M.J. Wasson

The Development of State Aid in Education in the Public Schools in Illinois
THE DEVELOPMENT OF STATE AID IN EDUCATION
IN THE PUBLIC SCHOOLS OF ILLINOIS

BY

MARTHA JANE WASSON
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I HEREBY RECOMMEND THAT THE THESIS PREPARED UNDER MY SUPERVISION BY Martha Jane Wasson

ENTITLED The Development of State Aid in Education in the Public Schools of Illinois

BE ACCEPTED AS FULFILLING THIS PART OF THE REQUIREMENTS FOR

THE DEGREE OF Master of Science in Education

[Signatures]

In Charge of Thesis
Head of Department

Recommendation concurred in*

Committee on Final Examination*

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THE DEVELOPMENT OF STATE AID IN EDUCATION
IN THE PUBLIC SCHOOLS OF ILLINOIS
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INTRODUCTION

An attempt is made in this paper to follow the development of state aid in education in the public schools of Illinois—the public schools including kindergartens, elementary schools and high schools.

No account has been taken of the aid granted to the State normal schools because they are professional schools in theory even though in reality they devote a large part of their time to secondary education.

It seems desirable to mention here that this paper includes as State aid to education only lands granted by the State for educational purposes or moneys appropriated directly out of the treasury of the State, whether such money is raised by special State taxation for school purposes or taken out of the general funds in the treasury. Moneys raised locally and applied to local purposes are not considered as State aid. It is only as a means of comparison that local funds have been given in this paper.
THE DEVELOPMENT OF STATE AID IN EDUCATION
IN THE PUBLIC SCHOOLS OF ILLINOIS
CHAPTER I
EARLY EDUCATION IN ILLINOIS

By the treaty of Paris the Mississippi River was fixed as the western boundary of the United States and to this boundary the original states extended their claims. Of course, there were many conflicting claims and in the settlement of this territory on their west there seemed to be a prospect of great contention. However, in accordance with the recommendations and resolutions of Congress these unsettled lands were ceded or relinquished by the states,\(^{(1)}\) one after another on slightly varying conditions, to the United States for the common national benefit, and to be formed into states similar to the original thirteen, as soon as expedient.

The cession by Virginia,\(^{(2)}\) March 1, 1784, included what was later known as the Northwest Territory.

The Northwest Ordinances:

The policy of reserving a part of this domain to promote education\(^{(3)}\) among the settlers was adopted in the act providing for the survey and sale of the land.\(^{(4)}\) This was "An Ordinance for ascertaining the mode of disposing of the lands in the Western Territory; was passed by Congress, May 20, 1785, (assembled in New York). It contained the following provision: "There shall be reserved the Lot Number Sixteen, containing six hundred and forty (640) acres of land,

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\(^{(1)}\) New York gave up her claims in 1781; Virginia in 1784; Massachusetts, 1785; Connecticut, 1786.

\(^{(2)}\) U. S. Statutes at Large XI, 571-575.

\(^{(3)}\) This is the first mention of a national reserve for support of education.

\(^{(4)}\) Report of the State Superintendent of Public Instruction, 1885-86 p. CXX
of every township for the maintenance of public schools within said township."(1) This reservation of Lot 16 (or Section 16 as it was called after Act of May 18, 1796) has been made in all subsequent Acts providing for the sale of public lands.

In 1787 this reservation was again made for it contains the following clause: "The lot No. 16 in each township or fractional part of a township, to be given perpetually for the purposes contained in said ordinance" (ordinance referred to being that of May 20, 1785).

In order to direct the attention of the people of the Northwest Territory to the matter of education and to impress upon the minds of those who should be called upon to administer its government, the importance of the subject, Congress declared in this famous ordinance that "Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."(2)

Illinois a Separate Territory:

It was not long after this that the people of Ohio (1800) became anxious to be admitted to the Union as a State. The first step in this direction was the division of the Territory; the western part, including Illinois was organized into the Territory of Indiana. Scarcely was this territory organized when the people of the western counties began to think it very inconvenient to transact legal business at Vincennes, the seat of government at that time. After several unsuccessful efforts, Congress passed a bill in 1809 dividing

(1) Journals of Congress, IV, 521.

Indiana Territory into two governments. During the territorial history of the State no steps were taken toward utilizing the grant given to the schools by the Ordinance of 1787.

**Illinois Becomes a State:**

In 1818, (April 18) Congress offered to Illinois for acceptance or rejection:

"(1) That section numbered 16 in every township and when such section has been sold or otherwise disposed of other lands equivalent thereto and as contiguous as may be, shall be granted to the State for the use of the inhabitants of such township for the use of the schools.

(2) That all salt springs within such State and the lands reserved for the use of the same shall be granted to the said State for the use of said State, and the same to be used under such terms and conditions and regulations as the legislature of said State shall direct; provided the legislature shall never sell nor lease the same for a longer period than ten years at any one time.

(3) That five per cent of the net proceeds of the land lying within such State; and which shall be sold by Congress from and after the first of January, one thousand eight hundred and nineteen, after deducting all expenses incident to the same, shall be reserved for the purposes following, viz; two-fifths to be disbursed under direc

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(1) House Journals (Reprints) V, 611; United States Statutes at large, II, 514.
(3) Ford's History of Illinois
tion of Congress in making roads leading to the State; the residue to be appropriated by the legislature of the State for the encouragement of learning, of which one-sixth part shall be exclusively bestowed on a college or university.

(4) That thirty-six sections or one entire township; which shall be designated by the President of the United States, together with the one heretofore reserved for that purpose, shall be reserved for use of Seminary of Learning and vested in legislature of said State, to be appropriated solely to the use of such seminary by said legislature."

The ordinance containing these provisions as laid down by Congress, was accepted August 26, 1818, in the Convention assembled at Kaskaskia. (2)

While the Constitution of 1818, when Illinois was admitted to the Union, did not contain any provision for or mention of education, the enabling act confirmed the previous donation of land from the Federal Government for school purposes. Through the efforts of Nathaniel Pope, territorial delegate, the bill was amended so that a large fund was secured to be available for school purposes. The original bill fixed the northern boundry at 41° 39' because of one of the Articles of the Ordinance of 1787, but Mr. Pope succeeded in extending the State to the parallel of 42° 30', (3) thus including Chicago on the southwestern shore of Lake Michigan as well as the fourteen northern counties of the present state.

It is evident that Illinois owes the beginning of her

(1) Enabling Act of Illinois; Moses History of Illinois, Vol. II, 988-89
(2) Constitution of Illinois, 1818
(3) United States Statutes at Large; Constitution of Illinois, 1870, Art. I.
public school system to the generous act of the Federal Congress. These grants should, and later did, act as a stimulus in establishing schools but the attitude of the common man in the southern part of the State seemed to be one of indifference toward education as a State function. That the first settlers came from southern states where free schools were virtually unknown may be partly responsible for this. Their political, religious and educational training was different from that of the immigrants who settled later in Northern Illinois. This class for the most part came from the northern states and New England and brought with them a very different idea of education. It is because of these two different classes of settlers that we find the early struggle for educational support.

The Southern element predominated at first and for this reason the Constitutions of 1818 and of 1848 made little mention of education. Even though the common man of the southern part of the State did not believe in free schools, we find that schools existed before any legislative enactment was made by the State for the control or support of education.

Early Schools:

The very first schools of Illinois were probably taught by French Priests but little is known of them. Records show that among the early settlers, schools were established soon after their arrivals, probably the first of which were located in Monroe County in 1783. These schools, of course, were not very good but the best possible under pioneer conditions.

The first schools were private or sectarian. Each teacher

(2) Cook, History of Education in Ill. p. 59; Moses, Vol. II, 993
(3) Brown, History of Illinois, p. 345
worked up his own, by a house to house visit. "Tuition ranged from a
dollar and a half to two or three dollars for a term of ten or eleven
weeks, and was less when the master boarded around." Often the par-
ent would subscribe for half a pupil; this meant that the child would
go for half the time. When there were several children in one family
and a scarcity of money, it was the custom to pay for two and divide
the term among the whole number. It seems very evident that, in the
early days, getting any schooling was uphill work. It appears that
the people of this state at first maintained free schools for a defi-
nite period after which parents were permitted to continue the school
term,(1) if they wished by subscription or rate-bills.(2)

From the very first the sixteenth section was a matter of
warm interest to the people for they expected the income from it to contribute very materially to the fund that would be needed to sup-
port schools for the education of their children. The fact, that the first Constitution in 1818 and the second Constitution in 1848 said little in regard to education, has been mentioned. While this is true it is worthy of note that the first school law upon the subject passed in 1819 transferred the school lands to the various townships for the use of schools with the power to lease and later (1831) power was given to sell them even though the national government had not formally given consent to such sales in this state. (3) By an act of

(1) United States Commission of Education, 1868, p. 49.

(2) Rate bills were a form of tuition levied as a tax on parents and guardians to pay that portion of the teacher's salary not covered by public moneys. Swift, Permanent Common School Funds, p. 25

(3) Ford, History of Illinois, pp. 59, 60; Davidson and Stuve, History of Illinois, pp. 6, 10.
August 1, 1842, the sales already made of the sixteenth section in Chicago were confirmed by Congress and by an Act of February 15, 1843, authority was conferred upon the State Legislature to provide for the sale in the future. (1) The Legislature also provided for the protection of school lands so they would not be robbed of their timber. (1) This was perhaps the first act (1819) passed which would eventually help support education.

Academies Chartered:

At this time two academies were given charters; one to incorporate Madison Academy, (2) at Edwardsville and the other Washington Academy, at Carlyle. (3) These charters provided for free instruction for the poor and for the education of females as soon as the funds of the institutions would permit. A third Academy was incorporated at Belleville (3) by the same Legislature (1819).

Academies Receive State Aid:

In the following year power was given to Belleville Academy to lease out the school section in the township Number One in such a way as to enjoy half the income for its own purposes leaving the remaining one-half for the schools that might be established in the north half of the township. (4) Section 3 of the Act provided for an election in which the legal voters were authorized to permit the academy to enjoy all the income if they saw fit. Another act which provided for an optional school tax was passed in 1820. This was the first authorization in the State of the levying of a tax of

(1) Moses, History of Illinois; Illinois Session Laws, 1819.
(2) Illinois School Report, 1883-84, p. CXIX
(3) Ibid
(4) Illinois Session Laws, 1821.
any kind for the support of a public school.

In Alton, Madison County, the original proprietors of the town donated one hundred lots, one-half the proceeds of which were to be devoted to the support of the preaching of the Gospel; the other half to the equipping and maintenance of a public school. This gave the people of Alton the privilege of taxing town lots for educational purposes—"the trustees were empowered to levy a tax not in excess of seventy-five cents annually on each of the lots for the purpose of erecting buildings and paying teachers". The right of levying taxes on town lots was repealed in 1822. This Assembly authorized the Auditor of Public Accounts to lease the college township located in Bond County and school lands in Monroe County; the proceeds to go to the schools.

In 1825 a law, remarkable in many ways, was passed for the support of schools. The most important features of the law will be considered in the next chapter.

(2) Laws of 1821 ; Cook, Educational History of Illinois, p. 30
CHAPTER II

THE FREE SCHOOL LAWS OF 1825;

THE PROBLEM OF SUPPORT UP TO 1850.

The Free School Law:

The first general school law was enacted in 1825. (1) It provided for a "system of free schools". (2) That this law was in advance of public sentiment was shown by the fact that it was soon repealed. It provided that "there shall be established a common school or schools in each of the counties of the State for six months, which shall be open and free to every class of white citizens between the ages of five and twenty-one". It provided for the support of the schools, (1) by local taxation; the rate not to exceed one-half of one percent on the assessed valuation of property and the maximum tax on any individual not to be more than Ten Dollars which might be paid either in cash or good merchantable produce "at the market price"; (3) (2) by the income from the sixteenth section lands; (3) from apportionment of the two percent of all state taxes; (4) from five-sixths of the income of the State school fund. In 1827 this law was made ineffective by amendment which declared that no person could be taxed for schools "without his written consent" and that voters might decide whether the whole or only half of the proposed school tax should be levied; (4) it also permitted the maintenance of schools in part by tuition or subscription. (5)

(3) Ford, pp 58, 59; Moses, II, 994.
(5) Cubberly, E.P., Public Education in the United States, p. 132
Attitude of the State:

This amendment really destroyed the vital principles of the system for the law embodied many of the fundamental principles and details of the school law of today. As a result of this, until 1855, public schools were promoted and supported for the most part by local and individual effort as each community saw fit to provide. And yet during this period State aid was given to schools for the law of 1835 provided that interest from the State school fund be distributed to the counties in proportion to the number of inhabitants under twenty-one years of age. At this time every common school received its just proportion from the township and State fund, although it is very difficult to find any record of the money distributed.

The State Tax:

This law (1825) appropriated two per cent of all money received by the State Treasury for the support of schools organized under the conditions of the law. In accordance with this the State aid would have been at first about One Thousand Dollars ($1000.00) a year. Governor Ford said that the law met with such clamorous opposition which was strong enough to repeal, in 1829, the provision for State aid because the general public did not recognize the need of a broader and more generous education than could be given in the district schools which were supported by district taxation and tuition fees.

(1) Davidson and Stuve, History of Illinois, pp. 611-612
(a) Illinois School Report, 1885-86, p. CVII
A statement made by Mr. Edwards in a report to the Senate December 23, 1836, says, "Certain it is that the public reports of the Auditors and Treasurers do not show any payments for the support of schools in 1825 and 1826. The laws of January 22, 1829, repealing the State appropriation, appropriates the sum of Twenty-five Dollars for the school district in Johnson County and provides that all rights accruing under act of 1825 shall not be affected by the repeal. (1) This is one of the first and of the few instances when State aid was given. (2) Mr. W. L. Pillsbury made the following comment in regard to the law of 1825. "Not the least remarkable thing in connection with the law is that at the time it was passed it is not probable that five per cent of the inhabitants of the State had come from States which had free school laws and that with two or three exceptions the members of the legislature had come from the South. If we could get at the unwritten history of the passage of the law, we should, I imagine, find that its passage was secured by strong personal influences, more potent in Vandalia with the small numbers that could be talked to face to face, than with the sparse and widely scattered people of the State at large in those days of few newspapers of short subscriptions, when travel was chiefly on horseback." (3) Because of this fact, it is not surprising to find great opposition to the State wide tax for the support of schools. State aid for schools seemed to be given little consideration at this period from 1829 to 1850. The law of 1841 made no provision for local

(1) Illinois School Law, 1885-86, p XCVIII
(2) Ibid
(3) Ibid
taxation, even though the previous laws had rendered it possible to levy such local taxes when communities were so disposed. Even though the law of 1825 was repealed the plan was no lost sight of and the question of better schools was agitated especially by the settlers from the Eastern and New England States and some Southern leaders. Besides this an association was formed in 1840 "to secure a better system of common schools" kept up a presistent campaign through local meetings, local societies and memorials to the legislature. The bitter apathy which existed throughout part of the State was slowly won to see the need of free schools. Educating popular sentiment to a higher standard, over-coming old and deep rooted prejudices is never an easy task; neither was it easy to convince the people at that time that it was both right and just to tax everyman's property and to spend the money to educate everybody's child.

It was during this period (1840-1843) that legislation was enacted with reference to academies. Many of these private or semi-private institutions were being established. A few were chartered with special privileges of receiving State money on the same basis as public schools.

Constitution Made Little Mention of Education:

When the new Constitution of 1848 was adopted it made little mention of education farther than to provide for exemption of school property from taxation and to permit the legislature to invest school districts with power to assess and collect taxes. The amount of

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(2) Laws of 1841; Illinois School Report, 1883-84, p. CXV
taxation in 1848 was $24,538.88 (outside of Chicago—$17,038.88).

The first State School Report made in 1847 shows the average of teachers' wages to be $12.90, while the funds raised by taxation amounted to $8,763 ($3,559 outside of Chicago).

The assessed valuation of the whole amount of taxable property in the State amounted to $119,868,336 in 1850, while the local tax was as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1850</td>
<td>$41,830.08</td>
</tr>
<tr>
<td>1851</td>
<td>$51,000.00</td>
</tr>
<tr>
<td>1852</td>
<td>$51,101.14</td>
</tr>
<tr>
<td>1853</td>
<td>$59,932.16</td>
</tr>
</tbody>
</table>

Up to this time schools had been maintained with very little aid from the State. The law of 1825 had made provisions for State aid in the form of a two per cent tax levy on all property of the State but this law was repealed in 1829. Since then no direct grants of money for free schools were made.

Before taking up this law and its effects, it seems desirable to say something about the permanent school funds of the State.

(1) Illinois School Report, 1885-86, p. CLVIII
(2) Auditor's Reports
(3) Illinois School Law, 1825
CHAPTER III

PERMANENT PUBLIC SCHOOL FUNDS OF ILLINOIS

Source:

The source from which the permanent public school funds of this state have been derived may be divided into two classes—federal and state. The federal sources were either money grants or lands owned by the United States, which were reserved for schools when the territory was admitted to the Union as a state. The state sources consisted of the moneys or lands set apart by law by the state for education.

Titles:

The essential characteristics of a permanent school fund are permanency and state control with respect to distribution. In all Illinois possesses seven permanent school funds, only four of these, however, are public school funds, the other three being devoted to higher education. Those funds received from the general government for schools are: The Township Fund and The School Fund Proper. The funds set apart by law by the State are: The Surplus Revenue Fund and The County Funds.

The Township Funds:

The policy of extending aid to education by grants from the general government dates from a period before the adoption of the Federal Constitution.

Origin:

In 1785 Congress established "An Ordinance for disposing of

(1) States admitted after 1848 received two sections of land (16 and 36) for the benefit of schools; after 1896 four sections (16, 36, 2, 32) were granted to the state for schools. In 1907 Oklahoma received most liberal of all grants.
the lands in the Western Territory", which contained the following provision: "There shall be reserved the lot Number Sixteen \(^{1}\) of every township for the maintenance of public schools within said township\(^{2}\). The Ordinance for the government of the territory Northwest of the Ohio River, adopted in 1787 contains the following statement: "Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." \(^{3}\)

The State provided for the establishment of these funds in 1818 in the ordinance accompanying the first constitution. These sixteenth section grants of land amounted to 985,066 acres. The revenue of the township fund is apportioned by the County Superintendents of Schools among the townships in proportion to the number of children under twenty-one years of age.

The Ordinance of 1818 provided also for another fund for education. It provided that five per cent of the net proceeds of the sales of public lands within the state, sold by Congress after January 1, 1819, should be disposed of as follows: two per cent to be used in making roads leading to the State, three per cent for the encouragement of learning "one-sixth part of which shall be exclusively bestowed on a college or university". \(^{4}\)

Later, the State passed a law establishing the fund known as "The School Fund Proper" which consists of this three percent of the net proceeds of the sales of the public lands in the State, one-

\(^{1}\) Journals of Congress, IV, 521.
\(^{2}\) Missouri in 1821 and Arkansas in 1836 followed the Illinois type of grant.
\(^{3}\) Davidson and Stuve, History of Illinois, p. 609
\(^{4}\) United States Commission of Education 1892-93, II, p. 1320.
sixth part excepted.

As has been said the whole number of acres of the sixteenth section lands received by the State was 985,066. These lands have all been sold except 6,298 acres. The fund produced by these sales belongs to the "township" in which the land was located. The average price of the lands sold was $3.78 per acre. The total amount received from the sales of this land was $5,923,095.07 in 1905 and $11,421,760.12 in 1915. The estimated value of the unsold acres varies from time to time.

The School Fund Proper:

Mention has been made of this fund before. It will be remembered that when Illinois was admitted to the Union in 1818, it was stipulated that two-fifths of the net proceeds of the sales of government lands within the State should be retained and expended by Congress in building roads leading to the State and that three-fifths should be appropriated by the legislature for the encouragement of learning, of which one-sixth part should be exclusively bestowed on a college or university. In this way five-sixths of the three per cent of sales of public lands was appropriated to the State for educational purposes and is known as The School Fund Proper. It now amounts to $613,362.96. It was this fund that the State borrowed and used for current expenses and on which it pays interest at

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(1) Illinois School Report, 1881-82, p. CXVII
(2) Ibid
(4) Illinois School Report, 1904-06, p. 164
(5) Ibid
(6) Constitution of Illinois, 1818
(7) Ibid
(8) Illinois School Report, 1914-15
six per cent.

The Surplus Revenue Fund:

By an act passed by Congress July 4, 1836, that sum of money remaining in the United States Treasury on January 1, 1837, except $5,000,000 was to be deposited with the different states in proportion to their number of representatives in Congress. Illinois received as her share $477,919.24. Of this sum the State set apart for school purposes $355,592.32. This was borrowed by the State and used for internal improvements. This together with the School Fund Proper (which was also borrowed by the State) amounts to the sum of $948,955.28. On this the State pays six per cent interest and it amounts to $56,937.31 annually.

County Funds:

The County Funds were created by an Act passed February 7, 1835--"An Act to provide for the distribution and application of the interest on the school, college and seminary funds". This Act provided that teachers should not receive from the public school fund revenue more than half the amount due them for services rendered the preceding year, and that the sum received should constitute a new permanent fund to be known as "The County School Fund". The County Funds have been increased from other sources, chiefly from proceeds of sales of swamp lands. This fund which in 1907 amounted to $161,703 was added to the township fund. It is estimated that this

(1) U. S. Statutes at Large, V, 55
(2) Illinois School Report, 1881-82, p CXLII
(3) Ibid
(6) Illinois School Report, 1881-82, p. CXLIII
(7) Illinois School Report, 1906-7
combined fund now amounts to over Nineteen Million Dollars.

(1) Illinois School Report, 1914-16, p.78
<table>
<thead>
<tr>
<th>Title of Fund</th>
<th>Date of Origin</th>
<th>Original Capital</th>
<th>1855</th>
<th>1885</th>
<th>1915</th>
</tr>
</thead>
<tbody>
<tr>
<td>Township Fund</td>
<td>1818</td>
<td>985,066 Acres</td>
<td>$1,441,427.51</td>
<td>$5,084,264.21</td>
<td>$11,421,760.12</td>
</tr>
<tr>
<td>School Fund (a) Proper</td>
<td>1821</td>
<td>Three per cent of net proceeds of sales of public lands within the State -- one-sixth part excepted</td>
<td>463,490.93</td>
<td>613,362.96</td>
<td>613,362.96</td>
</tr>
<tr>
<td>County Fund</td>
<td>1835</td>
<td>One-half the annual income from permanent school funds</td>
<td>50,000.00</td>
<td>158,410.39</td>
<td>161,703.31</td>
</tr>
<tr>
<td>Surplus Revenue Fund</td>
<td>1837</td>
<td>$335,592.32</td>
<td>335,592.32</td>
<td>335,592.32</td>
<td>335,592.32</td>
</tr>
</tbody>
</table>

(a) No real existence—borrowed by the State
(b) This is the date when the fund became established. Steps toward establishing it began earlier (1818)
(c) County Fund combined with Township Fund in 1907
(d) Section sixteen in each township or lands granted in lieu of the same
(e) Part of the amount received from Federal Government.

(f) State Superintendent of Public Instruction Report, 1855, pp. 67, 68
(g) Illinois School Report, 1885-86, p.CXLIII
(h) Ibid, 1914-15, Appendix A, p. 5
(i) Ibid, p. 78
CHAPTER IV

THE FREE SCHOOL LAW OF 1855; ITS EFFECT

Before the Free School Law of 1855 very little was done for the schools of the State. Legislation that had been enacted had never been followed up with the promised State aid, except in so far as the Common School Fund was distributed to each county. Schools were dependent on local initiative. The heavy burden, then as now, was left to the smaller unit. Up to 1855 private and denominational schools had been the chief means of education but from this time on public schools developed rapidly. This law is the foundation of the present system for no fundamental changes have been made since that time.

Provisions of the Law:

The law provided for a free tax supported system of public education for all children of the State. It provided for a two mill state school tax to be added to the six percent income from school funds, two-thirds of which with the income of school funds should be distributed to counties on the number of white children under twenty-one years of age and one-third upon area. Provision was made for local taxation and a term of six months was required.

Superintendent Edwards, and others who went over the State say that the opposition to free schools was still very bitter in many counties, especially in the southern part of the State; and the concur in saying that but for the State tax and mode of distributing it, the bill could never have been passed. It was seen at once that the scheme favored the poorer at the expense of the richer counties and that the counties where the hostility to free schools was greatest were the chief gainers by the plan of distribution.
The first year Cook County paid $65,150.31 and received on distribution $29,185.02. Williamson County paid $1,737.04 and got $4,917.25.

TABLE II. SHOWS THE EFFECT OF THE STATE TAX

<table>
<thead>
<tr>
<th>County</th>
<th>1856(a) Amount Paid</th>
<th>1856(a) Amount Rec'd</th>
<th>County</th>
<th>1856(a) Amount Paid</th>
<th>1856(a) Amount Rec'd</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adams</td>
<td>$17,667.68</td>
<td>$13,804.26</td>
<td>Saline</td>
<td>$971.74</td>
<td>$3,814.01</td>
</tr>
<tr>
<td>Cook</td>
<td>$65,150.31</td>
<td>$29,185.02</td>
<td>Sangamon</td>
<td>$23,440.75</td>
<td>$11,027.93</td>
</tr>
<tr>
<td>Fayette</td>
<td>$2,656.42</td>
<td>$5,924.62</td>
<td>Wayne</td>
<td>$2,525.45</td>
<td>$6,230.10</td>
</tr>
<tr>
<td>Madison</td>
<td>$15,435.57</td>
<td>$9,481.61</td>
<td>White</td>
<td>$2,579.00</td>
<td>$5,409.26</td>
</tr>
<tr>
<td>McLean</td>
<td>$14,063.68</td>
<td>$10,309.58</td>
<td>Williamson</td>
<td>$1,737.04</td>
<td>$4,917.25</td>
</tr>
</tbody>
</table>

(a) Report of State Superintendent of Public Instruction, 1855-56 pp. 125-26

The amount raised by the Two Mill Tax in 1855 was $60680951 while the local tax for school purposes was $277384.00.

The following table shows the amount derived each year from the Two Mill Tax from 1856 to 1873:

TABLE III INCOME DERIVED FROM TWO MILL TAX (1856-1872)

<table>
<thead>
<tr>
<th>Year</th>
<th>Assessed Valuation (a)</th>
<th>Income from Two Mill Tax (b)</th>
<th>Year</th>
<th>Assessed Valuation (a)</th>
<th>Income from Two Mill Tax (b)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1856</td>
<td>$349951372.00</td>
<td>$606809.51</td>
<td>1865</td>
<td>$392327906.00</td>
<td>$693000.00</td>
</tr>
<tr>
<td>1857</td>
<td>407477367.00</td>
<td>660000.00</td>
<td>1866</td>
<td>410799876.00</td>
<td>750000.00</td>
</tr>
<tr>
<td>1858</td>
<td>403140321.00</td>
<td>743000.00</td>
<td>1867</td>
<td>504683553.00</td>
<td>750000.00</td>
</tr>
<tr>
<td>1859</td>
<td>365702043.00</td>
<td>763231.00</td>
<td>1868</td>
<td>474480877.00</td>
<td>900000.00</td>
</tr>
<tr>
<td>1860</td>
<td>367227742.00</td>
<td>738183.00</td>
<td>1869</td>
<td>489004775.00</td>
<td>*</td>
</tr>
<tr>
<td>1861</td>
<td>330823749.00</td>
<td>678751.00</td>
<td>1870</td>
<td>480664058.00</td>
<td>885120.00</td>
</tr>
<tr>
<td>1862</td>
<td>312924549.00</td>
<td>600000.00</td>
<td>1871</td>
<td>505676211.00</td>
<td>900000.00</td>
</tr>
<tr>
<td>1863</td>
<td>331999871.00</td>
<td>600000.00</td>
<td>1872</td>
<td>510885683.00</td>
<td>900000.00</td>
</tr>
<tr>
<td>1864</td>
<td>356877837.00</td>
<td>600000.00</td>
<td>1873</td>
<td>1355401217.00</td>
<td>1000000.00</td>
</tr>
</tbody>
</table>

(a) From Auditor's Report  (b) Ibid  (c) The State adopted policy in 1873 of appropriating One Million Dollars ($1,000,000) in lieu of the Two Mill Tax.

*No report for 1869

(1) Auditor's Report
From these figures the strength of the State Tax Argument may be inferred and it is not strange that it sometimes prevailed where other arguments failed. "However, it is impossible," says W. L. Pillsbury, "to give any statistics which will show with any degree of accuracy the immediate effect of the passage of the Free School Law, for the reason that before the law went into effect, and for two or three years afterward, the returns made were both incomplete and inaccurate. But a great impetus was given to school work and, helped on by the 'no-school-no-state-fund' argument and by the inability of irreconcilables to prevent local taxation, the free school made its way very rapidly to all parts of the State."

(1) The new Constitution of 1848 made little mention of education further than to provide for exemption of school property from taxation and to permit the legislature to invest school districts with power to assess and to collect taxes for school support. Up to the time of the passage of the free school law of 1855 private and denominational schools had rapidly developed. From this time on the effect of the law was evident. Public supported schools were established everywhere and gradually gained ascendency.

**Lump Sum in Lieu of Two Mill Tax:**

The free school law of 1855 provided for a Two Mill Tax upon each dollar's valuation of all taxable property in the State for the support of public schools. This practice continued until 1873. In his report for 1871-72 Dr. Newton Bateman recommended

(1) Illinois School Report, 1885-86, p. CXCIX
(2) Constitution of Illinois, 1848.
As this is the last page of the text, there is no further content to be presented. The discussion presented on previous pages remains the primary focus.
"that the designation of a particular rate of school tax to be levied by the Auditor for the support of schools be discontinued and dispensed with, and that in lieu thereof, a specific annual sum be appropriated by the General Assembly for the support of schools". Accordingly an Act was passed May 3, 1873, which provided for the annual appropriation of One Million Dollars annually in lieu of the Two Mill Tax for State school purposes. This amount was to be designated as the State School Fund. This same amount was appropriated each year from that time (1873) until 1911 when the legislature decided to add One Million Dollars to the distributive fund and allow subsequent sessions of legislature to follow the policy, if they saw fit to add a million additional until the amount equaled the proceeds of a Two Mill Tax. Subsequent legislatures have added to this fund until now it is Four Million annually.

Amount Appropriated by the State in Lieu of the Two Mill Tax (1873-1918)

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
<th>Year</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1872</td>
<td>$900,000.00</td>
<td>1913</td>
<td>$3,000,000.00</td>
</tr>
<tr>
<td>1873</td>
<td>1,000,000.00</td>
<td>1914</td>
<td>3,000,000.00</td>
</tr>
<tr>
<td>1910</td>
<td>1,000,000.00</td>
<td>1915</td>
<td>4,000,000.00</td>
</tr>
<tr>
<td>1911</td>
<td>2,000,000.00</td>
<td>1916</td>
<td>4,000,000.00</td>
</tr>
<tr>
<td>1912</td>
<td>2,000,000.00</td>
<td>1918</td>
<td>4,000,000.00</td>
</tr>
</tbody>
</table>

(a) Auditor's Report.

The above figures show that the change from the Two Mill Tax to the appropriation of a lump sum of a Million has proven unfortunate for the schools in that the State appropriation has in-

(1) Illinois School Report, 1871-72, p. 229
(2) Ibid, 1914-16, p. 144
creased only $100,000 in about forty years. When the change was made from the Two Mill Tax to the lump sum, the appropriation of a Million Dollars was considerable increase over $900,000 of the Two Mill Income.

The Two Mill Tax:

From Table III it will be seen not only that the proceeds of the Two Mill Tax were a variable quantity but the assessed valuation of the property of the State as well. One will notice, too, that the income in 1868 on the assessed valuation of $474,480,877 was $900,000, the same as the income for the assessed valuation of $510,866,683 in 1872. If a Two Mill Tax had been given to the school fund on the assessed valuation in 1873, it would probably have amounted to $2,500.00. After this time the basis of taxation fluctuated with a general decline until 1908 it amounted to only $778,474,910. Even on this sum a Two Mill Tax would have yielded $1,500,000 for education instead of $1,000,000, the amount given.

The following table shows how much the State gave for the support of schools -- five year periods.

TABLE IV STATE AID TO PUBLIC SCHOOLS FROM 1873 to 1918 (Five Year Periods)

<table>
<thead>
<tr>
<th>Year</th>
<th>Assessed Valuation</th>
<th>Two Mill Tax would have yielded</th>
<th>State appropriation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1873</td>
<td>$1,355,401,317</td>
<td>$2,710,802.62</td>
<td>$1,000,000.00</td>
</tr>
<tr>
<td>1875</td>
<td>1,085,539,856</td>
<td>2,171,079.71</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1880</td>
<td>786,616,394</td>
<td>1,573,232.78</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1885</td>
<td>798,483,482</td>
<td>1,596,966.96</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1890</td>
<td>809,922,782</td>
<td>1,617,785.56</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1895</td>
<td>833,188,467</td>
<td>1,666,376.92</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1900</td>
<td>809,723,405</td>
<td>1,619,466.80</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1905</td>
<td>1,097,566,938</td>
<td>2,195,133.86</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1910</td>
<td>2,318,323,241</td>
<td>4,636,666.48</td>
<td>4,000,000.00</td>
</tr>
<tr>
<td>1915</td>
<td>2,503,873,136</td>
<td>5,005,746.26</td>
<td>4,000,000.00</td>
</tr>
<tr>
<td>1918</td>
<td>2,578,683,615</td>
<td>5,157,367.22</td>
<td>4,000,000.00</td>
</tr>
</tbody>
</table>
Need of State Aid:

Since the amount appropriated annually by the State for the support of schools remained fixed from 1873 to 1910, the State school fund did not increase but remained at $1,000,000. The wealth of the State during this time had increased from $2,500,000 (true valuation of property) in 1873 to more than $10,000,000.00 in 1910; the school expenses increased four and one-half times but the share of the State in the support of schools remained the same, even though it had ability to pay more.

From Table V, page 26, one can see the growth of the state's needs for school purposes.

High Schools:

During this discussion little has been said of high schools because what applied to public or common schools included them. No special appropriations have been made for secondary schools in this State; they have been provided for largely by local taxation. It was not until the free school law of 1855 that the common school with its upper part in the high school was supported at public expense, except a few schools that developed as the result of the support of a few cities which had been granted special charters by the legislature to levy taxes for education. Dr. N. Bateman has in 1851 organized West Jacksonville District School with four departments--primary, intermediate, grammar, high school. All departments were made free to resident pupils some time before the free school law of 1855 went into force.

(1) Illinois School Report 1908-10, p. 454
(2) Illinois School Report, 1885-86, p. CCII
<table>
<thead>
<tr>
<th>Year</th>
<th>Total Enrollment</th>
<th>Total School Expenses</th>
<th>Average cost per pupil</th>
<th>Year</th>
<th>Total Enrollment</th>
<th>Total School Expenses</th>
<th>Average cost per pupil</th>
</tr>
</thead>
<tbody>
<tr>
<td>1856</td>
<td>312,393</td>
<td>$ 921,297.00</td>
<td>$ 2.94</td>
<td>1890</td>
<td>778,319</td>
<td>$12,137,281.24</td>
<td>$15.60</td>
</tr>
<tr>
<td>1860</td>
<td>464,304</td>
<td>2,259,868.00</td>
<td>4.78</td>
<td>1895</td>
<td>978,538</td>
<td>16,399,919.27</td>
<td>18.67</td>
</tr>
<tr>
<td>1865</td>
<td>580,304</td>
<td>3,193,636.00</td>
<td>5.50</td>
<td>1900</td>
<td>958,911</td>
<td>18,167,219.32</td>
<td>18.93</td>
</tr>
<tr>
<td>1870</td>
<td>652,715</td>
<td>6,881,537.62</td>
<td>10.54</td>
<td>1905</td>
<td>985,134</td>
<td>23,548,529.00</td>
<td>23.90</td>
</tr>
<tr>
<td>1875</td>
<td>688,676</td>
<td>8,104,962.11</td>
<td>11.77</td>
<td>1910</td>
<td>1,002,687</td>
<td>35,259,197.47</td>
<td>35.16</td>
</tr>
<tr>
<td>1880</td>
<td>704,041</td>
<td>7,531,941.79</td>
<td>10.69</td>
<td>1915</td>
<td>1,064,221</td>
<td>41,284,275.20</td>
<td>38.79</td>
</tr>
<tr>
<td>1885</td>
<td>738,487</td>
<td>9,993,123.81</td>
<td>13.38</td>
<td>1918</td>
<td>1,081,504</td>
<td>62,201,717.78</td>
<td>48.64</td>
</tr>
</tbody>
</table>

(A) From Illinois School Reports for those years.

(1) Illinois School Report
High School Tuition:

The State has recently passed a law which provides that high school tuition for eighth grade graduates be paid out of State distribution funds before the funds are distributed by the County Superintendents.

Smith-Hughes Bill:

Another way in which the national government has contributed aid to the State for the encouragement of education is through the Smith Hughes Bill, passed February 23, 1917. It provides national aid to the states for salaries of teachers in the schools created and for the training of teachers for this work. This aid must be duplicated, dollar for dollar, by the State. The work in this State must be done in connection with the public schools and the State Board of Vocational Education will reimburse local school authorities for not more than one-half the amount paid for salaries of teachers of subjects in approved classes in these schools.

Federal and State Aid:

The amount received by Illinois for 1917-18 was $93772.25. Reimbursement ordered by the State Board was $26476.16. This left an unexpended balance of $67296.09 to be returned to the Government to be added to the State's share for later distribution. The amount given by the State for vocational education in 1918-19 was the sum of $14,797.17 for one-half the salaries of teachers.

Because of this law and the aid received from the national government and from the State, opportunities for vocational education are being offered in all parts of the State. Continuation and

(1) House Bill, No. 357, passed by Forty-ninth General Assembly
(2) State Superintendent's Report, 1918; Educational Press Bulletin, September, 1918, p. 2
and part time classes are being established and evening schools are found in many of the larger cities.
CHAPTER V

SUMMARY AND CONCLUSION

The Constitution of Illinois provides for a thorough and efficient system of free schools whereby all children of the State may receive a good common school education. A "good common school education" includes what are ordinarily called high school subjects and no system of schools is considered thorough and efficient unless it provides reasonable high school opportunities for every child in the State who is capable of taking advantage of such.

As mentioned before, the free school system of this State grew out of earlier neighborhood schools which were supported in part by public funds derived from rent or sale of school lands, but chiefly from tuition fees paid by the parents or guardians.

Because the property of the State was not distributed among the counties and the districts in proportion to their population, and because the appreciation of the value of education and local leaders were wanting to carry out the educational purposes of the State, the legislature in 1829 provided a Two Per Cent Tax for schools. This privilege was not utilized. In 1855 a State tax of two mills on the dollar to be distributed among the Counties and to the districts maintaining legal schools according to their minor population was provided for. Through the fund from this tax the State attempted, in a way, to equalize the burden of public education and also to stimulate school sentiment.

Beside the two-mill tax, the State School Fund receives, annually, interest on the school fund from the State, which amounts to $56,937.31. In 1872 the Two-Mill Tax yielded nearly One Million
Dollars. The following year One Million Dollars was substituted for the Two-Mill Tax. This amount was given each year until 1911 when another million was added; the amount given in 1913 was $3,000,000; in 1915, $4,000,000; in 1918, $4,000,000.

It has been shown before that as the wealth of the State increased, the State appropriation did not increase proportionately for educational purposes. The Two-Mill Tax would have yielded more each year than the amount appropriated by the State. Because the expenses for school purposes are increasing from year to year, it seems that the restoration of the Two-Mill Tax would be advisable, or else that some definite manner of increase in the State appropriation for education be adopted to meet this increased cost. If the Two-Mill Tax is not large enough to meet school needs in the future, adequate State Aid must be provided either in the form of a larger tax or by means of appropriations which increase as educational needs increase.

The following tables will summarize, in part, what the State has contributed to education.

TABLE VI

<table>
<thead>
<tr>
<th>Date</th>
<th>Summary of State Aid</th>
</tr>
</thead>
<tbody>
<tr>
<td>1825-1829</td>
<td>Two per cent of assessed valuation of property in State.</td>
</tr>
<tr>
<td></td>
<td>Privilege not utilized.</td>
</tr>
<tr>
<td>1829-1855</td>
<td>Very little State Aid.</td>
</tr>
<tr>
<td>1855-1872</td>
<td>Two Mill Tax on assessed valuation of property in State.</td>
</tr>
<tr>
<td>1873-1910</td>
<td>One Million Dollars annually.</td>
</tr>
<tr>
<td>1911-1912</td>
<td>Two Million Dollars annually.</td>
</tr>
<tr>
<td>1913-1914</td>
<td>Three Million Dollars annually.</td>
</tr>
<tr>
<td>1915-1918</td>
<td>Four Million Dollars annually.</td>
</tr>
<tr>
<td>Date</td>
<td>Amount appropriated by the State</td>
</tr>
<tr>
<td>------</td>
<td>---------------------------------</td>
</tr>
<tr>
<td>1855</td>
<td>$277,384.00</td>
</tr>
<tr>
<td>1856</td>
<td>606,809.51</td>
</tr>
<tr>
<td>1857</td>
<td>660,000.00</td>
</tr>
<tr>
<td>1858</td>
<td>743,000.00</td>
</tr>
<tr>
<td>1859</td>
<td>763,231.00</td>
</tr>
<tr>
<td>1860</td>
<td>738,183.00</td>
</tr>
<tr>
<td>1865</td>
<td>693,000.00</td>
</tr>
<tr>
<td>1870</td>
<td>985,120.00</td>
</tr>
<tr>
<td>1872</td>
<td>900,000.00</td>
</tr>
<tr>
<td>1873</td>
<td>1,000,000.00</td>
</tr>
<tr>
<td>1875</td>
<td>1,000,000.00</td>
</tr>
</tbody>
</table>

(a) State Auditor's Reports and Illinois School Reports.
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