HISTORICAL DEVELOPMENT OF THE EQUALIZATION FUND IN TEXAS

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HISTORICAL DEVELOPMENT OF THE EQUALIZATION FUND IN TEXAS

THESIS

Presented to the Faculty of the Graduate
Division of the Texas Technological
College in Partial Fulfillment
of the Requirements
for the Degree of

MASTER OF EDUCATION

By

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Lakeview, Texas

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CHAPTER I

INTRODUCTION

Assistance in the improvement of educational facilities is a recognized responsibility of the state. Money appropriated to equalize the opportunities of the weaker rural districts which are not able to maintain suitable schools upon their own available resources is an equalization fund. Texas has attempted to assist rural schools in a special way since 1915. The unsettled status of the Equalization Fund has caused much discussion by educators, patrons, and legislators.

Statement of Problem. The purpose of this study is to trace the historical development of the Equalization Fund in Texas. An analysis of (1) the provisions, aims, and requirements, and (2) the amount of aid granted and the scope each year that the material is available on the different types of aid during their years of existence will be made as listed below:

(1) Salary Aid, 1915 to the present;

(2) Transportation Aid, 1919 to the present;

(3) Library Aid, 1921-23, 1933-35;

(4) Consolidation Aid, 1923-33;

(5) Industrial Aid, 1923-37;

(6) High School Tuition Aid, 1925 to the present;

(7) Tax Supplement and Per Capita Aids, 1929-37.

Value of the Study. The policy of granting special aid to rural schools which are financially weak has been a part of Texas school history for twenty-four years. Despite this fact, a history of this type has not been written. Burl Bryant of Wichita Falls, former director of Equalization, has written several articles that have appeared in The Texas Outlook on "The Distribution of Rural Aid". During the year 1937-38 190 of the counties in Texas received some type of aid for schools. Since this policy affects in some measure a portion of the population within such a large percentage of the counties it was thought that the study was worthwhile. A view of the provisions of the past laws might be of value in suggesting changes for more efficient laws for the future.

Definition of Terms. In this study the terms used will have the meaning as defined below.

(1) Equalization Fund. Equalization Fund is an appropriation made by the State Legislature every two years since 1915 from the State General-Revenue Fund whose chief source of revenue is derived from the proceeds of the general property tax. The money

thus appropriated is called the Equalization Fund becaus its purpose it to equalize the opportunities of the weaker rural districts which are not able to maintain suitable schools upon their own available resources.

(2) Salary Aid. Funds granted from the Equalization Fund for the payment of teachers' salaries in schools qualifying for aid according to the provisions of the Equalization Laws.

(3) Industrial Aid. Schools that provided for proper instruction and demonstration in farm mechanics, elementary agriculture, and home economics, according to plans furnished and approved by the State Department of Education, were granted aid from the appropriation of the Equalization Fund.

(4) Transportation Aid. Schools transporting pupils in accordance with the provisions set forth in the Equalization Laws were allowed payment for the transportation.

(5) Consolidation Aid. For each rural school consolidation effected between 1927-?? in accordance with Equalization Laws was granted a bonus for the formation of larger school units.

(6) Library Aid. Funds granted for purchasing books and magazines for school libraries.

(7) High School Tuition. Students living in school districts which do not have an accredited high school are permitted to attend the most convenient

high school, and the tuition will be paid by the state.

(8) Per Capita Aid. Small high schools were granted additional aid equal to the State per capita apportionment if they were eligible under the provisions of the Equalization Laws.

(9) Tax Supplement Aid. Poor districts were permitted to receive aid to supplement their local taxes. This was in addition to the other purposes for which a district could receive aid.

(10) Classification of Schools. Classification depends upon the physical conditions under which school work is done. High schools are classified as high schools of the first class, or four year high schools, high schools of the second class, or three year high schools, and high schools of the third class, or two year high schools, according to the number of units of work effectively taught and the physical standards maintained.

(11) Accredited or Affiliated. Accredited or affiliated school is classified, and the teaching is in accordance to the standards and requirements of the State Department of Education.

(12) Partially Accredited or Affiliated. Schools that have been classified and have a few units of credit, but not sufficient in number to meet the minimum requirements for schools with its rank of classification.

(13) Standardization. Rural schools that meet the standards and requirements set up by the State Department of Education are called standardized schools.

Sources of Information. The information for this study was taken from the biennial reports of the State Department of Education and the State Board of Education. The complete text of all the Equalization Laws passed was obtained from the General and Special Laws of the State of Texas passed by the Legislature. Current magazines and bulletins from the State Department of Education have given interpretations and criticisms of the Equalization Laws.

Limitations of Study. It was impossible to obtain complete information for the compiling of the tables of expenditures that are presented. The biennial reports of the State Department of Education have varied in the type of information and reports printed. For instance, in reporting on transportation, one biennial report gave the number of children transported by all the school buses in the state, and another biennial report gave only the number of children transported who received transportation aid. Some of the reports gave salary schedules for teachers; other reports omitted this information. A complete record of all the work of the Equalization Division has not been compiled and kept. That which was preserved has not always been systematic and consistent.

It was difficult at times to show comparisons due to the changes in methods of keeping records.

CHAPTER II

ORIGIN AND PURPOSE OF EQUALIZATION FUND

Purpose of Chapter. It is the purpose of this chapter to reveal the conditions of schools in Texas prior to 1915 which led to the enactment of the first Equalization Law. The aim of these laws is to give special aid to rural schools to balance in a measure the special opportunities which the city school enjoys through more fortunate conditions.

Education a Function of the State. Education along with a number of other governmental functions was left by the framers of our Federal Constitution to the individual States. Accordingly, education is defined in each of the forty-eight State Constitutions as a function of the state government. The Constitutional Convention of 1875, in Section 1, Article VII, of the State Constitution of Texas, set forth the fact that our system of public education is a State system and not a local system.[1]

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[1] The Twenty-Third Biennial Report of the State Department of Education (Austin, Texas: State Department of Education, 1922-24), p. 9.

There can not be any doubt concerning the basic conception upon which the constitutional provisions relating to education rest. The founders of our State government knew that it would not be safe to let children grow up without education. They held the opinion that if we were to enjoy our liberties and freedom we must first understand them, and they were convinced that this understanding could not be left to chance. The framers of our State Constitution wisely made it the duty of lawmakers to provide for educational facilities equally for all children.[2] The Texas Legislature heeded the constitutional mandates respecting public education. Educational facilities were provided by legislative enactment in our State, and thus we find the function of education clearly and universally defined in our basic laws, legislative enactments, judicial pronouncements of State-wide interest. The state is the unit to guarantee equal educational opportunities within its boundaries.

Inequality of Per Capita Apportionment. The State Available School Fund in Texas has been apportioned on a basis of scholastic population since the adoption of the Constitution in 1876.[3] This

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[2]Timon Covert, State Provisions for Equalizing the Cost of Public Education (National Education Association Bulletin No. 4. Washington, D. C.: National Education Association, 1926), p. 2.

[3]Frederick Eby, The Development of Education in Texas (New York: The Macmillan Co., 1925), p. 237-238.

method of distributing State school money may at first seem to be fair, since the amount apportioned for each scholastic is the same, yet it does not take into account certain inequalities due to differences in cost, need, and ability to pay. These inequalities have caused many states either to adopt a different method of distributing the State school fund or to provide special funds to be used in equalizing educational opportunities.

State support of schools at so much per capita is founded on a presumption which is false--that the cost of maintaining a school is directly proportional to the number of scholastics in the district. A district with a hundred scholastics, including Mexican and Negro children, may have only fifty eligibles actually in school, while another district of one hundred scholastics may have an actual school attendance varying from ninety to 125. Again, the cost of maintaining a one-teacher school with fifteen pupils is as great as that for a similar school with twenty-five or thirty pupils. Yet the larger receives on the per capita basis nearly twice the income of the smaller district.[4]

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[4] Twenty-Fifth Biennial Report of the State Department of Education (State Department of Education Bulletin No. 251. Austin, Texas: State Department of Education, January, 1925), p. 36.

In Texas the units of support are the State and the school district. It is true that counties have small permanent school funds which were derived from lands given to the counties for educational purposes, but the amount is small in most counties. The revenue derived from the county funds is apportioned on a per capita basis, but the average county apportionment for the State will probably not exceed twenty-five cents per scholastic.

Effect of Tax Amendment. At the time our State Constitution was adopted it made no provision for the levying of local taxes for school purposes. Soon after the adoption of the Constitution, cities began to secure charters that would permit them to levy school taxes. In 1883, the Constitution was amended so that common school districts could levy a school tax of not exceeding twenty cents on the hundred dollar valuation. This limitation of twenty cents did not apply to cities and towns. When schools began to be supported largely by local taxation inequalities became very apparent.[5] A tax rate of twenty cents in a wealthy district would produce much more money per capita than the same rate would produce in a poor district. By 1900, wealth in Texas was accumulating rapidly in large centers, and it was felt

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[5]Earl Bryant, "Distribution of Rural Aid Fund," Texas Outlook, 7-8, December, 1936.

that these centers of wealth should contribute more toward the education of the State.

In 1908 the taxing amendment was altered so that only a majority of qualified property tax-paying voters of the district was necessary to carry the tax instead of the previous two-thirds majority. The limit of taxation was raised from twenty cents to fifty cents on the hundred dollars. This change removed one of the barriers to the progress of the rural schools. It was usually impossible to secure a two-thirds majority on a tax issue, partly because of the extreme conservatism of the rural population, but also because of the influence of a large percentage of absentee landlords, who cared little for the education of the children of their tenants.[6]

Comparison of Urban and Rural Districts Prior to 1915. The inequalities that existed and caused concern over the situation were inequalities in length of term, in buildings, equipment, in high school advantages, in subjects taught, and training of teachers. In 1900 the scholastic population in cities and towns was 157,681; in rural districts, 571,536. For each scholastic in the rural district $4.97 was expended for education; for each child in the towns, $8.35. The average length of term in the rural district was ninety-eight days; and in the city, 162. The

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[6]Ibid., p. 8.

value of school property in the towns was $5,046,461; and in the country, $2,648,180. The school buildings in the towns represented eight times as much investment per child as those of the rural districts. The town teachers received an average salary of $458.50; and the rural teachers, $226.82. The towns had a fair proportion of trained teachers; the country had practically none.[7]

In 1909, 9,904 schools in the rural districts had no libraries while 938 town schools had libraries. In other words, less than 10 per cent of the rural schools had any books outside of the regular texts. More than one-half million children were in those schools that had no libraries. Most of the town schools had fairly good libraries.[8]

In an address before the State Teachers' Association in 191? Mr. Bralley, State Superintendent of Public Instruction, presented the following view of the rural schools:

> Of the 8500 country schools in Texas today 6500 are one-teacher schools, 2000 of which run less than five months each year, and 300 of which run less than three months of each year; while the average term of the State at large is substantially six months. It is recognised by every body that the

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[7]Frederick Eby, op. cit., p. 216-217.

[8]Burl Bryant, "Distribution of the Rural Aid Fund," Texas Outlook, 38-40, January, 1937.

> country schools are not as efficient as the town and city schools; and it is easily apparent that the one-teacher country school as a rule, is the most inefficient and unsatisfactory of the country schools. It should also be remembered that high schools in sufficient numbers have not been established in the rural districts of the State, notwithstanding 70 per cent of the total scholastic population of Texas reside in the country. It is, therefore, evident that the country schools of Texas are not rendering to the people of the State that vitalizing, effective, and positive service which must be rendered if the country children are to acquire a common school education, and are to be prepared in the country schools for the responsibilities of life and for entrance into the institutions of higher learning.[9]

Legal Restrictions on Rural Education. It is incredible that such gross inequalities should have been permitted to grow up among a people who claimed to be democratic. But still more astonishing is the fact that these unjust discriminations against the country children had their foundation in laws and constitution of the State; they were not accidental, or due merely to the unfavorable circumstances of a pioneer people. The country people were not allowed the same freedom of judgment and action in the management of their schools that was granted to the parents and citizens of the towns. Restrictions were consciously and intentionally imposed against the free development of rural education. The cities and towns where

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[9]W. F. Doughty, State Aid for Country Schools (State Department of Education Bulletin No. 67. Austin, Texas: State Department of Education, 1917), p. 33-37.

wealth was concentrated were limited in voting taxes to fifty cents on the hundred dollar valuation; the country districts to twenty cents. The towns were able to extend the school term nine months or longer; the rural districts were unable to do this. The towns were privileged to vote a bonded indebtedness for the erection of the necessary school buildings, and the bonds might be paid in five, ten, twenty, or forty years. No such privilege was accorded to the country people, who were forced to provide the school buildings out of their private means in case they desired them.[10]

Duty of Agricultural State to Rural Child.

Texas is an agricultural state, so the problem of keeping workers on the farm is a business and an economic problem.

Men able to leave the farm will not remain where they can not educate their children. Texas had to take good schools to the country if agriculture was not to suffer disaster. A large portion of labor used in producing the agricultural wealth of the state is that supplied by the country boys and girls within the scholastic age. The average country child, like the average city child, is a wealth producer for the state. The state in justice ought to provide

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[10] Frederick Eby, op. cit., p. 217.

as much opportunity even if it costs more through state support for the education of the country child than the city child. Special aid by the State for small schools is a just provision to balance in a measure the special opportunities which the child enjoys not by special intent of his State but through more fortunate conditions. Moreover, since all country districts contribute to the building up of the towns and cities, it is just that they in turn should aid in rural development by assisting in providing for rural schools.[11]

Recognition of Equalization Principle. The first step toward a special equalization was made by the provision of the Constitutional Amendment of 1883. This amendment provided that if deficits in school funds occurred to such an extent that efficient school systems could not be maintained, appropriations from the general funds of the state could be made by the Legislature. Sentiment for state support by way of appropriations from the public treasury was created, and Texas was definitely committed to the principle of State taxation for the support of the public schools.[12]

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[11]Annie Webb Blanton, Handbook of Information (State Department of Education Bulletin No. 157. Austin, Texas: State Department of Education), p. 36.

[12]J. C. McElhannon, "Analysis of Financial Legislation for Public Education in Texas," Texas Outlook, 56-57, September, 1926.

The principles underlying an equalization fund for needy schools were recognized by State Superintendent J. M. Carlisle for the school year 1897-98:

> The fundamental proposition upon which a public school system is based is that all the property of the state is pledged to the support of schools for all the children of the state. If the state is to be made better through its schools, good schools must be provided for all of its children. The Constitution does not mean that the school taxes collected in the centers of wealth shall all be used exclusively for the education of the children living in those centers. Neither does it mean that a poverty stricken section of the state, where there are many children, shall be charged with the entire responsibility and burden of providing schools for all the children residing therein. The rich sections should help to support schools for the child of the poor man. The burden of the support of the schools does not fall upon the locality or upon the individual; it falls upon the property of the state without regard to its location or the person owning it.[15]

Attention was focused especially upon the rural school situation, which in spite of much discussion remained backward. The need for State-wide equalization of public school costs was felt long before the enactment of the first Rural Aid Law.

It was not until 1915 that legislation was enacted to even out the educational inequalities. In that year the Thirty-fourth Legislature realized the importance and need of an adequate system of rural schools and began the policy of granting to rural

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[15]Annie Webb Blanton, Report of Education in Texas (State Department of Education Bulletin No. 133. Austin, Texas: State Department of Education, 1919-21), p. 15.

schools special aid by appropriating one million dollars for the biennium 1915-17. These grants were based on two ideas, that of equalizing school advantages for all children of the State, and of inspiring rural school districts to make efforts of self improvement. During each legislative year since the first grant was made there has been agitated the question of the continuation of these special appropriations to rural schools.[14] W. F. Doughty, who was appointed State Superintendent by Governor Colquitt in 1912 and served until 1919, was high in his praise of the results of the first Rural Aid Law. "This appropriation has proved one of the wisest investments of public revenue that the state has ever made."[15] The first Rural Aid appropriation met with such approval that each succeeding Legislature at its regular session has passed an appropriation bill for similar and increasing purposes. The appropriations for the different bienniums have been as follows:

1915-17	$ 1,000,000
1917-19	2,000,000
1919-21	4,000,000
1921-23	3,000,000

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[14] W. F. Doughty, op. cit., p. 9-11.

[15] Loc. cit.

1923-25	$5,000,000
1925-27	5,000,000
1927-29	3,200,000
1929-31	5,000,000
1931-33	5,000,000
1933-35	6,000,000
1935-37	10,000,000
1937-39	11,000,000
Supplementary Appropriations	4,770,000
Total	$59,970,000

Summary. The State does not owe equal money to each child, but it does owe equal educational opportunity and per capita apportionment of the State Available School Fund does not afford equal opportunity. The constitutional basis for the support of public schools permitted the existence and growth of inequalities in the rural and urban schools. Texas as an agricultural state realized its duty to the rural child, since he is a potential wealth producer for his State, and his educational opportunities were unjustly limited. As early as 1897 State Superintendent J. M. Carlisle recognized the underlying principle of equalization. State Superintendent Bralley revealed that the rural children of the State had very undesirable educational facilities. Public opinion was gradually aroused until in 1915 the State Legislature made an attempt to balance the inequalities in the rural and urban sections by granting special aid to the rural schools.

CHAPTER III

DISTRIBUTION OF AID

Purpose of Chapter. It is the purpose of this chapter to give the methods of application and distribution of aid.

Since the passage of the first Equalization Law in 1915 efforts were made to distribute this fund in such an equitable manner that most aid would be given where most was needed, without at the same time weakening the spirit of self-reliance and local maintenance. In order to make an equitable and rapid adjustment of all applications changes were made to keep pace with the increased demands and expenditures.

Application for Aid. In compliance with the laws governing the distribution of the appropriations all applications for aid under these acts were made upon the form prescribed by the State Board of Education. Applications for Industrial, Library, and Salary Aid were on the same form. All applications for High School Tuition, Transportation, Per Capita, Tax Supplement, and Consolidation Aid were made on separate prescribed forms. These were furnished by the State

Superintendent to the county superintendents and school trustees who desired to apply for aid for their school. The applications were sent to the State Department of Education, then to the State Board of Education for approval. After approval they were returned to the State Department of Education to distribute the funds on the basis of the approved applications. If funds were insufficient to pay all claims, they were paid on a percentage basis.[1]

Before any application for Salary Aid was presented to the State Board of Education for consideration, the State Superintendent or his representative was required to go in person to the school. A thorough personal investigation of the grounds, buildings, equipment, and possibilities of each school was required before any application was approved for payment. The rendering of helpful service was the purpose of the personal visitation.[2]

Rural School Division. In 1919-20 the State Board of Education established a Rural School

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[1]General and Special Laws of Texas, Forty-third Legislature, Regular Session (Austin, Texas: State of Texas, 1933), p. 33-36.

[2]W. F. Doughty, Two Million Dollar Appropriation (State Department of Education Bulletin No. 67. Austin, Texas: State Department of Education, 1917), p. 33-36.

Division and set aside for the expense 2 per cent of the Equalization Fund. The work of this division was directed chiefly along two lines: First, to assist rural and small town schools which showed a real need for assistance in maintaining a school term of proper length, in securing building and equipment, in classifying schools, and in preparing plans and bulletins for rural school work; second, the major objective in the work of this division was to establish better understanding of the administration of schools, of the provisions of the school laws, and of the duties of the trustees.[3]

Supervision by State Deputies. The schools of Texas were given a closer contact with the State system of education when the plan of supervision was changed in 1923. The State Superintendent, Dr. L. A. Woods, sent out twenty-four Deputy State Superintendents to take to their respective districts the state's point of view concerning educational progress. These supervisors established homes in their respective districts. They work with and through school districts, superintendents, and teachers in the direction of greater efficiency in public education. The program

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[3]Annie Webb Blanton, Handbook of Information (State Department of Education Bulletin No. 157. Austin, Texas: State Department of Education), p. 54-58.

of supervision now includes: (1) standardization of unclassified schools up to and including the ninth grade with special emphasis on strengthening the weaker schools; (2) classification of schools as either two-year or four-year high schools; (3) accrediting schools which had been properly classified; (4) equalization of educational opportunities through operation of Equalization Fund; (5) promotion of needed educational programs; (6) proper emphasis for the all-round development of the pupil through such media as music, home building, industrial arts and vocational training, and other related activities.[4]

Allocation of Funds for Special Purposes. Since 1937 all funds appropriated were allocated for special purposes. During the period 1935-37 funds were allocated from the equalization appropriation for the State program for the rehabilitation of crippled children, Industrial Aid, and to match the Federal funds for Vocational Agriculture, Home Economics, Trades and Industries, and General Rehabilitation according to Federal laws governing Vocational Education.[5] The distribution of these funds was not a part of the equalization program.

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[4]Twenty-Ninth Biennial Report of the State Department of Education (State Department of Education Bulletin No. 370. Austin, Texas: State Department of Education, 1934-36), p. 24.

[5]Public School Laws of the State of Texas, Vol. II, [illegible] Austin, Texas: State Department of Education,

Summary. All applications for any type of aid were made on forms prescribed by the State Department of Education. Schools applying for Salary Aid were visited by a supervisor. The rendering of helpful service was the purpose of the personal visitation. Applications were sent to the State Department of Education, and then to the State Board of Education for approval. Those receiving approval were returned to the State Department of Education to distribute funds on the basis of the approved application. If funds were insufficient to pay all claims in full, they were paid on a percentage basis.

In 1919-20 the Rural School Division was established to administer the Equalization Fund, and give proper administration and supervision of the schools. In 1933 Dr. L. A. Woods, State Superintendent, sent out twenty-four Deputy State Superintendents to take to their respective districts the state's point of view concerning educational progress. These supervisors work with and through school districts, superintendents, and teachers in the direction of greater efficiency in public education.

From the enactment of the first Equalization Law in 1915 until 1937 all types of aid were paid on the same percentage basis. Since 1937 all funds appropriated were allocated for special purposes and the percentage paid has varied with the different types of aid.

CHAPTER IV

SALARY AID

Purpose of Chapter. All of the Equalization Laws have contained the same general standards and requirements in order for a school to be eligible for salary aid. The aim of this chapter is to present the fundamental requirements so the reader will have a conception of the standard that the State Board and the State Department of Education have maintained as the basis for this special aid.

Basis of Aid. Special grants to rural schools in Texas since 1915 have been used to supplement the State and county funds in order to enable the school to pay the teachers for at least a six month term but not more than a nine month term.[1] These grants to country schools have been based on two ideas--that of equalizing school advantages for all children of the State and of inspiring rural school districts to make efforts at self improvement.

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[1] Twenty-fifth Biennial Report of the State Department of Education (State Department of Education Bulletin No. 251. Austin, Texas: State Department of Education, January, 1925), p. 36.

Aid has been apportioned partly on the basis of the actual needs of the school and partly on the basis of its meeting certain specified requirements as to buildings, equipment, sanitary conditions, regularity of attendance, course of study, and qualifications of teachers. On the first granting of special rural aid, the conditions were easy to meet, but the requirements for subsequent grants to the same school have been increased in order that the school might make regular progress.

General Requirements for Aid. Before any school is granted Salary Aid its application must show that the available school funds are inadequate to provide suitable schools for the district, that the citizens have exhausted every legitimate means at their disposal to provide sufficient funds, and that the trustees would, if aid were extended, use the money in good faith and in accordance with the provisions of the law.[2]

All applications for State Aid are made upon the form prescribed by the State Department of Education. The State Superintendent is required to make a careful investigation of each school applying for aid before making a recommendation as to its merits and

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[2] Loc. cit.

and needs. This has been done by means of a formal blank to be used by schools applying for State Aid, through correspondence, and by personal visitation by the State Superintendent or his representative.

A school district is required to meet the following standards: (1) location on a plot of ground large enough to serve all the needs of the school, properly drained and suitable laid out; (2) suitable schoolhouse, erected in accordance with the schoolhouse building law of Texas, or meeting substantially the requirements thereof; (3) to teach the common school subjects prescribed by law; (4) necessary desks, seats, blackboards, library books, maps, globes, and other materials that were recommended by State Board and the State Department of Education; (5) teachers with satisfactory evidence of professional training to their credit.[3]

Prior to 1927 schools were required to employ a sufficient number of teachers to do acceptable school work. From 1927-27 the teacher pupil load was one teacher for pupils numbering one to thirty-five and one additional teacher for every thirty or fraction thereof. The fraction was increased to a minimum of two pupils in 1928.

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[3]W. F. Doughty, State Aid for Country Schools (State Department of Education Bulletin No. 67. Austin, Texas: State Department of Education, 1917), p. 39.

Specific requirements. The specific requirements as to number of scholastics, population of town, tax rate, length of school term, and average daily attendance are presented in Table I.

Table I indicates that the requirements were higher in 1937-39 than in 1916-17. The tax rate was raised, length of school term increased, and scholastic population was raised.

Low Standards of the Teaching Profession. A stable and qualified body of teachers is an outstanding need of Texas education. The qualifications for teaching have always remained low in spite of the fact that the necessity of training teachers was advocated from the earliest times. Many women marry and leave the profession, and the men leave to enter vocations which offer a better living. The profession is a stepping stone to other employment. The vast turnover each year would wreck any public institution. This vast turnover in the profession is a grave detriment to the schools, not to mention that it is a serious financial expense to the state. The low standards of the teaching profession in this state are due to a number of causes, among which are low salaries, low requirements for certificates, and the lack of a proper conception of what constitutes professional equipment and teaching skill on the part of the school boards which select the teachers. As

TABLE I

SPECIFIC REQUIREMENTS FOR SALARY AID

Year	Maximum scholastics	Maximum population of town	Minimum tax rate	Minimum term in months	Maximum term in months	Per cent average daily attendance
1	2	3	4	5	6	7
1915-17	200	1,000	50	6	9	75
1917-19	300	1,000	50	6	9	75
1919-21	300	1,000	50	6	9	75
1921-23	300	1,000	50	6	9	75
1923-25	400	1,000	75			*
1925-27	500	1,000	75	6	8	*
1927-29	400	1,000	75	6	9	*
1929-31	400		75	6½	9	*
1931-33	400		75	6½	9	*
1933-35	500		75	8	9	70
1935-37	500		75	8	9	65
1937-39	500	5,600	75	8	9	65

*Omitted from State statutes.

a result the profession is on a lower plane in Texas than in the United States as a whole, or in most of the contiguous states.[4]

Attempt to Raise Standard of the Profession. The most serious problem in improving the rural schools was that of obtaining trained, capable teachers for rural work. In 1921 it was realized that no better use could be made of the Rural Aid Fund than development of a qualified rural teacher corps. Therefore, the law allowed an annual increase of salary to teachers who remained in the same position provided the aid did not exceed one-half the annual increase paid by the school. Teachers receiving increase were required to attend summer school for at least two months.[5] This was an attempt to raise the standards of the teaching profession by encouraging greater permanency and the acquiring of more efficient teaching skills.

Adoption of Salary Schedule for Teachers. Prior to the enactment of the aid law by the Fortieth Legislature in 1927 the State gave aid to rural schools but did not offer to support the schools for any definite term exclusively at State and county expense.

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[4]Frederick Eby, The Development of Education in Texas (New York: The Macmillan Co., 1925), p. 804-810.

[5]General Laws of the State of Texas, Thirty-seventh Legislature, First and Second Called Sessions (Austin, Texas: State of Texas, 1921), p. 144.

During 1927-29 in each State Aid school the State made it possible for the salaries of all teachers to be paid from a county fund for six months, thereby releasing the local funds derived from maintenance tax to increase the salaries above the State salary schedule or lengthen the term at the option of the local school board. By this change of policy it became necessary for the State Board of Education to adopt a salary schedule as it would have been manifestly unbusinesslike for the State to guarantee the payment of salaries of teachers for a definite term and place no maximum limit on salaries to be contracted by the local authorities. The first salary schedule was adopted in 1927. The schedule recommended by the State Department of Education was based upon position only and was determined by averaging the salaries paid during the preceding year in similar positions in some fifteen counties located in various sections of the state.[6]

The teacher salary schedule as adopted in 1927 and schedules to 1934-35 inclusive, when schedule was changed to single salary schedule, are given in Table II.

Table II indicates that the salary of teachers for 1927-35 was determined by position. The minimum

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[6]S. M. N. Marrs, "Teacher's Salary Schedule in State Aid Schools," Texas Outlook, 13:32-33, 1929.

TABLE II

TEACHER SALARY SCHEDULE FOR SALARY AID SCHOOLS IN TEXAS FOR FOUR YEARS, 1927-28, 1929-30, 1932-33, AND 1933-34*

Schools	1927 -28	1929 -30	1932 -33	1933 -34
1	2	3	4	5
One-teacher	$ 90	$ 90	$ 85	$ 80
Two-teacher				
Principal	100	100	95	85
Assistant	80	80	80	75
Three-teacher				
Principal	115	115	110	95
Each assistant	80	80	80	75
Four-teacher				
Principal	125	125	120	100
Primary	90	90	85	85
Other assistants	80	80	80	75
Five-teacher				
Principal	135	135	130	105
Primary	100	100	90	85
Other assistants	85	85	80	75
Six-teacher				
Principal	135	140	135	110
Primary	100	100	95	85
Other assistants	85	90	85	75
Seven-teacher				
Principal	150	150	145	120
Primary	110	110	95	85
High school assistant		90	95	85
Other assistants	90	90	85	75
Above seven-teacher				
Principal	150	150	155	125
Primary	110	110	95	85
High school assistant		90	95	85
Other assistants	90	90	85	75

*Information derived from Biennial Reports of the State Department of Education, 1927-35.

salary was $75.00 paid to assistants in 1933-34. Increased compensation was given to the primary teacher and principal throughout the period. In 1929-30 the position of high school teacher was raised to the same pay level as primary teachers. The salary of the principal increased with the number of teachers. The salaries as a whole declined during the period.

Adoption of Single Salary Schedule. Perhaps the greatest single improvement in the distribution of the Equalization Fund came as a result of the adoption of the State-wide salary schedule adopted by the State Board of Education upon the recommendation of the State Superintendent in compliance with the terms of the law for schools participating in this fund. Prior to 1935 all rural aid funds had been distributed on the basis of a salary schedule which gave no credit for professional training or for experience. The new salary schedule is commonly known as a single salary schedule. Under this new type of salary schedule, the elementary teacher receives the same salary aid received by a high school teacher, and male teachers receive no more than female teachers, provided all have equal training and experience. This action on the part of the State Superintendent and the State Board of Education recognized the policy of equal pay for equal work, and as stated

above, this was a definite upward trend in the policies connected with the distribution of the Equalization Fund.[7]

An impetus to acquiring professional training and experience was given with the adoption of the single salary schedule in 1935. The basis for calculating salary schedules for classroom teachers in Texas classified, unclassified, and partially affiliated schools for 1935-39 will be given in Table III. The basis for calculating salary schedules for principals in Texas unclassified schools for 1935-39 will be given in Table IV. The basis for calculating salary schedules for principals and superintendents in Texas classified and accredited schools for 1935-39 will be given in Table V.

The same base pay for all teachers, principals, and superintendents is the basis of the single salary schedule adopted in 1935. The only variation in base pay came in types of schools in which the lowest salary is paid in unclassified schools. The difference in salary of teachers comes as a result of professional training and experience. An increase of $2.50 per month has been permitted for: (1) the third year of college training and (2) the Bachelor degree has been

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[7]Thirtieth Biennial Report of the State Department of Education (State Department of Education Bulletin No. 393. Austin, Texas: State Department of Education, December, 1938), p. 32.

TABLE III

BASIS FOR CALCULATING SALARY SCHEDULES FOR CLASSROOM TEACHERS IN TEXAS CLASSIFIED, UNCLASSIFIED, AND PARTIALLY AFFILIATED SCHOOLS FOR YEARS 1935 TO 1939*

Experience and Training	Types of Schools							
	Classified			Unclassified			Partially affiliated	
	Years			Years			Years	
	1935-36	1936-37	1937-39	1935-36	1936-37	1937-39	1935-36	1936-37
1	2	3	4	5	6	7	8	9
Base pay	$ 90	$ 90	$ 90	$ 80	$ 80	$ 85	$ 85	$ 80
Experience**	5	10	10	5	10	10	5	10
Two years college training			2.50			2.50		
Three years college training	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Bachelor's degree	2.50	2.50	2.50	2.50	2.50	2.50	2.50	2.50
Master's degree			2.50			2.50		
Standardization				5	5	5		
Number months paid	9	9	9	8	8	8	9	8½
Minimum salary	90	90	90	80	80	85	85	80
Maximum salary	100	105	110	95	100	110	95	100

*Data derived from Biennial Reports of the State Department of Education, 1935-39.

**$2.50 for five years experience, and additional $2.50 for next five years experience. In 1936-37 a $1.00 increase for each year of experience after the first year until the maximum increase of $10.00.

TABLE IV

BASIS FOR CALCULATING SALARY SCHEDULE FOR PRINCIPALS IN TEXAS UNCLASSIFIED SCHOOLS FOR YEARS 1935 TO 1939*

Experience and training	Years 1935-36	1936-37	1937-39
1	2	3	4
Base pay	$ 80	$ 80	$ 85
Experience**	5	10	10
Two years college training			2.50
Three years college training	2.50	2.50	2.50
Bachelor's degree	2.50	2.50	2.50
Master's degree	2.50	2.50	2.50
Position***	5-40	5-40	5-40
Standardization	5	5	5
Number months paid	8	8	8
Minimum salary	85	85	90
Maximum salary	135	140	150

*Data derived from Biennial Reports of the State Department of Education, 1935-39.

**$2.50 for five years experience, and additional $2.50 for next five years experience. In 1936-37 a $1.00 increase for each year of experience after the first year until the maximum increase of $10.00.

***Principal receives $5.00 per teacher not to exceed $40.00.

TABLE V

BASIS FOR CALCULATING SALARY SCHEDULE FOR PRINCIPALS AND SUPERINTENDENTS IN TEXAS CLASSIFIED AND ACCREDITED SCHOOLS FOR YEARS 1935 TO 1939*

Years	Principals and/or superintendents						
	Number of teachers in school	Base pay	Experience**	College Training			
				Two years	Three years	Bachelors degree	Master's degree
1	2	3	4	5	6	7	8
1935 to 1936	7-11	$90	$ 5.00		$2.50	$2.50	
	12-19	***$85	5.00		2.50	2.50	
	20 and over	***$90	5.00		2.50	2.50	
1936 to 1937	5-8	90	10.00		2.50	2.50	
	9-11	90	10.00		2.50	2.50	
	12-19	90	10.00		2.50	2.50	
	20 and over	90	10.00		2.50	2.50	
1937 to 1939	8-11	90	10.00	$2.50	2.50	2.50	$2.50
	12-19	90	10.00	2.50	2.50	2.50	2.50
	20 and over	90	10.00	2.50	2.50	2.50	2.50

*Data derived from Biennial Reports of the State Department of Education, 1935-39.

**$2.50 for five years experience, and additional $2.50 for next five years experience. In 1936-37 a $1.00 increase for each year of experience after the first year until the maximum increase of $10.00.

***Schools that are classified but not fully accredited base pay is $85.00 per month.

TABLE V (continued)

BASIS FOR CALCULATING SALARY SCHEDULE FOR PRINCIPALS AND SUPERINTENDENTS IN TEXAS CLASSIFIED AND ACCREDITED SCHOOLS FOR YEARS 1935 TO 1939

Years	Principal				Superintendent			
	Position	Number of months paid	Minimum salary	Maximum salary	Position	Number of months paid	Minimum salary	Maximum salary
1	9	10	11	12	13	14	15	16
1935 to 1936					$40	12	$130	$140
	$25	9	$115	$125	65	12	155	165
	25	9	115	125	70	12	160	170
1936 to 1937					40	10	120	145
					40	12	130	145
	25	9	115	130	65	12	155	170
	25	9	115	130	70	12	160	175
1937 to 1939	10	9	100	120	50	12	140	160
	25	9	115	135	65	12	155	175
	30	9	120	140	75	12	165	185

allowed since 1935. Since 1937 an additional increase of $2.50 per month has been permitted for (1) the second year of college training and (2) the Master's degree. An increase of $2.50 per month to be added to the monthly base pay was allowed in 1935-36 for five years of experience and an additional $2.50 for the next five years experience. Since 1936-37 a one dollar increase for each year of experience after the first year until the maximum increase of ten dollars has been allowed as compensation for experience which is added to the base pay.

Table III gives the basis of calculating the salary for classroom teachers in classified, unclassified, and partially affiliated schools for years 1935-39 with the minimum and maximum salaries. The salaries of teachers were higher in 1937-39 than in 1935-36 because increased compensation has been granted for professional training and experience.

Table IV gives the basis for calculating salaries for principals in unclassified schools for 1935-39. The principal has been given for his position compensation that varies from $5.00 per teacher under his supervision to $40.00 which is the maximum. This compensation is added to his salary as teacher.

Table V gives the basis for calculating salaries of principals and superintendents in classified and accredited schools 1935-39. The difference in salary

between principal and superintendent has been due to position. The principal's position paid $25.00 in schools with as many as twelve teachers from 1935 to 1937. Since 1935 the position of principal has paid from $10.00 for schools with as many as eight teachers to $30.00 in schools with as many as twenty teachers. The position of superintendent has paid from $40.00 in schools with as many as eight teachers to $75.00 in schools with as many as twenty teachers. The compensation for positions is added in each case to the salary as teacher.

Scope of Salary Aid. The number and index ratio of counties, schools, teachers, and pupils receiving benefits of salary aid from 1929 to 1938 are given in Table VI. The average number and index ratio of students per county, per school, and per teacher who received benefits of Salary Aid are given in Table VII. The average amount of Salary Aid received by each county, school, teacher, and pupil from 1928 to 1938 is given in Table VIII.

In Table VI the number of counties receiving aid had little variation. The number of schools declined noticeably since 1928, at which time there were 3,393 schools receiving Salary Aid, and 2,502 in 1938. The greatest decrease came during the period from 1928 to 1933 because the formation of larger districts was encouraged by the consolidation section of the

TABLE VI

NUMBER AND INDEX RATIO OF COUNTIES, SCHOOLS, TEACHERS, AND PUPILS RECEIVING BENEFITS OF SALARY AID IN TEXAS FOR YEARS 1928 TO 1938*

Year	Number receiving benefits			
	Counties	Schools	Teachers	Pupils
1	2	3	4	5
Number				
1928-29	197	3,393	**	315,000
1929-30	197	3,254	**	331,524
1930-31	163	3,075	**	340,936
1931-32	191	3,039	13,283	362,921
1932-33	192	3,043	**	419,693
1933-34	204	2,827	13,318	402,809
1934-35	187	2,706	13,076	363,971
1935-36	189	2,469	13,499	389,312
1936-37	189	2,324	13,915	401,392
1937-38	190	2,502	17,657	483,626
Index Ratio	Per cent	Per cent	Per cent	Per cent
1928-29	100.00	100.00	**	100.00
1929-30	100.00	95.90	**	95.01
1930-31	82.74	90.62	**	108.23
1931-32	96.95	89.56	100.00	115.21
1932-33	97.46	89.68	**	133.23
1933-34	103.55	83.31	100.26	127.87
1934-35	94.92	79.75	98.44	115.54
1935-36	95.93	72.76	101.62	123.59
1936-37	95.93	68.49	104.75	127.42
1937-38	96.44	73.74	132.92	153.53

*Data derived from Biennial Reports of the State Department of Education, 1929-38.

**Omitted from Biennial Reports of the State Department of Education.

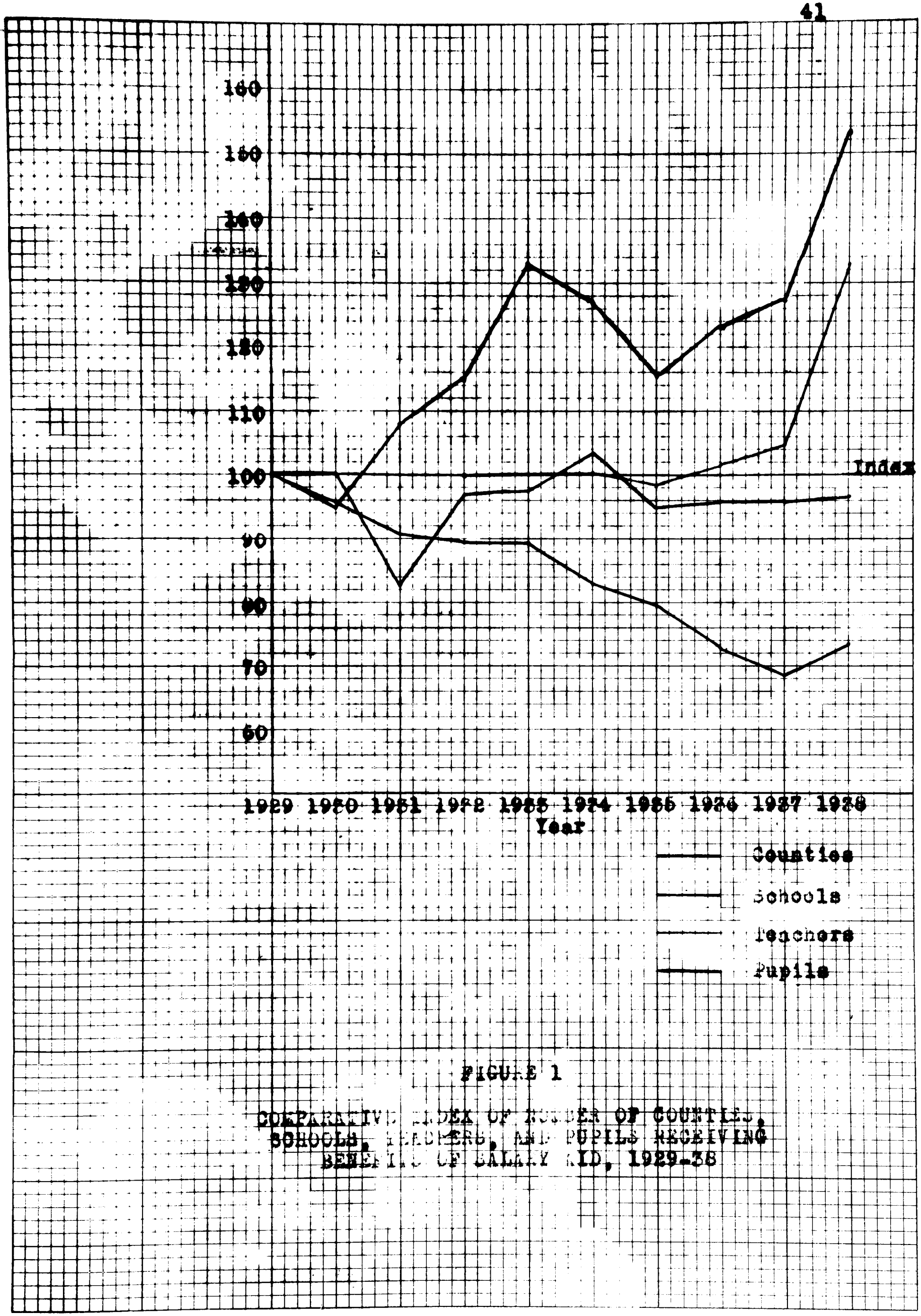

FIGURE 1

COMPARATIVE INDEX OF NUMBER OF COUNTIES, SCHOOLS, TEACHERS, AND PUPILS RECEIVING BENEFITS OF RURAL AID, 1929-38

TABLE VII

AVERAGE NUMBER AND INDEX RATIO OF STUDENTS PER COUNTY, PER SCHOOL, AND PER TEACHER IN TEXAS RECEIVING SALARY AID FOR YEARS 1928 TO 1938*

Year	Average number students per		
	County	School	Teacher
1	2	3	4
Number 1928-29	1,598.98	92.83	**
1929-30	1,682.86	101.88	**
1930-31	2,091.57	110.87	**
1931-32	1,900.10	119.42	27.32
1932-33	2,185.90	137.92	**
1933-34	1,974.55	142.48	30.24
1934-35	1,946.36	134.50	27.83
1935-36	2,059.85	157.68	28.84
1936-37	2,123.76	172.71	28.84
1937-38	2,545.40	197.29	27.39
Index Ratio 1928-29	Per cent 100.00	Per cent 100.00	Per cent **
1929-30	105.24	109.74	**
1930-31	130.80	119.42	**
1931-32	118.83	128.64	100.00
1932-33	136.70	148.57	**
1933-34	127.46	153.48	111.01
1934-35	121.72	144.88	101.86
1935-36	128.82	169.85	105.56
1936-37	132.81	186.04	105.56
1937-38	159.18	208.21	100.25

*Data derived from Biennial Reports of the State Department of Education, 1928-38.

**Omitted from Biennial Reports of the State Department of Education.

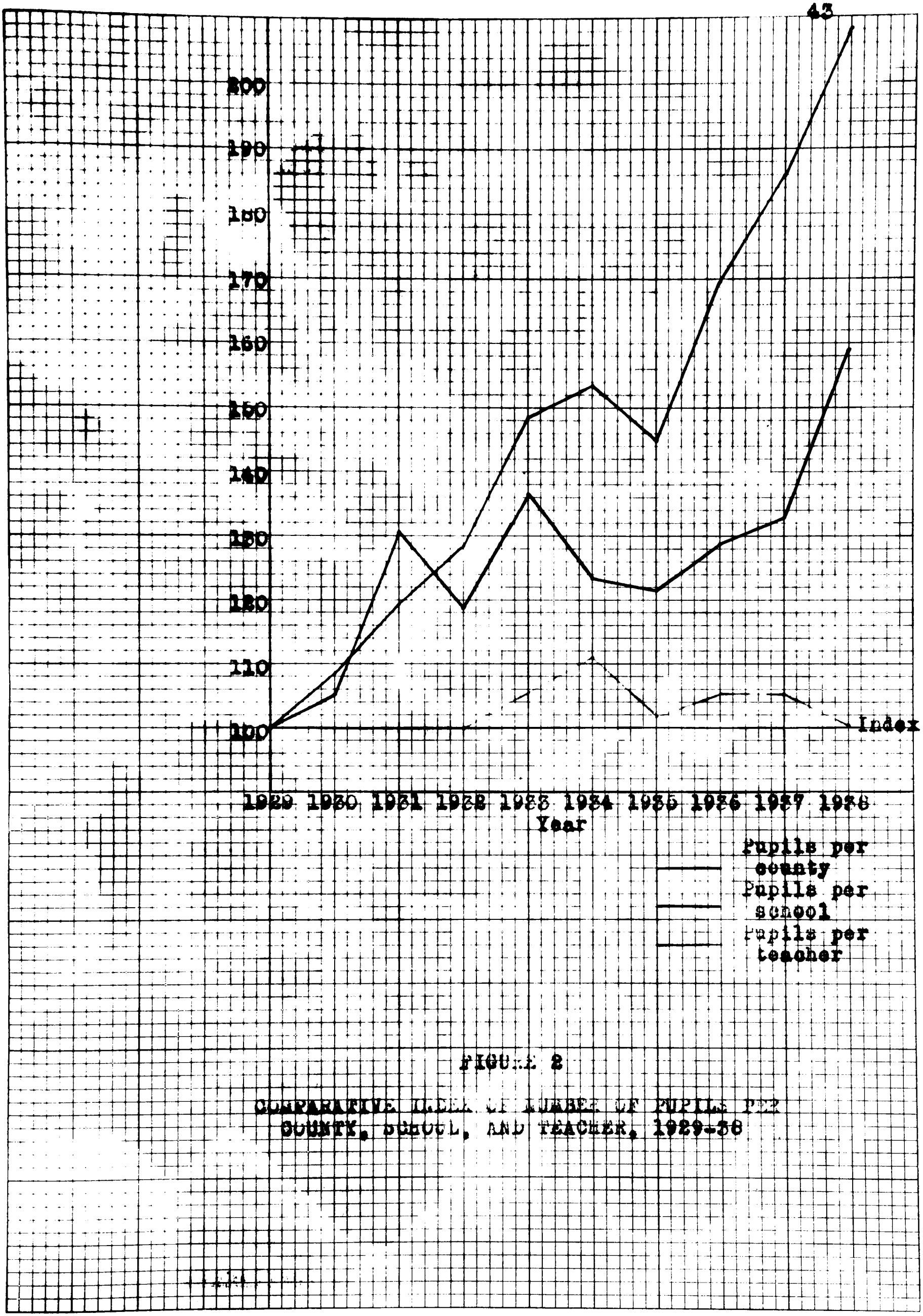

FIGURE 2

COMPARATIVE TREND OF NUMBER OF PUPILS PER COUNTY, SCHOOL, AND TEACHER, 1929-38

TABLE VIII

AVERAGE AMOUNT AND INDEX RATIO OF SALARY AID RECEIVED PER COUNTY, PER SCHOOL, AND PER TEACHER IN TEXAS FOR YEARS 1928 TO 1938*

Year	Average cost per			
	County	School	Teacher	Student
1	2	3	4	5
Costs				
1928-29	$ 8,043.56	$ 467.01	**	$5.03
1929-30	7,465.77	451.98	**	4.43
1930-31	10,696.46	566.99	**	5.11
1931-32	9,001.61	565.74	$129.43	4.73
1932-33	9,673.20	610.33	**	4.42
1933-34	6,913.35	496.87	105.89	3.50
1934-35	7,694.84	525.53	108.75	3.90
1935-36	10,560.40	808.39	147.85	5.12
1936-37	13,165.27	1,070.67	178.81	6.19
1937-38	11,185.90	849.44	120.36	4.39
Index Ratio	Per cent	Per cent	Per cent	Per cent
1928-29	100.00	100.00	**	100.00
1929-30	92.81	96.78	**	88.07
1930-31	132.98	121.40	**	101.59
1931-32	111.91	121.14	100.00	94.03
1932-33	120.26	130.68	**	87.87
1933-34	85.94	106.82	81.81	69.58
1934-35	94.54	112.53	84.02	77.53
1935-36	131.33	173.09	114.23	101.78
1936-37	163.67	229.26	138.81	123.06
1937-38	139.06	181.88	92.99	87.37

*Data derived from Biennial Reports of the State Department of Education, 1928-38.

**Omitted from Biennial Reports of the State Department of Education.

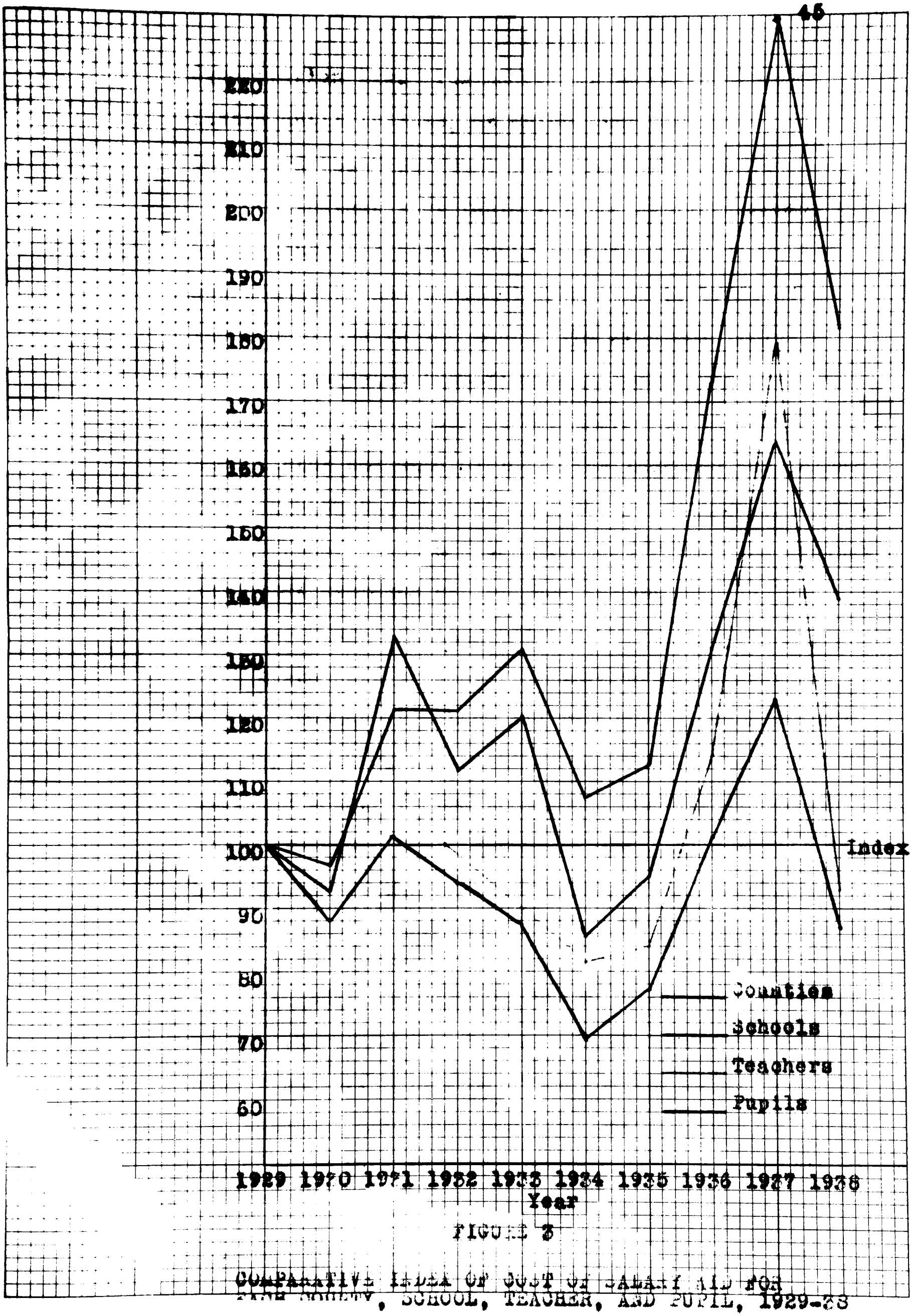

FIGURE 3

COMPARATIVE INDEX OF COST OF SALARIES FOR COUNTY, SCHOOL, TEACHER, AND PUPIL, 1929-38

Equalization law. The number of teachers changed little until 1937-38, at which time the number had increased 55.53 per cent over that of 1928-29.

As indicated by Table VII the average number of students for each county receiving aid increased approximately one thousand from 1928 to 1938, or an increase of 59.18 per cent. The greatest increase came in the years 1930-31 and 1937-38. The average number of students per school increased 108.21 per cent during the same period. The increase was rather gradual with the exception of the years 1932-33, 1935-36, and 1937-38, which had the greatest gain. The average number of students per teacher varied very little with the ranges falling between 27.32 to 30.24.

Table VIII presents the information regarding average amount of Salary Aid received by each county, school, teacher, and pupil for 1928-38. The average cost per county varied from approximately $7,000.00 to $12,000.00. The adoption of the single salary in 1935 increased the cost per county, per school, per teacher, and per student.

Summary. Salary Aid, which is the major portion of the appropriation for the aid of rural schools, has been a part of this fund since its beginning in 1915. Requirements have been made for participation in the benefits of this fund and these have been gradually raised so that progress of the school may be assured.

The physical requirements were described, and requirements as to tax rate, length of term, size of town, amount of aid, and average daily attendance are presented in table form. Since the teacher is the most important factor in the success of a school, attempts have been made to increase the efficiency and salaries of rural teachers. Enough funds were granted to rural schools to enable them to have a term of from six to nine months. In 1927 schedules for salaries of teachers in rural schools were formed in an effort to guarantee to the rural teacher a living wage. An improvement was made when the single salary schedule was adopted in 1935 to give equal pay for equal professional training, experience, and work. Salary Aid was granted to weaker schools in order to lengthen the term, pay better salaries, and secure stronger teachers.

CHAPTER V

TRANSPORTATION AID

Purpose of Chapter. It is the purpose of this chapter to trace the development of the transportation provision in the program of Equalization from its beginning in 1919 to 1939.

Problem of Transportation. One of the difficult problems of the rural schools was that of transportation. In hundreds of the districts of Texas there were children who lived at such distances from the schoolhouse that it was impossible for them to walk, and in many instances their parents were unable to provide transportation. As an inevitable result, the education of these children was almost entirely neglected. If children were to go to school, transportation of some kind had to be provided by their parents or by public funds.[1]

When the State started to assist the schools in rural sections the patrons in these sections were

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[1] S. M. N. Marrs, Transportation Costs and Problems in Texas Rural Schools (State Department of Education Bulletin No. 205. Austin, Texas: State Department of Education, June, 1926), p. 3.

aroused to the need of improving their schools. This led in many cases to the idea of consolidating two or more school districts to form larger and more efficient units. In striving to provide a good school for every boy and girl the problem of transportation became acute because of increased distances, in many instances, between home and school due to consolidation.[2]

Provision for Transportation to Consolidated Schools. During the period 1919 to 193? transportation was used as a means of encouraging the formation of consolidations. The Equalization Law for the biennium 1919-21 contained a provision that one-half the cost of transporting children from their homes to school would be paid by the State out of the Equalization Fund if the children attended consolidated schools.[3]

Restrictions on Expenditure. The increasing cost and demands for transportation made it necessary for the Legislature to place some restrictions on expenditure. Beginning in 1921 schools of not more than five hundred scholastics could qualify for transportation aid. The purpose of this provision was to restrict this aid to rural schools.[4]

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[2]Twenty-ninth Biennial Report of the State Department of Education (State Department of Education Bulletin No. 1. Austin, Texas: State Department of Education, January, 1937), p. 53.

[3]Loc. cit.

[4]General Laws of Texas, Thirty-seventh Legislature, First and Second Called Sessions, (Austin, Texas: [illegible] 1921), p. 144.

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In order to assist a greater number of schools it was necessary to reduce the cost of transportation. The legislature in 1926-27 agreed to pay one-half the cost of transportation, but this amount was not to exceed five hundred dollars for each bus operated.[5] Further restrictions in transportation expenditures were imposed for the next four years. The maximum amount allowed for one-half the cost of operating each school bus was three hundred dollars.[6]

The most stringent restriction on transportation came in 1927-29. The Equalization Law allowed transportation aid only to those consolidations formed during the period 1925-27.[7] The provision for the Transportation Aid in 1929-31 was liberalized to the extent that aid was promised to consolidations formed during 1922-29. The Legislature realized that new consolidations were in greater need of aid than the consolidations formed in the earlier period, which had been the recipients of Transportation Aid since their formation.

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[5]General Laws of State of Texas, Thirty-ninth Legislature, Regular Session (Austin, Texas: State of Texas), p. 295.

[6]General and Special Laws of Texas, Fortieth Legislature, First Called Session (Austin, Texas: State of Texas, 1927), p. 109.

[7]General Laws of Texas, Forty-first Legislature, Second and Third Called Sessions (Austin, Texas: State of Texas, 1929), p. 256.

Requirements. School districts were given an incentive to make self improvement in the law for 1931-33. All districts that received Transportation Aid were required to levy and collect annually a tax of not less than seventy-five cents on the hundred dollar valuation for school purposes. This, in addition to encouraging districts to bear their burden, reduced the expense of the State. A further inducement to consolidation was given in the requirements for aid when a district was required to have an excess of forty-eight square miles of territory. If requirements were met, the State paid to the district one-half the cost of transportation for each bus operated, which was not to exceed four hundred dollars.

County System of Transportation. Since 1919 transportation had been distributed only for buses operating within consolidated districts. The Equalization Law of 1933-35 ended this period of encouraging the formation of consolidations. It was recognized that many districts desired the advantages of transportation for high school pupils but did not desire consolidation; therefore, the Legislature adopted a far-reaching policy when it authorized the county superintendents and county school boards to set up a system of transportation for the purpose of transporting high school pupils from their districts to the most convenient accredited high school. The term

"high school pupils" applied only to those high school children above the grades taught in their own home district.

The expense of this county system of transportation was to be paid out of funds provided in the Equalization Fund, but the law provided that the total expense of the transportation of high school pupils should not exceed two dollars per pupil per month. The law gave the right to local school districts to make arrangements with the county school board for the transportation of grade pupils, but the expense could not exceed one dollar per pupil per month. If the district contained one hundred square miles or more it was entitled to receive two dollars per pupil per month. This money was granted only to pupils who lived at least two and a half miles from school. When transportation was impractical for school buses, aid was paid for privately owned buses and cars if approved by Equalization Directors.[8]

Scope of Aid. The number and average cost per county with index ratio for Transportation Aid in Texas for years 1928 to 1938 is given in Table IX.

Table IX indicates the number of counties receiving transportation aid increased steadily from

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[8]General Laws of Texas, Forty-third Legislature, Regular Session (Austin, Texas: State of Texas, 1933), p. 680.

TABLE IX

NUMBER AND AVERAGE COST PER COUNTY WITH INDEX RATIO FOR TRANSPORTATION AID IN TEXAS FOR YEARS 1928 TO 1938*

Year	Number counties	Average cost per county
Number		
1928-29	59	$1,192.50
1929-30	93	1,599.83
1930-31	104	2,277.50
1931-32	107	1,768.67
1932-33	150	3,287.76
1933-34	206	4,187.81
1934-35	198	4,245.75
1935-36	199	7,139.56
1936-37	198	8,910.41
1937-38	197	8,789.84
Index ratio	Per cent	Per cent
1928-29	100.00	100.00
1929-30	157.62	134.15
1930-31	176.27	190.98
1931-32	181.75	114.75
1932-33	254.23	275.70
1933-34	349.15	351.17
1934-35	335.59	356.07
1935-36	337.28	598.70
1936-37	335.59	747.20
1937-38	333.89	737.09

*Data derived from Biennial Reports of the State Department of Education, 1928-38.

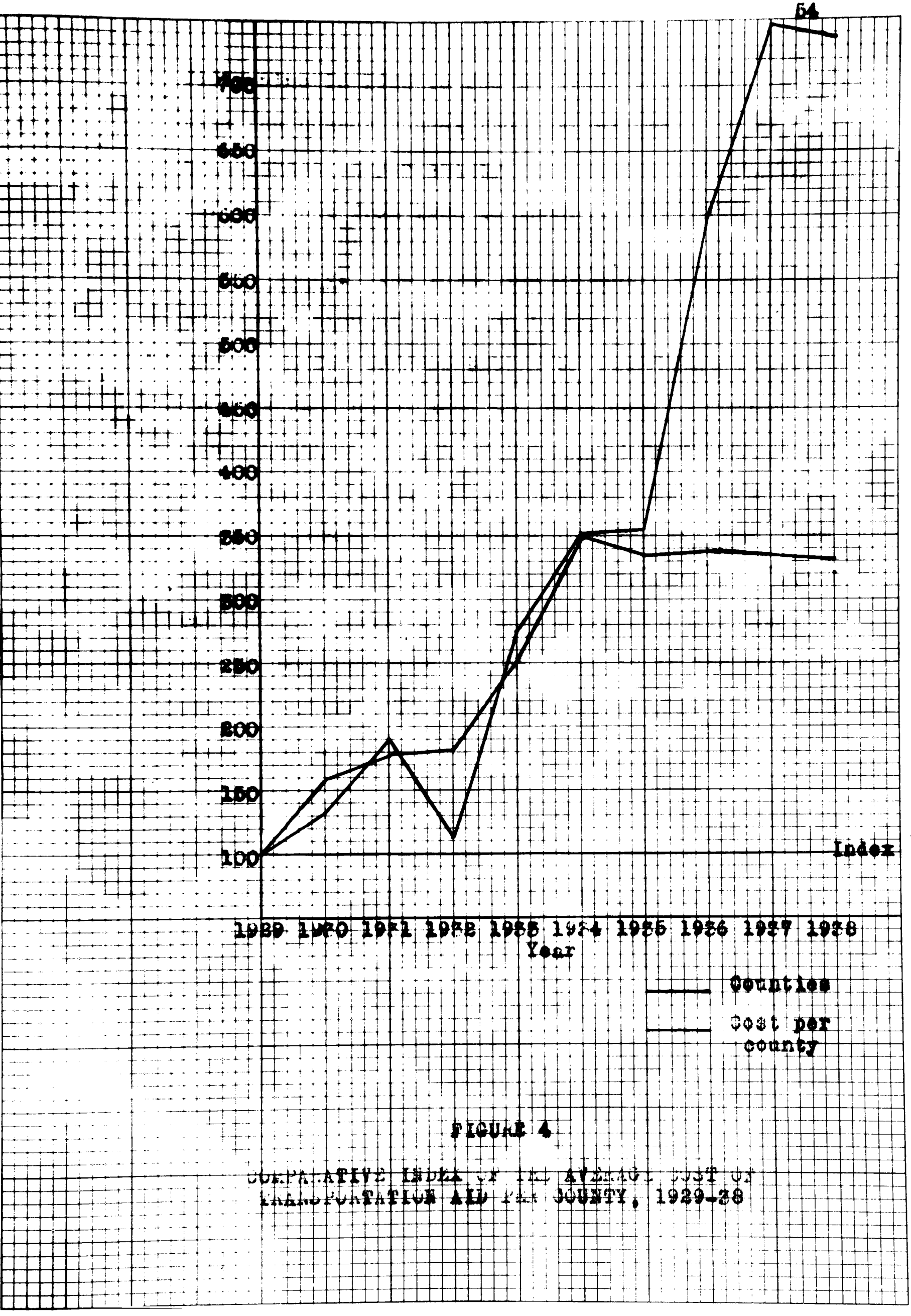

FIGURE 4

COMPARATIVE INDEX OF TOTAL AVERAGE COST OF TRANSPORTATION AID PER COUNTY, 1969-78

fifty-nine in 1928 to 206 in 1933, and since that time the number ranged from 197 to 199. The cost of transportation per county increased approximately 727 per cent from 1928 to 1938.

Summary. The formation of consolidations made transportation of children to school desirable. The provision for transportation to consolidated schools from 1919-33 encouraged the formation of further consolidations. In 1933 the Legislature authorized the formation of a county system of transportation. The provisions of laws since 1933 had the immediate effect of rapidly increasing the demands for transportation. By means of this transportation the accredited high schools were brought to the rural high school boy and girl who had previously not been afforded such opportunities.

CHAPTER VI

LIBRARY AID

Purpose of Chapter. It is the purpose of this chapter to show how the Equalization Fund has encouraged the purchase of library books.

Recognition of Need for Libraries. The need for library books was realized by the framers of the first Equalization Law in 1915. Among the requirements for aid was one that stated each school had to have a library of approved books valued at twenty-five dollars.[1] In order to meet this requirement schools were allowed ten dollars per teacher on the Salary Aid budget.[2]

Aid for Libraries. The stimulation of self improvement has been the objective of each Equalization Law. The first inducement for increasing the library facilities in schools eligible for aid came in 1921. If an addition either by gift or purchase of as much

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[1] W. F. Doughty, State Aid for Country Schools (State Department of Education Bulletin No. 67. Austin, Texas: State Department of Education, 1917), p. 39.

[2] Myrtle L. Tanner, Schoolman's Calendar and Guide (Department of Education Bulletin No. 248. Austin, Texas: State Department of Education, August, 1935), p. 47.

as fifty dollars worth of unused approved books were made to the library, the school was granted as means of encouragement one-half the cost of the added books out of the Equalization Fund. The grant was not to exceed two hundred dollars, and the school was required to spend the money for additional approved books. Schools which had not provided adequate facilities for the care of library books were not entitled to this aid. Information on the number of schools or counties that received this type of aid was not available, but $7,904.60 in 1921-22 and $8,456.75 in 1922-23 of the appropriation was spent for this purpose.[8]

Aid for Small Non-Aid Schools. A special type of aid was appropriated in 1923. Library Aid was granted to schools that had not previously participated in the benefits of the Equalization Fund. Ten dollars for each room was paid for the purchase of approved books provided the sum allowed was matched with a like sum from local funds. The underlying principle of aid for small schools was not violated, however, for this aid was granted only to schools of four teachers or less. During the first year $15,597 of the appropriation was spent for the purchase of

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[8] General Laws of Texas, Thirty-seventh Legislature, Regular Session (Austin, Texas: State of Texas, 1921), p. 144.

library books. The following year this amount declined to $8,586.[4]

The feature of Library Aid dropped out of the Equalization Law in 1935. The regular allotments of ten dollars per teacher for library purchases allowed on the budget of regular Salary Aid schools has been retained as a definite forward-looking policy.

Summary. Regular allotments for the purchase of library books have been allowed on the budget of Salary Aid schools since the creation of the Equalization Fund. Inducement for the purchase of additional books was offered during the following periods: (1) 1921-23 and (2) 1933-35.

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[4]General Laws of Texas, Forty-third Legislature, Regular Session (Austin, Texas: State of Texas, 1933), p. 631.

CHAPTER VII

CONSOLIDATION AID

Purpose of Chapter. It is the purpose of this chapter to reveal that the distribution of the Equalization Fund has been responsible for the three periods of growth in the consolidation movement.

Formation of First Consolidations. There have been three distinct periods in the history of education in which consolidation has shown remarkable progress. The first of these periods followed the passing of the first Equalization Law. The Equalization Fund which was created in 1915 gave encouragement to self improvement of rural schools. This led in many cases to the idea of consolidating two or more school districts to form larger and more efficient units. During the next four or five years many districts of four, five, and six square miles which were really too small to maintain a building or employ even one teacher joined a neighboring district for school purposes.[1]

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[1]Myrtle L. Tanner, "Consolidation Movement in Texas Schools," The Texas Outlook, 21:50-51, October, 1931.

County High Schools Advocated. State Superintendent Annie Webb Blanton in 1922 advocated certain changes to the Thirty-eighth Legislature for the framing of the Equalization Law. In order to provide high school advantages for boys and girls in rural districts, it was desirable that Texas should build up in each county one or more strong county high schools. It was not practical nor economical to maintain a high school in each rural district. In most Texas counties it was possible by consolidation to arrange for one or more strong county high schools.[2]

Inducement to Consolidation. An impetus was given to the movement during the period 1923-27 by payment of bountiful bonuses for consolidations. A bonus of one thousand dollars was paid for each rural consolidation between two or more common school districts or between one independent and one or more common school districts. The scholastic population could not exceed five hundred. Such a consolidation was required to result in the erection of a high school building with at least four teachers or in the minimum addition of one room and one teacher to the high school, making a school of not less than four teachers.[3] The

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[2]Annie Webb Blanton, Handbook of Information (Department of Education Bulletin No. 157. Austin, Texas: State Department of Education, 1922), p. 39.

[3]General Laws of Texas, Thirty-ninth Legislature, Regular Session (Austin, Texas: State of Texas, 1925), p. 295.

bonuses were used to equip the central high schools and to make the purchase of transportation equipment possible.

The formation of larger consolidated districts was encouraged during the period 1927-31. The consolidated district had to contain at least forty-eight square miles and the scholastic population could not exceed seven hundred. Two teachers and the principal were required to do high school teaching. The bonus was reduced to five hundred dollars for each district entering the consolidation, which had to conform to the county wide plan as mapped out by the County Board of Trustees for transportation purposes. If consolidation did not include all the districts in county wide plan, three hundred dollars was given for each district, and the balance of two hundred dollars was paid when unit was completed. This change in method of payment was made in 1929.[4]

Impetus for Larger Districts. The third period of consolidation had its beginning in 1937. Larger districts wer formed during this period. Practically all of them had more than forty-eight square miles in area and many of them more than a hundred square miles. This resulted from the fact that the

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[4]General Laws of Texas, Forty-first Legislature, Second and Third Called Sessions (Austin, Texas: State of Texas, 1929), p. 60.

Equalization Law made in 1933 gave special assistance to the large districts for transportation purposes.[5]

Recognition of Larger Districts. Previous laws had encouraged consolidations without providing for a minimum value of property in the district, and as a consequence some consolidations were made where valuations were not sufficient to maintain schools. The law for 1931-33 set up minimum valuations and provided for the payment of bonuses for the establishment of two, three, and four year high schools.

One thousand dollars was granted each district entering a consolidation for formation of four year high school employing not less than three teachers, including the principal, doing high school work, if valuation was not less than seven hundred fifty thousand dollars. Six hundred dollars was granted each district entering a consolidation for a three year high school employing not less than two teachers, including the principal, doing high school work if valuation was not less than five hundred thousand dollars. Four hundred dollars was granted to each district entering consolidation for two year high school employing not less than one high school teacher if valuation was not less than three hundred thousand dollars.

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[5]Tanner, loc. cit.

The bonus authorized for each district could not exceed fifty dollars for each scholastic.

Additional district or districts annexed or consolidated with existing high school units were granted five hundred dollars for each district. Any district annexed or consolidated with high school in adjoining county was granted five hundred dollars for each original district that had not previously been granted a bonus for consolidation.[6]

Scope of Aid. The number of counties and the schools with average cost and index ratio for Consolidation Aid in Texas for years 1928 to 1933 is given in Table X.

Table X indicated the number of counties and schools that received consolidation aid for years 1928 to 1933. In 1928 twenty-five counties and forty-three schools received aid, compared to eighty-two counties and 184 schools in 1930. The amount of aid that each county and school received varied. During the years 1929 to 1932 the number of schools that consolidated was less than any other time, but the amount of aid that each received was much greater. In 1928 each school received two thousand dollars, but in 1929 only $606.06.

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[6]General Laws of Texas, Forty-second Legislature, Regular Session (Austin, Texas: State of Texas, 1931), p. 460-461.

TABLE X

NUMBER OF COUNTIES AND SCHOOLS WITH AVERAGE COST AND INDEX RATIO FOR CONSOLIDATION AID IN TEXAS FOR YEARS 1928 TO 1933*

Year	Number		Average aid per	
	Counties	Schools	County	School
1	2	3	4	5
Number 1928-29	25	43	$3,440.00	$2,000.00
1929-30	38	66	1,052.63	606.06
1930-31	82	184	1,867.31	832.17
1931-32	72	129	1,207.93	770.00
1932-33	34	49	2,563.23	1,778.57
Index ratio	Per cent	Per cent	Per cent	Per cent
1928-29	100.00	100.00	100.00	100.00
1929-30	152.00	153.48	30.59	30.30
1930-31	300.28	427.90	54.28	41.60
1931-32	288.00	300.00	78.02	38.50
1932-33	136.00	113.95	74.51	88.92

*Data derived from Biennial Reports of the State Department of Education, 1928-32.

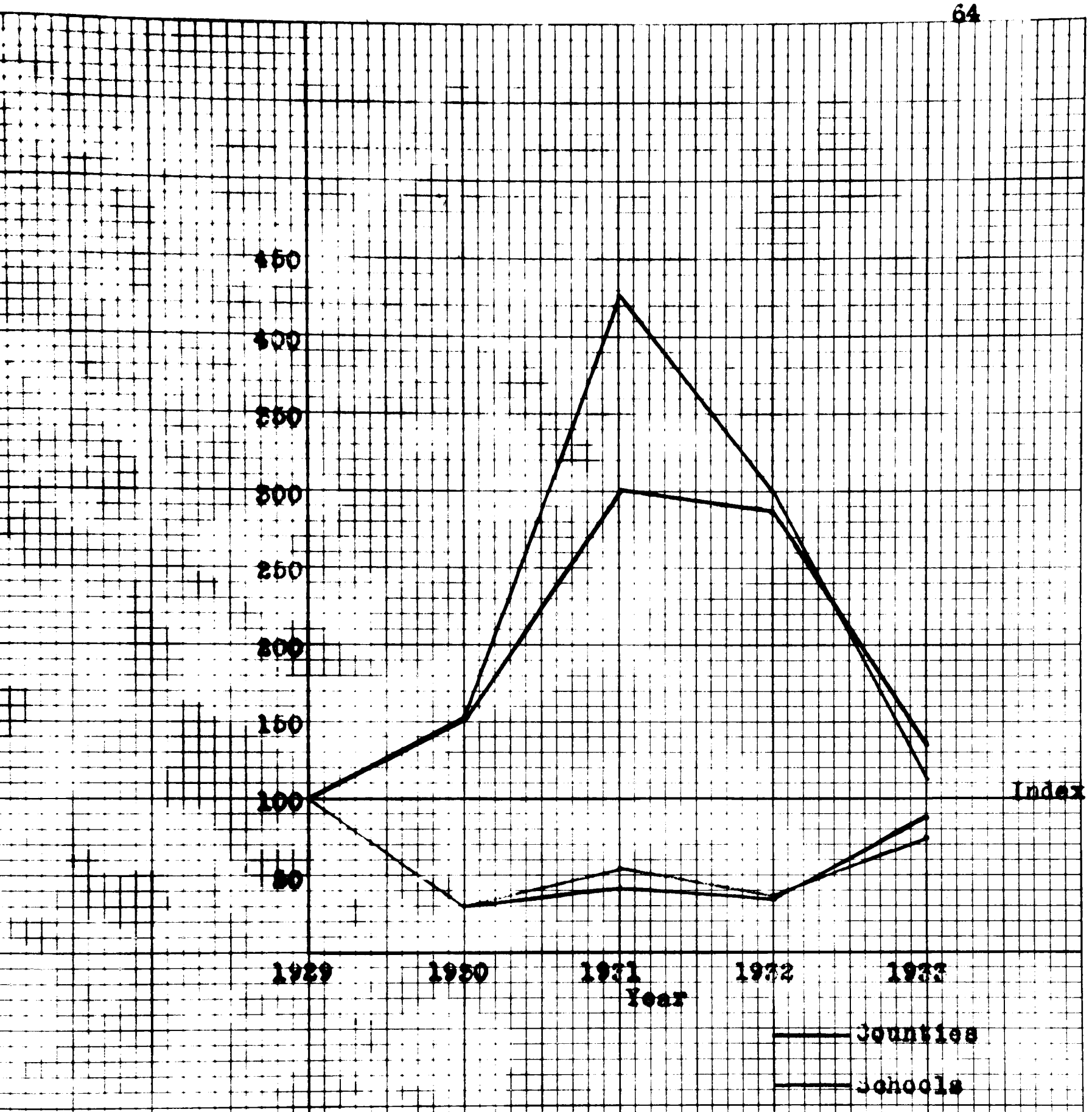

FIGURE 5

COMPARATIVE INDEX OF THE AVERAGE COST OF CONSOLIDATION AID PER COUNTY AND PER SCHOOL, 1929-33

Summary. The distribution of the Equalization Fund stimulated the growth of the consolidation movement. The most rapid period of growth came when the State granted bountiful bonuses for consolidations. The generous transportation provision in 1933 encouraged the formation of larger districts. Transportation and consolidation were each dependent upon the other.

CHAPTER VIII

INDUSTRIAL AID

Purpose of Chapter. It is the purpose of this chapter to give the rise and decline of Industrial Education as a part of the Equalization Program.

Aims of Industrial Education. The objects sought in industrial training were: (1) to acquire knowledge and skill that would arouse a lasting interest in home and farm vocations, (2) to develop a spirit of confidence and self reliance in each pupil because of tangible and praiseworthy results accomplished, and (3) to demonstrate to parents and patrons that education had immediate practical and future value. Since rural life centers about the country home and in the one great rural industry, agriculture, the legislature was urged to relate the child's in-school and out-of-school life.[1]

Aid for Purchase of Industrial Equipment. In harmony with the above recommendation the thirty-eighth

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[1] Twenty-fifth Biennial Report of the State Department of Education (Austin, Texas: State Department of Education, 1929), p. 37.

Legislature in 1925 allowed an appropriation for Industrial Training from the Equalization Fund. In order to encourage the teaching of elementary agriculture and farm mechanics to the boys and home economics to the girls in small high schools, Industrial Aid was granted. Two hundred fifty dollars was given to schools with which to purchase equipment for teaching industrial work, provided the teacher and her term report were approved by the State Superintendent.[2]

The industrial grant to a school was raised to three hundred dollars in 1927. Additional aid of one hundred dollars for each year was granted to schools in which industrial equipment had been placed by previous appropriations.[3] Three or more teachers in a school was a requirement for aid in 1929.[4] This number was raised to four in 1931 and reduced to three teachers again in 1933.[5]

Effect of Depression on Program. During the years 1931-33, the period of acute economic stress,

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[2]Ibid., p. 38.

[3]General and Special Laws of Texas, Fortieth Legislature, Regular Session (Austin, Texas: State of Texas, 1927), p. 108.

[4]General Laws of Texas, Forty-first Legislature, Regular Session (Austin, Texas: State of Texas, 1929), p. 59.

[5]General Laws of Texas, Forty-third Legislature, Regular Session (Austin, Texas: State of Texas, 1933), p. 631.

industrial education was put to a severe test, but it weathered the storm. It suffered severe cuts in salaries, in teaching force, and in needed equipment. The amount of industrial aid for 1931-32 was reduced from three hundred dollars to fifty dollars for each industrial department for the period 1932-37.[6]

Discontinuance of Industrial Aid. Industrial Aid ceased to exist as a part of the Equalization program in 1937. During the period 1935-37 funds were allocated from the Equalization appropriation for the State program for Industrial Aid and to match Federal funds for Vocational Agriculture, and Home Economics, Trades and Industries, rehabilitation of crippled children, and general rehabilitation according to the Federal laws governing Vocational Education.[7] The distribution of these funds was not a part of the equalization program, but the purpose of Industrial Aid was being accomplished by a larger agency. Therefore it was discontinued.

Scope of Aid. The number and index ratio of counties and schools in Texas receiving Industrial Aid for years 1928 to 1937 is given in Table XI.

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[6] Ibid., p. 632.

[7] Public School Laws of Texas, Vol. II, No. 5 (Austin, Texas: State Department of Education, 1935), p. 166.

TABLE XI

NUMBER AND INDEX RATIO OF COUNTIES AND SCHOOLS IN TEXAS RECEIVING INDUSTRIAL AID FOR YEARS 1928 TO 1937*

Year	Number	
	Counties	Schools
1	2	3
Number		
1928-29	93	296
1929-30	82	261
1930-31	96	287
1931-32	96	303
1932-33	93	296
1933-34	123	383
1934-35	117	385
1935-36	128	405
1936-37	154	500
Index Ratio	Per cent	Per cent
1928-29	100.00	100.00
1929-30	88.17	88.17
1930-31	103.22	96.95
1931-32	103.22	102.36
1932-33	100.00	100.00
1933-34	132.25	129.39
1934-35	125.80	130.06
1935-36	137.63	136.82
1936-37	165.59	168.91

*Data derived from Biennial Reports of the State Department of Education, 1928-37.

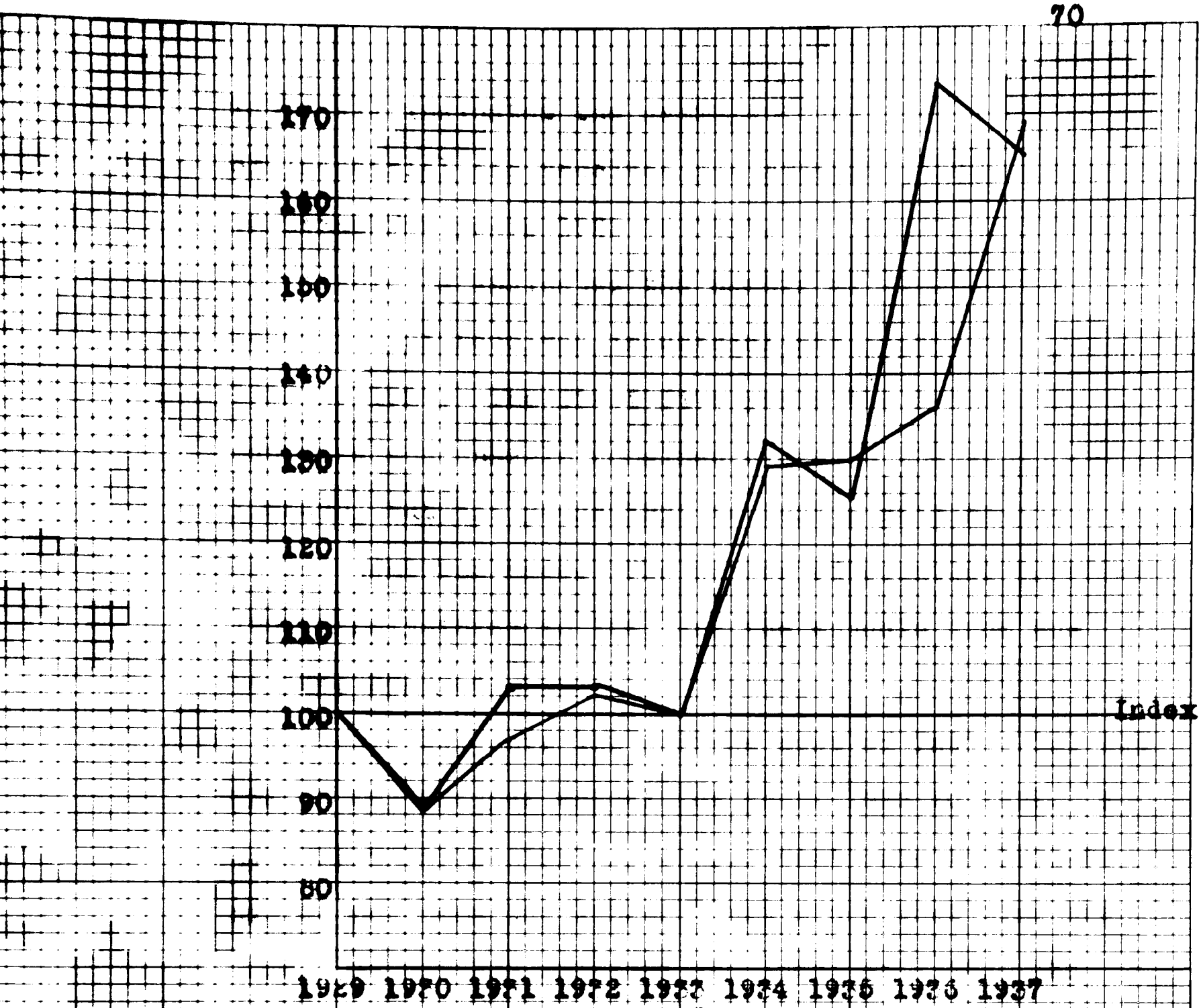

FIGURE 6

COMPARATIVE INDEX OF THE NUMBER OF COUNTIES AND SCHOOLS RECEIVING ILLUSTRATIVE AID, 1929-37

Table XII indicates the average amount and index ratio of Industrial Aid received per county and per school in Texas for years 1928 to 1937.

Table XI indicated the number of counties and schools that received industrial aid increased from 1928 to 1937. The first five years the number of counties and schools remained close to the index of 1928-29, but for years 193? to 1937 a gain of approximately 65 per cent was made. The number of counties increased from ninety-three to 154, and the schools from 296 to five hundred.

Table XII gave the average cost of Industrial Aid per county and per school for years 1928 to 1937. A decline of approximately 61 per cent came in 1931-32 and 25 per cent for 1932-33, but since that time the amount of aid has exceeded the index of 1928. The greatest gain came in years 1935-37, when the amount was at least 40 per cent over the index of 1928-29.

Summary. Industrial Aid was granted to small schools in 192? in order to better fit the rural boy and girl for life on the farm. Grants were made to schools out of the Equalization Fund for the purchase of industrial equipment. Industrial Aid was discontinued as a part of the program of equalization in 1937, being displaced by another source of funds for the same purpose.

TABLE XII

AVERAGE AMOUNT AND INDEX RATIO OF INDUSTRIAL AID RECEIVED PER COUNTY AND PER SCHOOL IN TEXAS FOR 1928 TO 1937*

Year	Average amount received per	
	County	School
1	2	3
Amount for 1928-29	$338.10	$106.22
1929-30	397.52	123.63
1930-31	333.80	111.65
1931-32	126.67	40.13
1932-33	255.95	80.41
1933-34	410.77	131.91
1934-35	356.83	108.44
1935-36	481.60	152.21
1936-37	482.87	148.72
Index ratio 1928-29	Per cent 100.00	Per cent 100.00
1929-30	116.39	116.39
1930-31	98.72	105.11
1931-32	37.46	37.78
1932-33	75.70	75.70
1933-34	121.49	124.18
1934-35	105.57	102.09
1935-36	142.44	147.29
1936-37	142.81	140.01

*Data derived from Biennial Reports of the State Department of Education, 1928-37.

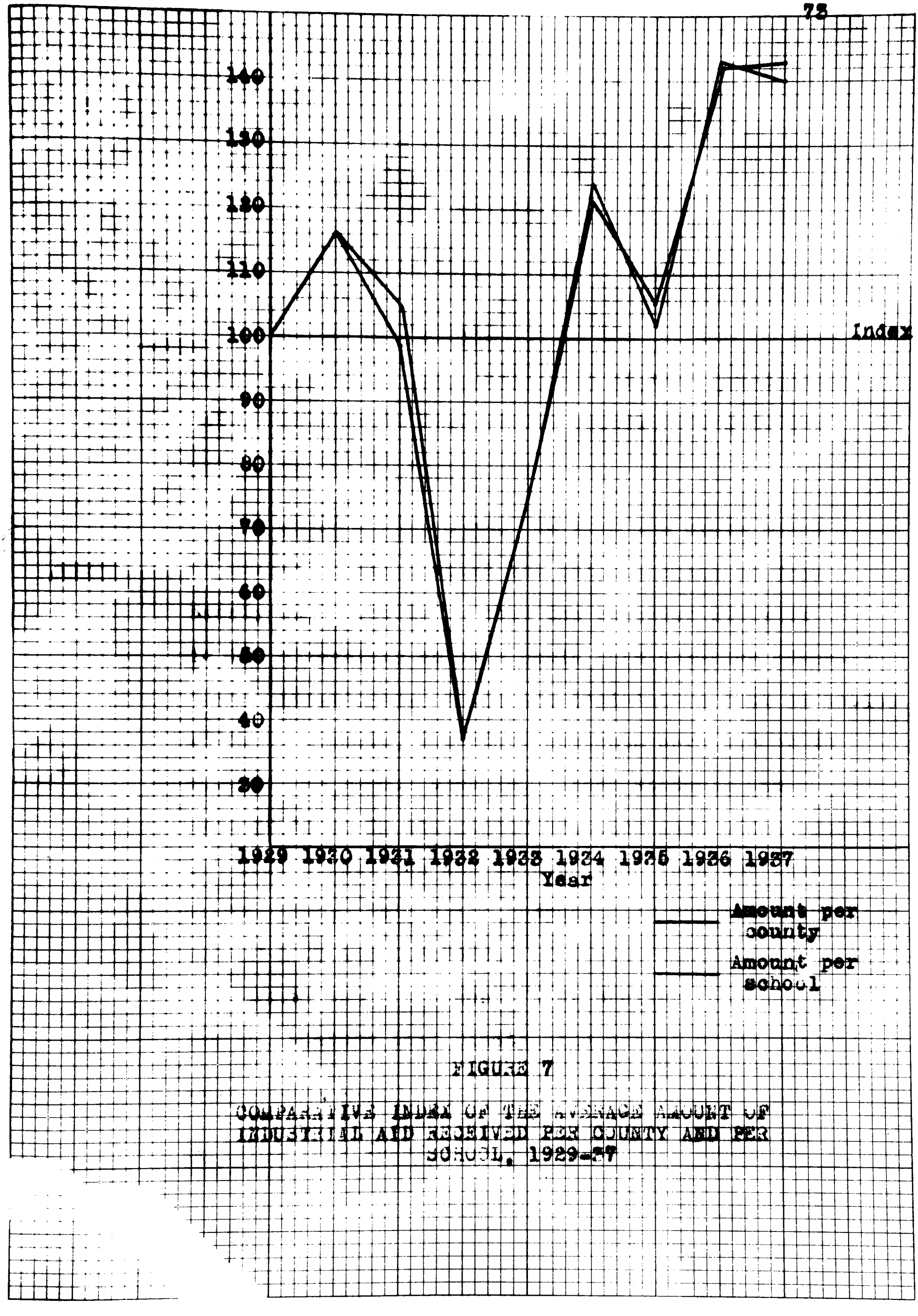

FIGURE 7

COMPARATIVE INDEX OF THE AVERAGE AMOUNT OF INDUSTRIAL AID RECEIVED PER COUNTY AND PER SCHOOL, 1929-37

CHAPTER IX

HIGH SCHOOL TUITION AID

Purpose of Chapter. It is the purpose of this chapter to trace the development of the Equalization Laws that brought high school opportunities to the rural boy and girl.

Historical Approach. In 1880 the State Board of Education recommended the establishment of free county high schools so that the superior students in the elementary schools could have superior educational advantages. While the legislature took no notice of these appeals, secondary subjects were taught in many of the common schools. Those students who desired to study the higher branches were often beyond the free school age and paid tuition fees for this instruction. This extra compensation was most cordially welcomed by the teachers.[1]

State Superintendent F. M. Bralley reported to the legislature that ninety-nine out of every hundred

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[1]Frederick Eby, The Development of Education in Texas (New York: The Macmillan Co., 1925), p. 258-260.

of the brightest and best of our farmer boys and girls did not have a chance to enter a high school. In 1911 the Legislature passed a rural high school law creating county boards of education and authorising them to classify the county schools into primary, intermediate, and high schools, and to arrange for free tuition in the high schools.[2]

The actual status of the system was accentuated in 1920 by the publication of An Index Number for State School Systems by Leonard P. Ayres. One of the problems that caused Texas to rank thirty-ninth in the study of Ayres on schools was the lack of high school opportunities for the children of rural districts. It was reported that half a million of the children had no facilities provided for secondary instruction.[3]

Tuition for Pupils of One-Teacher Schools.

The local districts did not succeed in shifting the responsibility of providing high school opportunities for the rural children upon the Legislature until 1923. At that time the Equalization Law contained a provision for payment of high school tuition. Ten dollars per month for child's tuition and transportation

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[2]Ibid., p. 307.

[3]Ibid., p. 308.

was paid to the nearest recognized high school. The State promised to pay such part of the tuition that the district could not afford to pay.[4]

The tuition was paid only on high school pupils living in one-teacher school districts during the period 1923-27. It was realized that the one-teacher schools were the least efficient. The tendency to teach all grades and any number of pupils was discouraged by the provision for payment of tuition only to one-teacher schools with an enrollment of not more than twenty that did not teach above the seventh grade.[5]

Extension of Aid to All Children within Free School Age. A liberality in high school tuition was granted to all children within the free school age, seven to twenty-one years, if their home district did not offer their high school grade. The payment of high school tuition and the cost of transportation brought to the rural child high school opportunities comparable to those of the city child.

A few changes were made in the high school tuition provision between 1927-29. The rate of tuition was

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[4]Twenty-third Biennial Report of the State Department of Education (Austin, Texas: State Department of Education, 1922-24), p. 72.

[5]Ibid., p. 71.

reduced to five dollars per month exclusive of cost of transportation in 1925. The rate was raised to the actual cost of teaching in the receiving district. This cost could not exceed seven dollars and fifty cents per month. Since 1925 only districts that levied and collected a local tax of not less than seventy-five cents on the hundred dollar valuation were eligible for this special aid.[6]

Scope of Aid. The number and index ratio of counties, schools, and pupils in Texas receiving high school tuition aid for years 1928 to 1938 is given in Table XIII. The average number and index ratio of pupils per county, schools per county, and pupils per school in Texas receiving High School Tuition Aid for years 1928 to 1938 is presented in Table XIV. The average and index cost of High School Tuition per county, per school, and per pupil in Texas for years 1929 to 1938 is given in Table XV.

Table XIII gives the number of counties, schools, and pupils receiving benefits of high school tuition aid for years 1928 to 1938. The number of counties remained close to the index of 1928, but for most years above the index. The number of schools receiving high school tuition was close to the index of 1928

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[6] Twenty-fifth Biennial Report of the State Department of Education (Austin, Texas: State Department of Education, 1925-26), p. 72.

TABLE XIII

NUMBER AND INDEX RATING OF COUNTIES, SCHOOLS, AND PUPILS IN TEXAS RECEIVING HIGH SCHOOL TUITION AID FOR YEARS 1928 TO 1938*

Year	Number receiving tuition		
	Counties	Schools	Pupils
1	2	3	4
Number for 1928-29	171	2,469	12,151
1929-30	164	2,352	11,599
1930-31	172	2,658	**
1931-32	189	3,090	15,577
1932-33	186	3,088	**
1933-34	184	2,826	23,786
1934-35	184	3,093	24,325
1935-36	192	683***	26,513
1936-37	192	481***	27,613
1937-38	159	567***	30,387
Index Ratio 1928-29	Per cent 100.00	Per cent 100.00	Per cent 100.00
1929-30	95.90	95.26	95.45
1930-31	100.58	107.55	**
1931-32	110.52	125.15	128.19
1932-33	108.77	125.07	**
1933-34	107.60	114.45	195.75
1934-35	107.60	125.27	200.18
1935-36	112.28	***	218.19
1936-37	112.28	***	227.24
1937-38	92.98	***	250.07

*Data derived from Biennial Reports of the State Department of Education, 1928-38.

**Omitted from Biennial Reports of the State Department of Education.

***Method of distribution changed.

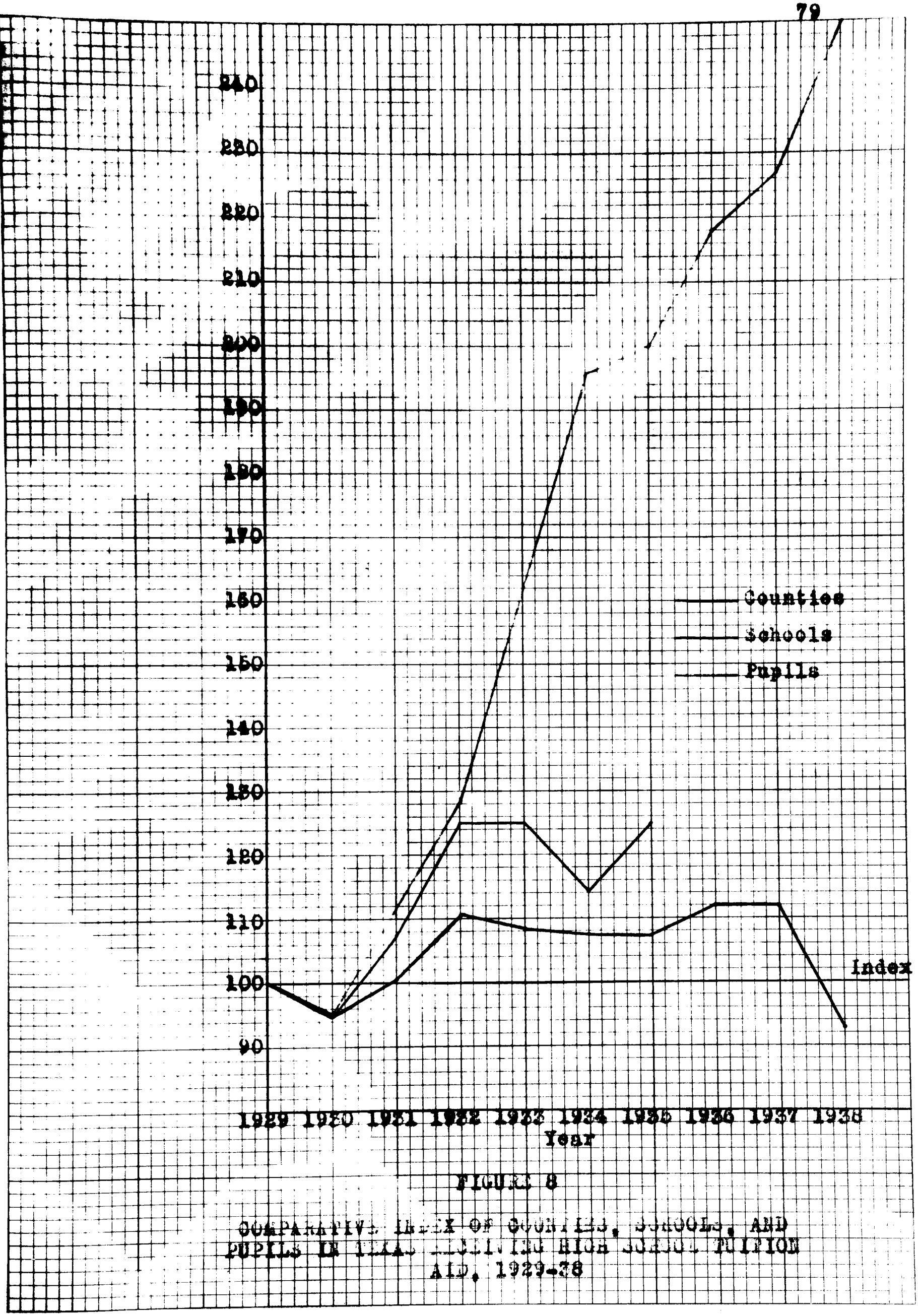

FIGURE 8

COMPARATIVE INDEX OF COUNTIES, SCHOOLS, AND PUPILS IN TEXAS RECEIVING HIGH SCHOOL TUITION AID, 1929-38

TABLE XIV

AVERAGE NUMBER AND INDEX NUMBER RATIO OF PUPILS PER COUNTY, SCHOOLS PER COUNTY, AND PUPILS PER SCHOOL IN TEXAS RECEIVING HIGH SCHOOL TUITION AID FOR YEARS 1928 TO 1938*

Year	Average number of		
	Pupils per county	Schools per county	Pupils per school
1	2	3	4
Number for			
1928-29	71.05	14.43	4.92
1929-30	70.72	14.24	4.93
1930-31	**	15.45	**
1931-32	82.41	16.34	5.04
1932-33	**	16.60	**
1933-34	129.27	15.35	8.41
1934-35	122.20	16.80	7.86
1935-36	188.08	3.55***	38.89***
1936-37	143.81	2.50***	57.40***
1937-38	191.11	3.56***	53.59***
Index ratio	Per cent	Per cent	Per cent
1928-29	100.00	100.00	100.00
1929-30	99.53	99.77	100.20
1930-31	**	107.06	**
1931-32	115.98	113.23	102.43
1932-33	**	115.03	**
1933-34	181.94	106.37	170.93
1934-35	186.08	116.42	159.75
1935-36	194.34	***	***
1936-37	202.40	***	***
1937-38	268.97	***	***

*Data derived from Biennial Reports of the State Department of Education, 1928-38.

**Omitted from Biennial Reports of the State Department of Education.

***Method of distribution changed.

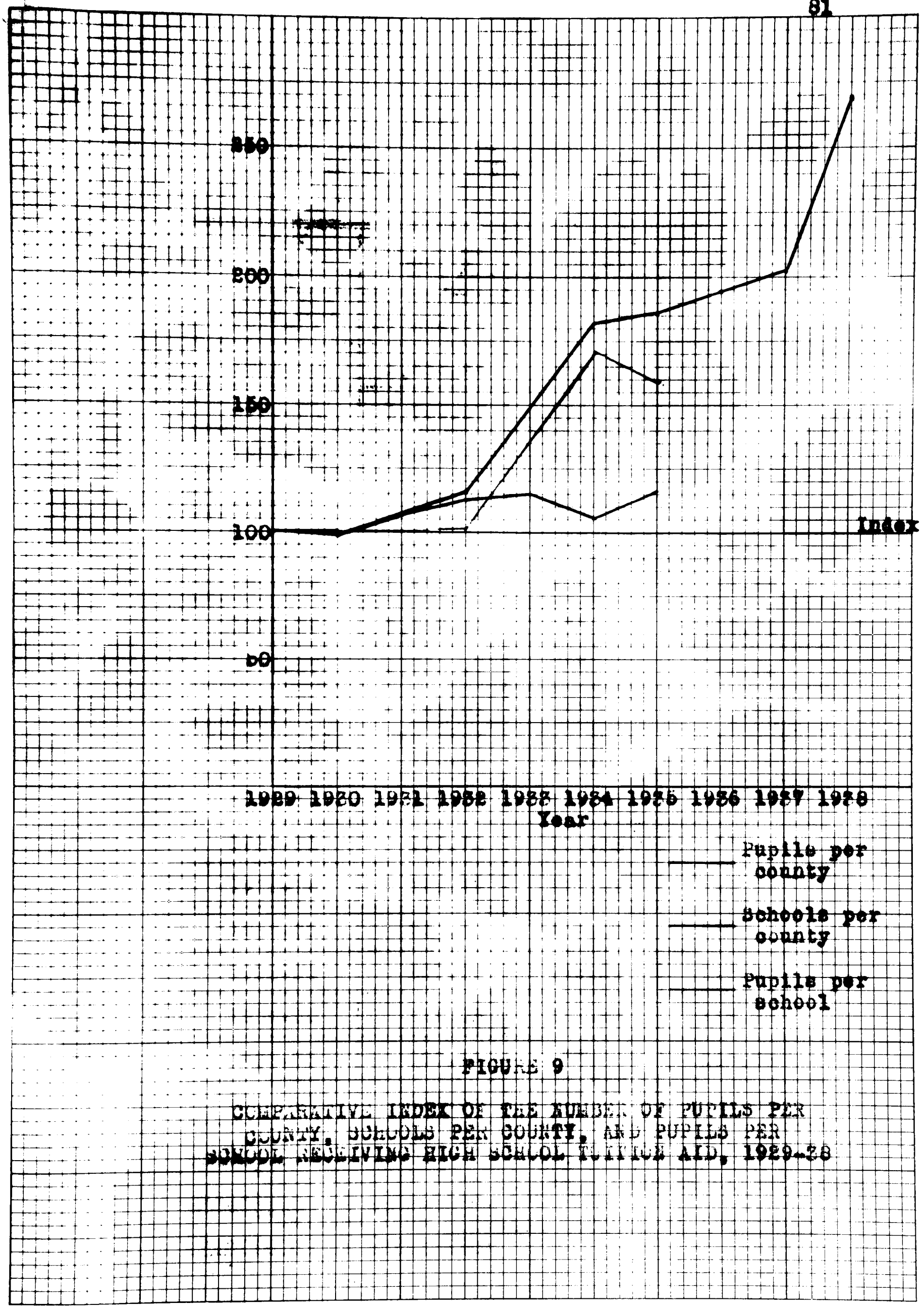

FIGURE 9

COMPARATIVE INDEX OF THE NUMBER OF PUPILS PER COUNTY, SCHOOLS PER COUNTY, AND PUPILS PER SCHOOL, RELIEVING HIGH SCHOOL TUITION AID, 1929-38

TABLE XV

AVERAGE AND INDEX RATIO COST OF HIGH SCHOOL TUITION PER COUNTY, PER SCHOOL, AND PER PUPIL IN TEXAS FOR YEARS 1928 TO 1938*

Year	Average cost per		
	County	School	Pupil
1	2	3	4
Cost for 1928-29	$1,624.79	$112.25	$ 22.86
1929-30	2,438.44	170.02	34.47
1930-31	1,750.27	112.26	**
1931-32	2,065.17	127.53	26.29
1932-33	3,504.74	211.10	**
1933-34	3,365.61	219.13	26.04
1934-35	3,437.00	204.46	25.99
1935-36	3,582.95	**	25.96
1936-37	4,105.17	**	28.54
1937-38	4,643.91	**	24.29
Index Ratio	Per cent	Per cent	Per cent
1928-29	100.00	100.00	100.00
1929-30	150.07	151.33	150.78
1930-31	107.72	100.33	**
1931-32	126.33	113.51	110.62
1932-33	215.70	187.89	**
1933-34	207.14	195.04	113.91
1934-35	211.53	181.98	113.69
1935-36	220.64	**	113.56
1936-37	252.65	**	124.84
1937-38	285.81	**	106.25

*Data derived from Biennial Reports of the State Department of Education, 1928-38.

**Omitted from Biennial Reports of the State Department of Education.

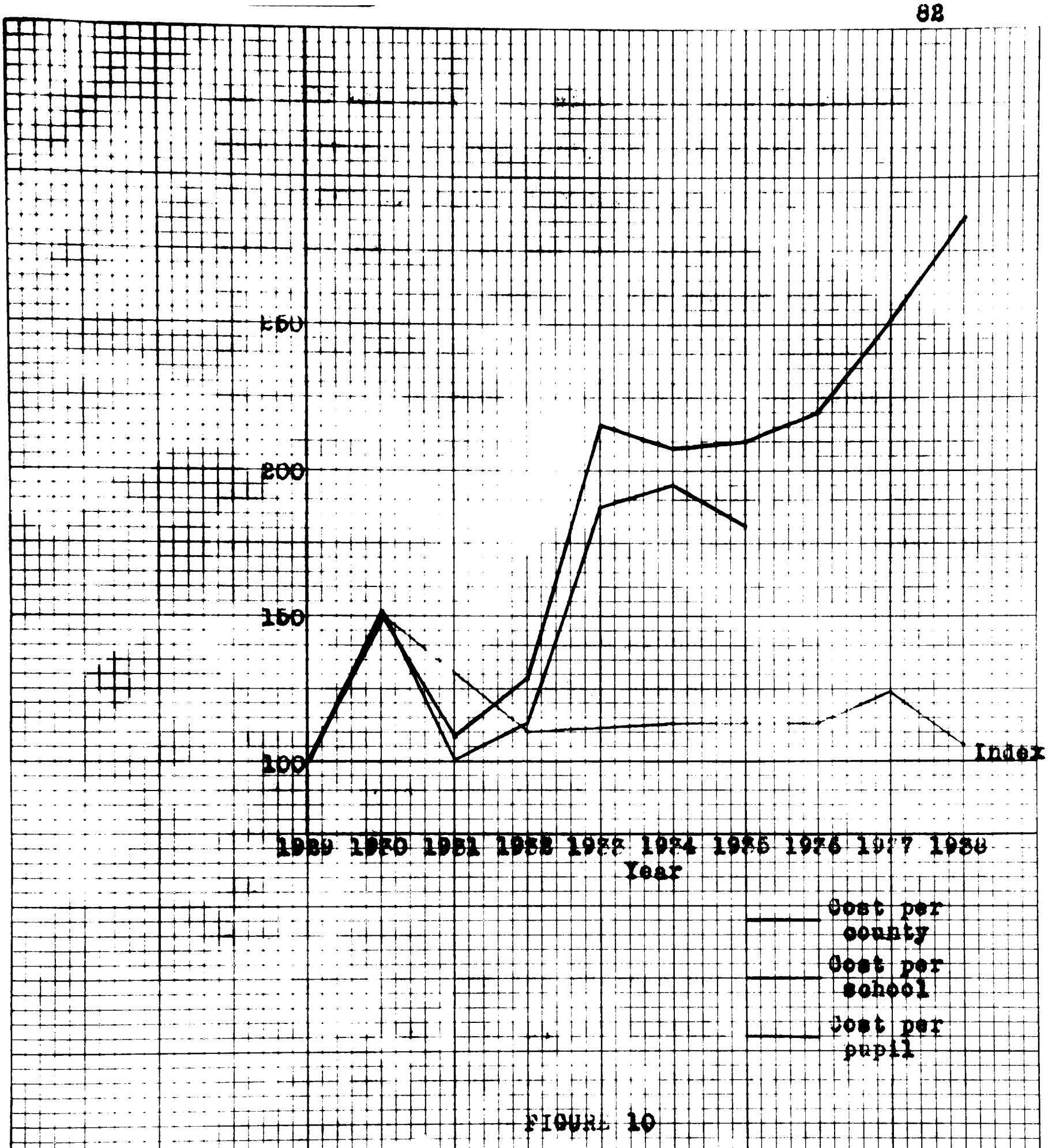

FIGURE 10

COMPARATIVE INDEX OF THE COST OF HIGH SCHOOL TUITION AID PER COUNTY, SCHOOL, AND PUPIL, 1969-78

for 1929 and 1930, but afterward they increased approximately 25 per cent, or from 2,469 to 3,000. The number of pupils increased gradually from the index of 1928 to 250 per cent in 1938, or from 12,151 to 30,387. The increase in the number of pupils attending high schools was due to the emphasis placed on high school centers and provision for transportation.

Table XIV presents the average number of pupils per county, average number of schools per county, and the average number of pupils per school receiving benefits from high school tuition. The number of pupils per county increased gradually from approximately 71 in 1928 to 191 in 1938. The average number of schools per county remained rather stable with the number varying from 14.34 to 16.80. The average number pupils per school increased gradually during the period with the number being between approximately five to eight.

Table XV gives the average cost of high school tuition aid per county, per school, and per pupil. The cost per county increased from $1,624.72 in 1928 to $4,642.91 in 1937. The average cost per school has increased in accordance with the cost per county. The cost per pupil remained approximately twenty-five dollars with the exception of 1929-30, when the cost reached $34.47.

Summary. The payment of high school tuition is one of the best features of the Rural Aid Law. It has made it possible for rural schools to be better classified. Instead of trying to teach all grades, as formerly done in rural schools, many of the schools have been so classified by the county boards as to permit them to offer only primary and elementary grades, with provision for the upper grade pupils to attend classified and accredited high schools elsewhere, without the payment of tuition.

Responsibility for paying the tuition is placed first upon the district of the pupil's residence, but practically all the districts ask the State to pay all of their tuition accounts. High school tuition has become one of the largest items of expenditure from the Equalization Fund.

CHAPTER X

TAX SUPPLEMENT AND PER CAPITA AIDS

These two types of aid are combined in this study, for they existed during the same years, had the same purpose, and were discontinued for the same reason.

Purpose of Chapter. It is the purpose of this chapter to give the reasons for the existence and the discontinuation of Tax Supplement and Per Capita Aids as a part of the Equalization program.

Purpose of Aid. Special aid was granted to financially weak districts that were struggling to keep their schools open during the period of economic stress throughout the nation from 1929-33. The emergency aid was called Tax Supplement and Per Capita Aid. These aids were granted only to districts that made every legitimate effort to be sustaining by the levying and collecting of a local tax of one dollar on the hundred dollar valuation.[1]

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[1] General Laws of Texas, Forty-first Legislature, Second and Third Called Sessions (Austin, Texas: State of Texas, 1929), p. 62.

Provision for Aid. To school districts in which the local tax did not provide as much as $125 per teacher, an amount from the Equalization Fund was granted to guarantee $125 per teacher as a supplement to the local tax of the poor district. Information was not available on the amount of tax supplement aid granted for the first biennium. In 1933-34, $1?,597 and, in 1934-35, $8,?86 was spent out of the Equalization Fund for this purpose.[2]

Per capita aid was granted to any school district which had a taxable valuation of less than one million dollars and maintained a high school of more than fifty pupils. An additional amount for each resident high school pupil equal to the State per capita apportionment for the current scholastic year was granted. A school that was ten miles or more from another high school could receive this aid if it had as many as twenty-five high school pupils. This aid was granted only to those schools that were ineligible to receive other types of aid.[3]

In 1?31 the valuation of a district was raised to a million dollars, and consolidated districts which had a valuation of not more than one and a half million

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[2]Burl Bryant, "Distribution of Rural Aid," Texas Outlook, January, 1937, p. 39.

[3]General Laws of Texas, Forty-first Legislature, Second and Third Called Sessions (Austin, Texas: State of Texas, 1929), p. 62.

dollars were included. No school was eligible to receive more aid from this appropriation than was necessary to supplement the State and county school funds and the local tax to provide a nine month term according to the schedule of teachers' salaries.[4] The expenditure on per capita aid is listed below:

1929-30	$ 57,146
1930-31	93,741
1931-32	77,020
1932-33	187,518

Discontinuation of Aid. Supplement and Per Capita Aids did not appear in the provisions for Equalization after 1933. The economic stress was beginning to lift, and the schools were more capable of self support than they were in 1929. Tax Supplement and Per Capita Aids were the guardians of the small high school whose per capita cost to the State was much greater than the larger high schools. These aids gave too much encouragement to the small high school; therefore, they were discontinued.

Summary. Tax Supplement and Per Capita Aids were granted to financially weak school districts during the period 1929-33. These aids were discontinued because they gave too much encouragement to small high schools.

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[4]General Laws of Texas, Forty-second Legislature, Regular Session (Austin, Texas: State of Texas, 1931), p. 461.

CHAPTER XI

SUMMARY

Purpose of Chapter. It is the purpose of this chapter to summarize the historical development of the Equalization Fund in Texas as revealed by this study.

Origin and Purpose of Equalization Fund. The constitutional provision for the support of public schools permitted the growth of inequalities in the rural and urban schools. Public opinion was gradually aroused until in 1915 the State Legislature made an attempt to balance the inequalities in the rural and urban schools. The Legislature appropriated one million dollars for equalizing the educational opportunities of the rural child, and each succeeding Legislature has made appropriations for the same purpose.

Distribution of Aid. Since the passage of the first Equalization Law in 1915 efforts were made to distribute this fund in such an equitable manner that most aid would be given where most was needed. In order to make an equitable and rapid adjustment of all applications, changes were made to keep pace with the increased demands and expenditures.

Applications for aid were made on forms prescribed by the State Department of Education. The State Superintendent or his representative was required to go in person to all schools applying for Salary Aid. A thorough personal investigation of the grounds, buildings, equipment, and possibilities of each school was required before any application was approved for payment. The rendering of helpful service was the purpose of the personal visitation. Before aid was granted the application was approved by the State Department of Education and the State Board of Education. If funds were insufficient to pay all claims in full, they were paid on a percentage basis. The Rural School Division has charge of distributing the aid.

Salary Aid. Special grants to rural schools since 1915 have been used to supplement the State and county funds in order to enable the school to pay the teachers for at least a six month term but not to exceed nine months. These grants have been based on two ideas--that of equalising school advantages for all children of the State, and of inspiring rural school districts to make efforts at self improvement. Salary Aid was granted to weaker schools in order to lengthen the term, pay better salaries, and secure stronger teachers. Requirements for this aid have been raised to insure progress of the schools.

Prior to the enactment of the law by the Fortieth Legislature in 1927 there was not a definite salary schedule. The salary schedule adopted did not give credit for professional training or for experience. An impetus to acquiring professional training and experience was given with the adoption of the single salary schedule in 1935. Under this type of salary schedule the elementary teacher receives the same salary as received by a high school teacher, and male teachers receive no more than female teachers, provided all have equal training and experience.

Transportation Aid. The formation of consolidated schools made transportation of children to school desirable. The provision for transportation to consolidated schools from 1919-33 encouraged the formation of further consolidations. In 1933 the Legislature authorized the formation of a county system of transportation. The provisions of laws since 1933 had the immediate effect of rapidly increasing the demands for transportation. By means of this transportation the accredited high schools were brought to the rural high school boy and girl who had previously not been afforded such opportunities.

The number of counties receiving transportation aid increased from fifty-nine in 1928-29 to 197 in 1937-38. The average amount of aid received per county increased 737 per cent from 1928-29 to 1937-38.

Library Aid. The feature of Library Aid dropped out of the Equalisation Law in 1935. The regular allotments of ten dollars per teacher for library purchases allowed on the budget of regular Salary Aid schools has been retained. Regular allotments for purchase of library books have been allowed on the budget of Salary Aid schools since the creation of the Equalisation Fund. Inducement for the purchase of additional books was offered during the following periods: (1) 1921-23 and (2) 1927-35.

Consolidation Aid. There have been three distinct periods in the history of education in which consolidation has shown remarkable progress. The first of these periods followed the passage of the first Equalisation Law. The Equalization Fund which was created in 1915 gave encouragement to self improvement of rural schools. This led in many cases to the idea of consolidating two or more school districts to form larger and more efficient units.

The second impetus was given to the movement during the period 1923-27 by payment of bountiful bonuses for consolidation. A bonus of one thousand dollars was paid for each rural consolidation between two or more common school districts or between one independent and one or more common school districts from 1923-27. The bonus was reduced to five hundred dollars for 1927-28.

The third period of consolidation had its beginning in 1935. Larger districts were formed during this period. Practically all of them had more than forty-eight square miles in area and many of them more than a hundred square miles. This resulted from the fact that the Equalization Law passed in 1933 gave special assistance to the large districts for transportation purposes. Transportation and consolidation are each dependent upon the other.

Industrial Aid. Industrial Aid was granted to small schools in 1923 in order to better fit the rural boy and girl for life on the farm. Grants were made to schools out of the Equalization Fund for the purchase of industrial equipment. Industrial Aid was discontinued as a part of the program of equalization in 1927, being displaced by another source of revenue for the same purpose.

High School Tuition Aid. The local districts did not succeed in shifting the responsibility of providing high school opportunities for the rural children upon the Legislature until 1923. At that time the Equalization Law contained a provision for payment of high school tuition. Ten dollars per month for the pupil's tuition and transportation was paid to the nearest recognized high school. The State promised to pay such part of the tuition that the district

could not afford to pay. The tuition was paid only on high school pupils living in one-teacher school districts during the period 1923-27. In 1927 a liberality in high school tuition was granted to all pupils within free school age, seven to twenty-one years, if their home district did not offer their high school grade.

The payment of high school tuition is one of the best features of the Equalization Law. It has made it possible for rural schools to be better classified. Instead of trying to teach all grades, as formerly done in rural schools, many of the schools have been so classified by the county boards as to permit them to offer only primary and elementary grades, with provision for the upper grade pupils to attend classified and accredited high schools elsewhere, without the payment of tuition. High school tuition has become one of the largest items of expenditure from the Equalization Fund.

Tax Supplement and Per Capita Aids. Special aid was granted to small financially weak districts that were struggling to keep their schools open during the period of economic stress throughout the nation from 1929-33. The emergency aid was called Tax Supplement and Per Capita Aid. These aids were granted only to districts that made every legitimate effort to be sustaining by the levying and collecting of a

local tax of one dollar on the hundred dollar valuation.

Tax Supplement and Per Capita Aids were the guardians of the small high school whose per capita cost to the State was much greater than the larger high schools. These aids gave too much encouragement to the small high school; therefore, they were discontinued in 1933.

Decrease in Types of Aid. The Equalization Fund extended eight types of aid to schools during the twenty-four years of its existence. Three of these types, Consolidation Aid, Tax Supplement Aid, and Per Capita Aid, were discontinued. Industrial Aid was left to the Vocational Division in 1937 for the accomplishment of its purpose. Library Aid ceased to be a part of the Equalization Fund, but regular allotments are allowed in the budgets of Salary Aid schools for the purchase of library books. Only three of these types, Transportation Aid, High School Tuition Aid, and Salary Aid, are a part of the Equalization Program at the present time. Only one of these has existed since the beginning of Equalization.

Increased Demands for Equalization. The economic depression in Texas has resulted in a net decrease in the amount of local support which school districts offer for the support of their schools. With the

decrease in local support there came the demand for increased support from state sources.

The main difficulty of the present Equalization Fund is that there is not sufficient money appropriated to the fund by which to accomplish the purpose of the law. The increased demands for Equalization Funds are not demands for greater expenditures on the part of the Texas Public School System, but the new demands are the result of (1) the shift from local support to State support, (2) increased high school opportunities for the children of the State, and (3) longer school terms. The whole program of Equalization in Texas is an attempt to make better the average education which the average child receives.

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