⁶ Statutes at Large, V, 364.

⁷ La Borde, 8.

⁸ Acts of Assembly, II, 406. The act of incorporation is given in full in La Borde, 11.

⁹ Definite appropriations for insurance do not appear before 1828, although it was ordered that the buildings should be insured in 1819.

¹⁰ Statutes at Large, XIII, 297. La Borde, 506, 573.

white and colored students.¹ The total amount of money appropriate by the State down to 1887, exclusive of scholarships, was \$1,748,708.21. The institution does not seem to have gotten all of this, as President McBryde says that from 1801 to 1888 \$1,446,481 were received from annual appropriations.²

STATE MEDICAL COLLEGE.

The medical college of South Carolina at its foundation in 1825 received from the State ten thousand dollars for buildings and apparatus.³ In 1853 it received a further grant of twenty thousand dollars

THE MILITARY ACADEMY.

In 1842 the Legislature voted eight thousand dollars for a military school at the Arsenal at Columbia, and sixteen thousand dollars for a military school at the Citadel in Charleston, in lieu of the like sums before appropriated for the Arsenal and Magazine Guard at Columbia and the Citadel and Magazine Guard in Charleston.⁴ This was the origin of the South Carolina Military Academy. In 1845, on the failure of an attempt to unite them, the Arsenal became auxiliary to the Citadel, providing for the instruction of the entering class.⁵ In 1861 it was enacted that the two academies should together form the South Carolina Military Institute, still retaining their distinctive titles.⁶ They continued on this basis until 1864, when they were closed. In 1882 the South Carolina Military Academy was opened at Charleston as a branch of the State university, and granted a yearly appropriation on condition that it should educate and maintain, free of charge, a certain number of cadets.⁷

During every year of its activity the institution has received money from the State. Down to and including 1864, the appropriations amounted to \$916,021.57,⁸ and since 1881 \$128,270.50 has been granted, making a total of \$1,044,291.07. In addition, beneficiary cadets were supported by the State for several years. The training has been by no means purely military; good literary and scientific instruction has also been given. The appropriations should not be regarded as entirely for educational purposes.

THE AGRICULTURAL COLLEGE.

The Constitution of 1868, after declaring that "the General Assembly shall provide for the maintenance of the State university," goes on to direct that provision be made, as soon as practicable, for the establishment

¹ Resources, etc., of South Carolina, 488.

² Letter of November 28, 1888.

³ Statutes at Large, VI, 280.

⁴ *Ibid.*, XI, 224.

⁵ Resources, etc., of South Carolina, 509.

⁶ Statutes at Large, XII, 744.

⁷ Acts of Assembly, 727.

⁸ Appropriations were very much increased during the War, reaching \$147,200 in 1864.

of an agricultural college, and that the land appropriated by Congress for the latter purpose, be taken charge of.¹ Accordingly, the Legislature accepted the donation the same year, and ordered that the proceeds of the land sales should be invested in United States bonds or South Carolina six per cents.²

In 1872 the Agricultural and Mechanical College was established at Orangeburg in connection with the Claflin University. It was to be supported on the interest of the proceeds of the land sales.³ Its income increased from \$11,508 in 1872 to \$7,500 in 1876. In 1879 it was enacted that "the State Treasurer should issue to the trustees of the University of South Carolina a certificate of State stock in the sum of 191,800, bearing interest at six per cent., * * * to be held instead of the Agricultural College bonds, * * * heretofore used by the financial agent for general State purposes."⁴ Provision was made at the same time for a college for white students, in addition to the one for colored students, to be established and maintained out of the same fund. As far as necessary the grounds and property of the University of South Carolina were to be used for the new college, which was established in 1880.⁵ Up to 1881, when the appropriations became confused with those for the State university, the Agricultural College had received from the permanent fund \$65,516.⁶ The interest for the succeeding seven years would amount to \$80,556.

EXEMPTION FROM TAXATION.

The Constitution of 1868 exempts from taxation all buildings and premises actually occupied by colleges and institutions of learning.⁷

SUMMARY OF GRANTS.

We thus find the idea of State aid running through all the educational history of South Carolina, from 1710 to the present time. The policy has been generally that of annual appropriations. Frequent instances of public assistance occur among the colonial free schools and the colleges of the early period, while the Military Academy has received regular appropriations. But since the foundation of South Carolina College, the education of the State has had its center there, and there the State has been most liberal in its support.

¹ Art. X, sec. 9; Poore's Charters and Constitutions, 1661.

² Statutes at Large, XIV, 169.

³ Acts of Assembly, 172.

⁴ *Ibid.*, 86.

⁵ Resources, etc., of South Carolina, 488.

⁶ No appropriation is given for 1873-74.

⁷ Art. IX, sec. 5; Poore's Charters and Constitution, 1659.

APPROPRIATIONS FOR 1887-88.¹

South Carolina College.....	\$37
South Carolina Military Academy.....	20
Clafin University.....	5
	<hr/> \$62

The appropriations of State money may be thus summarized:

South Carolina College.....	\$1, 748, 70
South Carolina Military Academy.....	1, 044, 29
South Carolina Medical College.....	30, 00
College of Charleston.....	4, 00
	<hr/> \$2, 826, 99

GEORGIA.²

EARLY EDUCATION.

The earliest evidence of the attitude of Georgia toward education, shown in her laws, is found in the Constitution of 1777,³ which directed that "schools shall be erected in each county, and supported at general expense of the State." Six years later one thousand acres land were given to each county for the support of schools,⁴ and an academy was established at Augusta, and endowed with public land, not to exceed two thousand acres.⁵ These were the first steps in State education.

UNIVERSITY OF GEORGIA.

The University of Georgia traces its origin to an act of 1784, laying out the counties of Franklin and Washington, by which forty thousand acres of land were reserved for the endowment of a college.⁶ The following year the university was chartered.⁷ In 1801 it received a private donation of six hundred and thirty acres of land near what is now the city of Athens, and there, soon afterward, it opened its doors.

It was at first thought best to lease the lands of the university and apply the rent to its support; but, as this proved unprofitable, the lands were sold, payment being secured by bond and mortgage. These bonds and mortgages were deposited in the State treasury, and a warrant issued for two-thirds of the amount they covered. As the State

¹Letter from J. H. Rice, State Superintendent of Education, July 20, 1888.

²See Education in Georgia, by Charles Edgeworth Jones. (Circular of Information No. 4, 1888, Bureau of Education.)

³Art. LIV, Poore: Charters and Constitutions, 383.

⁴White: Statistics of Georgia, 68.

⁵Marbury and Crawford's Digest, 134.

⁶Stevens: History of Georgia, II, 353. Cobb's Digest, 1082.

⁷*Ibid.*, 1083.

⁸Stevens, 363. Centennial Catalogue of the State University, 1.

not redeem this warrant it was regarded as a permanent debt, and eight per cent. interest on it was paid to the university.

This was the origin of the annuity of eight thousand dollars which the university has regularly received since 1815.¹

Other benefactions have from time to time been received. Loans by the State to the amount of twenty-five thousand dollars have been made, and various minor appropriations amount to seven thousand five hundred dollars. Permission was given in 1806 to raise three thousand dollars by a lottery.² In 1830 one of the college buildings was destroyed by fire, and to replace this, six thousand dollars were annually appropriated until 1841.³ In 1885 sixty-five thousand dollars were granted to establish a technological school in connection with the university.⁴

The donations of money made by the State since 1815 form a total of \$722,500.

GEORGIA MILITARY INSTITUTE.

The Georgia Military Institute was established in 1851 at Marietta.⁵ By the terms of the charter its property was exempt from taxation. The State set aside two thousand dollars annually for the support and location of not more than ten cadets,⁶ and at least \$29,681.87 was appropriated in money in the period before 1865. The institute disappears toward the close of the War, and in 1870 its lands were granted the Marietta Male Academy.⁷

MEDICAL COLLEGES.

At its foundation in 1833, the Medical College of Georgia received from the State ten thousand dollars in money and thirty lots in Augusta,⁸ and the aid subsequently received is estimated at thirty-five thousand dollars.⁹ In 1873 it became the medical department of the State university.¹⁰

The Southern Botanico-Medical College has received ten thousand dollars from the State,¹¹ and the Atlanta Medical College fifteen thousand dollars.¹²

¹ Stevens, 2. Laws of 1815, 103. Cobb's Digest, 1088.

² Laws of 1806, 9.

³ Laws of 1830, 4.

⁴ Laws of 1884-85, 69.

⁵ Laws of 1851-52, 298.

⁶ *Ibid.*, 6. Additional cadets were supported in 1860 and 1861.

⁷ Laws of 1870, 455.

⁸ Laws of 1833, 130. Cobb's Digest, 892.

⁹ White: Statistics of Georgia, 81. Laws of 1860, 66.

¹⁰ Centennial Catalogue of University, 5.

¹¹ Laws of 1851-52, 300. Laws of 1855-56, 279.

¹² Laws of 1857, 22.

Each of these colleges was in return to educate a certain number of students free.

ATLANTA UNIVERSITY.

This institution, founded in 1869 for the education of the blacks, had since 1874 an annual appropriation of eight thousand dollars from the State. Eight thousand dollars was also granted in 1870. This appropriation is now suspended until such time as the institution shall cease to educate white students.

THE AGRICULTURAL COLLEGE FUND.

The share of Georgia in the land granted for agricultural colleges was two hundred and seventy thousand acres. The donation was accepted in 1866,¹ but it was not till 1872 that the Georgia State College of Agriculture and the Mechanic Arts was established at Athens. It is "a distinct organization, complete in all its parts, but still being an integral part of the University of Georgia."² It received fifteen thousand dollars from the State in 1875.³

Another college was founded in the same year, the North Georgia Agricultural College, at Dahlonega. Two thousand dollars of the annual income from the sales of land were set apart for its support, and twenty-four thousand five hundred dollars additional has since been appropriated.

In 1874 the citizens of Milledgeville subscribed two thousand dollars annually to the payment of teachers in a college to be established in that town,⁴ and in 1879 the State chartered Middle Georgia Agricultural College there.⁵ This college gets annually \$1,500 from the land scrip fund and \$1,000 from the rental of the State buildings at Milledgeville. Additional appropriations have also been received to the amount of \$8,500.⁶

Other agricultural colleges have been established at Cuthbert, Thomasville, and Hamilton,⁷ all partly supported from the land-scrip fund. This fund was, in 1876, \$243,000.⁸

All the above colleges are considered as branches of the State University. They have received assistance from the State to the amount of \$57,000.

EXEMPTION FROM TAXATION.

By an act of 1850 exemption from taxation, hitherto confined to the University of Georgia, was extended to all other colleges.⁹

¹ Laws of 1865-66, 5.

² Centennial Catalogue of University, 4.

³ Laws of 1875, 11.

⁴ Report of Trustees of University, 10.

⁵ Laws of 1878-79, 91.

⁶ Letter from the Secretary, D. H. Hill, Jr., December 2, 1888.

⁷ Laws of 1878-79, 97. Laws of 1880-81, 100.

⁸ Speech by Hon. A. J. Peeler, Austin, Tex., 1877.

⁹ Cobb's Digest, 1083, 1085, 1096, note; Laws of 1849-50, 379.

CONSTITUTIONAL PROVISIONS.

Besides the article in the Constitution of 1777, already referred to, we find in that of 1798¹ the following :

"The arts and sciences shall be promoted in one or more seminaries of learning ; and the Legislature shall, as soon as conveniently may be, give such further donations and privileges to those already established as may be necessary to secure the objects of their institution ; and it shall be the duty of the General Assembly, at their next session, to provide effectual measures for the improvement and permanent security of the funds and endowments of such institutions."

The Constitution of 1865² reads thus :

"The General Assembly shall have power to appropriate money for the promotion of learning and science, and to provide for the education of the people ; and shall provide for the early resumption of the regular exercises of the University of Georgia, by the adequate endowment of the same."

SUMMARY.

Georgia has pursued a consistent policy of State aid to higher education. Institutions for literary, scientific, professional, military, industrial, and technical education have received frequent assistance from the State. The policy of utilizing the public domain for the endowment of higher institutions of learning, put into legislative form by Georgia in 1784, marks a departure in the history of American State education, and for this Georgia deserves much credit.

The direct assistance of the State, exclusive of land endowments and scholarships, may thus be summarized :

State University, since 1815.....	\$722, 500. 00
Military Institute, at least	29, 681. 87
Medical colleges	70, 000. 00
Atlanta University, at least	104, 000. 00
Agricultural colleges.....	57, 000. 00
Total.....	\$983, 181. 87

FLORIDA.³

THE SEMINARY GRANT.

Liberal provision for higher education in Florida was made by the United States. Two townships of land were granted in 1823,⁴ and in the act admitting the State to the Union there were set apart "two en-

¹Art. IV, sec. 13 ; Poore, 395., Report of the Commissioner of Education for 1867, 100.

²Art. II, sec. 5, 3 ; Poore, 406.

³See Education in Florida, George Gary Bush. (Circular of Information No. 7, 1888, Bureau of Education.)

⁴U. S. Statutes at Large, III, 756.

ture townships in addition to the two townships already reserved, for the use of two seminaries of learning, one to be located east and the other west of the Suwanee River."¹ The duty of selecting and securing these lands was by an act of 1835 intrusted to the register of the land office.² Eight years later five trustees were appointed to take charge of and lease the seminary lands. All sums that had been or should be obtained from this source were to be loaned on bond and mortgage at eight per cent.³ In 1847 the register of public lands was given power to rent or sell the lands, and invest the proceeds in United States stock.⁴

The first move toward realizing the object of the grant was made in 1846, when a board composed of two persons from each section of the State was directed to give its views in regard to establishing the two universities.⁵ An act of January 24, 1851, authorized the establishment of two seminaries of learning; the one east of the Suwanee was to be a normal school; the one on the west was to give instruction in the mechanic arts, in husbandry and agricultural chemistry, in the fundamental laws, and in what regards the rights and duties of citizens. As soon as the buildings of either seminary were ready for use, one-half of the interest on the seminary fund was to be passed to its credit.⁶

It is interesting to note that on the day the above act was passed a memorial of the Legislature to Congress requested that permission be given the State to appropriate the proceeds of the seminary lands to common schools.⁷ A similar petition appeared in 1877, on the ground that it would be better to maintain efficient common schools and a normal school.⁸ Both efforts seem to have been unsuccessful.

Liberal aid being granted by the inhabitants of the two towns, East Florida Seminary was located at Ocala (but afterwards removed to Gainesville) and West Florida Seminary at Tallahassee.⁹ In 1869 they were made free schools, with the exception of the classical department of East Florida Seminary.¹⁰

¹ Act of March 3, 1845.

² The Territory had assisted education by means of lotteries. Quincy Academy had been authorized to raise one thousand two hundred dollars by a lottery, while a like device was to secure ten thousand dollars for establishing and maintaining free schools in St. Augustine. See Laws of 1834, 56, 64.

³ Laws of 1843, 36. (See also Report of the Commissioner of Education for 1876, 61-63, where the whole history of the seminary lands can be followed.)

⁴ Laws of 1846-47, 47.

⁵ *Ibid.*, 83.

⁶ Laws of 1850-51, 97.

⁷ *Ibid.*, 186.

⁸ Laws of 1877, 149.

⁹ Laws of 1852-53, 83; Laws of 1856-57, 28; Laws of 1865-66, 50.

¹⁰ Report of the Commissioner of Education for 1876, 63.

STATE AGRICULTURAL COLLEGE.

The proceeds of the sale of land scrip, invested in United States or State bonds, were by an act of 1870 to form the endowment of Florida Agricultural College.¹ Its site was fixed at Eau Gallie, but as this was "a remote and comparatively unsettled and inaccessible part of the State," the Legislature in 1877 ordered that the college should be removed to any central point the trustees should select.² Lake City was chosen, and the college was organized in 1885. Up to 1887 \$30,750 had been received from the State.³

CONSTITUTIONAL PROVISIONS.

Article X of the Constitution of 1838 reads as follows :

"SECTION 1. The proceeds of all lands that have been, or may hereafter be, granted by the United States for the use of schools and a seminary or seminaries of learning, shall be and remain a perpetual fund, the interest of which, * * * shall be inviolably appropriated to the use of schools and seminaries of learning, respectively, and to no other purpose.

"SECTION 2. The General Assembly shall take such measures as may be necessary to preserve from waste or damage all land so granted and appropriated to the purpose of education."⁴

The substance of these provisions reappears in the Constitution of 1865.

The Constitution of 1868 contains the following provision :

"The Legislature shall provide a uniform system of common schools, and a university, and shall provide for the liberal maintenance of the same. Instruction in them shall be free."⁵

Educational property may be exempted by law from taxation.⁶

SUMMARY.

Although Florida's educational policy has been one of State aid, her conduct is more creditable in the field of common schools than in the field of higher education, where it is only of late years that much activity has been manifested. The appropriations for the latter purpose, so far as ascertained, amount to \$30,750, for the Agricultural College.

¹Laws of 1870, 45.

²Laws of 1877, 103.

³Report of Commissioner of Education for 1886-87, 710.

⁴Poore: Charters and constitutions, 326. Report of the Commissioner of Education for 1867-68, 112.

⁵Art. IX, sec. 2, Rep. Com'r Educ., 1867-68, 127; Poore, 355. In 1869 an act was passed in conformity to this provision. It was made the duty of the Board of Education "to use the available income and appropriations to the university or seminary fund in establishing one or more departments in the University," beginning with normal and preparatory work, but keeping in view the establishment of a university on a broad and liberal basis. See Laws, second session of 1869, 9, and further, Bush, Education in Florida, 46, 47.

⁶Art. XIII, sec. 1; Poore, 357.

The following extract taken from a letter received from Mr. Albert J. Russell, State Superintendent of Public Instruction in Florida, dated July 27, 1888, indicates the work being done by that State toward higher education. It indicates that Florida is assisting State institutions.

"There is no published statement of appropriations, except what is given in the journals of the various Legislatures. An annual appropriation of eight thousand dollars is made for normal colleges, and one of five thousand dollars for the Deaf-Mute Institute. These are fixed. Each Legislature, however, is frequently called upon for appropriations for the State college and State seminary. In 1885 ten thousand dollars were given to the State college, and in 1887 seven thousand five hundred dollars more to the same college and ten thousand dollars to the East Florida Seminary. Each of these institutions has a permanent inviolable invested fund of its own, the former one hundred and ninety-five thousand dollars, and the latter ninety-five thousand dollars, with sixty thousand acres of land unsold and in the market. The State also appropriates annually one thousand five hundred dollars for teachers' institutes. I believe these facts cover the field of our appropriations.

CHAPTER VI.

STATE EDUCATION IN THE NORTH-WEST TERRITORY.

The Ordinance of 1787 was the *magna charta* of the North-West Territory, wrested from Congress by the people. Though generally attributed to the generosity and wisdom of a central legislative body, the real spirit of its origin must be sought in the desires of the people who proposed to live in that Territory. It was the privilege of self-government, determined by the people, and granted by the supreme legislative body.

The Ordinance was not a cunning device wrought upon the theory of the abstract fitness of things. It arose from practical conditions, although its significance soon outstripped the most sanguine dreams of its originators. The design of Jefferson for universal freedom became enlarged, and was carried out by those directly interested in the settlement of the territory in question, and their faithful allies. The people demanded provisions for religion, for schools, and for the exclusion of slavery, and they were granted.

The far-reaching influence of the Ordinance was grasped by the mind of Webster, when he expressed his sentiments before Congress in the following words: "At the foundation of the constitution of these new north-western States, lies the celebrated Ordinance of 1787. We are accustomed, sir, to praise the law-givers of antiquity, and we help to perpetuate the fame of Solon and Lycurgus; but I doubt whether one single law, of any law-giver, ancient or modern, has produced effects of more distinct, marked, and lasting character than the Ordinance of 1787. That instrument was drawn by Nathan Dane, then and now a citizen of Massachusetts.¹ It was adopted, as I think I have

¹The most recent criticism on the Ordinance of 1787 considers it the product of many minds, and not of an individual. "No one," says Mr. Poole, "I think, in the present state of investigation, can be regarded as its author. It came from a committee, and what occurred in two sessions of the committee is not known. The scribe of the committee was Nathan Dane, and if the manuscript of the final draft could be found, it would probably appear in his handwriting." (See W. F. Poole, in *Papers of American Historical Association*, Vol. III.) The credit of framing the principal clauses is sometimes given to Dr. Manasseh Cutler, the director of the Ohio Company. Although he is entitled to much credit, his associates, General Rufus Putnam, Samuel Holden Parsons, as well as the prominent members of Congress, a majority of them southern members, must be considered worthy sharers of the honor. (Poole.) It must be remembered, also, that prior work of Thomas Jefferson had at least determined the plan of action.

understood, without the slightest alteration, and certainly it has happened to few men to be the author of a political measure of more large and enduring consequences."¹

The importance of the Ordinance appears in the fact that the Federal Government acknowledged its right and duty to look after the educational interests of the people, and that, having placed the means of education within reach of the State governments, it threw all responsibility of organization and control of education upon the States. It placed in the care of the State a trust fund for the support of education and held the State responsible for the administration of the same.

Started as a policy in reference to a single State, the grants for education extended to all the States admitted thereafter, with the exception of those² whose land policies had been already settled at the time of their admission.

Though furnished the means of education, the settlers of "the Ohio" encountered many of the same difficulties of planting a university in the wilderness that were met by the colonists on the Atlantic seaboard. To force nature, on the one hand, by hard toil to yield her resources, and, on the other hand, to protect their homes from the ravages of the Indians and the jealousy of foreign nations, required nearly their entire attention, and left little time for culture.

But the desire for culture and learning was deep-seated and constant. The Ohio country was chiefly settled by persons from the New England and Middle States, who carried with them notions of education entertained by their fathers. Consequently we find an eagerness to found universities and colleges at the earliest opportunity. Two years after Ohio became a State, the Ohio University was chartered and organized, and five years thereafter the Miami University was located in Butler County. Ten years before the admission of Indiana the University of Vincennes was chartered and organized. Michigan and Wisconsin each chartered a university while they were yet Territories.

These universities were necessarily of slow growth, and in this respect they were not unlike other institutions of their own time. The growth of permanent institutions in new countries is always slow. Harvard is great with two hundred and fifty years to grace her venerable life, and Yale University will soon celebrate her one hundred and ninetieth anniversary. If the Johns Hopkins University sprang within a decade to the foremost rank among the institutions of America, it was because the times were ripe for such an institution. More than two centuries of educational development prepared the way and made the support of the university possible.

Two principal motives characterize the haste to establish universities in this wilderness: the first was the zeal of the inhabitants for education, and the second the desire on the part of the people to secure to

¹ Webster's Works, III, 263.

² Maine, Vermont, Kentucky, West Virginia, and Texas.

their children the benefits of the Congressional grant. The principle was well illustrated that it takes something more than buildings and books and apparatus, and even professional teachers, to constitute a university. It takes the moral, intellectual, and material support of a community well advanced on the road to prosperity.

The management of the Congressional land grant for seminaries was an experiment, and almost a failure. The deplorably poor management of this public trust can not be entirely attributed to haste and inexperience, for Illinois, the last of the group to found a university, perhaps was the most unfortunate in the administration of the trust fund.

It is quite remarkable that, while Ohio has been trying to build three institutions endowed by the Federal Government, no less than thirty non-State universities and colleges have maintained a tolerably fair success, while some of these have rivalled in excellence the work of the State institutions. This might be urged as one of the circumstances preventing strong State institutions. If the best life forces of education are devoted to the upbuilding of local and denominational schools, a poorly managed State school-fund has small influence. Let it not be inferred that the writer has a desire to depreciate the work of non-State schools. Nothing can depreciate the work of these institutions. Through local pride and denominational zeal, through private benevolence and hard-grinding self-denial, multitudes of young men and women have been brought into the realm of culture, who otherwise would never have received the light, even with an Oxford or a Harvard in the State. The untiring zeal with which religious organizations have planted colleges and prospective universities in every valley of the West, as well as in every part of the South and East, is a spectacle for our wonder and admiration.

Scores of these institutions have succumbed to fate, while many others have had barely a nominal existence. Here, again, the zeal of propagandism and the appeal to local pride have called institutions prematurely into existence. Likewise the shifting tide of emigration and the powerful influences of railroads have left many a town with its embryo college by the wayside. With full recognition of all the merits of the multitude of schools that have been established, there has been a lack of centralization of power, of union of forces for utilizing in common the means of education. Where is there a fully equipped Methodist university, or a fully equipped Presbyterian or Baptist or Congregational university? Certainly not in America. There is a young State in the far West that contains among other institutions four colleges under the supervision of the Methodist Church. Each one of these colleges is ambitious to become a university. If three of them would be content to be colleges and allow the fourth to become a university, the latter might be a university in fact. But it will not be done, and thus educational forces are scattered.

In the North-West Territory, as in other parts of the United States,

schools under the patronage of the State have suffered not a little from the opposition of denominational schools, and this has tended to decentralize. It may be said, on the other hand, that State institutions have failed to recognize in some instances non-State schools or have treated them as rivals rather than as allies in a great cause. It is high time such folly and waste should be stopped by both sides.

The University of Michigan is the best example of the influence of a strong central institution in education. For years the youth from neighboring States have flocked to Ann Arbor as a Mecca of learning. Schools in other States, as well as in Michigan, have prepared students for the university. Taking the lead among the universities of the North-West, the University of Michigan has had a powerful influence in shaping the educational policy of neighboring States, and a reflex influence has been felt in Illinois, Indiana, and Ohio. In fact, Michigan influence has been felt from Cornell to California University.

How long this influence will last, in view of the coming rivalry of Wisconsin, Kansas, Nebraska, Iowa, Illinois, and Indiana Universities, remains to be seen. If in the past the interference of the State in education has been at times a failure, the manner in which the States of the North-West are now developing their universities leads us to suppose that instances of poor administration are very rare. In the management of the seminary grants Michigan, though not without mistakes, has the best record, and Illinois the poorest of the group of the North-Western States, as the following investigation will show. While it is greatly to be deplored by the friends of education that the interests of the seminary fund were sacrificed in previous years, it is on the other hand highly gratifying to observe the tendency of the Legislatures to make good all losses, and as far as possible redeem the past.

OHIO.

The history of higher education in Ohio is of unusual interest, for the reason that it was the first State to struggle with the Congressional seminary land grant. Without experience and without precedent, the first Legislature began its early work of carrying out the educational policy inaugurated by the action of the Federal Government in the celebrated ordinance of 1787.

It is very remarkable that these first grants of land for seminaries of learning were made through contracts with companies the members of which were warm advocates of the measures, while the whole responsibility of controlling and utilizing the grants devolved upon the State Legislature; that these companies had a semblance of private institutions while the State was yet to be built; and that this reservation of land in the contract was for the benefit of the future State and has become a national policy in the building of every State since that time.

The results of education in Ohio are quite remarkable, when it is considered that, while the Legislature has attempted to foster and develop no less than three distinct universities, a multitude of sectarian and private institutions have sprung up, some to perish for want of nourishment, some to continue a miserable existence, and others to rise to a position of usefulness and independence. Out of this sporadic group of institutions, thirty-three colleges and universities yet remain, sufficient to constitute Ohio the banner State in respect to the number of its institutions for liberal culture.

TREATMENT OF THE SEMINARY GRANTS.

The contract between the Ohio Company and the Federal Government embodied, among other things, that lot No. 16 in each township be given perpetually by Congress to the maintenance of schools, and lot No. 29 to the purposes of religion, and that two townships of good land near the center be also given for the support of a literary institution, to be applied to the intended object by the Legislature of the State.¹ In the same year John Cleves Symmes contracted with the Board of the Treasury for a large tract of land in the Territory in which reservations were made for schools and religion² similar to those in the grant to the Ohio Company, and one entire township was reserved for the support of a seminary of learning.

The former of these reservations led to the establishment of the State University of Ohio at Athens, and the latter to the founding of the Miami University. The selections of the first grant, mentioned were made in 1795, in Athens and Alexander townships, by the Territorial Legislature. This body chartered in 1802, prior to the admission of Ohio as a State, the American Western University, at Athens, vesting the lands of the said townships in the corporation, and granting the trustees power to lease them for a period not to exceed twenty-one years.

The first Constitution of the State, adopted in 1802, assumes a liberal attitude toward education in general terms, but makes no specific provisions for the disposal of the seminary trust. It declares, nearly in the words of the compact of 1787, that "religion, morality, and knowledge being essentially necessary to the good government and the happiness of mankind, schools and the means of instruction shall be forever encouraged by legislative provision not inconsistent with the rights of conscience."³ Section twenty-five of the same article enacts that no law shall prevent the poor in different parts of the State from having full and "equal participation in the schools" endowed, "in whole or in part," from revenues arising from the Federal donation, and that "the doors of the said schools, academies, and universities shall be open for

¹ Bancroft, II, 433.

² These two grants were the only support ever given by Congress for the benefit of religion.

³ Constitution of 1802, Art. VIII, sec. 3.

the reception of scholars, students, and teachers of every grade, without any distinction or preference whatever, contrary to the intent for which the said donations were made.

In connection with this idea of free State education, may be quoted section twenty-seven, which shows the catholicity of view then entertained by granting unrestricted privileges to charter private institutions. It reads as follows: "That every association of persons, when regularly formed within this State, and having given themselves a name, may on application to the Legislature, be entitled to receive letters of incorporation to enable them to hold estates, real and personal, for the support of their schools, academies, colleges, universities, and other purposes." In the amended Constitution of 1851, this section and the twenty-fifth, were omitted; the third section was essentially retained, while new provisions were made for the protection and preservation of school funds and the establishment of a common school system.

FOUNDING OF THE OHIO UNIVERSITY.

In the year 1804 the State Legislature repealed the law of 1802, and organized¹ the "American Western University" under the name of the "Ohio University," and provided for its control by creating a board of trustees, twenty-one in number, of which the Governor of the State and the president of the university, are ex-officio members and the remainder are nominated by the board with the approval of the General Assembly.² The two townships of land were placed in charge of this board of trustees as an endowment for a university, and explicit instructions were given pertaining to the disposal of the same.

The lands were to be subdivided into tracts of not less than eighty nor more than two hundred acres, to be valued by three disinterested freeholders, as in their original and unimproved state, and to be leased "for the term of ninety years, renewable forever, on a yearly rent of six per centum on the amount of their valuation, so made by said freeholders; and the land so leased shall be subject to a re-valuation at the expiration of thirty-five years, and to another re-valuation at the expiration of sixty years from the commencement of the term of each lease.

* * * Provided always that the corporation shall have the power to demand a further yearly rent on the said lands and tenements not exceeding the amount of the tax imposed on property of like description by the State."³ Section seventeen exempts these lands with the buildings upon them from all State taxes forever. "This last provision was in effect to give to the university the State taxes upon those two townships, though the State did not undertake to collect them."⁴

¹ Laws of Ohio, II, 193.

² Smart: Historical Sketches of Education in Ohio, 9.

³ Quoted in Historical Sketches of Education in Ohio, 10.

⁴ George W. Knight: History and Management of Land Grants for Education in the North-West Territory; Papers of American Historical Association, Vol. I, No. 3, p. 119.

This policy seems to have been very fair and entirely liberal to the lessees; had it been adhered to, doubtless the institution in question would have been well-off to-day. As we look back over the history of the disposition of the educational land grants in the several States, it seems that there could have been no better policy than that of long leases with frequent re-valuations of the property. Twenty thousand acres were applied for in the following year and it appeared that all of the lands would soon be taken. But Governor Tiffin recommended in his message that a more liberal policy be pursued toward the lessees; consequently the law of 1804 was amended¹ so that the lands appraised in their original and uncultivated state could be leased for a term of ninety-nine years, with the privilege of renewal, at an annual rent of six per centum on the appraised valuation. However, lands were not to be leased on a valuation less than one dollar and seventy-five cents per acre.² These lands, with the exception of about two thousand acres sold in fee-simple, are still held by perpetual lease yielding but a scanty income based upon a valuation of eighty-four years standing. According to President Scott,³ the rent from the forty-four thousand acres in 1883 was only twenty-four hundred dollars, while the aggregate assessed valuation of the university lands is \$1,060,000. The valuation of the act of 1805 for rental is only seventy thousand dollars; that is, had the first policy been adhered to, the university would now be receiving an income approximating \$63,600 in place of \$2,400.

A full discussion of the struggles of the university with the lessees and the Legislature is too long and complicated to be properly represented here, therefore only the conclusions will be given. When the law of 1804 was amended, in 1805, its meaning was not quite clear. This led to a contention as to whether the lands were subject to re-valuation. Consequently, in 1841, the trustees proceeded to re-value the lands, the thirty-five years specified in the first act having expired. The lessees objected, and the subject was argued before the supreme court of Ohio, which held that the lands were subject to re-valuation. The lessees appealed to the Legislature, and that body, strange as it may seem, practically set aside the decision of the supreme court in interpreting the meaning of the act of 1805.

Another similar misfortune is to be recorded, pertaining to the collection of the State taxes as an annual rent. The trustees, partly through neglect and partly through difficulty of collection, never received any rent in lieu of taxes until the year 1876. In 1841 they applied to the Legislature for assistance to enforce the collection, but without avail. Not until 1875 did the Legislature pass a law requiring the collection of the rents; since then the rents have been collected regularly, after having allowed the occupants to escape from taxation for seventy years. The yield of income from this source is about three thousand

¹ Laws of Ohio, III, 79.² Knight, 120.³ *Ibid.*, 121.

dollars, making the total income to the university arising from two townships of land about seven thousand four hundred dollars per annum.

During recent years the Legislature has sought to do justice to the Ohio University, the oldest college of the State, by appropriations to supplement its small income. In 1881, twenty thousand dollars were voted for repairs on the buildings;¹ in 1883, ten thousand dollars² to assist in the completion of the building; and again, in 1885, four thousand nine hundred dollars for current expenses.³ The university has received assistance at different times by appropriations from the Legislature amounting in all to about fifty-five thousand dollars.⁴

MIAMI UNIVERSITY.

The third seminary township granted to the State of Ohio in the contract of the Federal Government with John Cleves Symmes, was selected in Butler County, and is now known as Oxford. Immediately after this grant was confirmed by law,⁵ in 1792, commissioners were appointed to locate the lands. After the location nothing was done toward the founding of a university until 1809, when the Miami University was chartered⁶ and the seminary township granted to it as a permanent endowment. The terms for the disposal of the lands were exceedingly favorable to the new institution. They were divided into tracts containing not over one hundred and sixty acres, which were to be rented for ninety-nine years to the highest bidder, provided that no lease should be based on a valuation of less than two dollars per acre. The lessees were to pay an annual rent of six per centum on the first bid, and the lands were to be subjected to re-valuation every fifteen years. But in the following year the Legislature repealed that portion of the former act requiring a re-valuation every fifteen years.⁷ By this action the Legislature gave a blow to the university from which it never recovered. Could a wise policy have prevailed instead of the short-sighted haste to build a university in the wilderness, Miami University would doubtless be a flourishing institution at the present time. The Legislature tried to aid the university, but the entire assistance given amounted to about thirty thousand dollars.⁸

The university was not opened until 1824, while the lands were all taken as early as 1810. The valuation of the lands represents ninety-three thousand dollars, which yields an income of five thousand six hundred dollars. With this meager allowance the university continued its struggle for existence until 1873, when its doors were closed.

To revive an institution for which the State was in a great measure responsible, the Legislature in 1885 appropriated twenty thousand dol-

¹ Laws of Ohio, 1881, 68.

² *Ibid.*, 1883, 158.

³ *Ibid.*, 1885, 193.

⁴ Letter from President W. H. Scott, of Columbus, 1888.

⁵ United States Statutes, I, 266.

⁶ Laws of Ohio, VII, 184.

⁷ *Ibid.*, VIII, 95.

⁸ Letter from Pres. W. H. Scott, Columbus, July 31, 1888.

lars for repairs to the buildings of Miami University.¹ Other gifts have been made by the State. At present the university is in operation, having a productive fund of sixty-two thousand dollars, which yields an annual income of nine thousand five hundred dollars.²

It is generally conceded by all candid judgment on the subject that the management of the Ohio Seminary lands has been a failure, although the first plan for their management was well formed. It is not easy to explain the causes in a few words. Perhaps the haste to realize funds at once for carrying on the universities, the pressure brought to bear by the lessees and other interested parties, and the fact that the attention of the people was directed to the support of other institutions of learning, may be enumerated as the chief causes of the wild legislation and bad management of the funds.

OHIO STATE UNIVERSITY.

Under the grant of 1862 Ohio received, in land scrip, six hundred and thirty thousand acres. By an act³ of April, 1865, the Legislature authorized the sale of the land scrip at a minimum price of eighty cents per acre.⁴ Subsequently the minimum price was fixed at fifty-three cents per acre. The lands were soon sold, and brought the sum of \$340,906.80, or an average of about ninety-four and one-half cents per acre. This amount was increased by interest on its investment until the opening of the college, in 1870, when it amounted to over four hundred thousand dollars, and in 1876 to five hundred thousand dollars.

In the year 1878 an act was passed by the Legislature reorganizing the university, under the name of the "Ohio State University."⁵ It was located near Columbus, in Franklin County. The citizens of Columbus and of Franklin County gave three hundred thousand dollars for the erection of buildings. Another fund of about twenty-eight thousand dollars was contributed by the railroad companies and citizens combined.

Certain lands reserved by the compact of the United States and the Ohio Company, known as the Virginia military district, contained some remnants, which were donated to the State by the Federal Government in 1871. These lands in the following year were in turn donated by the State to the university at Columbus. They yielded upward of twenty thousand dollars. The funds of the institution have been constantly increasing. The last Report of the Commissioner of Education shows value of buildings, grounds, etc., to be eight hundred and fifty thousand dollars; the amount of productive funds to be \$537,841, and the income on productive funds to be \$32,270.

¹Laws of Ohio, 1885, 193.

²Report of the Commissioner of Education, 1886-87, 701.

³Laws of Ohio, LXII, 189.

⁴*Ibid.*

⁵Revised Statutes of Ohio (1886), Vol. III, Supplement, Title 37, p. 765.

220 FEDERAL AND STATE AID TO HIGHER EDUCATION.

The State has been generous in its aid to the institution by making needed appropriations and otherwise encouraging the growing university. The following is a list of the appropriations granted since its organization:¹

1876.....	\$5,150.90	1885.....	\$25,500.00
1879.....	15,800.00	1886.....	19,600.00
1880.....	8,500.00	1887.....	19,400.00
1881.....	1,350.00	1888.....	25,335.00
1882.....	21,850.00		
1883.....	22,150.00	Total.....	\$175,085.90
1884.....	10,450.00		

Other items swell the entire appropriation by the State to \$179,535.90.

SUMMARY OF GRANTS.

Ohio University, at Athens.....	\$55,000.00
Miami University, at Chillicothe	30,000.00
Ohio State University, at Columbus	179,535.90
Total.....	\$264,535.90

INDIANA.

TERRITORIAL EDUCATION.

The first Territorial Assembly of Indiana adopted measures for the establishment of a university. We have here one of the many instances on record of the attempts to place the "crown of the public school system" before the establishment of the system upon which it was to rest. However, it was not the intention of the early legislators to neglect the public common schools, seminaries and intermediate schools, as the sequel will show. It was to secure the Congressional seminary land grant and to obtain through the means of a university support to secondary and primary schools that a seminary of learning was to be planted in the wilderness. But it took over half a century to mature the plans of the early legislators.

The organization of the Indiana Territory took place in 1800, and four years thereafter Congress passed an act which provided among other things for the disposition of the public lands within the Territory. The act of Congress of 1804 divided the Territory into three land districts, viz, Kaskaskia, Detroit, and Vincennes, which later formed essentially the respective States of Illinois, Michigan, and Indiana.

The fifth section of the said act, after designating what land shall be reserved for public schools, states that there shall be set apart "an entire township in each of the three described tracts of country, or districts to be located by the Secretary of the Treasury for the use of a

¹ Letter from Pres. W. H. Scott, November 29, 1888.

seminary of learning."¹ It was not until October 10, 1806, that the township of land falling within Vincennes Territory was located, according to law, by Albert Gallatin, the Secretary of the Treasury.² The lands were chosen in Gibson County, and the university was located in the borough of Vincennes.

INCORPORATION OF VINCENNES UNIVERSITY.

The General Assembly at its first sitting (1806) passed an act incorporating the Vincennes University. A somewhat lengthy preamble sets forth the views of these early legislators on the importance of education.

The preamble commences as follows: "*Whereas*, The independence, happiness, and energy of every republic depends (under the influence of the destinies of Heaven) upon the wisdom, virtue, talents, and energy of its citizens and rulers; and *whereas*, science, literature, and the liberal arts contribute in an eminent degree to improve those qualities and acquirements."³ Proceeding from this the article continues to advocate learning as the support of "liberty" and "rational" religion; and "philosophy, and literature" as the best means of furnishing "pleasant occupation;" and the diffusion of knowledge as "requisite for a magistrate and elector." Then follows the body of the act, establishing a university, under the control of a board of trustees, who were given power to make laws for its control in accordance with the laws of the Territory and of the United States. The trustees were to appoint a president of the university, and "not exceeding four professors, for the instruction of youth in Latin, Greek, French, and the English languages, mathematics, natural philosophy, logic, rhetoric, and the law of nature and of nations."

It was further enacted that the departments of theology, law, and physics might be established, and whenever the funds of the university permitted, all students were to be educated gratis in all or any of the branches they might require. "No particular tenets of religion" were to be taught in the university.

Among other things provided for in this act was the raising of funds, not exceeding two thousand dollars, by means of a lottery, "to be conducted by five discreet persons chosen by the trustees;" also, a clause was inserted providing for the teaching of the children of the Indians, who were to be instructed, clothed, and fed while in attendance.

It was further enacted "that the said trustees, as soon as in their opinion the funds of the said institution will admit, are hereby required to establish an institution for the education of females," etc.

Thus was established the first university in the new Territory, but it

¹U. S. Statutes, II, 277.

²Woodburn's History of Higher Education in Indiana, MS. for circular of Information, Bureau of Education.

³Woodburn, MS.

was only established by law; it was not yet built. Time must first see the failure of the exalted plans of the founders, the doors of a struggling institution closed before a university could be developed.

It was not until the year 1810 that the university was formally opened for instruction, and then it was only allowed to teach the elementary branches until the university should gain strength. Even then the university must start with the private school of Rev. Samuel Scott as a nucleus.

In 1807 the trustees were legally authorized to sell a quantity of land, not exceeding four thousand acres, of the seminary township, and to rent the remainder "to the best advantages for the use of said university."¹ The trustees soon sold four thousand one hundred and thirty-six acres, and rented parts of the remainder. With the proceeds, about six thousand dollars, the first building was erected. Although the school was in existence from this date until 1825, neither the State nor Territory gave it aid. The trustees allowed their organization to become illegal through lack of attention, and the State withdrew its care.

In 1822 the State passed an act virtually confiscating the lands of the university, and devoted them to the support of the State seminary established at Bloomington. In consequence of this act the institution was suspended in the following year, and afterward re-opened under the name of the Knox County Institute.

In 1824 the Legislature declared that the Vincennes University "had expired through the negligence of its members."²

"This act of 1822 recited the fact that the trustees of the Vincennes University 'had sold portions of such lands, and had negligently permitted the corporation to die without having executed deeds to purchasers,' and the act provided for the sale of the seminary township, in Gibson County, and for the use of the money as a productive fund for the benefit of the State seminary previously established at Bloomington."³

Proceeding upon the assumption that the lands granted to Vincennes University still belonged to the State, the Legislature passed acts in 1825 and 1827⁴ which authorized the sale of the seminary townships in Gibson and Monroe Counties.⁵

It was further provided "that it shall be the duty of the Treasurer of the State to pay quarter-yearly to the president of the board of trustees of the State seminary, to the order of said president, * * * any interest of money in his hands that may have heretofore accrued, or that may hereafter accrue, from the sales of the seminary townships aforesaid."⁶ However, no greater sums should be paid in this manner than the amount of the yearly expenses for salaries in the seminary.

¹ Cf. Knight, 124-5.

² Knight, 126.

³ Woodburn, MS.

⁴ Laws of 1827, chap. 100, p. 95.

⁵ Three sections near the seminary were reserved.

⁶ Laws of 1827, chap. 100, p. 98.

LITIGATION BETWEEN THE VINCENNES UNIVERSITY AND THE STATE OF INDIANA.

In the year 1828 the Legislature authorized a loan of the seminary funds and the payment of the interest to Indiana College.¹

From the above acts, under which seventeen thousand acres of Gibson County lands were sold and the proceeds placed to the credit of the State seminary fund, sprang the famous litigation between the trustees of Vincennes University and the State of Indiana. The history of this litigation is briefly stated in Woodburn's History of Higher Education in Indiana as follows :

"The withdrawal of State care and attention from this early school is not fully explained. The removal of the capital of the Territory, and consequently of public influence from Vincennes to Corydon, in 1813, the carelessness and suspension of its own board of trustees, and the indifference of its friends, the rise of similar 'academies' and 'seminaries' in other portions of the State, the desire to have the State seminary near the center of population, which was moving rapidly toward the north, and perhaps political influence—all these worked adversely to the continuance of the school at Vincennes as a State institution.

"But after the school had continued for some years as the Knox County Seminary, the old corporation was resuscitated by an act of the Legislature in 1838 making provision for supplying vacancies in the board of trustees. A clause, however, was inserted in this act intended to prevent the renewal of any claim to the seminary township taken from it in 1822. But in 1845 the trustees of Vincennes University, thus revived, laid claim to the Gibson County lands and to the proceeds of previous sales made by the State, which had been transferred to the Indiana University, formerly the State seminary, and suit was brought to test the question of title.

"In January, 1846, in order to make legal a suit against the State and to relieve the occupants of the lands of responsibility and litigation, an act was passed by the State Legislature authorizing the trustees of Vincennes University to bring suit against the State of Indiana for other purposes. This suit in the Marion County circuit court resulted in a decree in favor of the trustees in the amount of \$30,099.66.

"On an appeal to the supreme court of the State the decision was reversed, the court holding that the act of the Territorial Legislature of 1806 granting the lands of the Vincennes University was nugatory, because no such power was vested in it by act of Congress, and that they were not, at the time of sale and disposal, in existence as a corporation, having allowed their corporation to lapse.

"The trustees of Vincennes University were not satisfied with this decision, and they sued out a writ of error from the Supreme Court of the United States, which at the December term, 1852, reversed the decision.

¹ Laws of 1828, chap. 87, p. 127.

ion of the supreme court of the State, holding that when the Territorial Legislature of 1806 incorporated a 'board of trustees for the Vincennes University,' a grant of a township in the Vincennes district by the Congress of 1804, and which was located by the Secretary of the Treasury in 1806, attached to this board, although for the two preceding years there had been no grantee in existence; and holding further that if the board of trustees, by a failure to elect when vacancies occurred or through any other means, became reduced to a less number than was authorized to act by the charter, the corporation was not thereby dissolved, but its franchises only suspended until restored by legislative action."

The Vincennes University obtained judgment in its favor to the amount of \$66,585, but as one-fourth went for counsel fees¹ only about forty thousand dollars were realized.

CONSTITUTIONAL PROVISIONS.

The attitude of the State of Indiana toward the promotion of education and the establishment of a system of schools including all grades from the elementary to the university is plainly indicated in the first State Constitution, adopted in 1816. As in its Territorial organization, so now legislators were ambitious for the advancement of learning. The statesmen provided for a system of education by a constitutional act, and the people voted for the same; but many years were to elapse before a respectable system of schools should be established. There was need of the schools, but the nascent state of the country would not admit of a full organization. Even the beginnings of colleges and universities, started under whatsoever auspices, were feeble institutions at best.

Section one of Article IX of the Constitution of 1816 treats of the necessity of a general diffusion of "knowledge and learning" for the "preservation of a free government," enjoins upon the General Assembly the duty of protecting and improving the public lands granted for school purposes, and finally closes with the following clause: "The General Assembly shall, from time to time, pass such laws as shall be calculated to encourage intellectual, scientific, and agricultural improvement by allowing rewards and immunities for the promotion and improvement of arts, sciences, commerce, manufactures, and natural history, and to countenance and encourage the principles of humanity, industry, and morality."² This was followed by a more specific statement, which enacts that, "It shall be the duty of the General Assembly, as soon as circumstances will permit, to provide by law for a general system of education, ascending in a regular gradation from township schools to a State university, wherein tuition shall be gratis

¹ The trustees brought suit against their counsel, Mr. Judah, for retaining an exorbitant fee. Mr. Judah, after sustaining defeat in two lower courts, finally won the case in the Supreme Court of the United States.

² Constitution of Indiana (1816), Art. IX, sec. 1.

and equally open to all.”¹ It was further provided that, “For the promotion of such salutary ends, the money which shall be paid as an equivalent by persons exempt from militia duty, except in times of war, shall be exclusively and in equal proportions applied to the support of county seminaries; also all fines assessed for any breach of the penal laws shall be applied to said seminaries in the counties wherein they shall be assessed.”²

THE NATURE OF THE SCHOOL SYSTEM.

Thus “the pioneer legislators of Indiana conceived an educational system that should meet the entire wants of the people. The common school was to be its base and the State university its apex. The county seminary was to fill the space between and furnish a preparatory course for the university. The conception was good in theory, but did not succeed well in practice. The failure was caused by a general want of successful educators at the head of the county seminaries who could draw support and build them up.”³

But this plan has been approximated to after many years of partial success and failure. The undeveloped state of the country must be taken into account for the greater part of the failure. It is shown by the history of every State in the Union that where a territory is settled by individuals, and local interests have been first inaugurated, a complex school system can not exist until a comparatively highly developed state of society is reached.

Localism and sectionalism, which have brought into existence so many premature institutions, and have likewise caused their early death, have had their influence upon State systems of learning everywhere. Not until a new territory becomes sufficiently thickly settled, so that the interests of different sections touch each other and a common sentiment of justice flows, and a feeling of unity prevails throughout the State, will there be a successful system of education. Commonwealths grow into real being, and in nearly every case the first legislators anticipate the needs of a people by a long period of time.

The university was not organized for eighteen years after the adoption of the Constitution, although a seminary was soon started. There was provision in 1824 for the organization of county seminaries, while the common school system was not established until 1851, thirty-five years after the adoption of the Constitution, forty-seven after the Territorial organization, and one hundred and twenty-one after the settlement of the country (1730).

FOUNDING OF THE UNIVERSITY.

When Indiana was admitted to the Union in 1816, an additional township of land was granted to the State for the support of an institution

¹Constitution of Indiana (1816), Art. IX, sec. 2.

³Smart: Schools of Indiana, 26.

²*Ibid.*, sec. 3.

of advanced learning. A provision in the Constitution required that no lands should be sold prior to 1820. In this year the State Seminary was incorporated,¹ and located at Bloomington, in Monroe County. This was the organic beginning of the present Indiana University. The seminary was endowed with the new township, and also with the Gibson County lands, hitherto referred to as granted to Vincennes University, with the exception of four thousand acres already sold.

TREATMENT OF PUBLIC LANDS.

The first plan was to derive an income for the new institution by lease of the lands,² but afterwards it was determined to sell the remainder of these lands, the minimum price being fixed at five dollars per acre.³

"This is the earliest instance," says Knight, "in the North-West Territory where the system of leasing university lands was formally abandoned in favor of the method since adopted by the five States."⁴ But it seems that the Legislature returned to the old plan and leased the Monroe County lands at public auction by an act of 1825, the minimum rental being fixed at sixty-two and one-half cents per acre.⁵ All the rents and accumulations of the fund of the Gibson County lands were appropriated at this time by the Legislature.

Two years later it was enacted that all the unsold lands should be divided into three classes, and the minimum prices be graded at three dollars and a half, two and a quarter, and one and a quarter, respectively.⁶

These lands, with the exception of three sections near the university, were to be sold at public auction within a year, and the proceeds placed in the State treasury, while the interest was placed under the control of the trustees. The fund was loaned in small amounts to private parties on not more than five years' time, at six per cent. per annum, instead, as had been the custom previously, of loaning to the State.⁷

In 1828 the three sections near Bloomington, previously reserved, were placed under the control of the trustees. Subsequently (1830) one section was sold,⁸ at a minimum price of five dollars per acre, and finally the remaining two, to purchase apparatus for the college. The lands not sold at auction might be purchased privately at the minimum prices established in 1827. The minimum prices of the three grades of land above referred to were placed in 1830 at two dollars and a half, one and a half,

¹ Laws of Indiana, 1820, chap. 48, p. 32.

² *Ibid.*, p. 160.

³ *Ibid.*, 1822, p. 111.

⁴ Land Grants for Education in the North-West Territory.

⁵ Laws of Indiana, 1825, p. 97; see Knight, 126.

⁶ See Knight, 127.

⁷ Laws of Indiana, 1828, p. 127.

⁸ *Ibid.*, 1830, p. 166.

and seventy-five cents per acre, respectively.¹ At these low prices a greater proportion of the lands were soon sold, but the remainder was taken up slowly.

By 1843 forty-two thousand acres had been sold, which yielded an income of about five thousand dollars to the university, the fund itself amounting in 1846 to \$59,770, exclusive of balances still due from purchasers.²

After the case in litigation between the Vincennes University and the Indiana University was finally decided in the former's favor, the United States granted to the Indiana University an amount of land equivalent to the amount for which the Vincennes University had obtained judgment; and again, in 1852, the Federal Government granted 4,136 acres in lieu of the four thousand acres sold by the Vincennes University.³ Thus more than a township of new lands accrued to the Indiana University, which were appraised in 1859 and sold at auction. From sixty thousand acres thus sold \$139,036.74 were realized, and composed the fund in 1882.⁴ This was at an average of about two dollars and thirty cents per acre. At that date there were 8,526 acres still unsold.

INDIANA COLLEGE.

To place the seminary under more immediate control of the Legislature, a board of visitors was instituted and required to report annually to the General Assembly.⁵

In the following year (1828) the seminary⁶ was changed into the Indiana College, which was placed under the control of fifteen trustees.⁷ The college was established "for the education of youth in the American, learned, and foreign languages, the useful arts, science, and literature." It was enacted that no sectarian principles were to be inculcated, and that instructors and students were not to be denied any rights and privileges on account of religious opinions. Immediately following this change, the vigorous and popular administration of Dr. Andrew Wylie took place. The old-time classical college curriculum was followed, which afterwards gave place to the "one study" system.⁸

INDIANA UNIVERSITY.

Again, in 1838, the Indiana College was enlarged, and became Indiana University,⁹ which latter name it has retained to the present time.

¹ Laws of Indiana, 1830, p. 167.

² Auditor's Report, 1845; quoted by Knight, 127.

³ Knight, 130; cites U. S. Statutes, X, 267.

⁴ Auditor's Report, 1882.

⁵ Woodburn, MS.; Laws of Indiana, 1827, chap. 101, p. 99.

⁶ Smart, 138.

⁷ Laws of Indiana, 1828, chap. 82, p. 115.

⁸ Woodburn, MS.

⁹ Smart, 138.

The powers, rights, and property of the trustees of Indiana College were vested in the trustees of Indiana University. The sciences of law and medicine were added to the course of study, and the university was placed under the control of twenty-one trustees.¹ The law school was organized in 1840 and continued until 1877, when it was abolished; a school of medicine was never established. The board of trustees was reduced to nine members in 1841.²

By laws passed in 1852 and 1855, respectively, the Governor of the State, the Lieutenant-Governor, Judges of the Supreme Court, Speaker of the House, and Superintendent of Public Instruction were made *ex officio* members of the board of trustees, consisting regularly of eight members.

From the time of the organization of the seminary through its changes into Indiana College and finally to Indiana University, even to the year 1867, the institution had been subject to State control, but had received no aid from the State treasury. It is true that a law was enacted by the Legislature in 1828 for the purpose of raising revenue by local taxation for the Gibson County Seminary. By this act fifty per cent. was levied "on the State and county revenue on all persons and property within the town of Princeton; twenty-five per cent. on all persons and property not within said town, but within a distance of two miles;" twelve and one-half per cent. within a distance of two to four miles; and eight per cent. on persons and property within the county and not including the foregoing lists. It was a State institution in creation and control, but still a Federal institution in its support.

But a new era dawned upon the university at this time. By an act of March 8, 1867, the Legislature, in order to supplement the meagre endowment of the university, made an annual appropriation of eight thousand dollars. Soon afterward eight thousand dollars additional was voted to meet the indebtedness of the institution.

In 1873 the annual endowment⁵ was increased by the sum of fifteen thousand dollars, making the permanent annual endowment twenty-three thousand dollars.

The most notable advance in the legal history of the university, and the one which will do more than any other to result in the fulfilment of the ideas of the founders of the institution, is found in the "Act to provide a fund for the permanent endowment of the Indiana University," approved March 8, 1883. By this act, the passage of which was secured largely by the efforts of the alumni, it was provided that "there shall be assessed and collected, as State revenues are assessed and collected, in the year 1883 and in each of the succeeding twelve years, the sum of one-half of one per cent. on each hundred dollars of taxable property in the State, which money when collected and paid into the

¹ Laws of Indiana, 1838, chap. 1021, p. 294.

² Woodburn, MS.

³ Laws of Indiana, 1828, chap. 83, p. 120.

⁴ *Ibid.*, 1867, chap. vi, p. 20.

⁵ *Ibid.*, 1873, chap. v, p. 17.

State treasury in each of the years named in this act shall be placed to the credit of a fund known as the Permanent Endowment Fund of the Indiana University.¹ It is estimated that this tax will give a fund in twelve years of more than seven hundred thousand dollars.

SPECIAL APPROPRIATIONS.

Besides those already mentioned the Legislature of Indiana has made special appropriations to the university at Bloomington as follows: In 1873, for building purposes,² ten thousand dollars; in 1873, for contingent expenses,² twelve thousand dollars; in 1874, for building purposes, ten thousand dollars; in 1874, for contingent expenses, twelve thousand dollars. In 1885 the sum of thirty thousand dollars was granted for the purpose of erecting buildings destroyed by fire.³ For the latter purpose two colleges were erected by Monroe County.

PURDUE UNIVERSITY.

This institution was first organized under the name of the Indiana Agricultural College, located at La Fayette, in accordance with the stipulations of the Congressional grant of 1862. Indiana's share of the grant was 390,000 acres in land scrip, which yielded a fund from sales of \$212,238.50; this had increased to the sum of \$265,000 in 1876, according to Mr. Smart,⁴ and amounted in 1885 to \$340,000, yielding an annual income of \$17,000.⁵

Hon. John Purdue, a citizen of La Fayette, gave as an endowment to the college one hundred and fifty thousand dollars, and its name was subsequently changed to Purdue University. On condition that it should be located in Tippecanoe County said county gave to the University the sum of fifty thousand dollars. To carry out its part of the contract the State, by the General Assembly, devoted eighty thousand dollars for buildings and grounds.⁶

The total value of the funds, productive and unproductive, amounted to \$650,000 in 1883.⁷

The State has made the following special appropriations for its support:

1873.—Improvements.....	⁸ \$60,000
1875.—For two years.....	20,000
1877.—For two years.....	19,500
1879.—For two years.....	9,000
1881.—For two years.....	40,000
1885.—For four years.....	⁹ 88,000
1885.—For improvements.....	12,500
Total.....	¹⁰ \$249,000

¹Quoted in Woodburn's History of Higher Education in Indiana.

²Laws of Indiana, 1873, pp. 8, 9.

³*Ibid.*, 1885, chap. 32, p. 65.

⁴Schools of Indiana, 155.

⁵*Ibid.*

⁶State Report, 1882-83

⁷*Ibid.*

⁸Laws of Indiana, 1873, chap. IV, p. 16.

⁹*Ibid.*, 1885, chap. X, p. 10.

¹⁰Letter from President J. H. Smart, January 18, 1889.

COUNTY SEMINARIES.

The seminaries of Indiana would fall, according to modern classification, within the grade of secondary schools; but as a support and beginning of higher education in early times they deserve a passing notice. Elsewhere in this paper the constitutional provisions relative to the public school system have been cited as authorizing "seminaries" of learning in the several counties. This was followed by a law, approved in 1824, authorizing the establishment of seminaries in each county in the State. In the following year county seminaries and district schools began to be built by means of public revenue, supplemented by contributions of materials and labor levied as a tax on individuals.¹ The frequent incorporation of seminaries seemed to indicate that the system would be a success.

By an act of the Legislature passed in 1827 seminaries were incorporated in Wayne, Franklin, Henry, Rush, Randolph, Allen, Vigo, Daviess, Madison, Hamilton, and Sullivan Counties.² By subsequent acts of the same year a seminary was incorporated in each of the following counties,³ viz: Washington, Harrison, Knox, Fayette, and Clark.

Yet the system did not succeed, although by 1837 the General Assembly had incorporated twenty-six by special legislation, and many more under a general law.

However, in 1852, after the reorganization of the school system under its present form, the Legislature ordered the sale of all the property, real and personal, constituting the county seminaries, and the placing of the net proceeds to the credit of the common school fund.⁴

THE COMMON SCHOOL FUND.

Although the system of public schools was not established until 1852, the permanent fund of the same has grown to enormous proportions, and has been derived principally from the following sources:

(1) The sale of the township sixteenth sections granted for common schools, as in other States.

(2) In 1834 a fund of eighty thousand dollars was derived from a tax of twelve and one-half per cent. on each share of bank stock.

(3) The Legislature provided by the same act that the State bank should be established, and authorized a loan of \$1,300,000; eight hundred thousand dollars of this was to pay for the stock in the bank, and five hundred thousand dollars to be loaned to individuals.⁵ A sinking

¹ State Report, 1884, 11; one of the early school taxes in Indiana was levied in the form of days' work; every citizen in the district was obliged to furnish so many days work or its equivalent in materials.

² Statutes of Indiana, 1827, chap. 94, pp. 87-99.

³ Laws of 1827, chaps. 95, 96, 97, 98, 99.

⁴ Smart, 40.

⁵ *Ibid.*, 38.

fund was established to pay the loan, including the expenses and the interest; the remainder of the loan was ordered to be turned into a permanent fund for the purpose of common school education. This has increased the common school fund about \$5,500,000.¹

(4) The surplus revenue fund of 1836 was devoted to the cause of education, and yielded the sum of \$862,254 to Indiana's share; \$573,502.96 were set apart to augment the common school fund.

(5) The proceeds of the sales of swamp lands of the 1850 grant were devoted to the common school fund.

(6) All salt springs in Indiana Territory, granted to the Territory by act of Congress in 1816, were devoted to the school fund. From this source eighty-five thousand dollars were realized.

(7) Sales of the county seminary lands were returned to common school fund.

(8) The contingent fund, yielded from escheats, fines, etc.

The fund has continued to increase from time to time until it now amounts to nearly nine millions (\$8,799,191).² Nearly the entire fund was devoted to common schools.

SUMMARY OF GRANTS.

Indiana University, Bloomington.

Annual grant, 1867-73, \$8,000	\$48,000
Annual grant, 1873-89, \$23,000	374,000
Special appropriation	82,000
One-half of one per cent. tax on each \$100 of taxable property in the State for a term of twelve years, 1883-95, estimated	700,000
Total	\$1,204,000

Purdue University.

Appropriations, 1873-1889	249,000
Total	\$1,453,000

ILLINOIS.

No direct efforts were made by the State of Illinois to encourage higher education until the year 1867. The action taken then was in compliance with the conditions of the act of Congress donating public lands to the several States for the purpose of establishing colleges for the benefit of agriculture and the mechanic arts. The attitude of the State during the first fifty years of its existence was, on the whole, one of indifference to the interests of higher education. Not only did the State withhold the funds which the Federal Government appropriated

¹ Smart, 39.

² *Ibid.*, 9.

for the establishment of a college and seminary of learning, but for number of years made use of them for other purposes, thus in a sense antagonizing the interests of higher education.¹

COLLEGE AND SEMINARY FUNDS.

In 1804 Congress, as we have seen in a previous chapter, established three land districts in the Territory of Indiana (Vincennes, Kaskaskia and Detroit). In each of these land districts a certain section in every township was set apart for school purposes, and also one township in each land district for the use of a seminary of learning. In 1809 the Kaskaskia district became known as the Territory of Illinois, retaining the same rights and privileges as under the former government.² The act admitting Illinois into the Union in 1818 confirmed the appropriations made for the Territory, and in addition gave a second township for the support of a seminary of learning.³ This additional appropriation of a township was made in such terms as to permit the State to select the land in choice, detached tracts. Thus better lands were obtained for higher education than could have been selected under the old requirement.

Still another provision of this act of Congress especially favored the promotion of higher education in Illinois. Instead of granting 5 per cent. of the proceeds derived from the sale of public lands for building roads, as had always been done, the act set apart only 2 per cent. for that purpose and 3 per cent. for the encouragement of learning, of which a sixth part should be exclusively bestowed upon a college or university.⁴ The principal object of this provision was that immediate aid might be given to schools and to a college, which at that time were provided for only by the sale of waste lands.⁵

But so far as the establishment of a college was concerned, no steps were taken in that direction until the year 1833. In that year a bill to incorporate an institution under the name of Illinois University, and to endow it with the college and seminary funds, was introduced into the State Legislature, but was defeated. The cause of the failure of the bill was, as appeared at the time, due to the jealousy which it aroused among other colleges then in existence but not incorporated, which feared that they would be completely overshadowed by a well endowed State university. No doubt the opposition thus aroused helped to defeat the bill, but in the light of the accompanying legislation a more potent cause was the absence of the college and seminary fund.⁶ The funds had

¹ W. L. Pillsbury: *Early Education in Illinois*; Illinois School Report for 1885-86, CXII.

² Pillsbury: Ill. Sch. Rep., 1885-86, cv.

³ Poore, 438.

⁴ *Ibid.*, 438.

⁵ Annals of the 15th Congress, April 4, 1848.

⁶ Pillsbury: Ill. Sch. Rep., 1885-86, cxii.

evidently been used up in defraying the expenses of the government, and could not at that time have been produced.¹

The action of the State Legislature four years before, in their haste to dispose of the seminary lands, strengthens this view. In 1829 the Legislature had authorized the sale of these lands at public auction, with a minimum price placed upon them of \$1.25 an acre.² In a short time sixty-seven and a half out of the seventy-two sections were sold, and but three of them for more than the minimum price.³ At this time there was no institution dependent upon the proceeds of these sales for support, nor, so far as can be learned, did the Legislature contemplate establishing one. As a matter of fact none was established for over a quarter of a century. It is evident from a careful review of the transactions of these few years that the State Government was in need of money to defray its expenses, and, rather than raise it by a tax upon the people, sold out at auction these lands appropriated by the Federal Government for the benefit of a seminary of learning.⁴

After the sale of the seminary lands the derived proceeds, together with the college fund, were borrowed at once by the State at six per cent. interest, the interest to be added to the principal until used.⁵ This action on the part of the State confirms the view expressed above, that it needed money and adopted this means of obtaining it. It will be noticed further, that the addition each year of the interest to the principal was a mere nominal transaction. The transfer needed simply to be made upon the books. In 1835 it was provided that the interest should be loaned to the school fund for distribution over the State.⁶ This continued until the establishment of the State Normal University in 1857, when the income of the college and seminary funds was turned over to it.⁷ The State has never repaid the interest on the seminary fund during this period (1835-1857)⁸ though it has paid that of the college fund.⁹

The proceeds of the sale of the seminary lands amounted in all to about sixty thousand dollars, and the interest on this for twenty-two years, which was never repaid, amounted to twenty thousand dollars.¹⁰

The college fund, or one-sixth of three per cent. of the proceeds of the sale of public lands, amounted to \$118,790. Part of the interest upon this was granted for the erection of the State Normal University build-

¹For full discussion of this and the following, see Knight, 205.

²Illinois Laws.

³Pillsbury: Sketch of the Permanent Public School Funds of Illinois; Illinois School Report for 1881-82, cxxxiii.

⁴See Knight, 206.

⁵Illinois Laws, 118.

⁶*Ibid.*, 1835, 23.

⁷*Ibid.*, 1857, 300.

⁸Pillsbury: Illinois School Report 1881-82, cxxxiv.

⁹*Ibid.*, cxxvii.

¹⁰*Ibid.*, cxxxiv.

ing in 1857. The remainder of the interest up to 1882 was added to the principal, which at that date stood upon the State auditor's books at \$156,613.¹

COLLEGES AND ACADEMIES.

The only assistance that the State of Illinois gave to higher education in this early period was in granting charters to academies and colleges. At first even these were not given without jealous restrictions;² for instance, no professor of theology was allowed to occupy a college chair, no theological department was to be created in any form, no religious test was to be made in the selection of trustees, etc., and the Attorney-General was especially authorized to proceed at once against any college corporation that should violate these restrictions in any respect. It is interesting to notice in this connection that the constitutions of Illinois down to the one of 1870 did not recognize the establishment of schools as a public function. The Constitution of 1848 indirectly recognized the usefulness of schools by giving the General Assembly power to exempt certain school or college property from taxation at discretion.³

The Legislature of 1840-41 abolished the above theological restrictions, and repealed the section which prohibited a college corporation holding land exceeding one square mile in perpetuity.⁴

The Legislature of 1842-43 passed a general law for the incorporation of colleges, and exempted ten acres of land owned by any literary institution from taxation, and for colleges and seminaries of learning 160 acres used as their location, including buildings and apparatus.⁵ This same Legislature also founded the State Museum of Geology.

STATE NORMAL UNIVERSITY.

The State Normal University was established by an act of the Legislature February 18, 1857. As mentioned above, the interest on the college and seminary funds was appropriated to the university, except one-twenty-fourth per cent., which had previously been granted to the Deaf and Dumb Institute at Jacksonville.

The treatment of normal schools does not properly come within the scope of this work, but an exception must be made in the case of the normal schools of Illinois, for the reason that they were endowed with funds appropriated by Congress for a college and a seminary of learning. The president of the State Normal University, in the School Report for 1865-66, defends at some length the position that that institution was, in the dictionary sense of the term, a college, and a proper receptacle for the Congressional grant to the State of Illinois. The fact that there was occasion for such a defence indicates that this view was not universally accepted. Since, however, it was the State which put this construction upon the nature of the university, and since later it

¹ Pillsbury: Illinois School Report, 1881-82, cxxxvii.

² Willard, cxi.

³ Poore, 464.

⁴ Willard, cxv.

⁵ Illinois Laws.

has made appropriations for the maintenance of the Southern Normal University, established in 1869, its aid to these institutions should be considered as an aid toward higher education.

The State of Illinois did nothing, however, toward the maintenance of the State Normal University, except to transfer the interest of the seminary and college funds to its support. In 1869 the Southern Illinois Normal University was incorporated, and since 1877 the income of both funds has been equally divided between the two normal schools.¹

By the same act which incorporated the Southern Illinois Normal University seventy-five thousand dollars were appropriated to erect buildings.² In 1871 the State Legislature appropriated fifty thousand dollars,³ and in 1873 eighty thousand dollars,⁴ for the completion of the buildings. In 1885 one hundred and fifty thousand dollars⁵ were appropriated for the rebuilding of property destroyed by fire.

GROWTH OF HIGHER EDUCATION.

Although no organized effort⁶ was made on the part of the State in the interests of higher education until very late in the history of Illinois, its need was felt and other means were found for supplying seminaries and colleges. As early as 1700 the French Jesuits are said to have founded a college at Kaskaskia. But this report is not to be accepted without reserve.⁶ No trace of such an institution remains, and it is very probable that the college existed principally in name, and in the cherished hopes of its founders.

In the early part of this century, when Illinois was gradually becoming settled, academies endowed by private means sprang up in different parts of the State, followed later by colleges and seminaries similarly endowed. In 1841 there were in existence seven thriving colleges and forty-one academies.⁷ The abolishing of certain restrictions upon colleges in this same year, and the extension of the rights of colleges to hold property a few years afterward, show that the State was beginning to awaken to the needs of a higher education. The establishment of the State Normal University in 1857 was a decided step taken in the direction of higher education by the State. Indeed, it is claimed that the movement which gave to the States their industrial colleges had its origin in Illinois. At all events, the project was first given tangible shape at a farmers' convention held in Granville, November 18, 1851, in which Prof. J. B. Turner, of Jacksonville, presented his "plan for an industrial university for the State of Illinois."⁸

We come now to the main effort made by the State of Illinois toward higher education, viz., in establishing

¹Pillsbury: Ill. Sch. Rep., 1881-82, cxxxv.

²Illinois Laws.

³*Ibid.*

⁴*Ibid.*

⁵*Ibid.*

⁶Willard, xcix.

⁷Pillsbury, Ill. Sch. Rep., 1885-86, cxl.

⁸*Ibid.*, 1881-82, cxl.

THE ILLINOIS INDUSTRIAL UNIVERSITY.

In accordance with the provisions of the act of Congress donating public lands to the several States, for the purpose of establishing agricultural colleges, the State Legislature in the early months of 1866 passed acts for the location, organization, and endowment of the Illinois Industrial University. By one of the provisions of the organization act, the Governor was empowered to appoint a board of trustees consisting of five persons, resident in each of the judicial grand divisions of the State, together with one resident in each of the Congressional districts of the State. This board was a body corporate and politic, and had complete control of the financial management of the institution. At the first regular meeting the trustees were empowered to appoint a regent, who, together with the Governor, State Superintendent of Public Instruction, and president of the State Agricultural Society, should be *ex officio* members of the board of trustees. Said regent should be charged with the general supervision of the educational facilities and interests of the university, and his term of office should be two years.

Illinois received, according to her representation in Congress, four hundred and eighty thousand acres of land scrip. The endowment fund derived from this source was a little over four hundred and fifty thousand dollars, and about fifteen thousand acres of land located in Minnesota and Nebraska, value undetermined.

The scrip was turned over by the State to the trustees of the university. In consideration of the permanent location of the university at Urbana, Champaign County, it received the Urbana and Champaign Institute buildings and grounds, containing about ten acres. Also, one hundred and sixty acres of land adjacent thereto; also, four hundred acres of land * * * distant not exceeding one mile from the corporate limits of the city of Urbana. Also four hundred and ten acres of land * * * within one mile of the buildings herein offered. Also the donation offered by the Illinois Central Railroad Company, of fifty thousand dollars' worth of freight over said road for the benefit of said university. The university also received from the county over one hundred thousand dollars in bonds, fruit trees, shrubbery, etc. In all, the university received in consideration of its location an estimated amount of four hundred and fifty thousand dollars.

The first appropriation made by the State Legislature for the benefit of the State university was in March, 1869. The appropriation amounted to sixty thousand dollars in all, twelve thousand five hundred dollars per annum for two years to the agricultural department, ten thousand dollars per annum for two years to the horticultural department, five thousand dollars to the chemical department, and ten thousand dollars for apparatus, books, etc.

¹ Illinois Laws.

In April, 1871, an additional appropriation of one hundred and twenty-five thousand dollars was made; seventy-five thousand dollars for the erection of a main building, to contain a hall, library, geological, zoölogical, and botanical rooms, etc., twenty-five thousand dollars for the erection of a building for the mechanical department, five thousand five hundred dollars for chemical and mining departments, three thousand five hundred dollars for the horticultural department, sixteen thousand dollars for the agricultural, and ten thousand dollars for incidental expenses, apparatus, books, etc.

In 1873 an act was passed "making an appropriation in aid of the Industrial University and for payment of taxes on lands held by the State for the use of said institution." The whole appropriation amounted to twenty-one thousand dollars, one thousand five hundred dollars of which was in aid of experimental farming, and six thousand dollars for taxes on the lands held by the university.

An act to regulate the Illinois Industrial University and to make appropriations therefor was approved May 7, 1873. By this act some changes were made in the organization and management of the university. The number of trustees was changed to nine, of which a chosen three should constitute an executive committee, "who, when said board is not in session, shall have the management and control of the said university and its affairs." Instructions were given the treasurer by this act regarding part of the endowment fund, which was soon to become due. Also, provisions were made for obtaining the fifty thousand dollars' worth of freight donated by the Illinois Central Railroad to the university. Also, by this act the sum of \$44,550 was granted for the payment of the expenses incurred in the completion and furnishing of the main building.

In April, 1875, an appropriation of \$11,500 was made to be used in the payment of taxes, for apparatus for the physical laboratory, veterinary department, and printing establishment.

By an act of May 18, 1877, sixteen thousand dollars were appropriated for taxes on lands and current expenses, and fifty-three thousand dollars for new buildings, enlargements, etc.

This was followed by an act of May 22, 1879, appropriating \$24,500 for current expenses, taxes, improvements, etc., and by an act of May 28, 1881, granting \$40,300 for similar purposes. Current expenses were met in 1883-84 by an appropriation of \$54,500.

In June, 1885, the name of the Illinois Industrial University was changed by an act of the Legislature to that of the University of Illinois, the name by which it is known at the present time.

In 1885 an act approved June 27, 1885, appropriated \$53,500 for current and improvement expenses.

The last appropriation, made in 1887, granted \$26,666 for current expenses and repairs.

To sum up, the University of Illinois has received since its establish-

ment in 1867, five hundred and thirty-one thousand dollars in direct appropriations from the State. This sum together with the appropriation of four hundred and fifteen thousand dollars made to the Southern Illinois Normal University, which we have considered as coming within the scope of this work, constitutes the total material aid given for the benefit of higher education by the State of Illinois.

Slow at first to comprehend the benefits of a higher education, and to make use of the advantages in that line given to her by the Federal Government, Illinois has at last awakened to a sense of her needs, and is now making amends for her lost opportunities.

SUMMARY OF APPROPRIATIONS.

Illinois Industrial University:

Entire State appropriations.....	\$531,000
By the citizens of Urbana, and bonds of county.....	400,000
Illinois Central Railroad.....	50,000

Illinois Normal University.....	415,000
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Total appropriations by the State for higher education.....	531,000
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State appropriations, including the Southern Normal University.....	946,000
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MICHIGAN.

The history of State higher education in Michigan centres around one institution. But that institution is the foremost university of the great West, and indeed the first model of a complete State university in America. The State has performed such an important part in the development of this university that a complete history of the legislation pertaining to it would extend beyond the compass of this paper; an attempt will be made to give only an outline of the important relations of the State to its establishment and support.

EARLY EDUCATION.

The leading citizens of Michigan in early times were of hardy New England stock, either emigrants directly from the far East or from the colony of Ohio. They carried with them the characteristics of their fathers in respect to their devotion to higher learning; they brought with them the sense of the great necessity of a system of education to insure the continuance of free institutions; they had an admiration for the highest means of culture.

With these ideas for a heritage, untrammelled by precedent and the binding force of custom they entered a new territory to build upon virgin soil a university to suit the needs of a growing community; consequently the struggle for intellectual elevation began at a very early date in the new settlements. There had settled about Detroit as early

as 1810 a company, about five thousand¹ souls, many of whom were of French descent and as a rule very illiterate. But there were among them Anglo-Americans of indomitable will and energy.

The population continued to increase slowly as the emigrants came toiling overland, or made their way through the Great Lakes or up the Mississippi, always receiving their provisions overland from Philadelphia. Although the Jesuits had settled in Michigan at a much earlier period² and established their missions, very little had been done toward education, and their illiterate French followers were calculated to be a hindrance rather than a help to any organized effort. There had been but little progress in this early period toward material comforts and less toward culture and learning.

But about the year 1816 there began to be decided thoughts expressed in favor of steps toward higher education, and in the following year, when the whole population did not number over seven thousand souls, an act was passed providing for the founding of and maintaining a university.³

Prior to this, in 1804,⁴ when Michigan was organized as a Territory, Congress granted a township of land for a seminary of learning, and the university to be established in 1817 was to be in accordance with this grant.

The Territorial government committed the interests of higher education to the care of the Governor and the Judges, and it is supposed that through the exertions of Hon. A. B. Woodward,⁵ then presiding Judge of the Supreme Court of the Territory of Michigan, that the act establishing a university was framed. A portion of this most curious document of the early history of Michigan will be given.

THE CATHOLEPISTEMIAD OR UNIVERSITY MICHIGANIA.

It is entitled "An act to establish the Catholepistemiad or University Michigania."⁶

"Be it enacted by the Governor and Judges of the Territory of Michigan, That there shall be in the said Territory a catholepistemiad or university denominated the Catholepistemiad or University Michigania.

The Catholepistemiad or University of Michigania shall be composed of thirteen didaxum or professorships; first, a didaxia or professorship catholepistemia, or universal science, the dictator or professor of which shall be president of the institution; second, a didaxia or professorship of anthropoglossica, or literature embracing all of the epistenum or sciences relative to language; third, a didaxia or professorship of

¹ Ten Brook, 95.

² A Jesuit mission was established at Sault Ste. Marie in 1668.

³ Territorial Laws of Michigan, Vol. II, p. 104.

⁴ United States Statutes at Large, Vol. VII, p. 166.

⁵ Ten Brook, 90.

⁶ Report of Superintendent of Public Instruction, Michigan, 1880, p. 360.

mathematica or mathematics; fourth, a didaxia or professorship of physiognostica or natural history, etc." The act thus continues through the whole range of the "thirteen didaxum;" the remaining nine are as follows: Natural philosophy, astronomy, chemistry, medical sciences, economical sciences, ethical sciences, military sciences, historical sciences, and intellectual.

The university was to be under the control of the professors and president, who were to be appointed by the Governor, while the institution was to be the center and controlling power of the educational system of the State. It was to be supported by taxation by an increase of the amount of taxes already levied, by 15 per cent. Also power was given to raise money for the support of the university by means of lotteries.

This remarkable document was not without its influence in shaping the public school policy of Michigan, but it was many years before the State approximated its learned provisions. Impracticable as this educational plan appears for a handful of people in the woods of Michigan, it served as a foundation upon which to build.

The officers and president were duly appointed, and the work of the new university began at once. At first the university appeared as a school board, to establish and maintain primary schools which they held under their charge. Then followed a course of study for classical academies, and finally, in October, 1817, an act was passed establishing a college in the city of Detroit called "The First College of Michigania." Thus the university had assumed control of the education of the State and had taken steps toward primary, secondary, and collegiate education. But, owing to its short duration and its want of adaptability to the needs of the Territory, the institution failed to accomplish much in practical education.

The people contributed liberally to these early schools, the sum of three thousand dollars being subscribed at the beginning. There was also a sum of five thousand dollars derived from the land grant made in the treaty of Fort Meigs in 1817.¹ The devotion of the people to education is seen in the following incident:

After the fire in Detroit of 1805 certain sums of money were sent on from Montreal and Mackinaw for the relief of the sufferers. As the holders of the money could not obtain satisfactory security for the money it was not given out, and the sufferers requested that it be given to the university.

An act was passed on the 30th of April, 1821, by the Governor and Judges establishing a university² in Detroit to take the place of the catholepistemiad and to be called the "University of Michigan." In its charter nearly all the powers of the former institution were substantially confirmed, except the provision for taxes and lotteries,³ and in addition

¹ Ten Brook, 101.

² Laws of Michigan, Territorial, I, p. 879.

³ Ten Brook, 102.

the township of land granted by Congress and three sections obtained in the Fort Meigs treaty were placed under the control of the university. The new institution was made the legal successor of the old, and more conformable to the requirements of the use of the seminary lands as laid down in the ordinance of 1787.

It was not until May, 1824, that the first lands were located. Those of the three sections granted by the Fort Meigs treaty were located on the river below Detroit, and patents granted by the Government.

Difficulties arose pertaining to the location of the township for a seminary of learning, granted by Congress in 1804, and a committee was appointed to memorialize Congress and to petition for the removal of the difficulties¹ and location of the seminary lands. The memorial was successful, and Congress responded by an act² of May 20, 1826, authorizing the Secretary of the Treasury to set apart and reserve out of any of the public lands in the Territory of Michigan two townships of land for the endowment of a "seminary of learning" in lieu of the one township granted in 1804. A small portion of these lands was located by the Board of Education prior to the admission of Michigan as a State.

THE UNIVERSITY OF MICHIGAN.

The second corporation, known as the "University of Michigan," carried on the work of education already begun from 1821 to the third organization, in 1837.

The education was very limited, consisting in one classical academy at Detroit, and part of the time a Lancasterian school. The boards of education kept up and transmitted the university idea to such an extent that it may be said truly and legally that there was one University of Michigan, which passed through three successive stages of development marked by the dates 1817, 1821, and 1837.

After the organization of the State government the university passed through another transformation, and was placed under the control of a board of regents appointed by the Governor. The new organization succeeded to the property of the old, which consisted in the academy and lot in Detroit and private subscriptions.³ The seminary lands were placed under the control of the Legislature.⁴

UNIVERSITY LAND ENDOWMENT.

For a full discussion of this subject the reader is referred to more extended histories of the University of Michigan. The annals of the institution have been well kept and recorded by careful historians.⁵

¹One of the chief difficulties was that the lands must be located on lands freed from Indian titles at the time of the grant. As no such lands existed until after 1817, the township could not be located. Ten Brook, 106.

²United States Statutes at Large, Vol. IV, p. 180.

³Knight, 138.

⁴*Ibid.*

⁵See Ten Brook, C. K. Adams, and G. W. Knight.

Yet a brief outline of the subject must be given here to present the method adopted by the Legislature of Michigan for the disposal of the land grants.

It may be premised first that the public lands donated for a seminary of learning were almost invariably well located by the commissioners, were sold at a good price, but would have brought much larger returns had their sales been less hasty.

A committee appointed by the trustees of the university in 1827 reported favorably concerning lands on the Maumee River, and two sections were located and reserved where now is the city of Toledo, in Ohio.¹ These lands were very valuable, and there were consequently ready purchasers. The trustees, having obtained the permission of Congress,² exchanged the most valuable half of this tract for less valuable lands in the vicinity of the grant. Thus 401½ acres were exchanged for 777 acres of less valuable land.³

Subsequently (1834) Mr. Oliver, with whom the lands were exchanged, bought back the tract (777 acres) which he had exchanged, paying for it the sum of five thousand dollars. For over four hundred acres of land now in the heart of the city of Toledo the trustees received the sum of five thousand dollars. The remainder of the tract was sold principally in 1844 and 1850, at an average price of over nineteen dollars per acre.

The Toledo lands, which are now worth millions of dollars, brought the paltry sum of seventeen thousand dollars.⁴

The Superintendent,⁵ in his first report in 1837, suggested that the first twenty thousand acres of land would bring at once at least twenty dollars per acre, and the remainder would bring the same price when necessary for it to be sold. By an act of the Legislature approved March 21, 1837, the Superintendent was authorized to sell as much of the university lands as would amount to five hundred thousand dollars at a minimum price of twenty dollars per acre. The sales the following year show an average price of \$22.85 per acre, and the total amount received was more than one hundred and fifty thousand dollars.⁵ This was an excellent beginning, and promised well for the university endowment.

But unfortunately there were difficulties to arise which would materially modify the estimates of results. It was found that very many of the best lands were already occupied by settlers, although the lands had been regularly located by the university.⁶ The clamors of the settlers induced the Legislature to release 10,240 acres of said lands that had been located for eight years.

¹ This territory then belonged to Michigan, but was ceded to Ohio in 1836.

² United States Statutes at Large, Vol. VI, p. 402.

³ Ten Brook, 108.

⁴ *Ibid.*, 109.

⁵ Report of Superintendent, 1880, 354.

⁶ *Ibid.*, 355.

The university in place of this was to receive an equal amount of land of the same value, but it was impossible to find it.¹ The best land had been chosen in 1830. In 1839 a bill passed both houses authorizing the sale of a large quantity of university lands which had been occupied by settlers, but the Governor wisely vetoed the bill and saved the university fund.²

By an act of 1840 three commissioners were appointed to investigate each claim, and if it could be shown that the claimant had settled on the land prior to its selection by the university the claimant should purchase the land at its appraised value, exclusive of improvements.³ By its operation over four thousand acres were sold at an average price of six dollars and twenty-one cents per acre,⁴ at a time when university lands were selling at twenty-four dollars per acre.⁵ This brought to the university fund sixty-five thousand dollars less than would have been realized had the minimum price of 1837 been adhered to.⁶ Again, in 1841, the minimum⁷ price was reduced to fifteen dollars per acre, and in the following year to twelve dollars per acre, which was retrospective.⁸

By this last law the associate judges were authorized to examine any lands that had been sold previous to 1841 for twenty dollars per acre or more, and appraise such lands at their value at the time of the sale, and place the balance to the credit of the purchaser. By the report of the Superintendent for the year 1843⁹ it appears that the sum of \$34,651 had thus been repaid to purchasers of university land. The total sales to this date had been two hundred and twenty thousand dollars, but the "effect of various acts of relief and retrospective legislation" reduced the amount to one hundred and thirty-seven thousand dollars.¹⁰

In the face of this adverse legislation the sum realized from the sale of the seminary lands amounted to about four hundred and fifty thousand dollars, or less than one-half of the anticipated amount. Still the average price per acre was, for the entire quantity sold, eleven dollars and eighty-seven cents, or more than twice that received for any other educational grant in the North-West Territory.¹¹

In 1880 the account of the fund stood as follows:¹² all lands with the exception of 337.26 acres had been sold. There was in the hands of the State the sum of \$465,788.46. There was due from purchasers \$73,190.08, making the total university fund \$538,978.54, with an income of \$38,426.48.

In 1883 the lands were all sold but 287 acres, and the fund had increased to the sum of \$543,317.66.

¹ Report of Superintendent, 1880, 355.

² Senate documents, 1839.

³ Laws of Michigan, 1840, 101.

⁴ Knight, 142.

⁵ *Ibid.*

⁶ Report of Superintendent, 1880, 355.

⁷ Laws of Michigan, 1841, 157.

⁸ *Ibid.*, 1842, 45.

⁹ Superintendent's Report, 1843.

¹⁰ *Ibid.*, 1880, 356.

¹¹ Knight, 144.

¹² Superintendent of Instruction, 357.

BRANCH SCHOOLS.

The extensive plan early entertained for the branch schools of the University of Michigan resulted in nothing further than the establishment of an excellent system of high schools, connected directly with the university curriculum, but entirely independent of the institution in their support and government.

It is evident that the originators of the plan had plainly in mind the gymnasia of Germany. The plan was very extensive. It was proposed to start eight branch schools.

The Superintendent of Public Instruction in his first report recommended that a branch school should be established in each county. The counties were to furnish buildings, then share equally with the regents in the support of these schools.

The Legislature enacted, in the main, according to the Superintendent's report: the branches were to be assisted in regard to philosophical apparatus, and one branch was to consist of a department for the higher education of females and a normal and agricultural department. Thus it was expected to form about one hundred colleges with a university at their head. In this extensive plan the university was to support itself and pay one-half of the expenses of the one hundred colleges on a prospective income arising from a capital which was not to exceed one million dollars at the highest estimate.

In the original law it was enacted that no branch school could be formed without the consent of the Legislature. This was changed in 1837; the power was delegated to the regents, and the regents gave the committee on branch schools full power to act.

It was immediately determined to start eight branch schools, and to appropriate eight thousand dollars for this purpose. Five hundred dollars was to be given to each, and the remainder distributed among the schools according to the number of the students in attendance at each.

Five of these schools, the first at Pontiac, were founded within the first year. The Superintendent's Report for 1841-42 shows that there were seven then in existence.

From 1837, the date of founding of the first school, to 1846, the regents spent the sum of \$35,935 on branch schools.¹ It began to be felt that this was all contrary to law, and in 1849 a resolution was offered in the Assembly discontinuing branch schools, but it was not acted upon. In the following year it was made a test case, without reaching any decision. However, it was evident to all that the practice was illegal, and the policy was changed.

It was not the intention of the Government that the seminary grant should be devoted to the support of one hundred colleges, but to found a seminary of learning. The funds were wisely returned to one channel for support of a central university for the State and during many years for the North-West.

¹ Ten Brook, 145.

In 1870 a law was passed admitting students to the university who should complete the course in the various high schools and pass an examination before a properly constituted committee.

LEGISLATIVE ENDOWMENTS.

The University of Michigan received no State aid during the first thirty years of its existence, dating from the origin of its present organization in 1837. "It was not until 1867, when the university had already become strong and renowned, when pupils were more numerous than those of any other institution in the land that the State was called to give the first penny to its support, and then the whole appropriation was fifteen thousand dollars a year, which was a tax of just one-twentieth of a mill on the appraisal of the taxable property of this rich Commonwealth. The total sum received by tax and drawn from the State treasury down to January, 1879, is in round numbers four hundred and sixty-nine thousand dollars.¹

The State has recently generously compensated for its early delinquency in this respect. First of all must be mentioned the loan² of one hundred thousand dollars which the State made to the university in 1838. This sum was expended in buildings and apparatus, and by its use the university was prepared to open in 1844.

The loan was made with the hope of early repayment by means of the interest on the land endowment fund. The law provided that both principal and interest should be repaid from the income of the university fund. The loan was invested in twenty-year State bonds for the required amount.³ But, as the payment of the interest on the loan absorbed a greater part of the income from the fund, the prospect of payment of the principal seemed hopeless.

In 1844 the Legislature accelerated the sales of lands by offering to accept in payment for them outstanding warrants against the State which could be purchased for fifty cents on the dollar. The State credited the university with the full legal price of the land which cost the purchaser just half as much. The university lost nothing by this. The purchasers were the direct gainers and the university the indirect gainer by the act.⁴

The law further provided that the loan might be paid from the principal of the university fund.

This was not in accordance with the provisions of the grant.

¹The Higher Education, Pres. J. B. Angell. "The total appropriations of the State of Michigan to her university, up to date [1889], amount to \$1,842,142." Address on State Universities in the West, by Pres. James B. Angell, Proceedings of the Twenty-seventh Convocation, University of the State of New York, 1889.

²Joint documents, Mich., 1879.

³Michigan Laws, 1848, 248.

⁴Knight, 143. The university also had the opportunity of the direct benefit, for all of the warrants were accepted by the State from the university at par.

Interest on the loan was paid for some years until, in 1853, the State authorized the interest on the entire university fund to be paid to the university, thus virtually canceling the obligation of the latter. In 1877 the Auditor-General, by virtue of a resolution of the Legislature, made the loan on the records a part of the university fund.¹

The endowment fund was not sufficient to provide for the growing needs of the university. The Legislature was made to see this in 1867 and accordingly passed an act in that year granting an annual appropriation of about fifteen thousand dollars, but with the following proviso that at least one homœopathic professor should be appointed in the medical department.

Fearing that such a move would bring on a detrimental controversy, the university failed to accept the grant. Two years later the grant was made without the proviso, and the accumulations of the grant of 1867, amounting to over thirty thousand dollars, were paid.²

From this time on the Legislature has provided well for the university. Considering the heavy taxation Michigan has undergone, the university has received a liberal support.

In 1873³ the appropriation of one-twentieth of a mill on each taxable dollar was made for a permanent endowment.³ It is also provided that the amount paid to the university because of this act should not exceed fifty thousand dollars, and when the amount reached this sum it should be the annual assessment for the support of the university. Thus the Legislature gave from 1867 to 1873 the sum of fifteen thousand dollars per annum; from 1873 to present date one twentieth of a mill taxation on all assessed values; from 1875 six thousand dollars per annum for the support of the homœopathic department.

Besides this, special appropriations have been made for various objects in the support of the several departments, as follows:⁴

In 1875 the sum of	\$44,500.00
In 1877 the sum of	49,000.00
In 1879 the sum of	75,000.00
In 1880 the sum of	88,000.00
In 1881 the sum of	70,000.00
In 1882 the sum of	47,500.00
In 1883 the sum of	37,200.00
In 1884 the sum of	27,200.00
In 1885 the sum of	56,000.00
In 1886 the sum of	51,500.00
In 1887 the sum of	108,365.94
In 1888 the sum of	46,700.00

¹ Report of Superintendent Public Instruction, 356, 357. For a full discussion of this question, upon which there has been a great controversy, see Ten Brook, 128, 135.

² By an act of 1875 an annual endowment was fixed of six thousand dollars per annum for the support of the homœopathic department, to be paid to the regents for this purpose.

³ Revised Statutes, 1882, art. 4944.

⁴ Compiled from the president's reports. These appropriations are exclusive of the receipts from the one-twentieth of a mill tax and the six thousand dollars appropriation for homœopathic department, except in case of 1880, which includes the former.

To show the direction of these appropriations a part of the act approved June 24, 1887, making these appropriations, will be given.

For the year 1887 the appropriations were made for the following purposes:¹

For repairs.....	\$5,000.00
Contingent expenses.....	6,250.00
Library and books.....	5,000.00
Homœopathic College and Hospital.....	6,200.00
University Hospital.....	5,000.00
Dental College.....	8,000.00
Apparatus for experiments in natural philosophy.....	2,000.00
Transportation and placing, Rogers's statuary.....	1,973.01
Transportation and placing, Chinese exhibit.....	1,792.93
Vault for chemicals, storage.....	400.00
Forge and foundry.....	5,000.00
Machinery in engineering laboratory.....	6,750.00
Scientific, building and apparatus.....	35,000.00
Boiler and boiler-house.....	15,000.00
For additional salaries.....	5,000.00

Total of special appropriations..... \$108,365.94

To this amount should be added the sum of six thousand dollars, given annually by the act of 1875, and the sum of \$43,886.25, the amount received from the one-twentieth of a mill tax for the year 1887. This gives a total of \$158,252.19 raised by taxation and appropriated out of the public treasury for a single year, the largest sum given in any year.

According to a statistical table in the report of the Superintendent of Public Instruction of Michigan in 1880, the total amount received from the permanent funds, that is, from the United States grant, from the year 1839 to 1880, inclusive, was \$1,129,910.91. The income the first year, 1839, was \$9,433.13. The minimum amount raised was \$994.83 in 1843, and the maximum in 1879 was \$46,921.95.

As heretofore stated, the first appropriation from taxation was made available in 1869, the amount received in that year by the university from the State treasury being \$38,197.02. The total amount appropriated from 1869 to 1880, inclusive, was \$654,421.² The receipts from other sources amounted, during the period from 1839 to 1880, to \$622,634.97, less than the donations by taxation, and a little more than one-third of the entire income derived from the Federal and State grants.

THE STATE AGRICULTURAL COLLEGE.

The provisions of the Constitution of Michigan adopted in 1850 required that the Legislature "shall, as soon as practicable, provide for the establishment of an agricultural school."³ This was the first step

¹ Report of president, 1887.

² This agrees approximately with President Angell's statement given above, the amount of the donation being \$185,375 for 1879 and 1880.

³ Constitution of Michigan, 1850, Art. XIII, sec. 11.

taken toward the founding of the Agricultural College. Pursuant to the tenor of the Constitution a bill was introduced into the Legislature in 1853, but was lost in the House after passing the Senate. In 1853 the Legislature passed an act establishing the school, to be located within ten miles of the State capital, and granting twenty-two sections of the salt-spring lands for purchasing a farm and putting the school in operation.¹ The school was to be placed under the management of the Board of Education, and the executive committee of the State Agricultural Society were authorized to select a farm.

The committee selected 623.56 acres lying about three and one-half miles east of Lansing.

The State Board of Education, according to law, concluded the purchase for the sum of \$9,353.55, or at an average price of fifteen dollars per acre. Subsequently an adjoining tract of 53.01 acres was procured for the sum of \$1,059.92, making in the whole farm 676.57 acres, obtained at a cost of \$10,413.47.²

In 1856 buildings were erected, and the school was formally opened in May, 1857, with an attendance of sixty-one students. This was the first agricultural school opened in the United States.³

The minimum price fixed upon the twenty-two sections of the saline grant yielded the sum of \$56,320. The Legislature appropriated in 1857 the sum of forty-thousand dollars to meet the needs of the institution. In 1858 the Legislature granted for the various uses of the college the proceeds of 6,961 acres of swamp lands which yielded a fund of \$42,396.87.⁴

The college thus so favorably started commenced a struggle against the prejudice existing in different parts of the State against a school of such nature. It was finally thought more fitting that the school should be under the control of the State Board of Agriculture, and in accordance with the desire of the State Board of Education the transfer was made in 1861.

It is to be noticed that the Legislature had petitioned Congress in 1850 for an endowment of three hundred and fifty thousand acres of land, but the request was not granted. Again, in 1858 the State Board of Education conjointly with the faculty of the college made a second petition for the same purpose. Although sanctioned by the Legislature, the petition was without avail. But the constant pressure brought to bear upon Congress by Michigan and other States in which the agitation of agricultural education was taking place led to the passage of a Congressional act, in 1858, granting twenty-five thousand acres for every member of Congress in the several States. This bill was vetoed by President Buchanan, but was passed and became a law with few

¹ Report of Superintendent Public Instruction, 1880, 374.

² *Ibid.*, 374, 375.

³ *Ibid.*

⁴ Joint documents 1858, No. 7, 33.

changes in 1862, the principal change being the increase of the number of acres granted to thirty thousand per Representative in lieu of twenty-five thousand. Michigan received by this grant two hundred and forty thousand acres. The minimum price of these lands was fixed at two dollars and fifty cents per acre in 1863, but in 1868, before the patents to the lands had been obtained, the minimum price was fixed at five dollars. In 1869 the price of agricultural lands was fixed at three dollars and forest lands at five dollars. A statement of 1880 shows that there remained unsold 151,345.45 acres, and the amount of the fund at that date was \$281,449.52, yielding an income of \$17,954.82. A later report shows that one hundred and six thousand acres had been sold at an average price of \$3.47 per acre, yielding net returns of \$367,117.24.

The remaining land (134,000 acres) is of good quality, and doubtless will yield a premium on the minimum price fixed, five dollars.

The total income from permanent funds prior to September 30, 1880, amounted to \$133,033.37 while the legislative appropriations reached the liberal figure of \$530,767.35 during the time from the school's organization (1855) to 1880.

The value of the buildings, apparatus, and grounds, was estimated in 1880 by President Abbott to be two hundred and seventy-four thousand dollars.

The Agricultural College of Michigan differs but little from ordinary institutions of other States. It proposes¹ to impart a knowledge of science in its application to the arts of life; to afford to its students daily manual labor; to prosecute experiments for the promotion of agriculture and horticulture; to afford a means of general education to the farming class, and finally, to afford instruction in the courses of study provided for by the act of Congress and the organic law of the college.

The full organization of the academic department of the University of Michigan has rendered it unnecessary that the literary courses in the Agricultural College be developed as fully as in like institutions of other States where thorough literary culture was wanting.

SUMMARY OF GRANTS AND APPROPRIATIONS.

The University of Michigan.

Total appropriations from 1867 to 1880 inclusive.....	\$654,421.00
From one-twentieth mill tax, 1880 to 1888.....	312,783.75
Annual appropriations for homœopathic department (\$6,000)	48,000.00
Special appropriations, 1880 to 1888.....	449,995.94
Total State appropriations to University of Michigan.....	1,465,200.69

Agricultural College.

Appropriations from 1855 to 1880 inclusive	530,767.35
Appropriations from 1880 to 1888, estimated.....	200,000.00
Total appropriations.....	\$2,195,968.04

¹ Calendar 1879. See Superintendent's Report 1880, 377.

WISCONSIN.

ORGANIZATION OF STATE UNIVERSITY.

In 1838, two years after organization as a Territory, Wisconsin petitioned Congress for aid to establish a university.¹

The request was granted, the usual seventy-two sections of land were set aside for this object, and the Territorial Legislature at once passed a law establishing the University of the Territory of Wisconsin.²

The organization of a board of trustees was, however, the only other action which took place previous to the adoption of the State Constitution in 1848;³ this provided for the establishment of a State university "at or near the seat of government," and stated, emphatically, that the lands granted for a university should constitute a perpetual fund, the income of which should be devoted to the support of this institution.⁴

UNFORTUNATE MANAGEMENT OF LANDS.

This declaration was apparently to little purpose, as the State has treated these domains as granted absolutely, and not as held in trust.⁵ There is probably no worse example of mismanaged public educational funds on record than is to be found in connection with this institution.⁶ Proper committees were appointed by the Legislature of 1848 to appraise the lands at their true value,⁷ and in the following year a law was passed⁸ which provided for their sale at auction at prices ranging from \$1.13 to \$7.06 per acre, as appraised in 1848. No one questions the wise policy of this method of raising funds for the university, but the fact that the legislative body did, in 1849 and succeeding years, "dispose of large tracts of land for three dollars per acre which to-day would readily bring twenty-five dollars" is cause for just censure. Another strange action is chronicled in the Regents' Second Annual Report, dated January 16, 1850. Here it is stated that, while the school lands (every sixteenth section) were held at a value of \$3.44 per acre, the university lands, though well selected and of much better quality, were appraised at an average of \$2.78 per acre. In defence of their action the Legislature of 1849 claimed that low prices and rapid sales would be more favorable to the speedy accumulation of funds.⁹ At the meeting of the Legislature in 1850, however, the sound principle

¹ History of Land Grants for Education in North-West Territory, G. W. Knight.

² U. S. Statutes, 244.

³ G. W. Knight, 145.

⁴ Constitution, Art. X, Sec. 6.

⁵ Historical Sketch of University of Wisconsin, S. H. Carpenter, 12.

⁶ *Ibid.*, 24.

⁷ Wisconsin Laws, 1848, 123.

⁸ North-West Territory, G. W. Knight, 145.

⁹ *Ibid.*, 146.

was advanced that it would be wiser to accumulate a large sum, even though a longer time were required, and they accordingly raised the minimum price of all unsold land to ten dollars an acre, which caused a large increase in the proceeds of the next year's sales.¹

But this advance in price resulted in such public dissatisfaction that the Legislature of 1851 was persuaded to change the price to seven dollars per acre, except where the land had been appraised higher (\$7.06) in 1848.² Some parties claiming this was too great a price for some of the land, and others that the sales were too much delayed, the Governor was authorized in 1852 to appoint commissioners to re-appraise the sections remaining; this was accomplished, and a minimum price of three dollars³ an acre was fixed, which resulted in the speedy sale of the land not already taken.

After all of the various appraisals the entire sum realized from the 46,080 acres was only "about one hundred and fifty thousand dollars."⁴

FURTHER APPROPRIATION OF LANDS.

The University of Wisconsin was established in 1850⁴ on the basis of the funds thus secured, but even while passing laws for the sale of the university lands the Legislature realized that the income would be insufficient to support the institution, and they therefore petitioned Congress for seventy-two additional sections in lieu of the saline lands granted to the State in 1848 but never located.⁵

Congress granted this petition in 1854,⁶ and authorized the selection of the same number of sections from any of the public lands in the State for the benefit and aid of the State university. An opportunity to atone for past errors was now afforded the Legislature. It began to be realized, after it was too late to enact suitable laws to remedy the evil, that the best lands had been sold at a disadvantage. It was felt that, whereas the policy pursued had benefited the State at large, it was not faithful to the increase of the seminary fund. In 1872 the Governor boldly asserted that nine-tenths of the value of the fund had been sacrificed by hasty sales at low prices,⁷ and the Legislature of that year is also deserving of praise for its honest courage in justly condemning the unfair policy hitherto pursued.⁸ After fully examining the claims of the regents and the condition of the university in 1872 for four years, this body granted ten thousand dollars annually, to atone for the injustice done by the State in selecting for an endowment unproductive lands.⁹

¹ Knight's North-West Territory, 146.

² *Ibid.*, 147.

³ Wisconsin Laws, 1852, p. 769.

⁴ Historical Sketch, S. H. Carpenter, 11.

⁵ Wisconsin Laws, 1851, 438.

⁶ U. S. Statutes, vol. 10, 597.

⁷ Governor's Message, 1872, 17.

⁸ Wisconsin Laws, 1872, chap. 100, p. 114.

⁹ *Ibid.*

RESTITUTION MADE IN 1876.

Finally, in 1876, the Legislature again records its disapproval of such measures and votes a permanent tax for the support of the university, declaring that "this tax shall be deemed a full compensation for all deficiencies arising from the disposition of the lands donated to the State by Congress in trust for the benefit of the university."¹ "Thus," says Knight, "has the mismanagement of earlier days entailed on the present and all succeeding generations a burden of taxation to compensate for early prodigality."²

WRONG USE OF PRINCIPAL FUND.

Greater injury than even that wrought by unjust appraisal is, however, recorded in the legislative annals of 1862; here we find that the Legislature authorized the regents to use the principal fund to pay off the debt incurred in the erection of buildings.³

By the permission thus granted the sum of \$104,339.42 was taken from the fund.³ This act was clearly in violation of the conditions of the grant and of the provisions of the Constitution, by both of which the proceeds of the land were to form a permanent fund for the support of the university.⁴ But it is a great satisfaction to learn that in 1867 restitution was made for this injustice by the passage of a bill which appropriated annually for ten years the sum of \$7,303.76, this being the interest at seven per cent. upon the amount taken from the fund in 1862.⁵ The charge of one thousand dollars which had been annually made to the university for the care of its funds was also now ordered discontinued, and the State treasurer was made treasurer of these funds without additional salary.⁶ In 1882 about twenty-two hundred acres of the university lands were still unsold,⁷ and the fund was \$228,438.83,⁸ which was invested in Government and municipal bonds and in loans to various counties. Including the money used for the erection of buildings the proceeds of the sales in 1882 were \$333,778.25, or an average of \$3.71 per acre.²

EARLY HISTORY OF THE UNIVERSITY.

The early history of this university was a period of great trial and disappointment. In 1849 the Legislature established the precedent of

¹ Wisconsin Laws, 1876, chap. 117.

² North-West Territory, 149.

³ Wisconsin Laws, 1862, 168.

⁴ Governor Washburn's Message, 1872, 17.

⁵ Wisconsin Laws, 1867, chap. 82, p. 79.

⁶ Historical Sketch of Wisconsin University, 50.

⁷ Report of Commission on Public Lands, 1882, 6.

⁸ Report of Secretary of State, 1882, 12.

annually granting the regents a sum which they deemed sufficient for necessary expenses,¹ but as many of the members were totally ignorant of the needs of the institution it could not be expected that they would be sufficiently liberal in their appropriations to meet the demands of a young and growing university.² The people at large were as ignorant of the condition and necessities of the university as many of the legislative body, and claimed with them that the institution was chiefly maintained in order to afford superior advantages to a few "aristocratic" young men³ rather than for the good of the State. Notwithstanding such baseless jealousy and the parsimonious policy of the Legislature, the regents continued to labor zealously for the advancement of higher education.⁴ Three separate reorganizations were successively attempted as the times seemed to demand, in 1858, 1860,⁵ and 1866, but it was not until the last that their efforts were notably successful.⁶ Public opinion had by this time undergone an entire change. The people throughout the State saw their mistake in discouraging such an institution, and they now manifested a more liberal, friendly spirit, and were willing and anxious to give their influence to support the university. Under this happy condition of affairs the regents took courage, the course of study was enlarged and improved, the university being divided into the College of Letters and the College of Liberal Arts, with such professional and other colleges as might be added thereto or connected therewith. The Agricultural College which had been under discussion for years was now organized as an important department of the university,⁷ and the income from the Agricultural College grant was pledged to the university as an endowment in addition to that which she already had from the seminary lands.⁸ It is a strange fact that up to this date, 1866, not one dollar of State money had been devoted to university expenses.⁹

THE COLLEGE OF AGRICULTURE.

When the regents reorganized the university and incorporated this new department in 1866, they wisely arranged that a liberal education should precede the special instruction in agriculture. All students were therefore advised to pursue the same course of study until the end of the Sophomore year, when the agricultural course could be taken by those who preferred it.¹⁰

EXPERIMENTAL FARM.

As a necessary adjunct to the college just mentioned the Legislature wisely planned in 1866 for an experimental farm, which was to be pro-

¹ Historical Sketch of Wisconsin, 25.

² *Ibid.*, 27.

³ *Ibid.*, 28.

⁴ Regents' Report, 1858.

⁵ *Ibid.*, 1860.

⁶ Wisconsin Laws, 1866, chap. 114.

⁷ North-West Territory, 156.

⁸ Wisconsin Laws, 1866, 153.

⁹ Historical Sketch of Wisconsin University, 48.

¹⁰ Historical Sketch, 52.

vided "without expense to the State or to the funds of the university."¹ The county of Dane, in which the university is located, immediately claimed the honor of making the institution a gift of some two hundred acres of land lying near the university for this purpose, and spent forty thousand dollars for the farm and necessary buildings thereon.² Up to this period the entire support of Wisconsin University had been furnished by appropriations of the National Government and the funds resulting therefrom. The wisdom of this selection for the farm was that it best showed the adaptation of various soils and locations, and where the best kind and greatest quantity of a certain product could be obtained from a particular piece of land. For such practical reasons the experimental farm was far better than a model farm, for which this was not intended. The work of this department has been confined to the field of farm experiments covering the ordinary farm operations, instead of the more showy and striking experiments usually followed in such institutions and which prove more interesting to scientists than to farmers. Experiments have been conducted to determine the value of new varieties of grains and roots, the best method of seeding and cultivating, and the value of various manures. The results of these experiments are published annually in the report of the regents.³

FOUNDING OF THE LADIES' COLLEGE.

The university having passed through her period of discouragement is now attended with prosperity. In 1870 she received substantial assurance of the Legislature's newly-awakened interest in her behalf this was the liberal donation of fifty thousand dollars for the erection of a Ladies' College, and is noteworthy as being the first State appropriation for university purposes.⁴

The old-time prejudice against co-education long existed in Wisconsin, but the advanced ideas of the times would no longer exclude women, and we note their first admission to have been in 1860 when a class of thirty entered the normal department for a ten weeks' course of lectures;⁵ this school had been formally opened in 1856, but up to this time its advantages had been entirely restricted to young men. From 1860 to 1863 the work in this department was suspended, but was finally resumed in 1863 with the opening of the department of theory and practice of elementary instruction, to which both sexes were admitted. The course now adopted remained in use until 1871, when the Ladies' College was completed, and young women were then granted the privilege of pursuing the studies of their own college with lady teachers or of entering the regular college classes.⁶

¹ Wisconsin Laws, chap. 114, sec. 15.

² Historical Sketch, 48.

³ Department of Education, Annual Report, 1867-68, 284.

⁴ Sketch of Wisconsin University, 50.

⁵ *Ibid.*, 63.

⁶ *Ibid.*, 65.

The normal department of the university was thus transformed into a Ladies' College and the course of study was made to correspond with that in the College of Arts, except that substitutions were allowed for agriculture, calculus, analytical chemistry, and determinative mineralogy. But in 1873 these were discontinued, and ladies have since been permitted to take any study in the university course. The normal work of Wisconsin, which first began in the State university, is still actively carried on by five normal schools located respectively at Platteville, Whitewater, Oshkosh, Sheboygan, and Stoughton.¹

DONATIONS BY THE LEGISLATURE.

Still continuing its new and generous policy the Legislature made in 1872 an annual appropriation of ten thousand dollars, of which we have spoken; again, in 1875, the university was aided by a gift of eighty thousand dollars from the State for the building of a Hall of Science, which was now deemed necessary to the highest success of the institution.²

The friends of the university were inspired with new hope to see this rapid growth and increase in usefulness; in 1876, as before mentioned, the Legislature still further redeemed its past record by adding to the yearly income.

This was done by voting an annual tax of one-tenth of a mill³ on every dollar of taxable property in the State for university purposes.⁴ The annual tax previously made, in 1867, has since this year (1876) been included in the tax just mentioned.⁵ Up to the year 1883 the total amount of State donations, exclusive of that raised by the tax of one-tenth of a mill levied since 1876, has been \$235,769.84.⁶

FREE HIGH SCHOOLS.

It may be well to give a passing notice of the State appropriations for the encouragement of secondary schools in Wisconsin. There was an attempt made some years ago by several States to organize and support by State taxes a system of high schools immediately connected with the university. There now seems to be a tendency to delegate all control and support of high schools to local authorities and local taxation, respectively.

In order to increase the efficiency of this class of schools the Legislature of Wisconsin appropriated, in 1876, the sum of "twenty-five thousand dollars in the aid of free high schools,"⁷ to be applied to towns,

¹Department of Education, 1867-8, 757.

²Historical sketch of Wisconsin, 50, 56.

³By an amendment passed in 1883 this tax of one-tenth of a mill was changed to one-eighth of a mill. Wisconsin Laws, 1883, chap. 300.

⁴North-Western Territory, 168.

⁵Knight, 149.

⁶*Ibid.*, 168.

⁷Letter from State Superintendent J. B. Thayer, November 14, 1888.

cities, and villages that contained a graded school of two or more departments. "A second appropriation of twenty-five thousand dollars was made by the Legislature of 1885, and was limited to towns that contained no graded school of two or more departments."¹

RECENT STATE ASSISTANCE.

From the State Superintendent of Wisconsin² we learn that at present the only annual sum paid to the State university is the income resulting from the tax of one-eighth of a mill upon every dollar of taxable property in the State; this amounts to about seventy-four thousand dollars per year. During the last three years, 1885-88, the Legislature has also appropriated the sum of three hundred and fifty thousand dollars to restore university apparatus, cabinets, and buildings which have been destroyed by fire. An annual appropriation, not to exceed fifty thousand dollars, is also given by the State to aid free high schools, but only about thirty thousand dollars of this amount is used each year; the grade of the school and character of the instruction given determine the portion each school receives.²

SUMMARY OF GRANTS FOR HIGHER EDUCATION.

For Ladies' College, 1870	\$50,000.00
For Hall of Science, 1875	80,000.00
Annual grant of \$10,000 from 1872 to 1876	40,000.00
Interest on \$104,339.42, at 7 per cent, from 1867 to 1876	65,733.84
Special grant to replace losses by fire	350,000.00
Amount of annual tax of one-tenth of a mill from 1876 to 1883	304,915.00
Amount of annual tax of one-eighth of a mill from 1883 to 1888	312,729.00
Total for higher education	\$1,203,377.84
Grant for free high schools	\$50,000.00

Under the provisions of chapter 117, Laws of 1876, the income from the tenth of a mill tax for the support of the University of Wisconsin, is as follows:

1877	\$42,359	1882	\$44,780
1878	42,359	1883	45,632
1879	41,310		
1880	43,897	Total	\$304,915
1881	44,558		

Since 1883 the eighth of a mill tax was as follows:

1884	\$57,442	1888	\$72,658
1885	59,549		
1886	61,017	Total	\$312,729
1887	62,063		

¹ Letter from State Superintendent J. B. Thayer, November 14, 1888.

² J. B. Thayer, State Superintendent, letter from, dated July 23, 1888.

CHAPTER VII.

STATE EDUCATION IN THE SOUTH-WEST.

The States of the South-West showed in general the same eagerness to found colleges and universities as that evinced by those of the North-West Territory. The famous Ordinance of 1787, which was so warmly supported by Southern men soon extended its privileges and influence to the newly admitted States of the South-West.

The conditions of the admission of Kentucky gave that State entire control of the public domain within its borders. But the Legislature, following after the example of Virginia, very early granted one-sixth of all the fees arising from the surveyor-general's office for the support of public education. Kentucky endowed early educational institutions with grants of public lands. Here, as in many other States, schools did not flourish owing to the rudeness of the times and the struggles for existence in attempts to subdue the forces of nature.

Tennessee received Federal grants of public lands for two colleges and a system of county schools. The early policy toward these institutions was encouraging and liberal. In modern times the Legislatures of Tennessee and Kentucky have done comparatively little for the support of higher education. Alabama and Mississippi have each received Federal land grants, and each has shown an earnest desire to found and maintain universities. The results are highly encouraging, though the amounts given for their support are not large.

Louisiana likewise received the benefit of the Federal grant for seminaries, and while yet a Territory, began to build a school system. The main plan was to assist in the founding and maintenance of academies and colleges throughout the State. A great deal of money was spent in this way and with no permanent benefit to higher education. At present, educational institutions are on a more permanent foundation, and the liberality of the State is again manifesting itself after a long interval of comparative quiet.

In the South-West, educators and statesmen, zealous for the cause of education, had much to contend with in executing measures, no matter how excellent they might be, for the establishment of higher education. The sparsely settled rural districts occupied by planters, the absence of large towns, the presence of the African race, and the absence of the sterling middle class of mechanics and tradesmen which characterizes

all countries of thrift, presented obstacles to education not easily overcome.

Texas retained the right to all of her public lands when admitted to the Union, but very soon gave a liberal land endowment for the establishment of universities. Since that time large tracts of land have been added to this grant which, if properly managed, will yield an income sufficient to fully equip and maintain a university. Funds are being appropriated by the Legislature for support of the university. Arkansas is now realizing the necessity of advanced learning, and is voting funds for the support of an industrial university. Upon the whole the outlook in the South-West is encouraging, although the work of building universities is only fairly commenced by the States.

KENTUCKY.

EARLY EDUCATION.

Although Kentucky was, to use Professor Shaler's expression, "a pioneer commonwealth," the interests of education were by no means neglected. As early as 1792, the year of Kentucky's admission to the Union, we find the Legislature authorizing Salem Academy to raise five hundred dollars by a lottery.¹ The policy of the State, thus early indicated, comes out more strongly in the acts of 1798. In February of that year, six thousand acres of land, free from taxes, were granted to each of six academies and seminaries, and all unappropriated lands, south of the Cumberland River and east of Obey's River, were reserved for future appropriation to seminaries of learning.² Soon afterward Jefferson Seminary was authorized to raise five thousand dollars by a lottery,³ and in December nineteen academies were chartered, each to have six thousand acres of land and the privilege of raising not more than one thousand dollars by a lottery. The land thus granted was to be inalienable.⁴ By subsequent acts each county in the State received six thousand acres for a county academy.⁵

A vigorous system of secondary education was thus provided for, but, not content with this, the Legislature began to promote higher instruction.

TRANSYLVANIA UNIVERSITY.

The Transylvania University was formed by a union of the Transylvania Seminary with the Kentucky Academy in 1798. It may be stated that the university was founded in this year. The Transylvania Semi-

¹ Littell's Laws of Kentucky, I, 171.

² *Ibid.*, II, 107. Report of Commissioner of Education for 1876, 133.

³ Littell's Laws, II, 208.

⁴ *Ibid.*, II, 240.

⁵ Acts of 1805, Littell's Laws, III, 279. Act of 1834, Laws of 1833, 378.

nary was organized in 1783, but for many years did not flourish; in fact, the seminary maintained a struggle for existence.¹ The rudeness of the times, the attention required to protect the homes of the settlers from the Indians, the force required to subdue the wilderness, required all of the native strength of this new country; but we find the Legislature at this early period encouraging education. The seat of the seminary was removed to Lexington in 1788, where it was hoped it would have better advantages. The Legislature gave an endowment of twenty-eight thousand acres² of land, and subsequently, in 1790, donated to the college one-sixth of the surveyor's fees.³ After its union with Kentucky Academy, under the name of university, it was in a more flourishing condition, and performed a service to the State for many years.

Transylvania University received the first assistance from the State in 1819, when it was granted for two years the proceeds of the tax on the Farmers and Mechanics' Bank of Lexington.⁴ The next few years abound with similar provisions. In 1820 five thousand dollars was granted for the use of the medical department,⁵ and it was directed that all fines and forfeitures to the Fayette County court should be paid over to the university.⁶ This assistance proved insufficient, and the university fell into debt. So, in 1821, it was given one-half of the clear profits accruing on the loans of the Branch Bank of the Commonwealth at Lexington until the university's debts should be discharged; the trustees were ordered to manage it without a view to further donations from the Legislature.⁷ In 1822 the medical department was authorized to raise twenty-five thousand dollars by a lottery.⁸ To procure a library for the law department a tax of two per cent. was laid on all sales at auction in Fayette County.⁹ This law remained in force several years. We meet it again in 1833,¹⁰ and in 1856 it was re-enacted.¹¹ In 1830 all escheatable property in the county was vested in the university.¹²

The relation of the State to Transylvania University is also shown by the frequent appointment of a committee by the Legislature to visit

¹ Life and Times of Judge Caleb Wallace, 122. Hening's Statutes of Virginia, XI, 282.

² *Ibid.*

³ *Ibid.*, 123. This law was similar to that of Virginia, which gave one-sixth of the surveyor's fees to William and Mary College. (See Virginia.)

⁴ Laws of 1818, 692.

⁵ Laws of 1819, 952.

⁶ *Ibid.*, 976. The act provided that all fines and forfeitures to the county courts should go to the county seminaries. In the counties where there were no seminaries, the colleges were the beneficiaries. It was repealed by the act of 1838, by which fines and forfeitures went to form a jury fund. Laws of 1837-38, 248.

⁷ Laws of 1821, 354.

⁸ Laws of 1822, 149.

⁹ *Ibid.*, 160.

¹⁰ Laws of 1832, 103.

¹¹ Laws of 1855-56, II, 454.

¹² Laws of 1829, 261.

it and report on its condition. This institution exercised an important educational influence in Kentucky, but finally died out, a victim to sectarian prejudice.¹

SOUTHERN COLLEGE OF KENTUCKY.

In 1819 the Legislature incorporated four colleges,² and, of these, two received public assistance.

In 1821 the Southern College of Kentucky, at Bowling Green, was given one-third of the clear profits from the Branch Bank of the Commonwealth there located, so far as the same were derived from borrowers in Warren County. This was to continue for two years.³ In 1825 the college was granted six thousand acres of unappropriated land.⁴

CENTRE COLLEGE.

This college, the other institution of this year that received State aid, was incorporated with the funds of Danville Academy. Its charter contained a provision that it could subsequently be adopted as a State institution.⁵ It received the same share of bank profits as Southern College, but the bank was the one at Harrodsburg, and the county that of Mercer.⁶ It passed into Presbyterian control in 1824, and the money received from the Harrodsburg Bank was directed to be paid to the Deaf and Dumb Asylum.⁷ In 1843 Congress granted Centre College the township of land which it had, in 1826, given to the Deaf and Dumb Asylum.⁸

AUGUSTA COLLEGE.

This college, located in the town of the same name, was incorporated in 1822.⁹ In 1825 it received six thousand acres of unappropriated lands.¹⁰ Two years later we find an interesting enactment allowing the trustees to establish a ferry across the Ohio at Augusta, for the benefit of the college.¹¹ This act also fixed the rates of fare, and created a monopoly by declaring that there should be no other ferry within a mile and a half. In 1834 the college received ten thousand dollars from the funds of Bracken Academy.¹²

¹ Shaler's Kentucky, 399.

² The other colleges were Urania College at Glasgow, Western College of Kentucky, at Hopkinsville (laws of 1818, 737), and Centre College at Danville.

³ Laws of 1821, 355.

⁴ Laws of 1825, 98.

⁵ Laws of 1818, 618. This provision was also embodied in the charter of Southern College.

⁶ Laws of 1821, 354.

⁷ Laws of 1824, 64.

⁸ Statutes at Large, VI, 339, 896.

⁹ Laws of 1822, 163.

¹⁰ Laws of 1825, 98.

¹¹ Laws of 1826, 39.

¹² Laws of 1833, 729.

SHELBY COLLEGE.

A college was chartered at Shelby by an act of 1836, and the following year it was given permission to raise one hundred thousand dollars by a lottery.¹ The proceeds of this lottery were afterwards ordered to be invested in stocks.² This institution became St. James College in 1868.³

CONCORD COLLEGE.

From the Reports of the Commissioner of Education we learn that Concord College, at New Liberty, received annual appropriations from 1875 to 1879, varying from two hundred and forty to six hundred dollars.

THE STATE COLLEGE.

Kentucky accepted the land grant for agricultural colleges (three hundred and thirty thousand acres) early in 1863,⁴ and in the same year a committee was appointed to locate the college.⁵ In 1865 the trustees of Transylvania University and those of Kentucky University at Harrodsburg gained permission to unite the two institutions at Lexington under the name of Kentucky University, and to establish the Agricultural and Mechanical College as a department of this. The financial prospects of this skillful patchwork were encouraging. The land scrip was sold for \$164,960, and this, with the endowments of the two universities and the amount raised by subscription, formed a capital of over five hundred thousand dollars, mostly invested at six per cent. Twenty thousand dollars was loaned by the State to put the Agricultural College into immediate operation.⁶

The connection with Kentucky University proved unfortunate. A fierce religious war broke out when the institution was getting well under way, and in 1878 the two colleges were separated and commissioners appointed to select a new location for the Agricultural College.⁷ Lexington offered the most favorable terms and the college was located there.⁸ It is generally known as Kentucky State College and is, with but one possible exception, the best educational institution in the State.

An assured financial basis was given by an act of 1880, in passing

¹ Laws of 1836-37, 219.

² Laws of 1837-38, 199.

³ Private laws of 1867-68, I, 353. Another college was founded in 1836, Columbia College, and the fines and forfeitures in Adair County, previously vested in Robertson Academy, were given it. Laws of 1836-37, 100.

⁴ Private laws of 1861-62-63, 335.

⁵ *Ibid.*, 371.

⁶ On the organization of the Agricultural College, see the Report of the U. S. Commissioner of Education for 1867, 164-167, 291; Shaler's Kentucky, 361, 362, 400; Public laws of 1865, 45 ff., 67, 68; Public laws of 1865-66, 29.

⁷ Shaler, 400; Public laws of 1878, 46.

⁸ Public laws of 1879, 5, 18.

for the benefit of the college, a tax of five mills on each hundred dollars of property liable for State taxation.¹ Colored citizens are not subject to this tax, as only white students are admitted to the college. The annual income from the land-scrip fund is nine thousand nine hundred dollars; from the State tax twenty-four thousand dollars is annually received.²

EXEMPTION FROM TAXATION.

Educational property is not subject to taxation by virtue of an act of 1869, which declares that "all college buildings and seminaries of learning, and all the real estate, not exceeding five acres, and all the personal property of every kind belonging to any institution of learning within this State, shall be exempt from taxation for any purpose whatever."³

CONCLUSION.

The attitude of Kentucky toward higher education has been favorable. Financial assistance has been given by direct grants of money and by permission to hold lotteries, but the usual way has been to set apart definite sources of revenue for particular institutions. Until Transylvania University was discontinued, it was the chief object of the State's generosity; from 1865 to 1878 State education had its centre in Kentucky University; for the last ten years the State College has been the beneficiary.

TENNESSEE.

INTRODUCTORY.

"The history of the common schools is, in the main, the history of public lands in Tennessee, and the history of public lands in this State is the history of confusion."⁴ This, the opinion of Tennessee's latest historian, is also applicable to the higher education, since its history, too, is closely connected with that of public lands.

In its early period the State of Tennessee was unable to give assistance to education; to use the words of the State Senate in 1801, replying to the petition from the University of North Carolina, "Tennessee * * * has not arrived at the period when her revenues will even authorize a loan to patronize the seminaries of learning already established within the limits of her own State."⁵ Accordingly, the first aid to higher education came from the Federal Government.

By the act of 1806, Congress granted certain lands to Tennessee for educational purposes. One hundred thousand acres of these lands

¹ Public laws of 1879, 137.

² Letter of Pres. James K. Patterson,
Dec. 12, 1888.

³ Public laws of 1869-70, 2.

⁴ Phelan, *History of Tennessee*, 233.

⁵ *Ibid.*, 235.

were to be located in one body and sold for not less than two dollars an acre, the proceeds to go for the use of two colleges, one in East and one in West Tennessee.¹ The provisions of the act were not closely adhered to. The lands were laid out in detached parcels and sold on credit for one dollar an acre. Even then, only a small part of the proceeds was received.² The money that came in first was loaned out to individuals,³ but in 1813 it was called in and paid over to the colleges, to be invested in bank stock.⁴ The payments for lands came in slowly, and in consideration of the delays sustained by the colleges, the Legislature in 1823 vested in the two colleges, equally, one-half the money due on May 1, 1824, as proceeds of the land sold for the benefit of the State. On the basis of these lands the two colleges started.

UNIVERSITY OF NASHVILLE.

The germ of this institution was in existence before Tennessee became a State. By an act of 1785 North Carolina incorporated Davidson Academy and granted two hundred and forty acres of land near Nashville for its support.⁵ In 1806 the funds and property of the academy were given to the college established in West Tennessee in accordance with the Congressional land grant. The new college, which was called Cumberland College, was to have one-half of the one hundred thousand acre appropriation, and its property was to be exempt from taxation.⁶ Instruction was begun in 1809, but the poor management of the land grant caused the institution, in 1816, to suspend its exercises for want of money.⁷ When, ten years later, it again opened its doors, it was as the University of Nashville, with power to raise two hundred thousand dollars by a lottery.⁸ In 1838 the Legislature granted the university eleven thousand five hundred and twenty acres of land, in lieu of all its claims against the State, and in this way forty thousand dollars was realized.⁹

For many years the University of Nashville was one of the most powerful educational influences in the South-West, but difficulties arose, and in 1875 the trustees were allowed to discontinue instruction as then given, and convert the institution into a scientific or normal school.¹⁰

¹ U. S. Statutes at Large, II, 381; Phelan, 235; Report of the U. S. Commissioner of Education for 1876, 370. The act also granted one hundred thousand acres for the use of academies, one in each county, and six hundred and forty acres in every six miles square for the use of schools.

² Phelan, 288.

³ Scott's Laws of Tennessee, I, 1122.

⁴ *Ibid.*, II, 166.

⁵ Phelan, 137.

⁶ Scott's Laws, I, 929.

⁷ Phelan, 238.

⁸ Phelan, 279. Laws of 1826, 34, 46.

⁹ *Ibid.*, 238. Laws of 1838, 287.

¹⁰ Laws of 1875, 187.

UNIVERSITY OF TENNESSEE.

The origin of the University of Tennessee goes back to 1794, when Blount College was formed, near Knoxville.¹ In 1807 the funds of Blount College were merged with the endowment granted by the act of Congress of 1806, and East Tennessee College was the result.² The finances of the college were for several years following involved in the land sales, from which they received very little benefit.

The next assistance granted the college was also Federal. The share of Tennessee in the land granted for agricultural colleges was three hundred thousand acres. East Tennessee University (the college had become a university in 1840),³ was made the recipient of the land scrip, the proceeds of which were invested in Tennessee 6 per cents.⁴ A small part of the proceeds was held back by the State and used for other purposes, but the claim was satisfied in 1881 by a grant of \$3,775.⁵

The whole endowment from the land-scrip fund is now invested in three hundred and ninety-six State bonds of one thousand dollars each, bearing interest at six per cent.⁶ The name of the institution was changed to the University of Tennessee in 1879.⁷

OTHER COLLEGES.

In 1846 the United States released its title to certain land in Tennessee, on condition that the State should, out of the proceeds, set apart forty thousand dollars toward the establishment of a college at Jackson.⁸ Accordingly, in the next year the treasurer of the State was directed to issue to West Tennessee College at Jackson a warrant for that sum.⁹ The institution was discontinued in 1873, and in 1874 its buildings were occupied by the South-Western Baptist University.¹⁰ In 1875, we are told, Mosheim Male and Female Institute received \$1,255 from the State.¹¹ In 1876 King College at Bristol received \$1,800.¹²

In 1881 the Legislature set aside \$2,500 annually in scholarships to approved institutions of learning for higher and normal education of children of African descent.¹³

EXEMPTION FROM TAXATION.

The Constitution of Tennessee allows the Legislature to exempt from taxation property held and used for educational purposes.¹⁴ Instances of such action are found in 1836 and 1882.¹⁵

¹ Phelan, 234. Scott's Laws, I, 502.

² *Ibid.*, I, 1047, 1061.

³ Laws of 1840, 186.

⁴ Laws of 1865, 42. Laws of 1867-68, 34. Laws of 1868-69, 12.

⁵ Laws of 1881, 52.

⁶ Letter from President Dabney, December 4, 1888.

⁷ Laws of 1879, 88.

⁸ Statutes at Large, IX, 66.

⁹ Laws of 1847, 68.

¹⁰ Report of United States Commissioner of Education for 1875, 401.

¹¹ *Ibid.*, 402.

¹² *Ibid.*, 1876, 378.

¹³ Laws, extra session of 1881, 7.

¹⁴ Art. II, sec. 28. Poore, Charters and Constitutions, 1700.

¹⁵ Laws of 1836, 59. Laws of second extra session of 1882, 6.

CONCLUSION.

If we can judge by the utterances of the Legislature, Tennessee once contemplated an extensive system of State education. In the preamble to an act of 1817, regulating academies and colleges, we read that "institutions of learning, both academies and colleges, should ever be under the fostering care of this Legislature, and in their connection with each other form a complete system of education."¹ This high ground, so early taken, was not maintained. Twenty years later, we find a report to the General Assembly attributing the lack of State aid to the prejudice which prevailed against higher institutions of learning.² Whatever may be the cause, the fact remains that, with slight exceptions, Tennessee has given no direct aid to higher education. The activity of the State has been almost entirely confined to taking charge of Federal grants.

ALABAMA.

UNIVERSITY OF ALABAMA.

Alabama Territory was formed from Mississippi in 1817.³ The following year Congress reserved one township of land for the endowment of a seminary of learning;⁴ and in 1819, when Alabama was admitted as a State, another township was granted.⁵ The attitude of the State toward these donations is seen in its first Constitution. After providing for the support of schools and care of school lands, the Constitution of 1819 directs as follows :

"The General Assembly shall take like measures for the improvement of such lands as have been or may be hereafter granted by the United States to this State, for the support of a seminary of learning, and the moneys, which may be raised from such lands, by rent, lease, or sale, or from any other quarter, for the purpose aforesaid, shall be and remain a fund for the exclusive support of a State university, for the promotion of the arts, literature and the sciences; and it shall be the duty of the General Assembly, as early as may be, to provide effectual means for the improvement and permanent security of the funds and endowment of such institution."⁶

The lands were immediately leased and the proceeds set apart for a seminary of learning.⁷ In striking contrast to the waste of educational resources in some States, we find Alabama taking measures to secure the full benefit of her land endowment. An act of 1820 provided that

¹Scott's Laws, II, 331.

²Phelan, 236.

³U. S. Statutes at Large, III, 371.

⁴*Ibid.*, 467.

⁵*Ibid.*, 491.

⁶Art. VI, Education. Poore, Charters and Constitutions, 43. Report of Commissioner of Education for 1867, 107.

⁷Laws, second session of 1818, 43. Laws of 1819, 60.

the yearly rent of the seminary lands should not be less than two dollars an acre.¹ When the lands were sold, the minimum price was at first fixed at seventeen dollars an acre,² but later they were divided into three classes, to be sold at not less than seventeen, twelve, and eight dollars an acre, respectively.³

The first move toward establishing the university was made in 1819, when commissioners were appointed to select a site.⁴ Tuscaloosa was chosen as the location, and in 1821 the university was incorporated.⁵ The proceeds of the land sales were invested in stock of the Bank of Alabama, and were guaranteed by the State.⁶ In 1848 the amount of the university fund was declared to be two hundred and fifty thousand dollars, on which the State pledged to pay interest at six per cent. forever.⁷ After the State capital was removed to Montgomery, the university received the rent of the old State House at Tuscaloosa.⁸ In 1860 fifty thousand dollars was added to the university fund, and six per cent. interest on this amount since 1848 was directed to be paid to the university, on condition that the trustees should establish a military department.⁹ To increase the efficiency of this department, interest on the university fund was raised, the following year, to eight per cent.¹⁰

Since the War, donations have been made to the amount of one hundred and thirty thousand dollars.

MOBILE MEDICAL COLLEGE.

In 1860 this institution was established as a branch of the State University and given fifty thousand dollars.¹¹ Other grants have been made, amounting to \$17,250.

AGRICULTURAL AND MECHANICAL COLLEGE.

The acceptance of the agricultural land grant was provided for by the Constitution of 1867.¹² The grant consisted of two hundred and forty thousand acres, which were sold for a net sum of two hundred and sixteen thousand dollars. East Alabama College at Auburn offered its entire property, amounting to over one hundred thousand dollars, in buildings and lands, in case the new college should be located there.¹³ The offer was accepted, and Alabama Agricultural and Mechanical College was established in 1872.¹⁴ The State has given \$42,500 in money; and the college gets one-third of the tax on fertilizers, which has

¹ Laws of 1820, 4.

² Laws of 1822, 26.

³ Laws of 1825, 3.

⁴ Laws of 1819, 64.

⁵ Laws of 1821, 3.

⁶ Laws of 1832-3, 60.

⁷ Laws of 1847-8, 137.

⁸ Laws of 1857-8, 271.

⁹ Laws of 1859-60, 25.

¹⁰ Laws, extra session of 1861, 56.

¹¹ Laws of 1859-60, 348.

¹² Art. XI, sec. 14, Poore, 73. Report of Commissioner of Education for 1867, 126.

¹³ Catalogue of the Agricultural and Mechanical College for 1872.

¹⁴ Laws of 1871-72, 84.

yielded it nearly forty thousand dollars.¹ The interest on the land-scrip fund was in 1883 twenty-four thousand dollars.²

CONSTITUTIONAL PROVISIONS.

Besides the provisions of 1819 and 1867 already cited we find the Constitution of 1875 guaranteeing the inviolability of all educational funds,³ regulating the trustees of the University of Alabama and the State Agricultural and Mechanical College,⁴ requiring a two-thirds vote of the Legislature to change the location of these institutions,⁵ and permitting that body to exempt educational institutions from taxation.⁶

SUMMARY.

Alabama has been liberal in assisting higher education. Federal grants have been well administered and increased by State benefactions. Exclusive of the interest on the university fund and the land-scrip fund, the following aid has been given :

University of Alabama ⁷	\$130,000
Mobile Medical College.....	67,250
Agricultural and Mechanical College.....	82,500
	<hr/>
	\$279,750

MISSISSIPPI.

JEFFERSON COLLEGE.

It is gratifying to see the attention paid to education by the early settlers of Mississippi. The Territory, then comprising all of Alabama and Mississippi between thirty-first degree and the mouth of the Yazoo, was organized in 1798,⁸ and by an act of May 10, 1800, Congress authorized the first Territorial Legislature.⁹ Before three years had passed, this body made provision for the establishment of a college, to be known as Jefferson College.¹⁰ The institution was located at Washington, and its property was free from taxes. The trustees were permitted to raise ten thousand dollars by a lottery and to collect subscriptions for the college. In an act of 1803, regulating the disposal of

¹ Letter from President Brown, November 30, 1888.

² Laws of 1882-83, 29

³ Art. XII, sec. 2.

⁴ *Ibid.*, sec. 9.

⁵ *Ibid.*, sec. 10.

⁶ Art. X, sec. 6. See Poore, 92-94.

⁷ The university also received for several years the rent of the old State House at Tuscaloosa.

⁸ U. S. Statutes at Large, I, 549. Poore, Charters and Constitutions, 1049.

⁹ *Ibid.*, II, 69. Poore, Charters and Constitutions, 1051.

¹⁰ Toulmin's Digest, 411. Digest of 1816, 310.

the lands south of Tennessee, Congress reserved a township of land for Jefferson College.¹ Federal assistance did not here, as was so often the case elsewhere, put a stop to local effort. In 1811 the Legislature granted for the use and benefit of the college the property of all intestates dying without heirs in the United States.² This act remained in force ten years. The State loaned the college six thousand dollars in 1816,³ and four thousand dollars in 1820.⁴

The college is now extinct.

MISSISSIPPI COLLEGE.

In 1830 Mississippi Academy, in Hinds County, became Mississippi College.⁵ A loan of five thousand dollars for a year and a half had been made by the State in 1829,⁶ and in 1833 this was revived for five years.⁷

UNIVERSITY OF MISSISSIPPI.

In addition to the township of land granted to Jefferson College, Congress in 1819 gave another township for the support of a seminary of learning.⁸ The lands were judiciously located and leased until 1833. In that year commissioners were appointed to sell them and invest the money in bank stock.⁹ "Nearly all the proceeds of the Congressional land grant were lost on account of the wild and ruinous financial policy of the State which followed."¹⁰ The whole matter is much confused.

The first legislative movement toward establishing the University of Mississippi was in 1840. It was then directed that a university should be established and that it should have the income of the seminary fund, as the fund arising from the land sales was called.¹¹ A site was selected, and in 1844 the university was incorporated. In 1846 it was granted fifty thousand dollars "out of any money in the treasury not otherwise appropriated."¹² Two years later the institution was formally opened.¹³ The State treasurer was directed to pay the university \$6,226.75 a year, besides 6 per cent. interest on the amount then in the treasury.¹⁴ In 1850 we find an annual appropriation of a "further sum" of six thousand dollars, one-half from the revenue in the treasury and one-half from further sales of seminary land.¹⁵ On the establishment of a new professorship in 1854,¹⁶ and on a similar occasion in 1860,¹⁷ a salary of two thousand dollars a year was paid by the State. In his message of 1856 Governor McRae found the sum due from the State to the university to be \$1,077,790.07. The appropriations made from time to time, with

¹ U. S. Statutes at Large, II, 234.

² Digest of 1816, 264.

³ *Ibid.*, 486.

⁴ Laws of 1820, 53.

⁵ Laws, second session of 1830, 101.

⁶ Laws of 1829, 28.

⁷ Laws, first session of 1833, 97.

⁸ U. S. Statutes at Large, III, 485.

⁹ Laws, first session of 1833, 173.

¹⁰ Address by Chancellor Waddell.

¹¹ Laws of 1840, 95.

¹² Laws of 1846, 248.

¹³ Chancellor Waddell's address.

¹⁴ Laws of 1848, 104.

¹⁵ Laws of 1850, 127.

¹⁶ Laws of 1854, 160.

¹⁷ Laws of 1860, 238.

their proper interest, being deducted, there was left \$874,324.49 as the actual amount due in 1856. A bill was introduced acknowledging this indebtedness, but the only result was an appropriation of twenty thousand dollars annually for five years, extended for two years longer in 1860.¹ In 1860 a commissioner was appointed to investigate the seminary fund and give the status of the account with the university,² but we find no record of his report.

After the War the twenty thousand dollar appropriation was renewed.³ In the same year, 1867, commissioners were appointed to carry on a lottery; they were to pay five thousand dollars to the university before commencing business.⁴ In 1871 fifty thousand dollars was granted annually for ten years.⁵ The warrants of the State sold for but seventy-four per cent., however, and in 1875 this appropriation was replaced by one of thirty-five thousand dollars and one-half of the interest on the agricultural college land scrip.⁶ Since then the appropriations have varied in amount. "In 1874 a careful calculation showed that the fund belonging to the university in the hands of the State amounted to over one million five hundred thousand dollars."⁷ In 1880, "whereas the State of Mississippi did collect the proceeds arising from the sale of said lands and has never accounted for the same to the University of Mississippi," we find the Legislature engaging to pay interest on \$544,061.23 at six per cent. and appropriating \$32,643 annually as such interest.⁸

Up to 1888, the University of Mississippi has received from the State, exclusive of the land-scrip fund, nearly one million dollars. How much of this was appropriated as interest on the seminary fund and how much as direct gift it is impossible to determine.

AGRICULTURAL AND MECHANICAL COLLEGE.

The Constitution of 1868 directed that the Legislature should provide for the establishment of an agricultural college or colleges, and should take charge of the two hundred and ten thousand acres of land granted for that purpose.⁹ The lands, which amounted to but 207,920 acres, yielded a net sum of \$227,500.¹⁰ In 1873 it was directed that all moneys from the sale of land scrip should be used only for the construction of

¹ Chancellor Waddell's address. Laws of 1856, 76. Laws of 1859-60, 238.

² Laws of 1859-60, 391.

³ Laws of 1866-67, 366.

⁴ *Ibid.*, 452.

⁵ Laws of 1871, 718.

⁶ Annual catalogue for 1871. The State also gave, in scholarships, one hundred dollars to one student from each county.

⁷ Chancellor Waddell's address.

⁸ Laws of 1880, 192.

⁹ Art. VIII, sec. 8, Poore, 1090. Report of U. S. Commissioner of Education for 1867, 130*.

¹⁰ Catalogue of Alcorn University for 1866-67.

the Vicksburg and Nashville Railroad.¹ This was virtually repealed by an act of 1876, which provided that this road should deposit in the treasury State bonds to the full amount of the land-scrip fund before any of the latter could be drawn out, and in case the road failed to comply within sixty days the fund was to remain in the treasury.² From 1875 to 1878 one-half of the interest on the fund went to the State university. In 1878 the fund was divided equally between the State Agricultural and Mechanical College at Starkville, for white students, and Alcorn University, for colored students.³

In addition to its share in this fund, \$5,678.75 annually, the college at Starkville has received from the State \$330,650.

ALCORN UNIVERSITY.

Alcorn University at Rodney was established in 1871, and given fifty thousand dollars a year for ten years.⁴ In 1875 this was changed to fifteen thousand dollars and one-half of the interest on the land scrip fund.⁵ Appropriations have since varied. The total amount set aside by the Legislature, exclusive of interest on the fund, is \$275,865. The share of this institution in the land scrip fund is \$113,575, invested at five per cent.⁶

MISSISSIPPI INDUSTRIAL INSTITUTE.

This institution, "for the education of white girls of the State of Mississippi in the arts and sciences," was founded at Columbus in 1884, receiving an annual appropriation of twenty-thousand dollars.⁷ The total amount received is \$107,857.50.

CONSTITUTIONAL PROVISIONS.

The Constitution of 1832 declares that "schools and the means of education shall forever be encouraged in this State."⁸ Besides the provision regarding the Congressional land grant, the Constitution of 1868 orders the establishment of a uniform school system and directs that the Legislature shall, "as soon as practicable, establish schools of higher grade."⁹

APPROPRIATIONS FOR 1887.¹⁰

Agricultural and Mechanical College at Starkville, in addition to amount derived from land-scrip fund	\$25,000.00
Industrial Institute at Columbus	29,928.75
Alcorn University, including interest on land-scrip fund	11,000.00
University of Mississippi	32,643.00
Total	\$98,571.75

¹ Laws of 1873, 516.

² Laws of 1876, 64.

³ Laws of 1878, 118.

⁴ Laws of 1871, 716.

⁵ Laws of 1875, 36.

⁶ Catalogue of 1886-87.

⁷ Laws of 1884, 50.

⁸ Art. VII, sec. 14, Poore, 1077. Report of Commissioner of Education for 1867, 107.

⁹ Art. VIII, sec. 1, Poore, 1089. Report of Commissioner of Education for 1867, 130.*

¹⁰ Laws of 1886, 7.

SUMMARY.

Public aid has been of great importance in Mississippi education. The beginning of three of the most important institutions of learning came from the Federal Government, but the State has taken these germs and developed them into a vigorous life. The following is a summary of the donations of the State:

Agricultural and Mechanical College.....	\$330,650.00
Alcorn University.....	275,865.00
Mississippi Industrial Institute.....	107,857.50
	<hr/>
	\$714,372.50
University of Mississippi, including income from seminary fund, about..	\$1,000,000.00

LOUISIANA.

EARLY EDUCATION.

While Louisiana was yet under Territorial government the respective parishes were authorized in 1808¹ to establish elementary schools. The first State Constitution, adopted in 1812, made no mention of education, but the Legislature enacted laws providing for the establishment of parish schools. In 1814 the elementary parish schools were placed under the care and supervision of the police juries, and at the same time the sum of six hundred dollars annually was granted to each parish for the maintenance of said school or schools.²

This sum was increased to eight hundred dollars by an act of 1821, and finally fixed at \$1,350 by an act of 1827.³

But free schools were not established; these appropriations were made to institutions which were limited by a law to receive each only eight indigent pupils for instruction. Plans for a public school system had not yet been entertained.

The schools of the State in early times were usually meagre affairs. Although the State passed numerous acts for the assistance of schools and the endowments of academies and colleges, she did not make a decided attempt to establish a system of public education until 1845. The Constitution adopted at this time provided for free public schools throughout the State, for the protection of land grants, and for a State university.⁴

The public school system did not go into effect until 1847, and the university was established in 1855.

¹ Report of Commissioner of Education, 1867-68, 102.

² *Ibid.*, 1876, 146.

³ E. H. Farrar; Address, 1880, 5.

⁴ Title VII, Constitution, 1845.

HIGHER EDUCATION.

A step toward higher education was made by the act of the Legislature of 1833, which provided for an academy in each parish, and appropriated fifty thousand dollars for their annual support. The Legislature likewise, at various times, incorporated and endowed numerous colleges and academies, most of which passed out of existence before they entered the realm of higher education.

Concerning these institutions Mr. Farrar says in an address before the University of Louisiana in 1880: "After considerable labor given to find out exactly the sums expended by the State in the endowment and maintenance of these organizations, I have found it next to impossible to obtain full and accurate data; however, it is safe to assert that the sums thus expended will reach *two millions of dollars*."¹

Having enumerated many (33) of the institutions thus created, Mr. Farrar says: "From the enumerations thus given it is obvious that if the interest taken by our people in public education should be measured by the liberality with which they have created and endowed institutions for that purpose, the measurement to be awarded them would be far from insignificant. But the important factor to be considered in this measurement is: What has become of these institutions? What is their history? What have we done towards elevating the standard of education in Louisiana? Melancholy, indeed, is the answer that comes to this questioning. With very few exceptions that answer is, 'They have perished, utterly.'" The exceptions are: Centenary College, Jefferson College, and the Louisiana State University and Agricultural and Mechanical College. "These three institutions are the sole living remnants of all those just mentioned." Since this address was made there has been a decided quickening of higher education in Louisiana. The State, as heretofore, is endeavoring to aid education, and with good effect.

THE UNIVERSITY OF LOUISIANA (TULANE).

This institution had its origin in certain land grants made by the United States "for the use of a seminary of learning." By an act² of the General Government passed in 1806 one township of land was granted for the above named purpose, and in 1811 another township was added³ to this and both were confirmed by an act⁴ (of 1824) which also authorized their location.⁵

¹ E. H. Farrar: Address, 4.

² U. S. Statutes at Large, Vol. II, chap. 39, sec. 11, p. 394.

³ *Ibid.*, chap. 14, p. 620.

⁴ *Ibid.*, chap. 97, p. 244.

⁵ By the reading of the act of 1811 three townships are granted, but this was probably not so intended, for by the act of 1827 only two townships are confirmed.

The first movement toward the utilization of these grants was made in 1845, when the following clause was adopted in the amended Constitution: "A university shall be established in the city of New Orleans. It shall be composed of four faculties, to wit: one of law, one of medicine, one of natural sciences, and one of letters."¹

This title also enjoined upon the Legislature the duty of preservation of the land grants to keep them inviolate for the purposes therein mentioned.

The university was chartered in 1847, a complete organization being effected² and the new constitution of 1852 asserts that, "The University of Louisiana in New Orleans, as now established, shall be maintained."³

For many years the university received but meagre support from the State. The medical course was organized with the opening of the college and has "won an enviable reputation." An act of the Legislature approved March 28, 1850, appropriated twenty-five thousand dollars for the advancement of medical education in Louisiana, to be paid to the university in two installments, in July and December of the following year.⁴ The law department also was continued with a degree of success, but the literary department was nothing "more than a grammar school, save and except the form of a collegiate organization kept up from 1851 to 1856." In 1855 the sum of \$13,500 was appropriated to complete a building for the law department.⁵ The State prior to 1868 had given no aid to the university except a building for students, but in the revised Constitution of this date had stipulated to give "one-half of the funds derived from the poll-tax * * * to the support of the free public schools throughout the State and the University of New Orleans,"⁶ and that "the General Assembly shall provide by law for its organization and maintenance."⁷ By the Constitution of 1879 the institution was endowed permanently by authorizing the sum of not more than ten thousand dollars payable annually to the university.⁸ At the expiration of this period the university was united with the Tulane University (in 1884). Since that time no appropriations have been made by the Legislature.

A list of the appropriations made by the State is kindly furnished me by the president, William P. Johnston, in a letter dated November 30, 1888.

¹ Constitution of Louisiana, 1845, Title VIII, Art. 137.

² Laws of 1847.

³ Constitution of Louisiana, 1852, Title VIII, Art. 139.

⁴ Laws of 1850, p. 189.

⁵ Laws of 1855, p. 192, No. 137.

⁶ Constitution of Louisiana, 1868, Title VIII, Art. 141.

⁷ *Ibid.*, VII, Art. 142.

⁸ *Ibid.*, 1879, Art. 227.

APPROPRIATIONS TO TULANE UNIVERSITY OF LOUISIANA.

One-half block in the city of New Orleans was granted to the university by the State for a site, which was valued at: ¹	\$15,000
In 1847, acts of 1847, p. 105.....	25,000
In 1850, acts of 1850, p. 189.....	25,000
In 1853, acts of 1853, p. 173.....	6,000
In 1855, acts of 1855, p. 192.....	13,500
In 1857, acts of 1857, p. 106.....	12,500
In 1866, acts of 1866, p. 254.....	25,000
In 1867, acts of 1867, p. 335.....	3,000
In 1871, acts of 1871, p. 50.....	6,500
✓ In 1879, Constitution, Art. 227, ten thousand dollars per annum for five years from date of act.....	50,000
Total appropriation.....	155,500

THE STATE UNIVERSITY AND AGRICULTURAL AND MECHANICAL COLLEGE.

This institution is located at Baton Rouge and must not be confounded with the University of Louisiana at New Orleans. The university at Baton Rouge originated in the union of the old State Seminary of Learning with the Agricultural and Mechanical College. Mr. Fay, in his History of Education in Louisiana, traces the history of Rapides Academy, which was incorporated in 1819 under the name of Rapides College, and shows that the State Seminary of Learning was the natural successor to the college. This school was among the first in the State to receive the benefits of the appropriations made to academies and seminaries. The Legislature in 1853 chartered the "State Seminary of Learning and Military Academy," and two years thereafter located and founded the institution on a site about three miles from Alexandria in the county of Rapides. The power of control of the seminary was vested in seven trustees appointed by the Governor with the approval of the Senate, who must render an annual report to the Legislature. Authority was given to the trustees by the Legislature to purchase for a site the "pine-woods seat," formerly belonging to Mrs. E. R. Williams, at a price not exceeding \$3,190.² It was enacted in 1855 that thirty thousand dollars be appropriated to assist in the construction of buildings, and the carrying out of the act of incorporation.³ By the same act the trustees were authorized to purchase eighty acres additional for one thousand dollars. The school was not formally opened until January 2, 1860, when it was placed under the superintendency of Col. W. T. Sherman.

But scarcely were its doors opened before they were closed again on account of the Civil War. The seminary suspended June 30, 1861, and resumed its exercises April 1, 1862, continuing just twenty-two days,

¹ Letter from President William P. Johnston, November 30, 1882.

² Laws of Louisiana, 1853, p. 47, No. 72.

³ *Ibid.*, 1855, p. 94, No. 96; p. 404, No. 317.

when it again suspended on account of the occupation of the country by the Federal troops.

The college was reopened October 2, 1865; for the necessary expenses of the reopening, the Governor borrowed in behalf of the institution the sum of twenty thousand dollars.

The Legislature acknowledged the indebtedness of the State to the seminary of the interest on the permanent fund of one hundred and thirty-six thousand dollars for the years 1863, 1864, and 1865, and authorized the payment of this to the amount of \$25,800. In addition to this special appropriations were made as follows: Five thousand dollars for repairs, five thousand dollars for apparatus, one thousand dollars for current expenses, and \$15,600 for the maintenance of fifty-two cadets, or three hundred dollars each, to as many as should attend, not exceeding fifty-two.¹

In 1866-67 the number of beneficiary cadets was fixed equal to the number of representatives in the Legislature from each parish, and the amount paid to each student was four hundred dollars. The Legislature appropriated over thirty-six thousand dollars to meet the expenses of these cadets, besides giving ten thousand dollars for special purposes.

In 1867-68 the Legislature provided for the support of ninety cadets at the above rates, thirty-six thousand dollars, and the following session appropriated twenty-five thousand dollars for buildings and improvements.

In 1870 there was appropriated the sum of twenty thousand dollars to the seminary, and allowed \$35,700 for the support of cadets. In 1871 there was appropriated twenty thousand dollars to the university² at large, ten thousand dollars for apparatus, and \$46,200 allowed for the support of cadets.

It seems that the Legislature failed to make the usual appropriations for the support of the university for several years subsequent to 1871 and consequently the life of the institution was at a low ebb.

FOUNDING OF THE AGRICULTURAL AND MECHANICAL COLLEGE.

The Agricultural and Mechanical College was founded in 1874, and its union with the university in 1876 brought new life to this institution. The agricultural college was opened temporarily at New Orleans, but retained its separate existence for only three years, to the date of its organic union with the university at Baton Rouge.

The new university was organized in 1877 and reorganized in 1880. It was placed under control of twelve supervisors appointed by the Governor, in addition to three *ex-officio* members, viz, the president of

¹Fay: History of Education in Louisiana; part of the facts on this subject have been taken from Mr. Fay's manuscript, which was kindly lent the writer.

²The name of the seminary was changed in 1871 to that of university.

the faculty, the Superintendent of Public Instruction and the Governor of the State.

The proceeds of two hundred and ten thousand acres of land donated to the State by Congress yielded a net return of \$182,313.03 in United States currency.¹ This was invested in State bonds, making a fund of three hundred and twenty-seven thousand dollars, drawing six per cent. interest. Two years later (1875) these bonds were converted by constitutional amendment into new consolidated State bonds to the amount of \$796,200, bearing seven per cent. interest.² Again in 1879, this investment was converted by constitutional enactments into a simple obligation and the original sum (\$182,313.03) was entered upon the auditor's book to the credit of the university at an interest of five per cent. The bonds were destroyed.

The first investment yielded an income of \$19,620, the second \$13,734, and the last \$9,115.65, the present income.³

Since the organization of the new institution known as the State University and Agricultural and Mechanical College, it receives its support from three sources, viz, from four per cent. on one hundred and thirty-six thousand dollars, the seminary fund;⁴ five per cent. on \$182,313, the agricultural college fund, and the annual appropriation of ten thousand dollars per annum⁵ out of the public treasury since 1879.⁶

The income from these sources amounted in 1881-82 to \$24,556, and in 1886-87 to the same. The appropriation of the Legislature for 1889 is ten thousand dollars, and for 1890 the same; provided that two thousand dollars of each appropriation be used for necessary building repairs.⁷ In addition to the above amount the sum of four hundred and fifty dollars is appropriated for insurance.

SOUTHERN UNIVERSITY.

This school was organized by the Legislature in 1880 for the education of the colored race. At its foundation the Legislature granted an annual appropriation of ten thousand dollars for its support.

The school has grown with wonderful rapidity; and is a monument of the present good will of the State toward the education of all citizens. The Legislature in 1888 increased the appropriation for the years 1889 and 1890 to seventy-five thousand dollars each.⁸

SUMMARY OF APPROPRIATIONS.

It is quite impossible to make an estimate of the sums spent in Louisiana by the State for higher education. But we can at least estimate the several recognized State institutions.

¹ Report of the Board of Supervisors, p. 38.

² *Ibid.*

³ Regents' Report, 1888, p. 33.

⁴ *Ibid.*, 1882.

⁵ Poore, Constitutions,

⁶ Report of the Commissioner of Education, 1881, p. 88.

⁷ Acts of the Assembly, 1888, No. 48.

⁸ *Ibid.*

Tulane University	\$155,500
State Seminary of Learning and Military Academy	299,090
State University and Agricultural and Mechanical College	120,000
Southern University	220,000
Total appropriations	794,590

Col. William P. Johnston estimates the amount received by the Agricultural and Mechanical College at Baton Rouge to be over one million dollars; this probably includes the incomes on the Congressional donation. In a memorial made to the General Assembly in 1860 by the Governor of Louisiana it is stated that more than three million dollars had been spent on colleges and academies. As before stated, Mr. Farrar, in an address delivered June 30, 1880, estimated that over two million dollars had been spent in this way. It is very difficult to arrive at any exact statement concerning the amount spent for higher education, for indeed the academies and some of those called colleges would be classified under the head of secondary instruction.

TEXAS.

The peculiar conditions attached to the admission of Texas into the Union enabled her to retain the title to her public lands, and thus to have entire control of all reservations for public education. However, the method pursued here did not differ materially from that pursued by other States under the ordinance and policy of 1787.

In the year 1839, while Texas was yet an independent republic, the Legislature enacted¹ that there should be granted to each county then organized three leagues of land² for the purpose of establishing a primary school or academy. These lands were to be located in the county receiving the benefit of the grant if such suitable land could be there obtained, otherwise they were to be located in any of the public lands of the State and were to be located and surveyed at the public expense. The lands were to be surveyed in tracts of not less than one hundred and sixty acres each. In the following year the grant was enlarged to four leagues for each county and in 1850 the act³ was made general for all newly organized counties.

The chief justice and two associate justices of each county were made *ex officio* school commissioners to adjust and apply the land grant to the support of the schools heretofore mentioned.⁴

This peculiar method of forming a school board out of the judiciary

¹Laws of 1839, p. 120.

²The square league was the unit of land measure used by Spain, in all the Spanish Mexican provinces.

³Laws of 1850.

⁴Laws of 1840, p. 146.

⁵Ibi

arose from the Spanish system of *alcaldes* who, as judges, had various other duties of administration attached. By this plan the better organized counties had schools at an early date, but it was not until 1854 that a law¹ was enacted to institute a system of free schools throughout the State. But the provision of the State was entirely inadequate for the maintenance of the schools formed, about four-fifths of their support being derived from tuition.² This plan was followed until the inception of the Civil War, when the entire disorganization followed.

CONSTITUTIONAL PROVISIONS.

The school system formed in 1854 was based upon the provisions of the Constitution of 1845, which declares that "a general diffusion of knowledge being essential to the preservation of the rights and liberties of the people, it shall be the duty of the Legislature of this State to make suitable provision for the support and maintenance of public schools."³

"The Legislature shall as soon as practicable establish free schools throughout the State and shall furnish means for their support by taxation on property; and it shall be the duty of the Legislature to set apart not less than one-tenth of the annual revenue of the State derived from taxation as a perpetual fund, which perpetual fund shall be appropriated for the support of free public schools."⁴

The Constitution of 1836 was silent on the subject of education, but that of 1866 and the amendment of 1869 repeated in general the sentiments of that of 1845; but it was not until 1876 that specific provisions were made for the support of higher education. These provisions we will speak of under the subject of

THE UNIVERSITY OF TEXAS.

The laws of 1839, granting public lands for the support of free schools also granted that three leagues of land should be set apart for the establishment and endowment of two colleges or universities.⁵ However, nothing was done toward the establishment of a university until 1858, when a law was passed for the organization of said institution. The next legislation on the subject occurred after the interval had elapsed, set apart by the course of human events for the adjustment of political difficulties. This legislation, embodied in the Constitution of 1866, decreed that the land set apart for the endowment of universities shall be preserved, and authorized such legal provisions by the Legislature "as will organize and put into operation the university."⁶

¹ Laws of 1854.

² Report of Commissioner of Education, 1876, p. 384.

³ Constitution of 1845, Art. X, sec. 1.

⁴ Constitution of 1845, Art. X, sec. 2.

⁵ Laws of 1839.

⁶ Constitution of 1866, Art. X, sec. 48.

PUBLIC LANDS.

In addition to the three leagues of land granted in 1839, every tenth section of lands granted or that might be granted to railroad companies or to the Galveston and Brazos Navigation Company was reserved for the benefit of the university.

It is estimated that this grant would have reached the magnificent proportions of one million six hundred thousand acres, "situated in the most thickly settled parts of the State, and worth, perhaps, on an average five dollars per acre."¹ Unfortunately for the university the grant of the tenth sections was withdrawn by the Constitution of 1876, and in lieu thereof one million acres of the unappropriated public domain were ordered set apart and appropriated for the endowment, maintenance, and support of the university.²

By an act of April 10, 1883, another million acres of land was set apart out of that portion of the public land devoted to the payment of the public debt to constitute a part of the permanent endowment fund of the University of Texas.

Out of the original grant of three leagues "there have been sold and patented 147,238 acres; sold and unpatented, 67,416 acres; in conflict, 21,762.5 acres."³

There were located of the tenth-section grants of the Galveston and Brazos Navigation Company nine and four-tenths sections, situated mainly in the eastern portions of the State and bringing no revenue at present.⁴

Of the first million-acre grant of 1876 only 71,040 acres are leased; these bring a revenue of \$3,524.96, the remaining 928,960 acres being wholly unproductive. The second million-acre grant remains entire, none of it having been either sold or leased.

The total remaining grant of 1,928,960 acres is nearly all grazing land.

From the regents' report⁵ of 1886 it seems that the present income of the university from its magnificent landed endowment is only \$47,552.54, part of which is from matriculation fees, amounting in 1887 to about \$3,200.⁶

From the same report we glean the following items which are presented here in order to show the method pursued by the Legislature in the treatment of the university grant.

First, the Legislature appropriated the fund for the uses of the State to the amount of \$145,761.90, as follows:⁷

By act of January 31, 1860	\$109,472.36
By act of January 29, 1861	9,768.52
By act of February 8, 1861	25,000.00
By act of January 9, 1862	1,520.41

¹ Regents' Report, 1886, p. 7.

² Constitution, 1876.

³ Regents' Report, 1886, p. 8.

⁴ *Ibid.*

⁵ Regents' Report, p. 6.

⁶ Comptroller's Report, 1887, p. 5.

⁷ Regent' Report, p. 69; letter from Comptroller.

In each case there was a promise to pay the university the amount borrowed as soon as there were sufficient funds in the treasury to warrant it.

These funds have all been returned except in the cases of the second and fourth loans, amounting to \$11,289.02, which have not yet been repaid (1886). There was in connection with this the sum of \$12,230.39 of State warrants received in payment of university lands, which appears to have been dropped from the books in one of the acts of the constitutional convention of 1866, securing the school fund and university fund, and which has not yet been restored by the State to the University.

By the Constitution of 1876 the Agricultural and Mechanical College of Texas, established by an act of the Legislature of April 19, 1871, was made a part of the University of Texas. The Legislature has recognized this by appropriating from the university fund, for its support, an act not in accordance with the intent of the Federal and State Governments in making the grants for the support of the two institutions. From July 9, 1879, to April 1, 1885, in four separate acts, fifty thousand dollars were granted to the Agricultural and Mechanical College at Bryan. In regard to this it is set forth by the regents that "the college at Bryan is entitled to say that it is the technical branch of the University of Austin, but the University of Austin is not entitled to say that it has a technical branch at Bryan,"¹ for the reason that the branch at Bryan is not under the control of the regents of the university.

It is also to be noted that the Legislature appropriated at different times in the years 1879 and 1881 the aggregate sum of \$27,600 for the support of the Prairie View Normal School, established for the professional instruction of colored teachers, but for some cause only \$14,495.73 has been disbursed.

As this normal school, though a State institution, has never been recognized as having any relation whatsoever to the University, it would seem that the Legislature has gone far from justice and fallen short of duty in this respect.

Nevertheless, in the face of the above misdirections, there is no reason to fear that the State will not eventually make full and complete restoration of all misappropriated funds.

THE AGRICULTURAL AND MECHANICAL COLLEGE.

Texas received from the Congressional grant of 1862, 180,000 acres in land scrip, which were formally accepted by the State in 1866. The scrip was sold in 1871 at eighty-seven cents per acre, yielding net proceeds of one hundred and fifty-six thousand dollars, which were invested in seven per cent. gold frontier defence bonds of the State, issued under act of August 5, 1870, and thus making a permanent fund of one hundred and seventy-four thousand dollars.²

¹ Report of Regents, 1886, p. 15.

² Catalogue, 1885, p. 66.

There had accrued as interest on these bonds, in 1876, the sum of about thirty-five thousand dollars, which increased the permanent fund to the amount of two hundred and nine thousand dollars.¹

The Legislature very promptly fulfilled its obligation by authorizing the establishment of the college by an act approved April 17, 1871, and by making liberal successive appropriations for building purposes, aggregating one hundred and eighty-seven thousand dollars, extending over the years 1871-76.² The county of Brazos, in order to secure the location of the college within its limits, donated the present agricultural farm of 2,416 acres, situated five miles from the town of Bryan.

An act approved March 9, 1875, and amended March 30, 1881, is the law for the present government of the college. It is controlled by a board of five directors appointed by the Governor of the State, said directors to be selected from different parts of the State and to hold office for six years. The government of the college is vested in this board, which has power to make rules and regulations for the same.

In 1876 the Constitution adopted at that time made the college a "branch of the University of Texas for the instruction in agriculture, the mechanic arts, and the natural sciences connected therewith."³ And three years later the State librarian was authorized to turn over all books, minerals, and other geological specimens to the Agricultural and Mechanical College of Texas.

At the time of the organization of the college in 1876 there was but little sentiment in the Southern States against the exclusive study of the classics at the expense of the sciences and mechanic arts, and it is, therefore, not surprising to learn that the college opened as a classical and mathematical school for academic instruction rather than a technical school for the purpose of special training. While not neglecting the instruction in agriculture and the mechanic arts and studies adjunct to these, the classical instruction and general culture of the institution received the most attention. In this the institution but supplied the demands of the citizens of the State, and was not contrary to the general act of the Federal Government making the grant and establishing the conditions upon which such schools should be founded. But totally unprepared for teaching sciences and agriculture, the multitude of students who flocked to the school, did not receive what they came for, dissatisfaction arose, and the school proved so nearly a failure that it was necessary to call a meeting of the directors in November, 1879, when the school was reorganized. The Latin and Greek courses were consolidated and made subordinate and optional while the courses in science and agriculture were made more prominent.

It is to be noted that the attempt to maintain a system of manual labor on the farm failed here as elsewhere in the majority of cases

¹ Comptroller's Report, 1887, p. 6.

² Annual Catalogue, 1887, p. 8.

³ Constitution, 1876, Art. VII, sec. 13.

where it has been tried. It was not until 1882 that the agricultural and mechanical departments were put into full operation.

There has been a flourishing military department from the beginning.

In 1888 the board of directors, in accordance with the act of Congress of 1887, established an experiment station in connection with and under the control of the authorities of the college.

SUMMARY OF GRANTS.

The State has made the following liberal appropriations for the support of the school:

1871, for building, etc. ¹	\$75,000.00
1874, for building, etc.....	40,000.00
1875, for building, etc.....	32,000.00
1876, for building, etc.....	40,000.00
1879, for library and apparatus.....	15,000.00
1881, for improvements.....	4,987.44
1881-82, State students.....	15,000.00
1883-84, State students.....	6,000.00
1883-84, expense of land suit.....	8,000.00
1883-84, repairs, improvements, etc.....	40,000.00
1885-86, maintenance and support ²	30,000.00
1887-89, maintenance and support.....	35,000.00
1888, for repairs and further equipment.....	41,500.00
Total State appropriation.....	382,487.44

The State misappropriated from the university fund as follows:

Act, July 9, 1879.....	\$15,000
Act, April 1, 1881.....	15,000
Act, April 23, 1883.....	10,000
Act, April 1, 1885.....	10,000
Total.....	50,000

The productive fund of the institution is two hundred and nine thousand dollars, yielding an annual income of \$14,280, one hundred and seventy-four thousand dollars being invested in seven per cent. State bonds and thirty-five thousand dollars in six per cent. State bonds.

The value of the lands and buildings amounts to \$228,972. The productive fund amounted in 1886-87 to two hundred and nine thousand dollars, which yielded an income of \$14,280.

ARKANSAS.

THE SEMINARY GRANT.

By an act of March 2, 1827, Congress set aside two townships of land for the use and support of a seminary of learning in the Territory of Arkansas.³ The Assembly in 1833 made it the duty of the Territorial

¹ Catalogue 1885, p. 28.

² Letter from the president, Louis M. McInnis, December 4, 1888.

³ U. S. Statutes at Large, IV, p. 235; see, also, p. 661.

treasurer to loan out on good security the proceeds arising from the sales of seminary lands.¹ Five years later, the Governor was authorized to dispose of all such lands, but the price must be at least ten dollars an acre. The proceeds were to be deposited in the Bank of the State of Arkansas, to the credit of the university funds.² Some difficulty seems to have been found in obtaining so much for the lands, as we find the next Legislature reducing the minimum price to six dollars an acre.³

As a distinct fund, the seminary fund disappears in 1849, when it was divided among the counties for common school purposes. Only the interest could be used; the principal was to remain inviolate.⁴

ARKANSAS INDUSTRIAL UNIVERSITY.

By the act of Congress granting land for agricultural colleges, Arkansas received one hundred and fifty thousand acres. This was accepted in 1867.⁵ In the following year the land scrip was given to Arkansas Industrial University, which was to be located in the town that held out to it the greatest inducements.⁶ Fayetteville was chosen as the site, and the university opened in 1872.

The assistance of the State has been liberal. So far there has been appropriated \$257,894.33, of which sixty thousand dollars was given in 1887.

CONSTITUTIONAL PROVISIONS.

The Constitution of 1836 provided that education should be encouraged, and this was retained in the Constitution of 1865.⁷

In article IX, section 3, of the Constitution of 1868, we read: "The General Assembly shall establish and maintain a State university, with departments for instruction in teaching, agriculture, and the natural sciences, as soon as the public school fund will permit."⁸ Section 4 guaranties the inviolability of educational funds, as does also article XIV, section 2, of the Constitution of 1874.

SUMMARY.

In the earlier period the attention of Arkansas was confined to primary education, but since the establishment of the industrial university, advanced instruction has been regarded. For this purpose the State has appropriated \$257,894.33.

¹ Laws of 1833, 35.

² Laws of 1838, 21.

³ Laws of 1840, 95.

⁴ Laws of 1848-49, 62.

⁵ Laws of 1866-67, 85.

⁶ Laws of 1868, 327.

⁷ Report of U. S. Commissioner of Education for 1867-68, 110.

⁸ *Ibid.*, 126. Poore, Charters and Constitutions, 146

CHAPTER VIII.

STATE EDUCATION IN THE WESTERN STATES.

It has become a settled policy among the States of the West to adopt a system of public education that includes a university. While non-State schools are not discouraged by legislative authority, there is a tendency to regard a State university as a sacred trust, essential to the public schools and to be guarded with jealous care. There is also a marked tendency in several States to keep the university near to the people; to make of it a democratic institution. For example, the University of Nebraska is governed by a board of regents, six in number, elected by the people for a term of six years. The State of Colorado has wisely adopted the same method. This gives the people an opportunity to prevent the management of the university from falling into the hands of political manipulators. The University of Nebraska is an excellent example of an institution that has been preserved from the toils of politics. It seems to have been established and maintained in the interests of the people. It is rather suggestive of the fact that with an organization of the right kind there is no necessity that any State university should be contaminated through partisan influences.

After a review of the effects of the changeable course of legislative bodies in the disposal of the public school lands, it is very gratifying to turn to the Constitution of Nebraska and find it there enacted that no public lands reserved for school purposes shall be sold for less than seven dollars per acre. Nebraska and California are among the best examples of the profitable disposal of public school lands. A wise policy seems to have dominated the management of the United States grants, while the incomes arising from them have been continually supplemented by generous appropriations by the Legislatures.

It is also notable that the Legislatures of several States are inclined to remove as far as possible the uncertainty of legislation by granting permanent endowments to universities. In this respect they are following the commendable example of Michigan, which gives one-twentieth of a mill on each taxable dollar, and Wisconsin, which gives one-eighth of a mill on each taxable dollar, for the permanent support of their respective universities. Iowa gives a fixed endowment of twenty thousand dollars per annum; Nebraska gives three-eighths of a mill on each taxable dollar for the maintenance of the university; California gives one-tenth of a mill tax for the same purpose; and Colorado gives three-

fifths of a mill for the support of three institutions of higher education. These permanent incomes are supplemented by liberal appropriations for current expenses and for buildings.

In these comparatively new States, where provisions for higher education are made while they are yet Territories and with the advantages of the experience of other States in the management of universities and their endowments, there is abundant opportunity to test the principles and the practice of State education to their fullest extent.

MISSOURI.

CONSTITUTIONAL PROVISIONS.

The first Constitution of Missouri, adopted in 1820, upon the admission of that State into the Union, asserts that "The General Assembly shall take measures for the improvement of such lands as have been or hereafter may be granted by the United States to this State for the support of a seminary of learning; and that the funds accruing from such lands by rent or lease or in any other manner, or which may be obtained from any other source for the purposes aforesaid, shall be and remain a permanent fund to *support a university for the promotion of literature and of the arts and sciences.*"¹ This early obligation taken by the people of the State for the administration of the trust imposed by the General Government granting two townships of land to the State for the purpose of a seminary of learning was, as in many other cases on record, a long time in being fulfilled.

Nothing was done towards the organization of a college until the year 1839, when an act was passed "to provide for the institution and support of the State university and colleges."² The bill was very elaborate, authorizing the organization of a central university and a system of colleges and academies in different parts of the State designed to be general educators and supporters of the university. These colleges were to be under the visitorial power of the curators of the university. This plan proved impracticable on account of its cumbrous nature and of the insufficiency of funds to carry out the scheme. In the same year an act was passed authorizing the selection of a site for a university within two miles of the county seat of one of the seven central counties in the State, namely: Cole, Cooper, Callaway, Boone, Howard, or Saline. It was further provided that the site should contain at least fifty acres of land.

A UNIVERSITY FOUNDED.

The commission appointed by the Legislature to select the site accepted the offer of the citizens of Boone County, who pledged to give \$117,900 to the university provided that it be located at Columbia.

¹ Constitution 1820, Art. VI, sec. 2.

² The University of Missouri, Hough.

Prior to this act there had been established a school called Columbia College, which was merged into the university, and the college building afforded accommodations for the students until the first university building was finished. The governing body of the university is a board of curators appointed by the General Assembly.

At the second meeting of the board in 1839, the curators entered at once upon their duties of organizing the university and the erection of buildings.

TREATMENT OF THE SEMINARY LANDS.

The lands which constituted the Federal endowment of the university were of very good quality, mostly situated in Jackson County. The Legislature ordered the sale of these lands in 1831, fixing the minimum price at two dollars per acre.

The result of this management yielded only the small sum of seventy thousand dollars as a permanent fund. The proceeds were invested in the stock of the Bank of the State of Missouri, and there remained until the accumulated fund, amounted to one hundred thousand dollars, in 1839. A president of the new institution was elected in 1840. For twenty-five years following the University of Missouri existed as a college of liberal arts, during which time the State of Missouri gave no assistance for its support. The legislative body did not even make good the deficit occurring through mismanagement, nor did it pay the curators except from the university funds. It had for its record the waste of a beneficent grant which would have formed a magnificent endowment had it been properly managed.

The lands were chosen and located in the most fertile part of Missouri, many of them in Jackson County, near Independence, and many of them were located in and adjoining Kansas City. "These lands, which were sacrificed are placed upon the assessment roll to-day (1885) at a valuation of three million dollars, and as every man knows that landed property in the State is not assessed at more than two-thirds of its actual value, they are worth at this time \$4,500,000."¹ It will be remembered that these lands were held in trust by the State for the benefit of a seminary of learning. "The trust was not carried out in good faith; the lands were prematurely and improvidently sold at an insufficient price, and thus the university was deprived of a large endowment fund."²

But it must be noted that the sale of these lands was ordered by the Legislature nine years before the university was organized, and consequently there was no one to exercise especial care over the university lands except the Legislature. "We venture the opinion that if these lands had been held in trust for ten years and until after the incorporation of the university by legislative act and then sold they would have commanded at least from ten dollars to twenty dollars per acre, for they were the richest lands in the State and were judiciously located in one of her finest counties."²

¹ Report of Curators, 1884-85, 204.

² *Ibid.*

REORGANIZATION OF THE UNIVERSITY.

The record of the State, after twenty years of silence, on the subject of the injudicious investments of the funds of a struggling college, was broken by the event of the Civil War. The college suspended its work from 1862 to 1865, and when it resumed it was upon a new basis—that of a university. The Constitution adopted in 1865 declared expressly that “The General Assembly shall also establish and maintain a State university, with departments for instruction in teaching, in agriculture, and in natural science, as soon as the public school funds will permit.”¹ The condition of the university in 1866 was deplorable. The sole endowment consisted of one hundred and twenty-three thousand dollars of stock in the old Bank of the State of Missouri and its branch at Chillicothe, the investment of the proceeds of the Congressional grant.

This stock paid, occasionally, small dividends. The number of students in 1866 was one hundred and four, the total income \$7,292.98, while a floating debt of twenty thousand dollars harassed the new officers of the institution. A corps of six—a president, three professors, and two tutors—composed the teaching force.

It was evident that this was not the university called for by the Constitution.

Not a dollar had ever been appropriated by the State in any manner whatever toward the support of the university. But the spell was broken in 1866-67 when the Legislature, for the first time, showed a gleam of recognition of its responsibility to higher education by appropriating ten thousand dollars for repairs on buildings. At the same time one and three fourths per cent. of the State revenue, after deducting twenty-five per cent. for the public school fund, was devoted to the support of the institution. By this act its annual income was increased from the amount of twelve thousand dollars to fourteen thousand dollars.

THE AGRICULTURAL GRANT.

An attempt to dispose of the Congressional land grant led to an entire reorganization of the university. A committee was appointed on reorganization and enlargement. The normal department had already been organized in 1868, and the university in 1870 consisted of this department and the College of Liberal Arts before referred to.

In accepting the grant of three hundred and thirty thousand acres of land scrip, seventy-five per cent. of the proceeds was devoted to an Agricultural and Mechanical College, and twenty-five per cent. to a School of Mines; the former was organized in 1870, the latter in 1871.

This was the beginning of the reorganization recommended by the committee which reported in 1870 and placed the university at the head of the public school system.

¹ Constitution of 1865, Art. IX, sec. 4.

The College of Law was organized in 1872, and in the year following the College of Medicine and the department of analytical and applied chemistry.

The agricultural college was located at Columbia, in Boone County, a farm of six hundred and forty acres and thirty thousand dollars being donated by that county for its location.¹

Under the new organization the endowment funds increased from one hundred and twenty-three thousand dollars of unproductive bank stock in 1870 to two hundred and thirty-one thousand dollars productive funds in 1876, in addition to the income from the Congressional land grant, the State income, and the Rollins fund. The entire income in 1876 was \$63,443.69.

The State has since made appropriations at different times. According to the report of the curators in 1884-85 the whole amount of State appropriations from October 1, 1841, to December 31, 1882, a period of more than forty years, has been \$534,343. A comparison with other institutions in the same period shows the entire expenditure for the penitentiary to be \$2,381,052.72; for the insane asylums, \$2,071,273.21; deaf and dumb asylums, \$1,044,901.37; school for the blind, \$661,592.51.²

GIFTS AND APPROPRIATIONS.

Seminary fund from the original grant of two townships of land by Congress in 1820 investment ³	\$108,700
Gifts from individuals, Boone County, in order to secure the location of the university (1839).....	117,500
Gift of Phelps County to secure the location of the School of Mines (1871).....	130,545
Gift of Boone County and Columbia to secure the location of the Agricultural College.....	90,000
The Rollin's gift, at present (1882).....	32,000

APPROPRIATIONS BY THE STATE.

Upon the reorganization of the university in 1872, the State issued bonds covering the amount of the fund derived from the agricultural grant of 1862, which, with interest on the same, was one hundred and twenty-seven thousand dollars; and the indebtedness of the State bank, account of the seminary funds held in trust. The entire amount of bonds issued was one hundred and sixty-six thousand dollars. In addition to this the Legislature authorized that bonds be issued to the amount of thirty-five thousand dollars for the benefit of the School of Mines at Rolla; the proceeds to be used in the erection of buildings for that institution. From this time on the State has been the

¹ Report of Curators, 1884-85, 200.

² *Ibid.*, 205.

³ History of the University of Missouri, Franklin B. Hough, 51.

290 FEDERAL AND STATE AID TO HIGHER EDUCATION.

earnest friend of the university and its departments, as the following appropriations will show:

1875-76.—School of Mines		\$10,000.00
1877-78.—School of Mines	\$15,000.00	
University at Columbia.....	33,500.00	
		48,500.00
1879-80.—School of Mines	15,000.00	
University	39,000.00	
		54,000.00
1881-82.—School of Mines	15,000.00	
University.....	49,634.00	
		64,634.00
1883-84.—School of Mines	15,000.00	
University.....	185,377.50	
		200,377.50
1885-86.—School of Mines.....	25,000.00	
University.....	87,810.00	
		112,810.00
1887-88.—School of Mines	15,000.00	
University	99,461.00	
Agricultural College.....	32,450.00	
		146,911.00

Comparing the statement with the report of the curators, given above, that the total State appropriations prior to 1882 was \$534,339, we find that since that date the sum of \$460,098.50 has been appropriated, or a grand total of \$995,437.50, for the University of Missouri.

IOWA.

CONSTITUTIONAL AND LEGISLATIVE ACTS.

The first legislation in Iowa in favor of higher education was made in reference to the disposal of the seminary lands reserved by Congress, July 20, 1840, "for the use and support of a university within the said Territory when it becomes a State."¹

The State Constitution adopted² on the event of the admission of Iowa into the Union guards with jealous care the grant of the Federal Government. It instituted that measures should be taken by the General Assembly for the protection and improvement of the university lands, and that all revenues arising from the sale of the same should constitute a permanent fund, the interest of which should be used for the support of a university "with such branches as the public convenience hereafter demand for the promotion of literature, the arts and the sciences as may be authorized by the terms of such grant."³

These principles are more clearly set forth in the code.⁴

¹U. S. Statutes at Large, V. 789.

²The Constitution, proposed and rejected by the people in 1844, contained same provisions.

³Constitution of 1846, Art. X, sec. 5.

⁴Title XII, Art. 1, 2, 3.

Following closely the decrees of the Constitution, the first Legislature passed an act¹ locating the University of Iowa at Iowa City, granting for its use the public buildings² of the city, together with ten acres of land upon which they were situated, and the two seminary townships. The act further provides for the appointment of fifteen trustees by the General Assembly for the control of the said university, and authorized the proceeds of funds arising from the sale of lands to be loaned on real estate security for a term of years not less than five. It was further enacted "that the said university shall never be under the exclusive control of any religious denomination whatever." These donations were made upon the express condition that the said university shall, at such a time as the revenue shall equal two thousand dollars per annum, instruct and prepare fifty students annually for the business of common school teaching.³

In January, 1849, two branches of the university were authorized, one at Fairfield and the other at Dubuque, each to be placed on an equal footing with that of Iowa City.⁴

At Fairfield a site was purchased containing twenty acres and a building partially erected at a cost of twenty-five hundred dollars. In 1850 a hurricane nearly destroyed the building, which, however, was replaced by the citizens of Fairfield.⁵

At the request of the board controlling the Fairfield branch all connection with the State was severed.

The board of trustees of the University of Iowa, at a meeting held February 21, 1850, recognized "The College of Physicians and Surgeons of the Upper Mississippi," formerly established at Davenport, as an association branch of the university. The Legislature, in 1851, confirmed the action of the board and made the College of Physicians and Surgeons a part of the university, and subsequently, in 1864, placed it under the control of the board of trustees of the University of Iowa. This connection was severed in 1857 by the provisions of the new Constitution.

OPENING OF THE UNIVERSITY.

The university was partially opened for the admission of students in March, 1855, and again in September of the same year, and for each succeeding year regularly.⁶

¹Report of Board of Regents, 1877, 8.

²The public buildings were not vacated by the removal of the State government to Monroe City, according to the authorized plan. It was not until 1856 that the seat of the government was fixed at Des Moines. The buildings were vacated the following year.

³Laws of Iowa.

⁴Regents' Report, 1877, 9.

⁵Report of Board of Regents, 1877, 10.

⁶The total amount spent by the trustees from 1840 to January 1, 1855, was \$1,044.88. Report of trustees, 1877, 10.

The Constitution adopted in 1857 contained several important measures relative to the management of the university. All branches were discontinued by the following section, viz: "The State university shall be established at one place without branches at any other place, and the university fund shall be applied to that institution and no other."¹ The branch at Dubuque had never been organized, the branch at Fairfield had already been separated, and the medical college was the only department affected by this wise measure. "No aid from the State or from the university fund was ever given in support of the branches."²

Immediately after the adoption of the Constitution of 1857, the General Assembly made a new law for the organization of the university, which contained essentially the same enactments as the former law, with an additional proviso for twenty-six free tuition scholarships issued to young men selected from the high schools of the State, with the stipulation on their part to teach in some school for a term equal to the time they had accepted the benefit of the scholarship.³ Other legislation of an unimportant nature followed for the further organization of the university, but the board at its meeting in February, 1859, decided, on account of the conditions of the finances of the university, not to reopen it and to close the normal department at the end of the term. It was finally concluded, at a subsequent meeting, to continue the normal department, and to formally reopen the university in September, 1860. This latter date may be regarded as the beginning of the existence of the university.

STATE APPROPRIATIONS.

Although it took thirteen years of legislation to start the State University of Iowa, the State upon the whole has shown itself faithful to the trust, both in legislation and in appropriations for expenses. The first appropriation was made in 1858, three thousand dollars being devoted to the repairs on the old State capitol and ten thousand dollars for the erection of the new building. The second appropriation was made in 1860, and, though small, is noted for the fact that it was paid from the proceeds of the saline land grants. Five thousand dollars were devoted to the new building, and five thousand to the purchase of apparatus and for repairs on the old building. As students filled the university to overflowing, the General Assembly assisted by appropriating from time to time funds for building purposes, for repairs, and for general expenses. Some of the principal donations are as follows:⁴

¹ Constitution, 1857. Art. IX, sec. 11.

² Board of Trustees, 1877, 9.

³ This law was repealed in December of the same year. The original law was passed March 12, 1858. (Report of the Trustees, 1877, 12, 13.)

⁴ Report of the State University, 12 *et seq.*

In 1864, for building purposes	\$20,000
In 1865, 680 acres of land by the citizens of Iowa City.	
Building material, donated by Iowa City, about	3,000
In 1866 by the General Assembly for buildings	21,000
In 1868 by the General Assembly for repairs, etc.....	20,000
In 1870 by the General Assembly for the support of the university	25,000
In 1872 by the General Assembly for salaries and support	52,300
In 1874 by the General Assembly for aid and support	46,000
In 1876 by the General Assembly for aid and support.....	47,457
In 1884 for School of Science building and expenses ¹	64,500

It will be noticed that the appropriations grow larger and more regular as the institution develops and has various needs. It is the history of every State institution of the kind, that each year that brings increased usefulness brings also more wants for the succeeding year. The last appropriation by the Legislature for the biennial period ending June 30, 1890, amounts in the aggregate to fifty-two thousand dollars.² Twenty thousand dollars of this fund was given to supplement the income fund, and twelve thousand to supplement the endowment fund. Special appropriations only were made until 1878, after which time an annual appropriation of twenty thousand dollars was made to the university by the Legislature, until 1884, when the amount was increased to twenty-eight thousand dollars³ (endowment, fund).

It will be seen by this that the State appropriation for the years 1888 to 1890 amounts to fifty-four thousand dollars annually.

The aggregate appropriations from the date of the foundation of the university amount to \$660,672.30.⁴

A few changes had taken place in the control of the university since its organization. Education was placed, in 1858, in charge of the Board of Education, but this board was abolished in 1864, and the office of Superintendent of Public Instruction restored. The General Assembly by this act assumed more direct control over education than previously.

From January 15, 1849, to December 25, 1858, the Governor had been *ex officio* member of the board. From February 25, 1847, until March 12, 1858, the Superintendent of Public Instruction had been *ex officio* president of the board of trustees. By the act of March 12, 1858, he was made *ex officio* a member of the board, which continued until December 25, 1858, at which time the office of Superintendent ceased to exist by virtue of the Board of Education. This latter body remained in force until 1864, when it was enacted that it should no longer exist and that the board of trustees should report directly to the Legislature. In 1870 the Superintendent became again *ex officio* a member of the board of trustees and so remained until the membership was abolished in 1872. It was restored again in 1876, however. The General Assembly insti-

¹ Laws of 1884, chap. 112, p. 114.

² Laws, 1888, chap. 132, p. 169.

³ Letter from President Charles A. Schaeffer, December 9, 1888.

⁴ President Schaeffer.

tuted, by an act passed in 1870, the board of regents as the governing power of the university.

The law school was organized in 1868, and the medical department in 1870.

SEMINARY LANDS.

As has been before shown, the Federal Government gave the State of Iowa two townships, more or less, amounting to 45,928.24 acres. Up to 1859 there had been sold of this land 31,400 acres at an average price of three dollars and fifty-two cents per acre. The lands were originally appraised at five dollars per acre and subsequently raised to ten dollars. Had they not been sold until the price of ten dollars per acre was reached the income would have been more than twice what it is to-day.¹ Sales were made subsequent to 1859, so that there now remains unsold 2,059.7 acres. The fund received from this source amounts to \$261,266.64, including sales from saline lands.¹ There were originally 46,100 acres in the saline grant; of these the university received less than 4,600 acres (4,578.43), with some saline land contracts, which amounted to but little. Of these lands there remain unsold over three thousand acres (1886). In the report above alluded to, we find the following statement referring to the endowment fund: "But for the hurried sales it would have been not less than five hundred thousand dollars, and with the entire saline grant it would have been not less than a million."²

THE STATE AGRICULTURAL COLLEGE.

In 1858 the Legislature of Iowa passed an act to establish a "State Agricultural College and Model Farm," to be connected with the entire agricultural interests of the State. A board of commissioners was appointed to buy a farm, erect a college building, select a faculty and organize a college.³

A farm of 640 acres was purchased in 1859 for the use of the college, and a purely agricultural institution was started.

In 1872 the State accepted the agricultural land grant of Congress, and the Agricultural College was enlarged so as to include studies in the mechanical arts. Ten years later the course was again broadened by authority of the Legislature. Section 2621 of the Iowa Code institutes: "That there shall be adopted and taught at the State Agricultural College a broad, liberal and practical course of study in which the leading branches of learning shall relate to agriculture and the mechanic arts, and which shall also embrace such other branches of learning as will most practically and liberally educate the agricultural and industrial classes in the several pursuits and professions of life, including military tactics."⁴

¹ Report of Officers of the State University, 1886, Iowa Doc. II, 7.

³ Annual Catalogue, 1888, 21.

⁴ Iowa Code.

² Documents of Iowa, 1886, II, 7.

APPROPRIATIONS.

When the Agricultural College was incorporated, the Legislature appropriated ten thousand dollars for the purchase of a farm, and the county of Story donated the same amount in bonds bearing seven per cent. interest, while individuals gave seven thousand dollars additional in bonds and notes. The State also gave five sections of land in Jasper County, originally given by the Federal Government to the State for the building of a capitol. From this land the college realized fourteen thousand dollars; before the reception of the Congressional grant there was a fund of thirty thousand dollars besides the amount spent in purchasing a site and erection of a farm house. The Legislature also, in 1864, appropriated twenty thousand dollars, and two years thereafter ninety-one thousand dollars, for the purpose of a college building.¹

The college received from the national grant two hundred and forty thousand acres of land; this land was partly sold and partly leased, and the fund derived from the same yields an average income of about forty-five thousand dollars, and the entire income is about sixty thousand dollars from productive sources.

The total State appropriation to June 30, 1887, is \$454,098.75.

MINNESOTA.

TERRITORIAL POLICY.

The importance of higher education was early recognized by the settlers of Minnesota. Two years after the organization of the Territory, the Legislature petitioned Congress for a grant of one hundred thousand acres of land to endow a university,² and on the very day of this petition two townships were set aside for that purpose.³ The Legislature went on to enact that the University of Minnesota should be established at or near the Falls of St. Anthony and should have the income from all land thereafter granted by the United States for university purposes. Under this grant the regents selected a large portion of the lands and erected a costly edifice, but they were soon obliged to mortgage both building and lands in order to meet the obligations incurred.⁴

ADMISSION OF THE STATE INTO THE UNION.

Affairs were in this condition when Congress passed the act admitting Minnesota to the Union, by which two townships of land were

¹Report of the Commissioner of Education, 1867, 28.

²Laws of 1851, 41.

³Act of February 19, 1851, U. S. Statutes at Large, IX, 568.

⁴Report of the Commissioner of Education for 1867, 6, 8, 75.

granted for the use and support of a State university.¹ There is no reference to the lands previously granted, such as we find in similar acts relating to other States. "Certainly it was not the intention of Congress to turn over the debts and prospectively encumbered lands of an old and badly managed Territorial institution, but to give the State that was to be, a grant for a State university, free from all connections with Territorial organizations."² The security of the institution was guaranteed by the Constitution of 1857, adopted in the year of the second land grant, which reads as follows: "The location of the University of Minnesota, as established by existing laws, is hereby confirmed, and said institution is hereby declared to be the University of the State of Minnesota. All the rights, immunities, franchises, and endowments heretofore granted or conferred are hereby perpetuated unto the said university, and all lands which may be granted hereafter by Congress, or other donations, for said university purposes, shall vest in the institution referred to in this section."³

Efforts were at once made to open the university, but the financial crisis of 1857 and the Civil War checked further action and encumbered the university with debt. In 1864 the Legislature appointed a special commission to dispose of a portion of the public lands, and by this means all debts were discharged.⁴

PERMANENT ORGANIZATION OF THE UNIVERSITY.

The present organization of the university dates from 1868, when an act was passed "to reorganize the University of Minnesota and to establish an agricultural college therein."⁵ In the following year college classes were first organized.⁶ The act of 1868 provided that the university should have the income from the agricultural college grant,⁷ which lands, as well as those before acquired, were to be sold, the proceeds to form a permanent university fund at the disposal of the regents. The agricultural college lands were not to be sold for less than five dollars an acre, nor for less than their appraised value.⁸ From the university lands that have been sold something over eight hundred

¹ U. S. Statutes at Large, XI, 167.

² Regents' Report, 1860, cited in Report of Commissioner of Education for 1867, 6, 8, 75.

³ Art. VIII, sec. 4. Poore, Charters and Constitutions, 1037. This Constitution exempts from taxation colleges, universities, and seminaries of learning. Art. IX, sec. 3.

⁴ Catalogue for 1874-75, 26.

⁵ *Ibid.*, 26, General Laws of 1868, 1.

⁶ There had been a preparatory school since 1867.

⁷ This land (one hundred and twenty thousand acres) had been set apart in 1865 for Minnesota Agricultural College. This institution, founded in 1858, had received from the State at least ten thousand dollars, besides certain swamp lands. In 1868 its property was transferred to Stevens' Seminary. See Public Laws of 1857-58, 43; General Laws of 1861, 199; General Laws of 1865, 26; Special Laws of 1868, 404; Report of Commissioner of Education for 1867-68, 182.

⁸ Revised Statutes of 1878, 520.

thousand dollars has been received, from which there is an annual income of about thirty-seven thousand dollars.¹

EDUCATIONAL POLICY OF MINNESOTA.

Minnesota's policy has been persistently in favor of State education. While Congress was unusually liberal in the seminary grant, the direct assistance of the State has been great. Up to July 31, 1888, five hundred and eighty-three thousand dollars had been appropriated, exclusive of interest or permanent funds. The direct annual appropriation is now forty thousand dollars.

KANSAS.

THE UNIVERSITY OF LAWRENCE.

An institution of learning bearing the name "The University of Lawrence," was opened in Lawrence, Kans., April 11, 1859, under the auspices of the Presbyterian Church, but financial embarrassment compelled its early suspension and led to a new organization under the control of the Protestant Episcopal Church known as "The Lawrence University of Kansas," for which a charter was received from the Legislature in 1861.² These two educational institutions—the former perhaps the earliest educational enterprise in the State—have a fitting place in this study because of their close historical connection with the University of Kansas. This connection is established by an ordinance of the city of Lawrence securing to the State forty acres of land for a campus and all rights and interests in the Lawrence University.³ The old Presbyterian institution, so short-lived, left to its successor the mere foundation of a building, upon which the latter, by the aid of a donation of twenty thousand dollars, one-half contributed by Amos A. Lawrence, of Boston, and one-half by citizens of Kansas, erected the structure called North College. It was this building in which the University of Kansas began its work, and in it the entire work was continued until 1872.⁴

THE STATE UNIVERSITY OF KANSAS.

By an act of Congress of January 29, 1861, seventy-two sections of land were set apart and reserved for the use and support of a State university in Kansas.⁵ The State accepted the trust in an act of March 1, 1864, which provided for the location of a university at or near Lawrence, and declared the object of the university to be, "to provide the

¹ Letter from the registrar, Frank A. Johnson, January 25, 1889.

² Twenty-second annual catalogue, University of Kansas, 95.

³ Catalogue for 1888, 95.

⁴ *Ibid.*, 98.

⁵ *Ibid.*, 5.

inhabitants of this State with the means of acquiring a thorough knowledge of the various branches of literature, science, and the arts."

By the same act it was further provided that the university should consist of six departments: (1) The department of science, literature and arts; (2) the department of law; (3) the department of medicine; (4) the department of theory and practice of elementary instruction; (5) the department of agriculture; (6) the normal department. These have not all as yet been fully organized. In the first-named department good courses are furnished, to which reference will be made later. In the second a two-years law course is provided; in the third a preparatory course, simply, of one year. No attention is given to agriculture or at present to normal training,¹ doubtless because there are two other State institutions in which these are specially pursued. By an act of the Legislature in 1885 the board of regents of the university were directed to establish without delay a chair of pharmacy in the institution. There are departments also of music and art.

The board of regents, as constituted by an act of March 1, 1864,² consisted of fourteen members, and met for the first time March 21, 1865. A faculty was elected July 19, 1866, and the school was opened September 12, 1866. The catalogue for 1866-67 shows that the students were all, for that year, in the preparatory department, and that they paid a tuition fee of ten dollars, with the exception of a few "orphans of deceased soldiers and those made so by the Quantrell raid."

By an act of the Legislature, which took effect March 16, 1873, the number of members of the board of regents was reduced to seven, six appointed by the Governor and approved by the Senate, the seventh, the chancellor, elected by the board. It is similarly constituted at present.

The regents were empowered "to appoint a requisite number of professors and tutors, and such other officers as they may deem expedient, to regulate the course of instruction, and prescribe, under the advice of professors, the books and authorities to be used in the several departments, and also to confer such degrees and grant such diplomas as are usually conferred and granted by other universities."

In the report of the president to the Superintendent of Public Instruction in 1866, the former says:³

UNIVERSITY MODELLED AFTER MICHIGAN.

"Michigan University has been adopted as our model, save our basis is broader, consequently making the structure more difficult to rear, but of more value to society when completed. It places the sexes, so far as education is concerned, on an equality. This, without doubt, is both just and expedient. It is no small honor that the Mediterranean

¹ A normal department was organized in 1876 but has been abandoned.

² Catalogue, 1888, 5.

³ Sixth Annual Report of Superintendent of Public Instruction, 1866, 53.

State should be the first to recognize the rights of woman in her educational system."

"The dangers besetting a State institution," he adds in his report, "are twofold: (1) political, (2) sectarian. Either alone is sufficient to jeopardize the success of any institution of learning." That the public in general stand in this fear of sectarian influence in the schools is witnessed by the following clause in the Constitution of 1859:

"No religious sect or sects shall ever control any part of the common school or university funds of the State."¹

SEMINARY LANDS.

The regent's report for 1870 showed the University to still be in possession of the 46,080 acres of land granted by Congress to the State in an act above mentioned.² The land did not find ready sale, and the Legislature of 1879, upon petition of the regents, made the terms of purchase more favorable.³ The prices previously fixed upon the lands were reduced twenty-five per cent., the rate of interest on deferred payments changed from ten to seven per cent., and the time extended from ten to twenty years, one-tenth to be paid down and the remainder in nineteen equal installments with annual interest. Prior to April 1, 1880, only 29,597 acres had been sold,⁴ but these favorable conditions resulted in the immediate sale of a large part of the remaining lands. The principal from the sale of these lands is paid into the State treasury and invested by the State board, the interest alone being available for the current expenses of the institution.

APPROPRIATIONS BY THE STATE.

Since 1870 annual appropriations have been made by the Legislature for instruction and various other expenses of the University, and are as follows:⁵

1870.....	\$14,570.33	1880-81	\$33,250.00
1871	17,665.00	1882-83	30,750.00
1872	68,290.00	1883-84	26,500.00
1873	24,660.00	1884-85	33,825.00
1874	29,244.81	1885-86	27,675.00
1875	18,201.33	1886-87	34,350.00
1876	22,519.07	1887-88	34,075.00
1877 (six months).....	11,350.00	1888-89	58,580.00
1877-78	29,850.00	1889-90	48,630.00
1878-79	18,900.00		
1879-80	27,700.00	Total	\$610,585.54

The appropriations on the part of the Legislature for buildings,⁶ though included in the above totals, may be mentioned separately. In 1872 fifty thousand dollars was appropriated for the completion of a

¹ State Constitution, art. vi, sec. 8.

² Regent's Report, 1870, 5.

³ Catalogue, 1888, 96.

⁴ Catalogue, 1888, 98.

⁵ Laws for years named.

⁶ Catalogue, 1888, 98-101.

new main building begun by a contribution of one hundred thousand dollars from the city of Lawrence. To this amount fifteen thousand dollars was later added for finishing parts of this building and some additional rooms. In 1883 the board of regents were authorized to use eight thousand dollars, interest, and an appropriation of four thousand dollars for the erection of a chemistry building. An appropriation of fifty thousand dollars was made in 1885 for a building for the department of national history; and sixteen thousand dollars in 1887, for a boiler-house and engine rooms.

No tuition fee is charged in the collegiate courses, but a contingent fee of ten dollars and a graduation fee of five dollars are required.¹

In the report of the board of regents for 1883-84² statistics are quoted touching the income, expenditure for instruction, etc., of fourteen leading colleges of the United States, and the comparison summed up as follows:

"Of all institutions compared, the University of Kansas, though occupying very high rank in the character of results secured, has the smallest endowment, the smallest receipts from endowment, and the smallest receipts from the State; has received no gifts as compared with three hundred thousand dollars to Ann Arbor, half of that to California, thirty thousand dollars to Missouri, and fifteen thousand dollars to Wisconsin—all in a single year; stands sixth and lowest in the list of receipts from students, though only fifth in number of attendance, showing great generosity on the part of the management of the institution; as to gross receipts, stands next to lowest; pays the lowest total amount for instruction; pays next to the lowest salary for president or chancellor, and the lowest salaries to the faculty and assistants; yet demands the greatest number of hours service, and compels them to instruct the largest number of students—more than twice as many as the general average; expends the smallest amount on its library, that most necessary of all the apparatus of instruction, and therefore, naturally, has the smallest library; is next to the lowest in the charges placed on each student, and expends the least for the instruction of each student—a cheapness of which we may not boast.

"Still more briefly, in seventeen points of comparison touching matters essential to good work, and showing generous patronage and support, Kansas stands in nearly every respect at the foot of the list!"

It is pleasing to notice that the appropriations for the support of the university since the above publication have rapidly advanced, and that there is an earnest determination on the part of those in charge to bring the university to the very foremost rank of modern institutions. It verifies what has been stated elsewhere that State education is on the rise; that the era of carelessness, indifference, and experiment is largely passed, and that these institutions, called into existence through the needs of the people, will prove faithful to the cause of their creation.

¹ Catalogue, 1888, 107.

²Board of Regents' Report, 1883-84, 8.

Occasionally a croaker, or a misinformed philanthropist, or a wily politician may utter his anathemas against State education, and particularly State universities, but it will be of no avail, for the public school system has become the people's birthright, and its foundation is sure.

KANSAS STATE AGRICULTURAL COLLEGE.

Pursuant to an act of Congress, approved July 2, 1862, "donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts,"¹ a resolution was passed February 3, 1863, by the Legislature of Kansas accepting its provisions, and an act² was passed shortly thereafter locating an agricultural college upon a certain tract of land in Riley County, upon the express condition that the Bluemont Central College Association, in whom the title of the land was vested, should transfer it to the State with all the buildings and appurtenances thereunto, and the apparatus and library belonging to the association. This provision was complied with by the association.

By an act of the Legislature approved March 3, 1863, the college was named the "Kansas State Agricultural College."³ Its government was vested in a board of regents to consist of the Governor, Secretary of State, Superintendent of Public Instruction, president of the college, and nine others, to be appointed by the Governor and approved by the Senate, with the proviso "that not more than three of those selected shall be members of the same religious denomination."⁴

The powers of the regents were quite similar to those of the university regents.

The college was to consist of four departments⁵: (1) The department of agriculture; (2) the department of mechanic arts; (3) the department of military science and tactics; (4) the department of literature and science, the last including "whatever is taught in any first-class college, embracing English literature, mathematics, natural science, the classics, and modern languages."

For years the department of literature and science was given some prominence, in the eyes of the incoming board of regents as reorganized in 1873, entirely too much prominence, and the result was a radical change. The following quotations are made from their report for 1873:⁶

¹Laws of United States and Kansas relating to State Agricultural College, 3.

²*Ibid.*, 6.

³*Ibid.*, 8.

⁴An amendment of 1873 (Laws, p. 17), gave to this board the same constitution as that of the university, viz: six appointees of the Governor and a chancellor or president, chosen by the board. It was further amended that "there shall not be at any time more than two members appointed from any one county of the State, nor shall any trustee be appointed residing in the county in which any charitable institution is located."

⁵Laws of United States and Kansas, 8.

⁶Regents' Report, 1873, 192, in Thirteenth Annual Report of Department of Public Instruction.

"While not necessarily ignoring other and minor objects, the leading and controlling object of these¹ institutions should be 'to teach such branches of learning as are related to agriculture and mechanic arts.' A prominence should be given to these branches in the degree that they are actually used by the farmer or mechanic.

"As against the opinion that the aim of these colleges should be to make thoroughly educated men, we affirm that their greater aim should be to make men thoroughly educated farmers."

As a guide to the faculty in preparing a new curriculum the policy of the board was defined in the following resolutions:"²

"*Resolved*, That the object of this institution is to impart a liberal and practical education to those who desire to qualify themselves for the actual practice of agriculture, the mechanic trades, or industrial arts.

"Prominence shall be given to agriculture and these arts in the proportion that they are severally followed in the State of Kansas.

"Prominence shall be given to the several branches of learning which relate to agriculture and the mechanic arts, according to the directness and value of the relation."

"Believing," they add, "that this college was designed for the masses, rather than for a favored few, we shall act accordingly [in adopting a curriculum], avoiding a duplication of the common schools on the one hand, and of the State university and normal schools on the other."

The policy thus initiated has been continued.

The institution was opened September 2, 1863, with four instructors, and fifty-four students, one-half of whom were females.³ About one-half gave attention to the higher branches, the remainder to the common branches. A tuition fee of four dollars per term was charged in the common branches and of five dollars in the higher.

The president in his report for the first year, 1863, sums up the assets of the institution as follows:⁴ "The ninety thousand acres of land for the endowment of the college are mostly located (seventy-six thousand acres) and designated, and their minimum value cannot be less than two dollars and fifty cents per acre, making the minimum value of the endowment two hundred and twenty-five thousand dollars. Add to this the value of the college buildings with the library, etc., and one hundred acres of land adjoining, estimated in July last at twenty-five thousand dollars, and since increased by donations in musical instruments, electrical machines, furniture, etc., about nine hundred dollars, and you have the present assets of the institution. About six hundred dollars more are already pledged to the institution by subscription, and this amount is expected to be still largely increased."

It was provided by a legislative act of January, 1866,⁵ that the "board

¹ Such as Agricultural College.

² Regents' Report, 1873, 194.

³ Report of Superintendent of Public Instruction, 1863, 35, 36.

⁴ *Ibid.*, 35.

⁵ Laws of United States and Kansas, 11.

of regents shall sell any portion of lands mentioned in the previous section (the public lands granted by Congress July 2, 1862), at a price not less than three dollars per acre, for cash at the time of sale or upon the following conditions of credit, when deemed by them most conducive to the interest of the college, to wit, in eight equal annual installments, with ten per cent. interest on each installment, payable annually." On timber lands one-half the purchase was payable in advance. The amount derived from the sale of these lands, it was further provided should be paid into the State treasury at the end of every three months by the land agents employed, "to be invested in State or United States bonds,¹ and the interest accruing on deferred payments on lands sold, together with the interest derived from any investment, shall be applied to the payment of the current expenses of the State Agricultural College" and to discharge certain debts named.

The Governor was by the same act authorized to issue State bonds to the amount of five thousand five hundred dollars, the proceeds of which were to be used in payment of arrearages and the current expenses of the college. As long as the principal and interest on these bonds remained unpaid, the amount to be applied out of the income from the sale of lands for the current expenses was not to exceed four thousand dollars per annum.

The State seems to have made additional loans in favor of the college, for this act is found in the laws:²

"Whereas the State of Kansas has hitherto advanced as a loan from time to time, the several sums necessary to pay the salaries of professors in the [agricultural] college, thus complying with the conditions, required that the institution should go into active operation within a limited time, and securing its benefits to the earlier pioneer settlers in this Commonwealth: Therefore,

*"Be it enacted by the Legislature of the State of Kansas, That the several sums advanced to pay the professors in the Kansas State Agricultural College, from the year 1863 to the year 1869, inclusive, be, and the same are hereby, donated to said college, together with all interest that may have accrued on said sums."*³

Two provisos were added to this section of the act, to the effect that the amount so donated should be used, (1) to purchase additional lands for the college farm, to erect buildings, and to develop the agricultural department; (2) to purchase, to the amount of fifteen hundred dollars, a proper set of arms and accoutrements for the use of the drill

¹ This section was amended in 1871 to read (Laws, p. 16): "The amount derived from the sale of (said) lands shall at the end of each month be, by said agent, paid into the treasury of the (said) Agricultural College, to be invested as the board of regents may direct in school district or State bonds, or by note or mortgage on unincumbered real estate worth double the amount loaned thereon."

² March 24, 1870, Laws of United States and Kansas, 14.

³ The amount of debt remitted was \$36,400; Report of president to Superintendent of Public Instruction, 1870, 270.

class in the military department. The State subsequently relieved the college of indebtedness by provisions that it be "paid in permanent improvements on the college grounds," etc.

Twice the State made appropriations in restoration of the endowment and income funds, which, by the provision of the act of Congress donating lands to the States, were to remain undiminished. The appropriation in 1881 for this purpose was \$17,979.09¹; in 1885, \$4,613.44.²

The college, as at first located, was upon the premises of the Blue-mountain College Association, two miles from Manhattan, but in 1875 the furniture and apparatus were removed to the farm of two hundred and fifteen acres one mile from Manhattan.³ Thereon buildings have been erected by the State, valued at one hundred and twenty-eight thousand dollars. The farm and grounds, furniture, stock, and other illustrative apparatus are valued at over one hundred and twelve thousand dollars.

The annual income from the endowment fund (\$501,436.33)³ is about thirty-two thousand dollars³, and meets all expenses of instruction.

It receives further by an act of Congress approved March 7, 1887, by general appropriation, fifteen thousand dollars each year for the maintenance of an experiment station "to aid in acquiring and diffusing among the people of the United States useful and practical information on subjects connected with agriculture, and to promote scientific investigation and experiment respecting the principles and applications of agricultural science."

The State provides, as the law requires, for the necessary buildings and expenses in management of funds. It has beside, as has been noticed, also aided in payment of salaries of professors.

ANNUAL APPROPRIATIONS.

The appropriations granted by the State Legislature are as follows:⁴

1864.—Salaries.....	\$2,700.00
1865.—Salaries.....	3,200.00
1867.—Salaries.....	5,200.00
1867.—Improvements.....	7,500.00
1868.—Salaries and improvements.....	8,715.00
1869.—Salaries and improvements.....	8,919.00
1872.—Improvements.....	1,500.00
1873.—Improvements.....	2,300.00
1874.—Past indebtedness.....	22,084.00
1874.—Improvements.....	6,000.00
1875.—Improvements, etc.....	13,675.00
1876.—Building and other improvements.....	15,300.00
1877.—Agricultural building and other improvements.....	20,274.00
1879.—Regent's expenses.....	5,100.00
1881.—Restoration of endowment and improvements.....	25,729.00

¹ Laws of United States and Kansas, 39.

² *Idem*, 42.

³ Catalogue for 1887-88, 17.

⁴ Laws of United States and Kansas, 32-45.

1881.—Mileage of regents	\$3,600.00
1883.—Improvements	12,000.00
1883.—Mileage	3,000.00
1885.—Improvements	22,013.00
1885.—Mileage	1,700.00
Special appropriations to 1885	18,822.78

The total expenditures for the past twenty-five years, as furnished by the present president, are:

For buildings and repairs	\$125,426.81
For apparatus and expenses	136,322.47
For expenses of regents in care of lands, funds, etc	50,270.85
Total	312,020.13

SUMMARY.

Total appropriations for State University (1889)	\$610,585.51
Total appropriations for Agricultural College (1888)	312,020.13
Grand total	922,605.64

NEBRASKA.

STATE POLICY.

For prompt and continued attention to the founding of a university, and for wise legislation pertaining to the management of school lands and funds, the State of Nebraska stands among the foremost of the group of Commonwealths that make us a nation. Apparently profiting by the unfortunate experiences of some other States, the Legislature has from the first endeavored to follow a course of action which would insure the careful preservation of the national grants, besides adding to them continually by means of grants, taxes, and appropriations. Through this management the university funds have not accumulated as rapidly as they possibly might have done had the lands been thrown upon the market at a low appraisal, yet the benefits accruing from the present course will be far greater and more lasting. It is hardly necessary to state that the foundation of the University of Nebraska rests, as in other Western States, in the munificence of the General Government in granting lands for seminaries of learning. The "enabling act," passed by Congress in 1864, which prepared the way for the admission of the State into the Union, granted the usual seventy-two sections of land for the "use and support of a State University,"¹ and twenty additional sections for public buildings.

CONSTITUTIONAL PROVISIONS.

The initiative was taken toward the establishment of the university, in the Constitution adopted in 1867, which declares that "schools and

¹Section 10, Revised Statutes of Nebraska, 1881, 14; U. S. Statutes at Large, Vol. IV, 49.

means of instruction"¹ shall be encouraged; that funds arising from grants of land and other property to the State "for educational and religious purposes shall forever be preserved inviolate and undiminished," and that no school lands shall be sold or alienated² "for a less sum than five dollars per acre." Here, at the inception of university legislation, the voice of this people is recognized in the preservation and disposal of its funds. Although but comparatively few lots of land were sold under this price fixed by the first Constitution, the minimum price on all school lands was raised in the second, which was adopted in 1878. It is clearly stated in this latter instrument that "university, agricultural college, common school, or other lands which are held or may hereafter be acquired by the State for educational purposes, shall not be sold for less than seven dollars per acre nor less than the appraised value."³

It was further provided that "the general government of the University of Nebraska is, under the direction of the Legislature, vested in a board of six regents, to be styled the regents of the University of Nebraska, who shall be elected by the electors of the State at large * * * for a term of six years."⁴ Under these acts, carried by a popular vote, has grown the university of the people. It has been placed at the head of the public educational system of the State, and aims to complete the work begun in the primary and secondary schools. It endeavors to "secure to all an opportunity of liberal culture in literature and science and in such technical and professional courses as shall from time to time be added."⁵ With the exception of a small matriculation fee of five dollars,⁶ the advantages of the university are offered to all "free of charge for tuition without regard to sex, or race, or place of residence, on the sole condition of possessing the intellectual and moral qualifications requisite for admission to such an institution." In order to harmonize the work of the university with the other parts of the public system, any high school or academy which has adopted a prescribed course of study, "may, on proper application and inspection, be accredited as a preparatory school of the university."⁷

THE UNIVERSITY CHARTERED.

The university was chartered by an act⁸ of the Legislature, approved February 15, 1869. In this act five departments or colleges were authorized, as follows: (1) A College of Literature, Science, and Arts⁹;

¹ Art. I.

² Education, secs. 1 and 2.

³ Art. VIII, sec. 8, Revised Statutes, 30.

⁴ Art. VIII, sec. 10, Revised Statutes of Nebraska, 30. (1881.)

⁵ Catalogue, 1887-88, 84.

⁶ This fee goes to the library fund. Revised Stat., 513.

⁷ Twenty-five schools have entered into this relation to the university.

⁸ Laws of Nebraska, 1869, 172.

⁹ Originally designated "The College of Ancient and Modern Literature and the Natural Sciences,"

2) an Industrial College, embracing agriculture, practical science, civil engineering, and the mechanic arts; (3) a College of Medicine; (4) a College of Law; and (5) a College of the Fine Arts. The organization of these colleges was delegated to the board of regents constituted by the Governor, the State Superintendent of Public Instruction, and the chancellor of the university, as *ex-officio* members, and nine others appointed by the Governor.¹

Only three of these colleges have been organized, viz, literature, industrial, and medicine. The last named was organized in 1882 and was suspended in 1887.

Steps have been taken toward instituting a college of fine arts.

In accepting the national grant for agricultural colleges, Nebraska joined it with the seminary lands heretofore mentioned, thus consolidating the entire endowment fund. It was enacted that "the State university and the agricultural college shall be united as one educational institution and shall be located upon a reservation selected by the commissioners in said Lincoln."²

The buildings were to be erected at Lincoln as soon as funds could be procured³ from the proceeds of the sales of land donated to the State for that purpose.

MANAGEMENT OF SCHOOL LANDS.

Commissioners were appointed in 1867 to select the university and agricultural college lands.⁴ The lands were to be appraised in tracts of forty acres each, with the exception of wooded lands, which were to be appraised in lots of ten acres each. These lands were to be sold at public auction to the highest bidder, provided that they should not be sold for less than the appraised value.⁵ Unsold lands were to be leased for not less than six per cent. of their appraised value,⁶ and the proceeds of sales and rentals were to be invested in United States securities bearing not less than six per cent. per annum on the investment. The above rules were slightly modified by subsequent acts. "An act to provide for the registry, sale, leasing, and management of all public lands, and funds set apart for educational purposes and for the investment of funds arising from the sale of such funds,"⁷ approved February 15, 1877, renewed and enlarged the former conditions. The lands were to be sold as before, and those not sold were to be leased for a period of twenty-five years at not less than six per cent. on the appraised value, being subject to reappraisal every year. The lands could be called in prior

¹ In 1875 this number was reduced to six.

² Revised Statutes of Nebraska, chap. 82, sec. 11, p. 484.

³ Laws of Nebraska, 1867, House, third session.

⁴ Act of Assembly, 1867 (House, third session), 60.

⁵ Chapter 80, Revised Statutes, secs. 4 and 7, 479; Laws, 1867, 37.

⁶ Laws, 1867, 55.

⁷ Laws of 1877, 174.

to the expiration of the twenty-five years if so determined by the board of commissioners.¹

The value of long leases, with frequent appraisals, and opportunities for sales represent the best method of dealing with public lands. In this way the "unearned increment" and the increasing rent will accrue to the holder.

The proceeds of the sales were to be invested in United States securities, as under prior enactment, while rents were to pass into a separate fund.

There are two funds created, the endowment fund and the regent's fund. The former is composed of the permanent investments of the proceeds of the sales of the lands granted to the State by Congress. This fund is kept by the financier in two separate accounts, the university and the agricultural college account. The second is the available fund arising from rent, interest, taxes, etc.²

Nearly the whole body of public university lands are held by the institution, though the sales are progressing and there are a considerable number of leases. The following statement is taken from a report made in 1882.³

Agricultural college lands.

Number of acres belonging to the State November 30, 1880.....	89,452.78
Number of acres leased from November 30, 1880, to December 1, 1882.....	17,522.77
Number of acres sold on time from November 30, 1880, to December 1, 1882..	3,877.6

University lands.

Number of acres belonging to the State December 1, 1880.....	45,039.90
Number of acres leased from November 30, 1880, to December 1, 1882.....	6,024.33
Number of acres sold on time from November 30, 1880, to December 1, 1882	2,358.53

The aggregate number of acres granted to the State by Congress was 136,080. It appears from the above statement that at this date (December 1, 1882) patents had been granted on less than 2,367.39 acres, while the remainder, 134,492.61 acres were still in the hands of the State. Two sections were set apart for a model and experimental farm.

REVENUES.

The first permanent tax was voted for the benefit of the university in 1869, when a tax of one mill on each dollar of taxable property was levied for the year 1869 and annually thereafter.⁴

This rate was changed in 1870-71 to one-fourth of a mill, and subsequently into three-eighths of a mill on a dollar of the grand valuation of the State.⁵

¹ Revised Statutes, chap. 80, secs. 17 and 19; Laws, 1879, p. 110.

² Revised Statutes, chap. 80, p. 513.

³ Report of the public officers of Nebraska, 1881-82; Public lands, 15.

⁴ Laws 1869, p. 126.

⁵ Laws 1870-71, p. 118.

The present revenues of the university are derived from three sources, of which the principal one is the tax of three-eighths of a mill on a dollar just alluded to.

The next in importance is the revenue on the United States land endowment.

Although the income from taxation is gaining each year, the latter source will, doubtless, in time, be by far the more productive. The third source of revenue is very small as compared with the other two sources, that is the matriculation and term fees. The financial statement in the biennial report of the board of regents shows a total biennial income of \$81,924, seven-eighths of this arising from the State tax, nearly one-eighth from the income on land endowment, and the remainder from fees.¹ The regents' report of 1886 shows a biennial income for the two years ending with 1886, of \$155,709.85. Nearly three-fifths of this is yielded by the State tax, two-fifths from the income on land, and a small amount paid by students for matriculation, etc., forming the remainder.² Although the income has nearly doubled in four years, the income on land has gained rapidly on the State tax.

SPECIAL APPROPRIATIONS BY THE STATE.

The Legislature of Nebraska has from time to time made appropriations for university buildings and improvements. The following are the principal items of expense:

1883.—For medical college	\$2,000
1884.—For steam heating	10,000
1884.—For chemical laboratory	25,000
1886.—For industrial college buildings	50,000
1886.—For repairs	5,500
1887.—Grant Memorial Hall	15,000
Making in all for special appropriations	107,500

In addition to this the sum of \$554,195.49 has been appropriated for the support of the university through the tax of three-eighths of a mill on each dollar of the grand assessment roll.

The following statement has been furnished me through the courtesy of Prof. H. W. Caldwell, of the University of Nebraska:

Nebraska State University, biennial income.³

1868-70.—State tax, one mill	\$26,436.74
1871-72.—State tax, one mill	50,998.65
1873-74.—State tax, three-eighths of a mill	31,885.70
Land	126.76
Interest on loan to the State	2,280.00
Total	\$111,727.85

¹History and Resources of the University of Nebraska, 1884.

²Regents' Report 1886, 16.

³The biennial really is from December 1, 1868, to December 1, 1870, and from December 1, 1870, to December 1, 1872, etc.

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1875-76.—State tax, three-eighths of a mill	\$38,739.13	
Land	101.72	
Interest	720.00	
Total		\$39,560
1877-78.—State tax, three-eighths of a mill	40,314.39	
University land	709.53	
Library fund	1,096.31	
Total		42,120.
1879-80.—State tax, three-eighths of a mill	52,031.36	
University land	4,634.09	
Interest on bonds	155.28	
Library fund	394.20	
Total		57,214.
1881-82.—State tax, three-eighths of a mill	70,307.20	
University land	5,678.84	
Agricultural land	2,137.07	
Interest on bonds	300.00	
Library fund	695.00	
Total		79,118.
1883-84.—State tax, three-eighths of a mill	76,434.71	
University lands	15,520.84	
Agricultural land	13,343.97	
Interest on bonds	425.00	
Library fund	1,440.00	
Total		107,164.
1885-86.—State tax, three-eighths of a mill	56,667.87	
University land	18,771.62	
Agricultural land	41,313.36	
Interest on bonds	2,955.95	
Library fund	1,165.00	
Total		130,873.
1887-88.—State tax, three-eighths of a mill	110,179.74	
University land	18,652.98	
Agricultural land	37,650.93	
Interest on bonds	2,670.00	
Library fund	1,435.00	
Total		170,588.
1889-90.—Estimated income all sources \$225,000 to \$250,000.		

COLORADO.

In the historical development of education in the United States it is surprising to observe the rapidity with which the communities and States of the far West have established systems of education.

Following the example of the early colonists of the Atlantic coast, the settlers of the West have scarcely provided shelter and food for their families before plans were made for schools and education.

The chief attractions of Colorado being those of mining and stock-raising, the elements that made up its early population differ somewhat from those of the great farming States of the Mississippi Valley. In the latter States the settlers were seeking homes for their families; in Colorado they were mostly adventurers without families, seeking wealth. Nevertheless these adventurers were of the sturdy sort, coming from the older States, where they were familiar with the best systems of education, and their sentiments in favor of schools developed at an early date in the history of the Territory.

FIRST LEGISLATION.

At the first Legislative Assembly held at Denver, in 1861, a school law was framed, patterned largely after that then in existence in the State of Illinois,¹ and at the same session a university was incorporated, to be located at Boulder. The act providing for a university remained a dead letter on the statute-books until 1870.²

At the second session of the Legislature a novel method was adopted to raise the ordinary school revenues. A part of the act reads as follows: "That hereafter when any new mineral lode of either gold bearing quartz, silver, or other valuable metal shall be discovered in this Territory, one claim of one hundred feet in length on such lode shall be set apart and held in perpetuity for the use and benefit of schools in this Territory, subject to the control of the Legislative Assembly."³

This seemed to promise an ample support for the schools, but the actual results were insignificant. "Not one per cent. of the thousands of claims so located ever contributed a dollar to the school fund."⁴

In the year 1865 the inhabitants of the Territory elected delegates to a constitutional convention, and a State Constitution was framed with the following proviso in favor of higher education: "The Legislative Assembly shall encourage the promotion of intellectual, moral, scientific, and agricultural improvement by establishing a uniform system of public schools of a higher grade, embracing normal, preparatory, and university departments; but no religious institution of a strictly sectarian character shall receive the aid of the State."⁵

¹ Education in Colorado, 12.

² Report, of the Commissioner of Education, 1876, 39.

³ Education in Colorado, 12 (quoted).

⁴ *Ibid.*, 13.

⁵ Art. XIII, sec. 3, Circular of Education, No. 7, 99.

The people supposed that they were acting under an enabling-act passed by Congress in 1864, when supporting the above measure, but their proceedings were deemed irregular by the President, and they therefore failed to receive recognition from him.¹

UNIVERSITY OF COLORADO AT BOULDER.

The act authorizing a State university created a board of fifteen trustees, and this number was increased to twenty in 1870. The same year an organization was effected, and a committee authorized to select a site. In the following year three public-spirited citizens donated to the university fifty-two acres of land adjoining the city of Boulder, valued at five thousand dollars.² Efforts were made in 1872 to obtain a grant from the Legislature for building purposes, but nothing was effected until 1874, when fifteen thousand dollars was appropriated on the condition that a like sum should be raised among the people. This was accomplished, and in May, 1875, the sum of thirty thousand dollars thus raised was placed to the credit of the university.² In the same year Congress set apart seventy-two sections of land for the support of the State University. The Constitution adopted in the following year (1876) provided that the university at Boulder should become an institution of the State, thus entitling it to the lands appropriated by Congress, and further, made provision for the management and control of the university.

The organic act establishing the university and providing for its maintenance dates from March 15, 1877. In this act the object of the institution is set forth in the following words:

"To provide the best and most efficient means of imparting to young men and women, on equal terms, a liberal education and thorough knowledge of the different branches of literature, the arts, and the sciences with their varied applications."

The first building was completed in 1876 and the school opened the following year.

For the permanent support of the university the Legislature voted, at its first session, a tax of one-fifth of a mill upon the assessed value of all property in the State, and made provision to secure a permanent fund from the sale of the lands donated by Congress.

The Legislature has also made the following special appropriations: In 1878 the sum of seven thousand dollars was voted for apparatus, furniture, etc., and in 1883 a special fund was raised by a tax levy of one-fifth of a mill for the two succeeding years (1883-84), which amounted to about forty thousand dollars.² This fund was expended in improving the grounds and on additional buildings, furniture, books, etc.

¹ Circular of Education, No. 7, 99.

² Calendar, 1887-88.

By Art. IX, sections 12, 13, and 14, of the Constitution, the number of regents is fixed at six, to be elected by the people.

The State has provided liberally for the education of youth, and the young institution is maintained by the constant support of the State. The treasurer's report of 1886 shows that the total receipts of the university for the fiscal year ending September 30, 1886, amount to \$74,432, of which \$1,047 was from a balance of the preceding year, \$50,212.62 from the general fund, and \$22,996.85 from the special fund.¹

STATE AGRICULTURAL COLLEGE.

Colorado supports three State institutions for higher education, the State university already referred to, the Agricultural College at Fort Collins, and the School of Mines at Golden. The Agricultural College at Fort Collins was established by an act of the Assembly, February 11, 1870, in accordance with the conditions of the Congressional land grant of 1862, but the institution was not formally organized until 1877. The State Legislature levies an annual tax of one-fifth of a mill on the assessed valuation of the property in the State for its support.² Prior to this, in 1881, five thousand dollars was appropriated for a new dormitory and for furnishing the laboratory.³ In the same year a tax of one fifth of one mill was voted for two years, 1881 and 1882.⁴

STATE SCHOOL OF MINES.

The State School of Mines, located at Golden, was organized by and receives its support chiefly from the State. Like the State university and the Agricultural College, it receives one-fifth of a mill on each dollar of the assessed value of the property in the State. This makes the permanent support of higher education by the State, to be three-fifths of a mill on each dollar of taxable property.⁵

By the treasurer's report of 1885-86 the value of the property is estimated to be \$50,717, and the total receipts for the year to be \$43,674.73. Of this latter sum \$40,798.30 was received from State taxation.⁶

SUMMARY OF GRANTS.

The following is a statement pertaining to the financial history of the Agricultural College at Fort Collins.⁷

¹ Report State Superintendent, 1886, 81-82.

² Act of Assembly, 1883, 17.

³ Acts of Assembly, 1881, 27.

⁴ *Ibid*, 209.

⁵ State Superintendent's Report, 1885-86, 15.

⁶ Report Superintendent Public Instruction, 1885-86, 104.

⁷ This statement was furnished by the courtesy of the president, Mr. Charles L. Ingersoll.

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Tabular statement of the State expenditures for higher education by the Colorado Legislature

Year.	State valuation.	Tax.	Gross income.	Special legislative appropriations.	Remarks.
		<i>Mills.</i>			
1877....	\$43,453,946.36	$\frac{1}{10}$	\$4,345.39		} All used in building. Corner-stone laid July 29, 1878. School opened September 1, 1879.
1878....	43,072,648.26	$\frac{1}{10}$	4,307.26		
1879....	58,315,389.30	$\frac{1}{10}$	5,831.53		
1880....	73,698,746.29	$\frac{1}{10}$	7,369.87		
1881....	96,135,305.48	$\frac{1}{10}$	19,227.06	\$5,000	} Special appropriation for dormitory and laboratory furnishing. Tax for two years only.
1882....	104,440,683.57	$\frac{1}{10}$	20,888.13		
1883....	110,759,756.21	$\frac{1}{10}$	22,151.95	10,000	} Special appropriation for mechanical shop and conservatory. Tax made continuous.
1884....	115,675,014.51	$\frac{1}{10}$	23,135.00		
1885....	115,420,193.90	$\frac{1}{10}$	23,084.04		
1886....	124,269,710.06	$\frac{1}{10}$	24,853.94		
1887....	141,323,684.37	$\frac{1}{10}$	28,264.73		} For main building (addition).
1888....	168,812,246.93	$\frac{1}{10}$	33,762.45		
1889....	Valuation May 1....	$\frac{1}{10}$		18,000	
	Total receipts, State appropriations.		217,221.35	33,000	

Gross amount one-tenth and one-fifth mill tax	\$217,221.35
Special appropriations, including 1889	33,000.00
From interest on land-grant fund approximately to January 1, 1890.....	2,500.00
Hatch-experiment fund to January, 1890.....	37,500.00

Less delinquent tax, \$2,000, approximately each year twelve years	\$24,000.00
Less inventory December 1, 1888.....	98,778.86
Less money on permanent improvements in 1889	25,000.00
	147,778.86

Total cost of school from February, 1877, to January 1, 1890, less invoice	139,442.49
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Average cost of school for ten years, \$13,944.25 annually, and experiment station two and one half years.

SUMMARY.

State University at Boulder.

Special appropriations.....	\$62,000.00
From tax of one-fifth of a mill.....	239,075.40
Total	301,075.40

Agricultural College at Fort Collins.

Special appropriations	33,000.00
From one-fifth mill tax	217,221.35
Total	250,221.35

State School of Mines at Golden.

Special appropriations.....	\$30,000.00
From one-fifth mill tax	210,101.64
Total.....	240,101.64
Entire expenditures.....	791,398.39

NEVADA.

FOUNDING OF THE UNIVERSITY OF NEVADA.

Nevada made ample provision in the first Constitution, adopted in 1864, for a complete system of State schools, and has followed up the declaration of the Constitution by legislative enactments as far as circumstances would permit. The first section under education asserts that "The Legislature shall encourage by all suitable means the promotion of intellectual, literary, scientific, mining, mechanical, agricultural, and moral improvement."¹

Under this broad declaration the Constitution proceeds to provide for "a uniform system of common schools," the establishment of normal schools, and a "State university which shall embrace departments for agriculture, mechanic arts, and mining." It also authorized the establishment of a school fund by devoting all the public lands granted by Congress by the acts of 1787, 1862, and 1841,² together with all escheats of land, to purposes of education.

The first Legislature³ passed an act, approved March 9, 1865, entitled "An act to establish an agricultural and mechanical college in Washoe County in this State."⁴ This college became an integral part of the public school system which was organized on the 20th of March, 1865.⁵ However, no funds were given into the hands of the regents, and the university was not located according to the provisions of the Constitution until March 7, 1873. At this date an act was approved locating the university at the town of Elko, provided that the people in that town convey within one year to the board of regents of the State university the title of not less than twenty thousand acres, with buildings for a preparatory department costing at least ten thousand dollars. The Central Pacific Railroad Company donated a site, and the citizens of Elko more than fulfilled their part by erecting a building costing over eighteen thousand dollars.

¹ Art. IX, sec. 1, Constitution, 1864.

² U. S. Statutes at Large, V, p. 455; 500,000-acre grant.

³ The first Territorial Legislature in 1861 passed an act to establish a seminary of learning at Carson City, but nothing came of it.

⁴ Laws of 1864-65, 349.

⁵ Laws of Nevada. II, 253.

In 1875 a building was erected for a dormitory costing, furnished, \$7,397, for the purpose of boarding students from abroad; but not over five scholars patronized it at any one time. The university preparatory department was opened in 1874 with seven students.

The University of Nevada, at Elko, "did not realize the anticipations of the board of regents;" in other words, it was a failure. While during the eleven years of its existence at Elko, classes were maintained in algebra, geometry, chemistry, physiology, history, and the common English branches, it would scarcely bear the name of a modern high school.

The regents' reported in 1883-84 that a change was desirable. A bill was proposed for the removal of the university to Carson City, but it failed to pass. Another bill, approved by the Governor March 7, 1885, authorized the removal to Reno (Washoe County), on the conditions that the board of commissioners of Washoe County pay into the treasury of Elko twenty thousand dollars, and to the board of regents five thousand dollars; provided further, that ten thousand dollars be appropriated by the Legislature, and this with the five thousand dollars be expended in the erection of a building not to cost over twenty thousand dollars.²

The board of regents proceeded at once to carry out the provisions of the act. They purchased a site of ten acres for \$1,250. On June 1, 1885, the board of commissioners to carry out the stipulations of the said act issued bonds to the amount of twenty-five thousand dollars.

FUNDS AND ENDOWMENTS.

The Constitution provided in section six, article nine, that there should be levied "a special tax of one-half mill on the dollar, on all taxable property in the State, in addition to the other means provided, for the support and maintenance of said university and common schools."

The permanent funds are derived from the sale of the Congressional grant of 1862 of ninety thousand acres, nearly all of which have been sold. In 1866 Congress granted to the State the customary two townships of public lands for "seminary" purposes.

From a statement rendered December 31, 1885, the following facts are gleaned:³

Amount of permanent fund derived from sale of lands of the agricultural grant of 1862	\$79,292.92
Interest accruing on the same	15,192.97
Number of acres unsold, 2,287.15.	
Amount of permanent fund of seminary grant of 1866	31,227.20
Interest accruing on the same	9,758.37
Number of acres unsold, 7,054.10.	
Total reducible and permanent funds	135,471.46
Total amount of land unsold, 9,341.25.	

¹ Regents' Report. 9.

² Register of the University of Nevada, 7.

³ *Ibid.*, 6.

The amount of money expended for university purposes since its opening up to the date (1887) of the last report of the regents was \$57,138.28; only \$17,760.20 being derived from the income on permanent funds, the remainder, \$39,378.08, having been appropriated by the State Legislature.¹

CALIFORNIA.

FIRST ORGANIZED EFFORTS FOR EDUCATION.

The first organized efforts toward higher education in California were made by the various religious denominations in their establishment of Christian schools. And these institutions wrought a noble work in thus breaking the fallow-ground and laying the foundation of that great system of advanced learning which is to-day the pride of the State. Usually without necessary means, and oftentimes with the meagre products of self-denial, these colleges and seminaries raised the standard of liberal education.

During the first twenty years of existence, California was indebted to private institutions for the entire benefits received from higher education; and if these institutions could not be favorably compared with older Eastern colleges, possessing many superior advantages; if they professed to give but a limited education and often failed to fulfil what they professed, still they supplied the demand for higher education in pioneer days, and hundreds of men who received their early training and culture in such schools have since risen to positions of honor and usefulness throughout the State. But it is not our purpose to describe the work of these institutions; suffice it to say that whereas a number have succumbed to the rude shocks of fortune or to injudicious management, the majority have developed with the rapid growth of California and fill their own mission in supplying the needs of the times.

EARLY LEGISLATION.

The first Legislature of 1849-50 made no provision for education, the few schools then established being carried on by private enterprise or through the agency of town councils, but the Constitution adopted in 1849 provided for a system of education. It states that "the Legislature shall encourage by suitable means the promotion of intellectual, scientific, moral, and agricultural improvement."² It further provides for the appropriation of the proceeds of five hundred thousand acres of land toward a permanent school fund, and the protection and preservation of the United States seminary grant for a university.

No school law was formed until 1851, and this law, following the provisions of the Constitution, stipulates that the schools shall be of primary, intermediate, grammar, and high school grades, but says nothing

¹ Regents' Report, 1883-84, 8.² Sec. 2, Art. IX.

about a university. One of the remarkable laws of this code represents the early policy of the State, which has in recent times been wholly departed from.

In section 10 we find these words: "If a school be formed by the enterprise of a religious society, in which all the educational branches are taught, and which from its private and public examination will it to be well conducted, such school shall be allowed a compensation from the public school fund in proportion to the number of its pupils in the same manner as is provided for district schools by this act."

Sec. 11 says: "Schools established under charitable auspices, orphan asylums, schools for blind, almshouse schools, etc., such as shall be subject to the general supervision of laws on education, but under the immediate management of their respective trustees, managers, and directors; and said schools shall participate in the apportionment of the school moneys in the same manner as other common schools."¹

As nearly all of the colleges and seminaries had preparatory courses in connection with their collegiate departments, section 10 of this law provided for aid by the State to private or sectarian institutions. By a law of 1852 the Catholics were allowed their pro rata of the public fund, but by an act approved May 3, 1852,² which levied the first State school tax, the foregoing action was annulled by providing that no school should receive any apportionment of public money unless free from all denominational or sectarian bias, control, or influence whatever. Beyond this the State gave assistance to high schools, some of which attained first rank, but all of these are now supported by local taxation.

THE STATE UNIVERSITY.

The crowning work of the State in the support of education is found in the university at Berkeley. In fact all that the State has ever done in the name of higher education worthy of mention, has been centered about this point. From the time of organization as a State, California has shown a disposition to foster the grants made by the General Government, and has at the same time provided a constant support for the university by taxation, appropriation, and endowment.

The grant of two whole sections of land from the General Government in 1853,³ for a seminary, and an additional grant in the same year of ten sections for building purposes, gave California an opportunity to realize a handsome sum by judicious management; but owing to hasty sales only one hundred thousand dollars was realized from these two sources. Yet this was more satisfactory than the profits received from the five hundred thousand acres granted for internal improvement by the United States in an act of 1841.⁴ California received but six hun-

¹ Quoted by John Swett in History of Public School System of California, 15.

² *Ibid.*, 20.

³ General Statutes of United States.

⁴ Statutes of United States.

red thousand dollars from this magnificent gift, and the entire sum was devoted to the general school fund.

Nothing beyond the sale of lands was done toward the establishment of a university in California until 1866. In the meantime the act of the General Government in 1862 had given to this State one hundred and fifty thousand acres of land for the support of an Agricultural and Mechanical College. In 1864 the Legislature appointed a board of commissioners to prepare a report favorable to the founding of a State university; this board was composed of Prof. J. D. Whitney, State Geologist; J. F. Houghton, Surveyor General, and John Swett, Superintendent of Public Instruction. Among other considerations it was recommended that the different funds be consolidated and devoted to one institution to be located in San Francisco.

An act was finally approved by the Legislature on March 31, 1866, establishing the Agricultural, Mining, and Mechanical College in accordance with the United States act of July 2, 1862. Section first in defining the object of the college says that "the design of the institution in fulfillment of the injunction of the Constitution is to afford thorough instruction in agriculture, mining, and the sciences connected therewith. To effect the object most completely the institution shall combine physical with intellectual education and it shall be a high seminary of learning."¹ This act provided for a complete organization of the college, but no effective action was taken until two years later when another law was passed establishing the university at Berkeley.

The trustees² of the College of California formally presented the site and property of that institution to the trustees of the Agricultural and Mechanical College with the provision that the Mechanical College should be located on their site at Berkeley; and on the other hand the said trustees of California College offered to give up their own charter and donate to the State their buildings, apparatus and property provided that it should be united with the various grants to form the University of California. After careful deliberation the proposition was accepted and the institution known as the State University with an Agricultural and Mechanical College was established at Berkeley. The property received from the College of California amounted to about one hundred and twenty thousand dollars in value, at the time of the gift. The university was established in 1868, and opened for the reception of students in September of the following year.

In addition to the seventy-two sections of land granted, the General Government also gave ten sections to the university for building purposes.

STATE APPROPRIATIONS.

By an act passed March 30, 1868, the State of California granted the sum of two hundred thousand dollars, which was to be realized from

¹ Report of Commissioner of Education, 1867-68, 125.

² See Wiley's History of College of California, chap. 17 and 18.

the sale of swamp lands located within the State; two years later we find an act recorded which provided for the sale of certain swamp lands to the amount of about eight hundred thousand dollars, or sufficient to yield an income of fifty thousand dollars, the principal of which was to remain as a perpetual university fund.¹

In 1872 an appropriation of three hundred thousand dollars was made by the Legislature for a university building fund.² It was also provided in the same year, and approved March 26, 1872, that the deficiency expenses of the university should be paid out of the public treasury for the two years following, not to exceed six thousand dollars, per month.³

The appropriations during 1873-74 were for different purposes, and under the title 'aid for the university,' equal eighty-thousand dollars; of this sum, fifteen thousand dollars was for the Agricultural and Mechanical College. In addition to this, the sum of \$4,800 was given for the support of the library of the State University. Also by the same act the products of the surveys of the State Geologist were ordered to be delivered to the university and five thousand dollars devoted to the classification and arrangement of the same.⁴

A law deserving especial mention was that enacted in the session of 1873-74 prohibiting the sale of intoxicating liquors within two miles of the site of the university.⁵

For the two years of 1885 and 1886 the following appropriations were made:

Deficiency of the account of the Agricultural College.....	\$359 57
For the benefit of the university grounds and water supply.....	51,456.00
For the benefit of the College of Agriculture.....	23,500.00
For viticulture, under joint control of the board of regents and the State Viticultural Society.....	10,000.00
College of Mechanical Engineering.....	12,000.00
School of Civil Engineering.....	2,500.00
Observatory of Civil Engineering.....	5,000.00
College of Mines.....	10,000.00
Department of geology.....	18,500.00
Department of physics.....	6,784.00
Library.....	10,000.00
Total.....	150,099.57

Of the above sums, only one-half of each appropriation was to be used the first year, with the exception of the library fund, which was to be wholly expended the first year.

"An act appropriating twenty-five thousand dollars to be used conjointly with a like sum of twenty-five thousand dollars donated by H. D. Bacon for the construction of a building to be erected on the State

¹Hittell Statutes, sec. 16075.

²Laws of 1871-2, chap. 508, p. 747.

³*Ibid.*, chap. 399, p. 554.

⁴Laws of 1873-74, chap. 463, p. 694.

⁵*Ibid.*, chap. 13, p. 12.

University grounds, in Alameda County, for a library and art gallery,"¹ was approved in April, 1878.

In the same year an appropriation of ten thousand dollars was made for the benefit of the Mining College, and the same amount (\$10,000) was given to the Agricultural College. Also, it was ordered that the interest on the Hastings endowment fund, amounting to fourteen thousand dollars, should be paid.²

An act authorizing the planting of jute was passed in March, 1880, and the College of Agriculture was directed to plant not less than one nor more than five acres as an experiment,³ for which necessary appropriation was to be made. In order to place the funds in better working condition, the Legislature, by an act approved March 19, 1878, formed the "Consolidated perpetual endowment fund of the University of California." The act reads as follows:

"SEC. I. That the entire principal sums which have been or may be hereafter realized from several sources of income and endowment funds of the University of California, to wit, the principal sum derived from the sale of lands granted to the State of California by an act of Congress approved July 2, 1872, and amendments thereto, and the principal sum derived from the sale of seventy-two sections of land granted to the State of California for the use of a seminary of learning by act of Congress approved March 3, 1853, and the principal sum derived from the sale of ten sections of land granted to the State of California for the use of a seminary of learning by act of Congress approved March 3, 1853, and the principal sum which the treasurer of the State of California was directed by act of the Legislature approved April 2, 1870, to place to the account of the university fund, and which, being invested in the bonds of the State, should yield an income of fifty thousand dollars, and the principal sum now remaining on hand derived from the sale of the real estate in Oakland, Alameda County, and State of California, known as the Brayton property, shall be collected into a general fund and the interest only used."⁴

SOURCES OF ENDOWMENT.

Thus we have a review of the permanent university fund, or as it is given by Hittell⁵ in a summary in the code.

Sources of Endowment of the University of California.

(1) The proceeds of the sale of seventy-two sections of land granted to the State for a seminary of learning.

¹Laws of 1887-88, chap. 584, p. 930.

²Laws of 1887-88, chap. 653, p. 1008: (Mr. Hastings, of San Francisco, gave one hundred thousand dollars to endow a law school, which became a branch of the university, and the State held the money in trust at this time.)

³Hittell, Amend. to Code, 1405.

⁴Laws of 1877-78, chap. 277, p. 337.

⁵Hittell, Statutes, sec. 1415.

(2) Proceeds of ten sections of land granted for the purpose of building.

(3) Income from investment made from the proceeds of the sale of public scrip for the teaching of agriculture and the mechanic arts.

(4) Endowment fund arising from the sale of swamp lands.

(5) Gifts and grants.

The Legislature, as will be seen, has from time to time made generous appropriations to the university.

By an act of 1883, approved March 1, the funds were placed under the exclusive control of the regents of the university.¹

The board of regents numbers twenty-three, of whom the Governor, Lieutenant-Governor, Superintendent of Public Instruction, Speaker of the Assembly, president of the State Agricultural Society, the president of the Mechanics' Institute, and the president of the university are *ex-officio* members of the board, and the remaining sixteen are appointed by the Governor. These regents are required to make full reports of their proceedings to the Legislature.

From the regents' report for the year 1885 is extracted the following statement, which shows the resources of the university. In addition to this the appropriations for the same year amounted to \$97,730 for the several departments. By this report the estimated available income for 1885 amounted to \$98,000.

FUNDS AND ENDOWMENTS.²

State endowment fund	\$811,500.00
United States endowment fund	492,000.00
Seminary land investment fund	19,000.00
Land administration fund	22,000.00
Brayton fund	90,155.00
Special investment fund	20,000.00
D. O. Mills's endowment philosophy	75,000.00
Additional gift	11,906.00
Divested fund	79,750.00
Reese library fund	50,000.00
University medal fund	3,069.35
Tompkins fund	2,487.48
Pioche fund	1,518.42
	<hr/>
	1,678,386.25
	<hr/>
University site of 200 acres, buildings, etc	1,000,000.00
Hastings endowment fund	100,000.00
Lick Observatory	700,000.00

The Tompkins endowment consists of forty-seven acres of land now (1885) rented for one hundred and seventy-five dollars per annum. As soon as the property reaches a value of fifty thousand dollars it is to be sold for the benefit of the university. In this report of 1885 the

¹ Laws of 1883, chap. 30, p. 54

² Report of the board of regents, 1885, p. 7.

regents state, with reference to the seminary grant, that 45,034.86 acres of the entire 46,080 had already been selected, while the remaining 1,044.14 acres were yet to be applied for; of the 6,400 acres granted for building purposes, application was still to be made for 478.33, and of the one hundred and fifty thousand acres of agricultural land granted, 146,615 had been selected, leaving about 3,384.19 still to be located. The minimum price of the last grant was fixed at five dollars per acre, and the estimated value of the unsold grant was \$26,860.¹

The last substantial work performed by the Legislature for the benefit of the university was the creation of a permanent endowment by levying a tax of one-tenth of a mill on each dollar of assessed valuation of property. The act providing for this tax reads thus:²

"SEC. 1. There is hereby levied, annually for each fiscal year, an 'ad valorem' tax of one per cent. upon each one hundred dollars of value of the taxable property of the State, which tax shall be collected by the several officers charged with the collection of State taxes, in the same manner and at the same time as other State taxes are collected, upon all or any class of property, which tax is for the support of the University of California.

"SEC. 2. The State Board of Equalization, at the time when it annually determines the rate of State taxes to be collected, must at the same time declare the levy of said rate of one cent, and notify the Auditor and Board of Supervisors of each county thereof.

"SEC. 3. The money collected from said rate, after deducting the proportionate share of expenses of collecting the same to which other State taxes are subject, must be paid into the State treasury, and to be by the State Treasurer converted into a separate fund, hereby created, to be called the 'State University Fund.'

"SEC. 4. The money paid into the said 'State University Fund' is hereby appropriated, without reference to fiscal years, for the use and support of the University of California, and is exempted from the provisions of part three, title one, article eighteen, of an act entitled 'An act to establish a political code,' approved March twelfth, eighteen hundred and seventy-two, relating to the Board of Examiners. When there is any money in the said fund, the same may be drawn out upon the order of the board of regents of the University of California, or such officers of the board as may be duly authorized thereto. Upon the receipt of the order, the Controller must draw his warrant upon the State Treasurer, payable to the order of the treasurer of the University of California, out of the said 'State University Fund.'

"SEC. 5. The money derived from said fund must be applied only to the support and permanent improvement of the university, and the board of regents must include in its biennial report to the Governor a statement of the manner, and for what purposes the money was expended.

¹ J. Hane's report (*Land Ag. Univers. California*), in *Regents' Report*, 1885, 120.

² *Laws of California*, extra Leg. session, 1887, chap. 3, p. 2.

"SEC. 6. This act takes effect immediately."

This fund yielded in 1887-88 the sum of \$76,580.79, and will continue to increase from year to year.

In one thing California stands alone among the several States, and this is in the taxation of the property of private, sectarian or denominational schools.

A reaction from the early practice of aiding such institutions has taken the Legislators to the opposite extreme of taxing the school grounds, property, apparatus, and libraries of private institutions. It is not desired to discuss the question here, but merely to relate the historical fact. It is certainly a novel position that the State has assumed in thus opposing a policy which has grown with the development of the country for over two hundred and fifty years. California is either in advance of her sister States in the wisdom of legislation or else has rendered a great injustice to private benevolence, which should always be encouraged.

SUMMARY OF STATE APPROPRIATIONS.

State University:

State endowment, swamp lands	\$811,000.00
Income from State endowment (1874-88)	712,319.15
Special appropriations	868,331.79
From one-tenth mill tax, 1888	76,580.00
Total appropriations	\$2,468,230.94

The following statement shows the income from State endowment for each year from 1874 to 1888:¹

1874 and 1875	\$59,337.49	1883	\$50,040.00
1876 and 1877	100,305.58	1884	50,021.24
1878	50,000.00	1885	50,034.50
1879	50,040.00	1886	50,037.35
1880	50,040.00	1887	50,040.00
1881	50,040.00	1888	52,065.00
1882	50,017.99		

In 1888 the first annual income from the tax of one-tenth of a mill on assessable State property was \$76,580.

The following summary of State appropriations for the support of the University of California is taken from the report of the secretary of the university, Mr. J. H. C. Bonté.

In estimating the bounty of the State it seems proper to include the State endowment derived from the sale of the tide lands, amounting to \$810,000, and the interest on the same, amounting to about \$712,319, according to the reports of the regents. It is true that this fund originated in the United States grant, but it was devoted to internal improvements and could have been used for any other purpose had the

¹ Compiled from the regents' reports.

representatives of the people so decided; they chose to devote it to the cause of higher education and to use the annual income for the support and maintenance of the State University. This swells the entire State appropriation to the sum of \$2,322,562.22.

APPROPRIATIONS BY THE STATE OF CALIFORNIA FOR THE USE OF THE UNIVERSITY.

Erecting and furnishing buildings:

Apr. 1, 1872.....	\$300,000.00	
Apr. 3, 1876.....	40,000.00	
Apr. 1, 1878.....	25,000.00	
May 5, 1881.....	10,000.00	
Mar. 9, 1883.....	2,500.00	
Mar. 10, 1885.....	2,500.00	
		<hr/> \$380,000.00

Apparatus.

Mining department:

Apr. 1, 1878.....	10,000.00	
Apr. 16, 1880.....	5,000.00	
May 5, 1881.....	4,000.00	
Mar. 9, 1883.....	8,000.00	
Mar. 10, 1885.....	10,000.00	
		<hr/> 37,000.00

Mechanical department:

Apr. 16, 1878.....	5,000.00	
May 5, 1881.....	4,000.00	
Mar. 9, 1883.....	10,000.00	
Mar. 10, 1885.....	12,000.00	
		<hr/> 31,000.00

Mineralogical department:

Apr. 16, 1880.....	5,000.00	
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Physical laboratory:

Mar. 9, 1883.....	5,500.00	
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Engineering department:

Mar. 9, 1883.....	5,000.00	
Mar. 10, 1885.....	2,500.00	
		<hr/> 7,500.00

Observatory for civil engineer:

Mar. 10, 1885.....	2,500.00	
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Department of physics:

Mar. 10, 1885.....	6,784.00	
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Viticulture:

Apr. 16, 1880.....	3,000.00	
Mar. 9, 1883.....	2,000.00	
Mar. 10, 1885.....	5,000.00	
		<hr/> 10,000.00

Agriculture:

Mar. 30, 1874.....	30,000.00	
Apr. 1, 1878.....	10,000.00	
Apr. 16, 1880.....	5,000.00	
May 3, 1881.....	10,000.00	
Mar. 9, 1883.....	1,800.00	
Mar. 9, 1883.....	15,000.00	
Mar. 10, 1885.....	359.79	
Mar. 10, 1885.....	23,500.00	
		<hr/> 95,659.79

Library:		
Mar. 30, 1874.....	\$4, 800. 00	
Mar. 10, 1885.....	10, 000. 00	
		\$14, 800. 00
Geology and natural history, Mar. 10, 1885.....		18, 500. 00
Improvement of grounds and buildings:		
Mar. 9, 1883.....	11, 000. 00	
Mar. 10, 1885.....	51, 456. 00	
		62, 456. 00
Support of university, approved March 30, 1874		50, 000. 00
Income from tax, 1 cent on each \$100, year ending June 30, 1888		82, 543. 43
		809, 243. 22
Appropriated by Congress, for agricultural experiment stations, per annum.....		15, 000. 00
Proceeds from sale of land up to the first of April, 1889.....		687, 143. 21

OREGON.

UNIVERSITY OF OREGON.

In 1850, two years after Oregon was organized as a Territory, the United States granted her two townships of land for the endowment of a university.¹ The first mention of the university upon Oregon's statute-books is in the Laws of 1850, where Marysville is designated as its location.² In 1852 a commissioner was appointed to have charge of and to sell the university lands.³ Three years later, the institution was relocated at Jacksonville.⁴ So far, the university existed only on paper, and there it remained for some time, as the Constitution of 1857, after providing for the sale of university lands and the investment of the proceeds, directed that no part of the funds should be expended until 1867, unless the same should be otherwise disposed of for common school purposes.⁵ Evidently the settlers were not ready for the university. The disposal of the lands was further regulated by an act of 1868, ordering that all university lands should be sold, none, however, for less than one dollar and twenty-five cents an acre, and that payment be secured by notes bearing interest at ten per cent.⁶

The first important step toward establishing the university was in 1872, when its location was fixed at Eugene City, on condition that the Union University Association of that place should furnish a suitable building.⁷ This society complied with the requirement, and an act of

¹U. S. Statutes at Large, IX, 499.

²Page 222.

³Laws of 1853, 517.

⁴Laws of 1855, 562.

⁵Article VIII, sec. 5, Poore, Charters and Constitutions, 1502; Report of U. S. Commissioner of Education for 1867-68, 121.

⁶Laws of 1868, 207.

⁷Laws of 1872, 47. Catalogue of 1885-86, 9.

1876 fully established the university and pledged the interest on the university fund to it forever, besides granting it twenty thousand dollars additional endowment.¹ As over thirty thousand dollars of the fund had become unproductive "through ill-advised loans on the part of the State authorities," two thousand five hundred dollars was in 1878 annually set apart from the treasury for the support of the university.² In 1882 interest on the fund was reduced to eight per cent., and an annual tax of one-tenth of a mill on the dollar was laid on all property taxable for State purposes. Of the proceeds of this, five thousand dollars was set apart annually for the support of the university, the remainder to be used for buildings and improvements.³ Besides this tax and the income on the fund, the university has received fifty thousand dollars from the State.

CORVALLIS COLLEGE.

The Congressional land grant of 1862 gave to Oregon ninety thousand acres.⁴ In the same year the Legislature accepted the land and appointed commissioners to locate the agricultural college.⁵ In 1870 Corvallis College was designated as the recipient of the grant.⁶ The lands were disposed of by an act of 1872, which provided that they should be sold for not less than two dollars and fifty cents an acre, and that the proceeds should be loaned on mortgages at ten per cent.,⁷ reduced to eight per cent. in 1882.⁸ The additional appropriations received from the State amounted, in 1887, to twenty thousand five hundred dollars.⁹

SUMMARY.

While public aid to higher education came first from the Federal Government, Oregon herself has not withheld assistance. Besides the university tax of one-tenth of a mill on every dollar of taxable property, seventy thousand five hundred dollars have been granted, fifty thousand dollars to the State university and twenty thousand five hundred dollars to Corvallis College.

¹ Laws of 1872, 10. Laws of 1876, 52.

² Laws of 1878, 57.

³ Laws of 1882, 8, 9. Catalogue of 1885-86, 17.

⁴ General Laws of 1862, 63.

⁵ *Ibid.*, 1863, 109.

⁶ Laws of 1870, 17.

⁷ Laws of 1872, 133.

⁸ Laws of 1882, 9.

⁹ Report of Commissioner of Education for 1886-87, 710.

APPENDIX A.

HISTORICAL VIEW OF STATE EDUCATION IN THE OLD WORLD.

State education is found among the oldest institutions of history. It has been established in some form by nearly all of the nations of the earth, and at all times the status of education has been determined by the political condition of a country. A high state of culture can not long remain independent of and separate from the institution of political government, for it will be either crushed by the arm of despotism or, rising in its own activity, it will transform the government into a protecting power. It is safe to say that under the benign influence of political protection the highest literary development has been attained, while the best products of culture have flowed through political channels. It is now democratic Athens, now imperial Rome, now royal France, now constitutional England that fosters and protects higher learning. This government aid to education may be seen in the patronizing whims of princes, in the recognition of individual merit. It may be seen in the wise provision of beneficent laws for the protection of independent effort, or again in a strong national policy for the protection of art, literature, and science. The great universities of ancient and modern times have received government support. The Academy at Athens and the Universities of Alexandria and Rome testify to the truth of this assertion; let Bologna and Paris, Pisa and Salamanca, Oxford and Wittenberg, Leyden and Berlin, bear witness to the fostering care of the respective governments under which they have existed. The great libraries of the world have been the creations of government. The ancient libraries of Assyria and Egypt, and the modern collections of the Vatican, of London, of Paris, Berlin, and St. Petersburg were established and supported by governments.

Something more than a desire for personal glory and the perpetuation of a name must have filled the mind of the great Assur-bani-pal to induce him to collect the ancient and modern writings of his time and form them into a great library to be used as a basis for national education. He brought together the lore of the Chaldeans and of the ancient Accadians whose language was still used in worship. He provided for the education of the priests¹ and the scribes, and the interpreters of the law. He turned one part of his great palace into a

¹ Ragozin, Chaldea, 108.

school of learning. The books of the library were arranged and classified; there were books on history, religion, and the natural sciences; on astronomy, grammar, legends of gods and men, and the laws and customs of the people. The remains¹ alone of the library of Ninevah² form a mass of more than one hundred cubic meters; the number of tablets surpasses ten thousand, and their contents would cover in the ordinary form of our present books more than five hundred quarto volumes of five hundred pages each. By this educational zeal of the great monarch, writings have been transmitted through thousands of years and their copies are now imperishable.

Alexandria for over six hundred years was the abode of men of learning. Here arose under the Ptolemies, in the third century before Christ, a complete system of higher education and libraries such as the world had never known before. Here was the first great university³ in the modern conception of the term. The Serapeum dates from 298 B. C. and disappears about 640 A. D. In connection with this great library, Ptolemy founded a college, or what might be called a *Studium Generale*, and endowed its professors. This college⁴ was in the vicinity of the Serapeum, the Gymnasium, the royal palace, and the amphitheater. "A noble portico stretched along its front for exercise or conversation and opened on the public rooms devoted to disputation and lectures, a certain number of professors were lodged within the precincts, and a handsome hall or refectory was provided for the common meal." This building was called the Museum;⁵ as time passed, other colleges were added and eminent men called to fill their chairs. The influence of this university was felt in Greece and Rome and subsequently throughout Europe; mathematics, law, astronomy, and other arts and sciences were cultivated.

The education of Sparta was wholly of the state and for the state; although education in letters and philosophy did not reach so high a standard as in Athens, the best was by the state. The academy at Athens, though nourished by beneficent influences, was not supported by the government during its earlier years. Its organization was entirely of a voluntary character. But when it was under the empire of Rome, the great emperors endowed it. Perhaps before Augustus, but certainly in the time of Marcus Aurelius, it received endowments from the imperial government. But these were only a partial endowment.⁶ There were three principal chairs: rhetoric, philosophy, and politics. The first was recognized as the chief chair, and was endowed with the equivalent of two thousand five hundred dollars. To this school flocked the youth from Italy and the provinces of the empire to receive the highest intellectual training that could be given at that time. Athens

¹ Menant, Bibliothèque de Ninive.

² *Ibid.*, 30

³ The Rise and Constitution of Universities, Laurie, 5.

⁴ *Ibid.*

⁵ The Office and Work of Universities, 144, by J. H. Newman.

⁶ *Ibid.*, 10.

long continued to be the great center of learning, but after the removal of the seat of the Roman empire to Constantinople, the latter city began to assume prominence in this respect.

Constantine the Great encouraged learning, and many of his successors¹ endowed institutions. Theodosius and Valentinian developed more fully the scheme of construction, and organized the teaching at the Eastern capital by appointing a complete corps of professors. The influence of the Christian religion was fast undermining the Romano-Hellenic schools. "Family education became a more influential feature in society than public instruction; and though family education from the fourth to the seventh century appears to have improved the morality of the population, it certainly increased their superstition and limited their understandings." Bordas tried to revive the flagging interest.² About 850 A. D., he founded a free university at Constantinople, making it independent of the church and the clergy, and gave it a constitution. Distinguished teachers were appointed in philosophy, rhetoric, geometry, and astronomy; also special teachers in the sciences were paid out of the public treasury. The philosopher Leo³ had the direction of the entire system of education. But it was not until the reign of the Macedonian dynasty which began in 867 A. D. that the Byzantine empire entered upon its most brilliant period. Subsequently Constantine Porphyrogenitos (913-954) established four schools of science, and required that all the officers in the government of a higher grade should be filled from members of this school who were well versed in rhetoric and philosophy. In the face of all these efforts, politics and learning declined, from inevitable causes.

At Rome the university originated under Vespasian (64-79 A. D.), who instituted a "basilica" in his "Temple of Peace" where the learned might carry on their disputations. This was afterward enlarged under Hadrian (117-138 A. D.), and called the Athenæum. From the time of Vespasian fixed salaries and senatorial rank were attached to certain chairs in the Athenæum. The object of this State education, says Merivale, was to "restore the tone of society and infuse into the national mind healthier sentiments,"⁴ and in speaking of education under the Cæsars, Gibbon says, "In all the cities of the Roman world the educa-

¹ Mitford, *History of Greece*, 282.

² Finlay, *History of Greece (Byzantine)*, I, 5.

³ Newman, 6.

⁴ It is not easy to state the causes; yet as a fact from the time that the state took hold of learning to organize it in Greece, the enthusiasm for learning and the love of pure science gradually died out. It may have been a decline in government. Possibly the students were of a different class and came to prepare for offices in the state. Conrad finds that in the German universities young men attend largely as a pecuniary matter, for the purpose of preparing for employment, and this has a tendency to lower the ideas of learning. (See Conrad's *German Universities*.)

⁵ Merivale's *History of Rome*, Vol. VII, p. 29.

tion of youth was intrusted to masters of grammar and rhetoric who were supported at public expense, and distinguished by many lucrative and honorable privileges."¹ This was in the days of the empire; for in earlier history the education of youth was a purely private matter, dominated neither by the State nor by religion. At the university of Rome in 1514, the professors numbered one hundred, and their salaries were paid by the government. These few citations will indicate the movement toward higher education under the directions of the old nations of the earth. The next educational movement that breaks forth in western Europe has been greatly modified by Christianity. Charles the Great, though a strong defender of the Faith, was the first in the modern world to establish state schools. Nothing is more noted in history than the civil, political, and religious reforms of Charles the Great in the revived Roman empire during the latter part of the eighth century.

When the great emperor came to the throne he soon perceived that the proposed reforms would prove wholly impracticable unless the illiteracy of the priests and the general ignorance of his subjects could be diminished by proper education. He, therefore, set himself at once to the task of reforming the schools of the realm. The episcopal and monastery schools were improved, and the priests² were instructed to give more diligent application to religious studies and at the same time special attention to literature.³ The ablest scholars of that time were invited to the imperial court, among whom Leidrade, of Noricum, and Alcuin, of York, were the most celebrated. After reforming the monasteries, Charles turned his attention to founding a system of free schools⁴ in the towns throughout the empire, and especially⁵ to the founding of the famous Palatine school.⁶ The latter was especially designed for the education of the government officials and their children, but was free to all who desired learning. The remarkable feature of this school was that all persons who became proficient in studies or distinguished themselves as scholars, however humble their origin or circumstances, were promoted in the service of the state. Here then was a state school with a system of civil service reform attached; a civil academy for the benefit of the state. Charles did not stop here, but extended the free school system throughout the empire; without doubt he was the first originator of parish or district schools.

In the extension of the school system throughout the realm, three cities, Pavia, Paris, and Bologna received especial privileges and be-

¹ Gibbon, Vol. II, chap. 22, p. 154.

² Letter to Baugulfus, Abbot, *Capitularia Regum Francorum*, Vol. I, pp. 201-204 (Baluzii).

³ "Etiam in literarum meditationibus."

⁴ Mullinger, p. 103.

⁵ Theodosius, Bishop of Orleans, succeeded Alcuin and became minister of education. It is through his letters that evidences of these schools are in existence.

⁶ Mullinger, *The Schools of Charles the Great*, p. 41 et seq.

came educational centres. Their public schools were of high grade. It is claimed by some that Charles had in mind the building of great universities at these places, after the manner of those at Athens and Alexandria. However, this is merely supposition, although as a result of the schools at these places great universities did spring up; not in the relation of cause and effect, for long centuries of misrule had obliterated Charles' educational foundations and left barely the marks of civic progress. But these marks of progress in the centres of wealth, industry, and historic interest rendered these places desirable points for the congregation of students. "And whether his school at Paris be called a university or not, he laid principles of which a university is a result in that he aimed to educate all classes, and undertook all subjects of teaching." In these municipal centres¹ were formed the early universities by the concourse of students. These universities had a natural development; it is not possible to say they were the product of the church or of the state. Perhaps the greatest organized influence came from the Cathedral and Benedictine schools coupled with Saracenic influences. But there sprung up with these schools of special learning an anti-monastic spirit, and each school drew students according to its specialty, law at Bologna, medicine at Salerno, and philosophy and theology at Paris.

One remarkable fact is that the education of the clergy and the laity, church education and civil education, were both in the hands of the state, that is, in those of the emperor. The first charter of the University of Paris was granted by Philip Augustus in 1199; this exempted its members from the ordinary tribunals and from the tribunals of the church.² The University of Bologna, though not older than Paris, was chartered with the same privileges in 1158 by Frederick I (Barbarossa). Frederick II, Emperor of the Romans, founded the University of Naples. The sovereign power called certain masters or doctors to act as professors, to some if not to all of whom he granted salaries. The university was founded by the state solely and under the control of the sovereign, while the professors were freed from taxes and from military service, and had other immunities granted them.³

Students prepared in these universities of Italy for high offices in church and in state. "From this time," says Hallam, speaking of the first charters, "the golden age of universities commenced; and it is hard to say whether they were favored more by their sovereigns than by the see of Rome." However, this is immaterial as the rules then were, whether civil or ecclesiastical, the state, and the benefactions of popes and kings came from the public treasury, and primarily from the people. Whether the great universities of Paris, and Bologna, Oxford,

¹ Newman, *The Office and Work of Universities*, 230.

² Hallam, *Middle Ages*, II, 420.

³ Laurie, *Rise and Constitution of Universities*, 120.

Pavia, and Prague and others were endowed by kings or princes, bishops or popes, the funds came from the masses of the people.¹

The great universities of England were patronized by kings, although their modern support has been from private rather than public sources. It is thought that the learned Alfred founded a school at Oxford and made it a centre of learning; but it is known that Oxford was chartered with privileges by King John² in the thirteenth century. Subsequently the universities secured favors and royal patronage from the Henrys and the Edwards.³ They have grown to be national in their character, and through their great public influence and modern university extension are rapidly becoming popular institutions in the best sense of the term. Cambridge was founded "for the study of learning and knowledge and for the better service of church and state," while Oxford, London, and others have filled the same office. The incomes of Oxford and Cambridge for the year 1887 were £256,475 and £346,550, respectively.⁴ In the year 1874 Great Britain appropriated for her universities £52,027.

The University of Leyden, so often referred to as the product of the self-sacrifice of a noble people, was created and endowed by the Dutch Republic. It was granted as a reward to the people of Leyden for their heroic defence of their city against the crafty Spaniards in the darkest hours of their national struggle (1575).

The most complete state system of schools of modern times is found in Germany. As early as 1794 the common law of the Prussian states declared schools and universities to be state institutions, and set up a system of laws controlling the whole plan of instruction.⁵ In the development of modern Germany the growth of the public-school system has kept abreast of every reform, and has been one of the strongest forces for the rebuilding of the nation. Later, when Prussia was humbled by the cruel tyranny of Napoleon, her army destroyed, industries suppressed, country depopulated by war, and devastated by the ruthless track of the invader, the memorable words of the King, William III, were prophetic of the future of United Germany: "Although we have lost territory, power, and prestige; still we must strive to regain what we have lost by acquiring intellectual and moral power; and, therefore, it is my earnest desire and will to re-establish the nation by devoting a most earnest attention to the education of the masses of the people. * * * The state must regain in mental force what it has lost in physical force."⁶

¹ C. K. Adams, Washington and the Higher education. H. B. Adams, The State and Higher Education. Address Department of Superintendence of the National Educational Association, Washington, March 8, 1889.

² Laurie, 120.

³ Edward II founded Oriel College, Oxford, in 1326.

⁴ Whipaker's Almanac, 1889.

⁵ Public Instruction in Prussia, Barnard, Secondary Schools.

⁶ Proclamation of Frederick William III, 1807.

Behind this sentiment were strong men and philosophers who saw on what hung the destiny of Germany. Fichte proclaimed that "Education is the only means by which we can be rescued from our helpless condition." * * * "I hope to convince Germans that nothing but education can rescue us from the miseries that overwhelm us." * * * "Education as hitherto conducted by the church has aimed only at securing for men happiness in another life; but this was not enough, for men need to be taught how to bear themselves in the present life so as to do their duty to the state, to others, and themselves."¹ Fichte touched the vulnerable point of the mediæval education. There soon came into being a great university, situated at the seat of the government of the kingdom. Berlin has the greatest direct power of all the universities in Europe. It brings together yearly more than five thousand students from the empire. In 1874 the government of Prussia appropriated \$242,054.80 for the support of the University of Berlin. Of the entire income of the Prussian universities in 1883-84, amounting to \$1,103,000 marks, 613,000 were contributed by the state.² It is true that the University of Berlin, though differing from all others in some particulars, was a part of a great system of which the University of Prague was the first in Germany; and, indeed, it was the first formally-founded university in Europe, if we except Naples and Palencia.³

Prague was founded by Charles IV, in 1348, and embraced a *studium generale* of all the faculties. It was not founded like Berlin in response to a national demand, but after the idea of Charles IV who, having been educated at Paris, returned to set up a university in his own realm, after obtaining a bull from the pope.⁴ Indeed, the whole course of mediæval universities shows the pope to be the universal arbiter on questions of difficulty, whether he had founded the universities or not. Charles IV appointed the Archbishop of Prague chancellor, and called from different parts of the educated world learned professors in the several departments, giving endowments for their support. Other universities followed, endowed by the state or the church, until now no less than twenty-one, patterned more or less after the original design of the first, are distributed over Germany, calling to their halls many of the brightest students of the empire and of other countries.

In this brief review of state education in the Old World, we may learn that the present forms of education as we have known them in the United States are not new creations, but have had their prototypes in

¹ C. K. Adams' Address.

² Roscher Finanzwissenschaft, p. 502 (Ed. 1886). In 1885-86 Prussia expended \$14,329,298 for education; in the following year the sum of \$15,186,133. In the same years France expended for higher education \$2,317,947 and \$2,290,454, respectively.

³ Laurie, 256; the university at Palencia, Spain, was founded in 1212 by Alonzo VIII, with privileges and benefactions.

⁴ From this time to the Reformation every university founded had two charters, one from the pope and the other from the king or emperor.

Old World institutions. The mediæval college was not destroyed by the rising of universities, but was incorporated in their more general organization and handed down to us at the present, modified to suit the growth of knowledge. The modern academy, the primary school, the parish school, or county school, the college and the university are but evolutions in the United States, suited more or less to our express needs.

We have seen that at times schools were wholly independent of either ecclesiastical or political patronage; at other times they were controlled and supported by the church or state, separately or conjointly; and, again, the church has controlled the education of both clergy and laity; or this comprehensive duty has fallen upon the State. Our modern college has sprung from the mediæval college through the "great schools" of England. One type of our universities, such as that of Virginia, has some resemblance to the University of Paris, while Harvard and Yale are following in the paths of Cambridge and Oxford.

The influence of the German universities has been more perceptible during recent years. The University of Michigan was planned after German or rather Prussian models. There was a magnificent scheme for a central university, colleges, and high schools, all controlled by one central authority. This idea has had more or less influence in the formation of the systems of education in the new States of the West. The chief German influence is felt in methods of study and discipline, and new features of school curricula; this is more to be observed in the lowest grade, the kindergarten, and in the highest grade, the university, than in other departments. Have we universities in America? Yes, American universities, not like some in the Old World, but universities that are developing with the country and the nation. While there is much to learn and great room for improvement, let it be remembered by those who disparage the American universities in comparison with foundations of seven hundred years' standing, that but one attempt was ever made to import a European university¹ into America, and that failed.

¹ Jefferson's scheme to import the faculty of Geneva. See H. B. Adams' William and Mary College, and his Thomas Jefferson and the University of Virginia.

APPENDIX B.

TABLE I.—Statistics relating to State Colleges and Universities, showing State Endowments, Appropriations, etc.

[Columns one, two, and three mostly compiled from the Report of the Commissioner of Education, 1886-87.]

Name of State.	Value of Grounds, Buildings, Apparatus, etc.—Unproductive Property.	Value of Endowments,—Productive Property.	Annual Income from Productive Funds.	Permanent State Endowment.	Income from Permanent State Endowment.	Total State Appropriations for Higher Education.	Amount of Assessed Valuation of Property.	Population in 1880.
Alabama	\$605,000	\$553,500	\$45,080	.....	.....	\$279,750	\$214,925,869	1,262,505
Arkansas	300,000	130,000	10,400	.....	.....	257,894	126,826,394	802,525
California .....	.....	750,000	.....	\$50,000 and ½ mill tax.	\$128,645	² 2,468,231	1,012,135,832	864,694
Colorado	171,512	62,000	7,700	½ mill tax.	.....	891,398	130,000,000	194,327
Connecticut .....	.....	¹ 135,000	.....	.....	.....	238,676	348,774,879	622,700
North Dakota	} 312,701	.....	.....	.....	.....	.....	.....	.....
South Dakota .....		.....	.....	.....	.....	143,096	157,084,366	135,177
Delaware	50,000	83,000	4,780	.....	.....	116,000	(?)	146,608
Florida	50,000	154,000	9,227	.....	.....	30,750	76,611,409	269,493
Georgia	288,000	456,202	43,564	.....	.....	983,181	329,489,505	1,542,180
Illinois	545,000	450,000	26,314	.....	.....	531,000	797,773,002	3,077,871
Indiana	550,000	590,000	30,000	23,000	23,000	1,453,000	793,526,079	1,978,301
Iowa	760,000	815,037	62,905	20,000	20,000	1,454,098	501,379,744	1,624,615
Kansas	720,588	674,788	41,253	.....	.....	922,606	310,871,546	996,096
Kentucky	200,000	165,000	9,900	½ mill tax.	24,000	192,000	517,214,301	1,648,690
Louisiana .....	.....	318,813	13,244	.....	.....	794,590	212,725,464	939,946
Maine	165,000	230,800	11,500	.....	.....	313,718	265,978,716	648,936
Maryland	100,000	112,086	6,431	.....	.....	716,997	485,839,772	934,943
Massachusetts	984,890	652,575	34,431	.....	.....	1,764,368	1,847,531,422	1,783,085
Michigan	¹ 1,355,854	979,720	59,502	.....	.....	² 1,195,968	945,450,000	1,636,937
Minnesota	1,000,000	750,000	40,000	40,000	40,000	583,000	469,831,464	780,773
Mississippi	² 403,402	756,211	43,251	.....	.....	1,714,372	122,736,888	1,131,597
Missouri	125,000	72,000	3,600	.....	.....	.....	725,775,259	² 1,168,380
Montana .....	.....	.....	.....	.....	.....	(?)	60,000,000	39,159
Nebraska	250,000	.....	.....	½ mill tax.	110,179	² 666,145	160,506,266	452,402
Nevada	25,000	135,471	.....	.....	.....	135,471	34,936,210	62,266
New Hampshire .....	.....	¹ 80,000	.....	.....	.....	106,934	231,659,265	346,991
New Jersey .....	.....	¹ 116,000	.....	.....	.....	0	573,256,304	1,131,116
New York .....	.....	¹ 6,000,000	.....	.....	.....	890,241	3,224,682,343	5,082,871
North Carolina	288,500	130,000	7,800	20,000	20,000	355,580	202,752,622	1,399,750
Ohio	850,000	537,841	32,270	.....	.....	264,534	1,688,676,168	3,198,062
Oregon	477,000	² 210,009	² 9,000	½ mill tax.	.....	70,500	77,188,694	174,768
Pennsylvania	450,000	500,000	30,000	.....	.....	1,088,947	3,166,016,915	4,282,891
Rhode Island .....	.....	50,000	.....	.....	.....	0	328,530,559	276,531
South Carolina	403,000	² 95,750	² 5,750	.....	.....	2,829,999	149,973,365	995,577
Tennessee .....	.....	300,000	24,500	.....	.....	(?)	256,456,761	1,542,359
Texas .....	.....	859,000	59,280	.....	.....	382,487	562,103,223	1,591,749
Vermont .....	.....	¹ 122,626	.....	.....	.....	90,500	157,192,262	332,286
Virginia .....	.....	771,912	43,395	.....	.....	2,135,675	375,043,238	1,512,565
Washington .....	.....	.....	.....	.....	.....	(?)	60,212,581	75,116
West Virginia .....	.....	107,000	6,300	.....	.....	278,962	173,993,762	618,457
Wisconsin	1,000,000	218,618	12,050	½ mill tax.	.....	1,203,377	581,264,749	1,315,497

¹ Land scrip fund.

² Approximate.

³ Alcorn Agricultural College not reported.

⁴ State Agricultural College not reported.

⁵ Claflin University not reported.

TABLE II.—UNIVERSITY LAND GRANTS.¹

The following statement shows the number of acres granted to the States and reserved in the Territories of Washington, New Mexico, and Utah, for university purposes, by acts of Congress, the dates of which are given in proper column:

Grants and Reservations for Universities.

States and Territories.	Total area.	Under what acts.
	<i>Acres.</i>	
Ohio.....	69,120	April 21, 1792; March 3, 1803.
Indiana.....	46,080	April 19, 1816; March 26, 1804.
Illinois.....	46,080	March 26, 1804; April 18, 1818.
Missouri.....	46,080	February 17, 1818; March 6, 1820.
Alabama.....	46,080	April 20, 1818; March 2, 1819.
Mississippi.....	46,080	March 3, 1803; February 20, 1819.
Louisiana.....	46,080	April 21, 1806; March 3, 1811; March 3, 1827.
Michigan.....	46,080	June 23, 1836.
Arkansas.....	46,080	Do.
Florida.....	92,160	March 3, 1845.
Iowa.....	46,080	Do.
Wisconsin.....	92,160	August 6, 1846; December 15, 1854.
California.....	46,080	March 3, 1853.
Minnesota.....	82,640	March 2, 1861; February 26, 1857; July 8, 1870.
Oregon.....	46,080	February 14, 1859; March 2, 1861.
Kansas.....	46,080	January 29, 1861.
Nevada.....	46,080	July 4, 1866.
Nebraska.....	46,080	April 19, 1864.
Colorado.....	46,080	March 3, 1875.
Washington.....	46,080	July 17, 1854; March 14, 1864.
North Dakota.....	46,080	February 18, 1881.
South Dakota.....		
Montana.....	46,080	Do.
Arizona Territory.....	46,080	Do.
Idaho Territory.....	46,080	Do.
Wyoming Territory.....	46,080	Do.
New Mexico Territory.....	46,080	July 22, 1854.
Utah Territory.....	46,080	February 21, 1855.
Total.....	1,395,920	

TABLE III.—AGRICULTURAL AND MECHANICAL COLLEGE GRANTS.

States having land subject to selection, "in place," under act of July 2, 1862, and acts amendatory thereof.

	<i>Acres.</i>		<i>Acres.</i>
Wisconsin.....	240,000	Nevada (also under act of July	
Iowa.....	240,000	4, 1866).....	90,000
Oregon.....	90,000	Missouri.....	330,000
Kansas.....	90,000	Nebraska (also under act of	
Minnesota.....	120,000	July 23, 1866).....	90,000
Michigan.....	240,000	Colorado.....	90,000
California.....	150,000	Total.....	1,770,000

¹ See "Public Domain," House Mis. Doc. 45, part 4, Forty-seventh Congress, second session.

States to which scrip was issued, and amount.

	Acres.		Acres.
Rhode Island.....	120,000	Ohio	630,000
Illinois.....	480,000	West Virginia.....	150,000
Kentucky.....	330,000	Indiana.....	390,000
Vermont.....	150,000	North Carolina.....	270,000
New York.....	990,000	Louisiana.....	210,000
Pennsylvania.....	780,000	Alabama.....	240,000
New Jersey.....	210,000	Arkansas.....	150,000
New Hampshire.....	150,000	South Carolina.....	180,000
Connecticut.....	180,000	Texas.....	180,000
Massachusetts.....	360,000	Georgia.....	270,000
Maine.....	210,000	Mississippi.....	210,000
Maryland.....	210,000	Florida.....	90,000
Virginia.....	300,000		
Tennessee.....	300,000	Total.....	7,830,000
Delaware.....	90,000	Total in place and scrip..	9,600,000

TABLE IV.—AGRICULTURAL COLLEGES.

The following statement shows the names and locations of agricultural colleges, with the number of acres of scrip or land in place given to the several States and the amounts realized therefrom:

Agricultural colleges located by the several States under the act of July 2, 1862.

Name and location.	Amount derived from sale of United States land or scrip.	Number of acres received from the United States.
Agricultural and Mechanical College of Alabama, Auburn, Ala.....	\$216,000	240,000, scrip.
Arkansas Industrial University, Fayetteville, Ark.....	135,000	150,000, scrip.
University of California, Berkeley, Cal.....	750,000	150,000, place.
Agricultural College of Colorado, Fort Collins, Colo ¹	² 270,000	90,000, place.
Sheffield Scientific School of Yale College, New Haven, Conn.....	135,000	180,000, scrip.
Delaware College, Newark, Del.....	83,000	90,000, scrip.
State Agricultural College, Eau Gallie, Fla. ³	110,806	90,000, scrip.
Georgia State College of Agriculture and the Mechanic Arts, Athens, Ga. ⁴	243,000	.....
North Georgia Agricultural College, Dahlonega, Ga. ⁵.....	.....	270,000, scrip.
Illinois Industrial University, Urbana, Ill.....	319,494	480,000, scrip.
Purdue University, La Fayette, Ind.....	212,238	390,000, scrip.
Iowa State Agricultural College, Ames, Iowa.....	500,000	240,000, place.
Kansas State Agricultural College, Manhattan, Kans.....	290,000	90,000, place.
Agricultural and Mechanical College of Kentucky, Lexington, Ky.....	165,000	330,000, scrip.
Louisiana State Agricultural and Mechanical College, Baton Rouge, La.....	⁶ 327,000	210,000, scrip.

¹ Congressional grant of ninety thousand acres not yet in the market.

² Estimated, unsold 1887.

³ Location questionable; college not yet organized.

⁴ Department, University of Georgia.

⁵ Receives annually from University of Georgia three thousand five hundred dollars, part interest land-scrip fund.

⁶ Three hundred and twenty-seven thousand dollars of State bonds scaled to \$196,200 of new State bonds.

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Agricultural colleges located by the several States under the act of July 2, 1862—Cont'd.

Name and location.	Amount derived from sale of United States land or scrip.	Number of acres received from the United States.
Maine State College of Agriculture and the Mechanic Arts, Orono, Me.	\$116,359	210,000, scrip.
Maryland Agricultural College, College Station, Md.	112,500	210,000, scrip.
Massachusetts Agricultural College, Amherst, Mass.	157,538	} 360,000, scrip.
Massachusetts Institute of Technology, Boston, Mass.	78,769	
Michigan State Agricultural College, Lansing, Mich.	275,104	240,000, place.
University of Minnesota, Minneapolis, Minn.	178,000	120,000, place.
Agricultural and Mechanical Department of Alcorn University, Rodney, Miss.	113,400	} 210,000, scrip.
Agricultural and Mechanical College of the State of Mississippi, Starkville, Miss.	115,000	
University of the State of Missouri:		
Agricultural and Mechanical College, Columbia, Mo.	2300,000	} 330,000, place.
School of Mines and Metallurgy, Rolla, Mo.		
University of Nebraska, Lincoln, Nebr.		90,000, place.
University of Nevada, Elko, Nev.	90,000	90,000, place.
New Hampshire College of Agricultural and the Mechanic Arts, Hanover, N. H.	80,000	150,000, scrip.
Rutger's Scientific School of Rutger's College, New Brunswick, N. J.	116,000	210,000, scrip.
Cornell University, Ithaca, N. Y.	602,792	990,000, scrip.
University of North Carolina, Chapel Hill, N. C.	125,000	270,000, scrip.
Ohio State University, Columbus, Ohio.	507,913	630,000, scrip.
State Agricultural College, Corvallis, Oregon.		90,000, place.
Pennsylvania State College, State College, Pa.	439,186	780,000, scrip.
Brown University, Providence, R. I.	50,000	120,000, scrip.
South Carolina Agricultural College and Mechanics' Institute, Orangeburg, S. C.		180,000, scrip.
Tennessee Agricultural College, Knoxville, Tenn.	271,875	300,000, scrip.
Agricultural and Mechanical College of Texas, College Station, Tex.	209,000	180,000, scrip.
University of Vermont and State Agricultural College, Burlington, Vt.	122,626	150,000, scrip.
Virginia Agricultural and Mechanical College, Blacksburg, Va.	190,000	} 300,000, scrip.
Hampton Normal and Agricultural Institute, Hampton, Va.	95,000	
West Virginia University, Morgantown, W. Va.	90,000	150,000, scrip.
University of Wisconsin, Madison, Wis.	244,805	240,000, place.

¹ Estimated.

² Estimated unsold, one hundred thousand, 1887.

TABLE V.—EXEMPTION OF SCHOOL PROPERTY FROM TAXATION.

The following facts relative to the taxation of school property have been collected with considerable difficulty and with great care.

The writer has examined the constitutional and statute laws of the several States, as well as many of the State reports, and has written to each State Superintendent of Public Instruction (or Secretary or Commissioner of Education), who, in reply, has given the actual practice in his own State. In the majority of cases the State Constitutions grant to the Legislatures power to enact laws for the exemption of

school property from taxation, but in a few instances the Constitutions are imperative, leaving the Legislatures no choice in the matter.

The Legislatures have frequently failed to exercise to the full extent the powers granted them and have not followed constitutional provisions with legislative enactment. In the past, legislation has been highly favorable to non-State schools, and the present general policy, so far as it may be stated, is to exempt from taxation all property used exclusively for school purposes and not held for gain, and to tax all property owned by private or sectarian institutions of learning and held as a productive investment; that is, to tax productive and to exempt unproductive non-State school property.

There are some notable exceptions to this general rule, and the variety of statute laws and their respective interpretation render the practice in respect to the extent of exemption widely diverse in the several States. For instance, Rhode Island and Providence Plantations granted, in the charter of Brown University, "That the college estate, the estates, persons, and families of the president and professors, for the time being, lying and being within the colony, with the persons of the tutors and students during their residence at the college, shall be freed and exempted from all taxes, serving on juries, and menial services. And the persons aforesaid shall be exempted from bearing arms, impresses, and military services, except in case of an invasion." In 1863, it was enacted "That the estates, persons, and families of the president and professors, for the time being, and of their successors in office, shall not hereafter be freed and exempted from taxes for more than the amount of ten thousand dollars for each of such officers, his estate, person, and family included." But the law still exempts all property of every description belonging to the university. The general statute of Rhode Island pertaining to this subject exempts buildings and grounds occupied for educational purposes, the amount of ground so exempted being limited to one acre.

It may be stated, however, that the property of the East Greenwich Academy is not taxed; and that the large property of the Friends School at Providence was free from taxation prior to 1878, but since that time it has been taxed about three thousand dollars yearly.

In Vermont "real and personal estate granted, sequestered, or used for public, pious, or charitable uses" are exempt from taxation.

The lands set apart for the maintenance of the University of Vermont are leased for the support of the university. They are now and always have been exempt from taxation.

Up to the year 1888 all property of educational institutions in Maine was exempt from taxation, but the Legislature has recently enacted a law which provides that real property, when held as an investment, is taxable in the municipality where it is situated; but the State rebates to the institution whose property is so taxed the amount of the tax, not to exceed one thousand five hundred dollars to any one institution.

A policy similar to that pursued in Maine obtains in Connecticut under the present statute law. The three prominent institutions of learning, Yale and Wesleyan Universities and Trinity College, have productive property exempted, extending in each case to an amount sufficient to yield an income of six thousand dollars per annum.

In the State of Tennessee the law exempts all property of every description managed by a board of trustees and used for school purposes.

This law has been recently tested in the Supreme Court, in which it was found that a tract of land partly occupied for school purposes, but used mostly as a productive investment for the support of the institution, is exempted from taxation.

Kentucky exempts "real estate and investments" devoted to the support of universities, colleges, and seminaries of learning.

The Constitution of Kansas expressly declares that property used for educational purposes shall be exempted from taxation, but the exemption applies to property only in actual use for educational purposes, and hence, as the interpretation shows, unimproved real estate held with a view to future educational use is not freed from taxation.

Illinois reverses the policy and exempts land owned by an institution not in use, but held with a view to future use.

Again, we find that professors' houses are not taxed in New Jersey, and that the same policy prevails in Iowa when the said houses are the property of an acknowledged educational institution.

In Louisiana the law is very explicit in exempting school property and its income from taxation.

Virginia exempts real estate and personal property from taxation, when they or their proceeds are used exclusively for the purposes of education.

Sufficient examples have been given to illustrate the variety and scope of the policies in the different States respecting the exemption of unproductive school property from taxation.

The following table will represent a more complete and exact classification of the provisions of constitutional and statute laws.

Constitutional provisions for the exemption of educational property from taxation.¹

(1) Public school-houses are exempted in the following six States: California, Colorado, Ohio,² Louisiana, and South Carolina.

(2) School buildings and apparatus are exempted in the following five States: Arkansas, Georgia,² Louisiana, South Carolina, and Texas.

(3) Library and grounds used for school purposes are exempted in the following five States: Arkansas, Colorado, Georgia,² Louisiana, and South Carolina.

¹ Stimson—American Statute Law, sec. 332. (1886.)

² In these States the Constitution provides, in each case mentioned, that the property referred to "may" be exempted from taxation; in other States the declaration is imperative.

(4) Academies are exempted from taxation in Georgia,¹ Minnesota, and South Carolina.

(5) Colleges, universities, and seminaries of learning are exempted in Georgia,¹ Minnesota, Louisiana, and South Carolina.

(6) Any public property held for educational purposes is exempted in the following thirteen States: Alabama,¹ Florida,¹ Illinois,¹ Indiana,¹ Kansas, Nebraska,¹ Nevada,¹ North Carolina,¹ Oregon,¹ South Carolina,¹ Tennessee,¹ Virginia,¹ and West Virginia.

(7) Property used for scientific purposes is exempted from taxation in the following States: Florida,¹ Indiana,¹ Kansas,¹ Nevada,¹ North Carolina,¹ Oregon,¹ South Carolina, and West Virginia.¹

(8) Property used for literary purposes is exempted in all of the States named in the last (7th) paragraph.

Provisions by statute laws for the exemption of educational property from taxation.

(1) Productive property, or such as is held as an investment for the support of non-State schools, is exempt from taxation in the following States: Connecticut, Indiana, Kentucky, Louisiana, Maine, Minnesota, Mississippi, Nebraska, North Carolina, Oregon, Rhode Island, Tennessee, Vermont, Virginia.

(2) Unproductive property, or such as is invested in buildings, grounds, libraries, apparatus, etc., used and occupied exclusively for educational purposes by non-State schools, is exempt from taxation in the following States: Alabama, Arkansas, Colorado, Dakota, Delaware, Florida, Georgia, Illinois, Iowa, Kansas, Maryland, Massachusetts, Michigan, Missouri, Montana, Nevada, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, South Carolina, Texas, Washington, West Virginia, Wisconsin.

(3) State in which all school property not belonging to State institutions is taxed: California.

¹ In these States the Constitution provides, in each case mentioned, that the property referred to "may" be exempted from taxation; in other States the declaration is imperative.