

University of Montana

ScholarWorks at University of Montana

Graduate Student Theses, Dissertations, &
Professional Papers

Graduate School

1937

The development and financing of Alaska's public school system

Homer Berges

The University of Montana

Follow this and additional works at: <https://scholarworks.umt.edu/etd>

Let us know how access to this document benefits you.

Recommended Citation

Berges, Homer, "The development and financing of Alaska's public school system" (1937). *Graduate Student Theses, Dissertations, & Professional Papers*. 9029.
<https://scholarworks.umt.edu/etd/9029>

This Thesis is brought to you for free and open access by the Graduate School at ScholarWorks at University of Montana. It has been accepted for inclusion in Graduate Student Theses, Dissertations, & Professional Papers by an authorized administrator of ScholarWorks at University of Montana. For more information, please contact scholarworks@mso.umt.edu.

THE DEVELOPMENT AND FINANCING
OF
ALASKA'S PUBLIC SCHOOL SYSTEM

by

HOMER BERGES

B. Ed., Western Illinois State Teachers College, 1926

Presented in partial fulfillment of the re-
quirement for the degree of Master
of Arts.

State University of Montana

1937

Approved:

Freeman Daughters

Chairman of Board
of Examiners.

W. G. Bateman

Chairman of Committee
on Graduate Study

UMI Number: EP39830

All rights reserved

INFORMATION TO ALL USERS

The quality of this reproduction is dependent upon the quality of the copy submitted.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if material had to be removed, a note will indicate the deletion.



UMI EP39830

Published by ProQuest LLC (2013). Copyright in the Dissertation held by the Author.

Microform Edition © ProQuest LLC.

All rights reserved. This work is protected against
unauthorized copying under Title 17, United States Code



ProQuest LLC.
789 East Eisenhower Parkway
P.O. Box 1346
Ann Arbor, MI 48106 - 1346

ACKNOWLEDGEMENTS

The preparation of a thesis such as this Development and Financing of Alaska's Public School System would be entirely impossible without the cooperation and assistance of many of my colleagues in the educational field. Their information and their willingness to give it are greatly appreciated.

To Dean Daughters especially, and to Dr. W. R. Ames and Professor W. E. Maddock, of the School of Education, University of Montana, are due the first thanks, as they gave helpful ideas and assistance in choosing a subject and organizing the work. Their final criticisms and suggestions have been invaluable aids.

The author acknowledges his debt to the following co-workers in Alaska: First, to Commissioner A. E. Karnes, who offered the use of the records in his office; to each superintendent of Alaska schools who spent his time in answering the questionnaire sent to him; and to the ones who have charge of the Alaska Historical Library in Juneau, The Rev. A. P. Kashevaroff and Mrs. White, who gave of their time and effort to assist in locating material concerning the early history and early schools.

Lastly, the footnotes throughout the paper indicate the extent of the author's obligation to others not mentioned.

TABLE OF CONTENTS

	Page
Chapter I. Introduction	
1. Introduction.....	1
2. Aims of This Survey.....	1
3. Scope of the Problem.....	2
4. Difficulties Encountered.....	2
5. Sources of Data.....	4
6. Procedure.....	5
Chapter II. History of Education in Alaska, 1785-1917.	
1. Early Explorations in Alaska.....	
A. Russian Explorations.....	7
B. English Explorations.....	10
C. Spanish Explorations.....	10
D. United States Explorations.....	11
2. Purchase of Territory From Russia.....	11
3. Russian Education.....	12
4. First American Schools.....	17
5. Mission Schools.....	19
A. Presbyterian.....	19
B. Moravian.....	20
C. Roman Catholic.....	20
D. Protestant Episcopal.....	21
E. Methodist Episcopal.....	22
6. United States Government Schools.....	23

TABLE OF CONTENTS (CONT'D.)

	Page
7. U. S. Appropriations for Alaska Schools.....	31
8. Curriculum of Early Schools, 1891-92.....	32
9. Summary.....	33
 Chapter III. Development of Alaska	
1. Growth in Population, 1880-1930.....	34
2. Alaska Today.....	36
3. Size of Alaska As Compared to U. S.....	37
4. Sources of Territorial Wealth.....	40
5. General Fund Receipts.....	41
 Chapter IV. Set-Up of Alaska School System As Provided By The Session Laws	
1. Administration.....	46
2. Types of School Districts and Fiscal Support...	47
3. Teachers.....	49
4. Miscellaneous Items.....	50
 Chapter V. Factors Affecting The Cost of Edu- cation In Alaska. 1917-1934	
1. Territorial Appropriations, 1917-1933.....	52
2. Increase in Enrollment.....	55
3. Average Daily Attendance.....	60
4. Increase in Number of Rural Schools.....	63
5. Increase in Number of High Schools.....	65

TABLE OF CONTENTS (CONT'D.)

	Page
6. Increase in Number of Teachers.....	70
7. Increase in Teachers' Salaries.....	74
8. Building Program Extended.....	83
9. School Term Lengthened.....	84
10. School Curriculum Enriched.....	85
11. Summary.....	87
Chapter VI. Expenditures For Public Schools In Alaska, 1917-1934	
1. Introduction.....	90
2. Expenditures for Territorial Schools.....	91
3. Alaska Schools From 1926 to 1933.....	92
4. Comparison of Schools in Alaska and U. S.....	97
Summery And Conclusions.....	99
Appendix I. Questionnaire Sent By Author to Supt. or Prin. of Each Incorporated Town School in Alaska.....	100
Appendix II. Copy of Check Issued By U. S. to Russia in Payment For Alaska, 1868.....	101
Appendix III. List of Tables.....	102
Appendix IV. List of Graphs.....	104
Bibliography.....	105

CHAPTER I

INTRODUCTION

No previous study of the rising costs of the public schools of Alaska, together with the factors responsible, has been made. The school officials, as well as the tax payers of the territory, would like to know: first, the amount of increase from year to year; second, the reasons for this advance in cost; and third, whether or not the rise in expenditures is justifiable.

In order to answer these questions fully, especially the last two, it is only fair that conditions in Alaska be explained. Changing circumstances demand new school regulations. Higher standards of living call for more extensive education. Hence, a study of the history of Alaska both past and present, must be made.

AIMS OF THIS SURVEY

The author had in mind three purposes in making this survey of Alaska school costs:

(1) To give a brief history of education in Alaska, which will serve as a background for the study of the finances of the territorial schools.

(2) To determine the increase in the amount of money

spent from the earliest time for which the author could find reliable information, up to the close of the school year 1933-34. Alaska took over the management of her own schools in 1917. Therefore, emphasis is placed upon the period 1917 to 1934, inclusive.

(3) To make a study of the causes of this increase in cost.

SCOPE OF THE PROBLEM

This survey covers only the advance in expenditures of the territorial schools through the twelfth grade. The territory finances one institution of higher learning, the University of Alaska. It is not included in the so-called public schools of this paper.

The study covering the history and the financing of Alaska schools falls into two periods: (1) the period before 1917 when the control of its schools was given to the Territory of Alaska, and (2) from 1917 to the end of the 1933-34 school term. A few notes concerning circumstances since that time will be inserted in their proper place.

DIFFICULTIES ENCOUNTERED

Upon making his first visit to the Territory of Alaska, the author made inquiry concerning the subject of this paper. Not until he went deeper into the work did he ascertain how little information could be obtained concerning the costs of

the early schools. Until 1917, when the first territorial Commissioner of Education was appointed by the territorial Board of Education, the school records are vague and, worse than that, they do not agree. This is due, no doubt, partly to the fact that authentic reports were not sent in regularly from the local boards of education. Each town was more or less a territory of its own, and paid little attention to the acts of its neighbors. In turn, these local records, in many places have not been kept, the personnel of the boards has changed many times, and, while several people can remember instances of historical value, the matter of costs has slipped their memory.

In a study of the present day schools, several difficulties were also encountered, such as:

(1) Length of time necessary to receive answers to questionnaires, due mostly to lack of frequent mail service, great distance and slow boat travel.

(2) There are no roads between the majority of towns in Alaska. Thus it is very hard to visit them. Boats or airplanes, or both, must be resorted to, and the cost of visiting the sixteen incorporated towns would be well over one thousand dollars.¹ One reason for this is the fact that a person in southeastern Alaska, in order to visit Nome, must first go to Seattle, then take the outside route to the Bering

1. Estimate made by B.A. Barnett, (Alaska Steamship Co.), Haines.

Sea (\$260 transportation per round trip); or take a plane from Juneau (\$410 fare per round trip). There would still be some seventy schools not visited.

(3) There is no up-to-date edition of the Alaska School Laws. The latest edition was compiled in 1929. There have been two meetings of the territorial legislature since that time (1931-1933) and each has made some changes. Enough money has not been appropriated for printing a revised edition of the School Laws, and there are no more copies of the 1929 edition for distribution.

SOURCES OF DATA

The data for this investigation were obtained from five main sources:

(1) History of Education in Alaska, by Dr. L. D. Henderson, the first Commissioner of Education and a well-known authority on the subject. Dr. Henderson is now Superintendent of Schools at Burlingame, California. The above named article appears in his first report to the territorial legislature, 1920.

(2) History of Alaska, by Hubert Bancroft.

(3) Reports of the United States Commissioner of Education, Department of the Interior, Washington, D. C., obtained in the Alaska Historical Library, Territorial Building, Juneau.

(4) Questionnaires sent to the superintendents or principals of the incorporated cities concerning the cost and

attendance of their schools in 1933-34. These did not prove as valuable as hoped for, because some were not fully answered, and several merely referred to the records in the Commissioner's office in Juneau.

(5) Biennial reports of the Commissioners of Education in Alaska from 1917 to 1934 concerning both rural schools and those of incorporated towns, obtained in the office of the Commissioner of Education at Juneau. These were the most valuable data obtained concerning the schools from 1917 to 1934. They stand as authentic.

PROCEDURE

The reader is first introduced to the history of education in Alaska by a brief resume of events which led up to the discovery of the territory. He is thus given some idea of the vastness of the country under observation, and of the conditions which existed in those days. The hardships of the early educators and the apparent lack of progress can be better understood through a knowledge of the eighteenth and nineteenth century history.

Chapter III gives a picture of Alaska as it exists today, thus forming a background for the study of the present-day schools.

Chapter IV deals with the schools of the present time throughout the territory as provided by the Session Laws

of Alaska.

Chapter V is a discussion of the important factors which influence school financing in Alaska. A comparison is made between the conditions existing in 1917 and those existing in 1934. In most cases the particular factor under discussion is carried year by year through the seventeen year period.

Chapter VI gives attention to the amount of money actually spent for the public schools of Alaska. First the entire period, 1917 to 1934, is considered, then the period of financial crisis, 1926 to 1933, is given special attention. In order to determine the rating Alaska held along the lines of educational finances from 1926 to 1933, conditions existing in the territory are compared with those present in United States.

Conclusions are reached which tend to sum up the findings in the previous chapters and to answer the aims of the survey.

CHAPTER II

HISTORY OF EDUCATION IN ALASKA

1785-1917

In order to properly introduce the reader to a history of education in Alaska, it is well to review briefly the events leading up to the discovery and settlement of the territory. This will link the past with the present and make clear some of the problems which confronted the early Russians and which yet make unique and difficult the administration of education in this northern land.

Russia's despotism in the sixteenth century drove many Cossacks and Russians from Russia and started them across the Siberian wastes on a journey which was to terminate in what is now Alaska. They founded Okhotsk in 1638, on the shores of the Pacific. A half century later the peninsula of Kamchatka was discovered.

There were many indications that land lay at no great distance to the eastward. Trunks of tall fir trees as well as of other trees that were not to be found in Siberia were often thrown upon the shores. Land birds came to the coast from the east and again returned in that direction. Foreign built boats were occasionally borne in by the waves. These waves did not have as long a swell as those further

to the south, thus indicating land-locked waters.

Peter the Great now became interested. Might not there be for him an American Russia, as already there was a European and an Asiatic Russia? And might not this new Russia, occupying the same relative position to America that the old Russia did to Europe, be worth more to him than a dozen Siberias? He would see. He would know, too, whether the continents of Asia and America joined. As a result of this enthusiasm, two expeditions were launched, known, because of their starting point, as the first and second Kamchatka expeditions. They were under control of Vitus Bering, a Danish captain in the Russian service. The first set forth on July 20, 1728. On this journey Bering discovered St. Lawrence Island, and sailed through the strait which now bears his name. After proceeding far enough to satisfy himself that the coast of Asia turned to the westward, and that America and Asia were not united, he returned to Kamchatka.

The second Kamchatka expedition started in February, 1733. It had as its objective the mainland of the American continent. After many delays the two vessels, St. Peter and St. Paul, under the command of Bering and Alexei Chirikof, respectively, set sail on the last leg of their journey June 4, 1741. Several points along the Aleutian Islands were touched on this expedition. Bering himself never returned.

Bering sailed westward as far as Cape St. Elias, from

which point Mt. St. Elias was sighted on July 16. Both of these were named by him. Chirikof undertook another expedition in the summer of 1742 but, after reaching Attu Island, returned to Kamchatka because of weather conditions.

These voyages of Bering and Chirikof furnish the principal grounds upon which Russia based her claim to the land which was later called Alaska. The next half century witnessed a number of expeditions which resulted in the exploration of a large portion of the southern coast line from Attu Island to Prince William Sound. Real colonization work was undertaken in 1783. In that year Grigor Ivanovich Shelikof, the "father and founder of Russian colonies in America", established a settlement on Kodiak Island.

This new "Russian America" had an area of about 586,400 square miles, one fifth that of the United States. It extended 1,400 miles in a north and south line and reached 2,500 miles from east to west. There were 25,000 miles of coast line, more than the combined Atlantic and Pacific coast lines in the United States. There were great contrasts in climates, ranging from temperate to frigid. Many parts of the coastal region experienced storms even during the summer season. There were no maps of land or water. The native population was scattered along the coast line. They were uncivilized. There were vast Siberian wastes between the seat of government in Russia and the local capital at Sitka, a distance

of 10,000 miles. Understanding these conditions, the work of the Russians can be better appreciated. It forms a striking contrast to the accomplishments during the first twenty-five years of American control.²

ENGLISH EXPLORATIONS

Captain James Cook, a noted English navigator, sailed up the western coast of North America in 1778. He made his first discovery of the Alaska coast near the present site of Sitka. Cook followed the coast to the Aleutian Islands, thence northward. He added much to the knowledge of this unexplored section, especially between fifty-eight degrees and seventy degrees north. George Vancouver also made explorations and upon the findings of these two men, England's claim to north-western North America was based.

SPANISH EXPLORATIONS

An expedition, commanded by Juan Perez, sailed from San Blas, Mexico, in January, 1774. Perez touched the Alaska coast at the southern extremity of Wales Island only.

A second expedition, of two vessels, was launched in 1775. The vessel commanded by Lieutenant Juan Francisco de

2. Lester D. Henderson, Ph.D., "History of Education in Alaska", in Report of Com. of Educ. (Juneau, Alaska), 1920, p. 5-31.

Bodega y Cuadra was the only one which made discoveries within the present boundaries of Alaska. Cuadra sighted land first at Mt. Edgecumbe, which he named Mt. San Jacinto. The original nomenclature was not retained due to Spain's neglect in not publishing the achievements of her explorers. In 1779, Lieutenant Ignacio Areteaga made a survey of the country around Nuchek Bay and Hinchinbrook Island and took possession in the name of Spain.³

UNITED STATES EXPLORATIONS

United States was not left out, but prior to the purchase of Russian America, little interest was taken in that part of the continent. In 1856, Lieutenant William Givson, U.S.N., commanding the schooner "Fennimore Cooper", made surveys along the Aleutian Islands. John Muir, the great naturalist and explorer, accompanied by Reverend Stanley Hall Young, explored parts of southeastern Alaska in 1879.

PURCHASE OF TERRITORY FROM RUSSIA

As early as 1855, during the Crimean War, the Empire of Russia, fearing England would seize Russian America, offered to sell the Territory to the United States. The offer was declined. Credit for the final purchase is given to William H. Seward, Secretary of State under President Johnson, who

3. Glimpses of Alaska, Bul. Alaska Terr. Chamber of Com., 1935.

was ably supported by Charles Sumner, General Banks and others. The treaty of purchase was signed by Baron de Stoeckl, for Russia, and Secretary Seward for the United States at 4 A.M. on March 30, 1867. The price paid was \$7,200,000 or about two cents per acre.⁴ A controversy arose over which country should pay the expenses of the cables which had been sent concerning the purchase. This fact sounds very much out of place today when we learn the total exports from Alaska have exceeded two and one-half billion dollars. She buys \$40,000,000 worth of supplies every year.⁵ The original check given to Russia and the American flag used in the formal transfer at Sitka, October 18, 1867, are now on exhibition in the Territorial Museum at Juneau. A picture of this check is on page 101.

RUSSIAN EDUCATION

The first school in Alaska was established by Shelikof at Three Saints Bay, Kodiak Island, in 1785. He instructed the pupils in his own language, in arithmetic and in religion. There is no record as to the length of time this school was in progress, although it probably was in session intermittently until the death of Shelikof ten years later. On June 19, 1796, it was reopened for a short term by Father Juvenal, who on

4. Victor J. Farrar, The Purchase of Alaska (W. Roberts Co.), 1935
5. Glimpses of Alaska, op. cit. p. 7

the first day reported an attendance of eleven boys and several grown men. The work of this school was cut short by the removal of Juvenal to Iliamna station. About this time, also, Father German opened a school for girls at Pavlovsk. The work of Juvenal and German marked the beginning of the educational activities of the Graeco-Russian church which terminated with the close of the two orphanages for boys at Sitka and Unalaska in 1911, and of the girls' boarding school at Kodiak in 1916.

One more agency was partially responsible for the conduct of education in Russian America. It was the Russian-American Company, which was organized under imperial charter in 1799 and became Russia's agent for the government of the province. The company was required to establish schools in connection with its trading posts. These schools were usually under supervision of the local trader and were open to children of both sexes.

Neither the church nor the company made any real attempt to bring education to the masses except in isolated cases. Both were operating in a little known and somewhat forbidden country many thousands of miles removed from the home base of supplies and it is not to be wondered at if they attempted to serve their own interests to a great extent. The church schools were maintained largely for the children of the clergy and as a means of preparing a few Creoles (children with

Russian fathers and Eskimo or Indian mothers) for the priesthood or as lay readers for the missions where no regular priest was stationed. Company schools likewise served largely as a means of educating the children of the employees and of training Creoles for positions as clerks, copyists, bookkeepers, ship-builders, navigators, etc. Creole girls were trained as housekeepers and frequently married the minor employees of the company. The most famous of the company schools was located at Sitka and was known as the Colonial Academy. Male graduates of the Company's more advanced courses were required to remain in the service of the company for fifteen years after completing the course of instruction.

Several years previous to the transfer of what is now Alaska to the United States, the Russian American Company discontinued its schools, as a result of increasing expense and diminishing income.

The progress of education in Russian America was not at all rapid. The early traders, colonists and representatives of the Graeco-Russian church were in the country not for the purpose of giving to it but that they might take from it. For at least half a century after the Russian occupation, educational matters were but little more advanced than in the days of Shelikof and Juvenal.

Nikolai Rezanof established a school for boys at St. Paul Island in 1805. A girls' school was also opened at this

settlement. Both were shortlived. A few years later Alexander Baranof opened a school at Sitka, but very indifferent work was accomplished until 1833, when Etholin took charge of it and improved its condition. Captain Golovnin reported that of those who left this school in 1837, four became sailors, three apprentices on board ship, five mechanics, and four clerks. Veniaminof established a school at Unalaska in 1825 which enrolled 93 pupils of both sexes.

Sitka was the center of Russian educational activity in Alaska. For some time previous to the transfer of the territory, five schools were in session. Two were elementary schools conducted for the benefit of the minor employees of the Russian-American Company, one was a school for the officials of the company, one was a boarding school for girls maintained by the colonial government, and one was a theological seminary founded by Father Veniaminof.

Russia's influence in educational affairs did not terminate with her formal withdrawal from Alaska. Governor Swineford, in his report to the Secretary of the Interior for the year 1887, lists seventeen schools which were maintained by the Graeco-Russian church. Governor Lyman Knapp in 1890, twenty-three years after the transfer of Alaska, reported an equal number, Governor James Sheakley in 1894 reported six church schools. His report for 1894 shows that this number had been

increased by two. From this time on, schools were discontinued until the close of the girls' boarding school at Kodiak in 1916, terminating, after a period of one hundred thirty-two years, the educational activities of the Russian government in Alaska.

One can scarcely write even a brief account of Russian education in Alaska without making some reference to the Kashevaroff family and its past and present contributions to educational advancement. Four of the five boys entered the service of the Graeco-Russian church and served it in the capacity of both priest and teacher. They are: B. P., stationed at Unalaska and Nushagak; N. P., at Kodiak; and P. P., at St. George Island; Andrew P. Kashevaroff is still living, and has covered a wider range of activities than any other member of the family. He was born at Kodiak on September 19, 1863, and received the major part of his education at San Francisco. During the years 1882-1884, he was lay reader in the Graeco-Russian church, and teacher of the Russian school at Sitka. In 1894 he established a school at Nutchek, Prince William Sound, and successfully conducted it until 1898, when he was transferred to Kodiak. While at Kodiak, he built and maintained a home for orphans from popular subscriptions among the natives of Prince William Sound. From 1900 to 1910 he conducted an orphanage at Sitka, and was then transferred to Juneau.

Father Kashevaroff was given the rank of arch-priest in 1913. Since the disorganization of the Graeco-Russian church he has been employed in several capacities and is at present Curator of the Alaska Historical Library and Museum which is located in the Territorial Building at Juneau. His lectures on totem lore and early Alaska history are enjoyed by thousands of tourists each year.

FIRST AMERICAN SCHOOLS

For several years after the purchase of Alaska by the United States, education languished. There was danger that even the few signs of enlightenment left behind by the Russians would be obliterated in the reign of disorder which followed their departure. A military rule was organized in 1867 and continued for ten years. This was followed by a two-year period in which the only official representative of the United States government was the collector of customs. In 1879 the U. S. S. Jamestown was dispatched to Alaska waters to maintain order and the navy was responsible for government in Alaska from that date until Congress passed an act in 1884 providing for a form of civil government.

"To quote the words of Rev. Sheldon Jackson, superintendent of Presbyterian missions in the territories, 'Russia gave them government, schools, and the Greek religion, but when the country passed from their possession they withdrew their rulers, priests,

end teachers, while the United States did not send any others to take their places. Alaska today has neither courts, rulers, ministers, nor teachers. The only thing the United States has done for them has been to introduce whiskey".⁶

The first school under the American regime was established at Sitka. The white residents of that city, despairing of any relief from the federal government, organized a city provincial government, with the consent of the military commandant, and elected city officials. Among the city officials were two school trustees who with the mayor composed the school board. A school building was purchased from the Russian-American Company for \$300 and a school was opened with Miss Addie Mercer as teacher, in 1868. Details relative to enrollment and the like are lacking in any of the authorities consulted. The government passed through a tempestuous six-year period and was discontinued, the school expiring with it.

During the early period of American sovereignty, at least two other American schools were maintained. However, these did not cost the government one cent. In 1870, a contract was entered into between the United States government and the Alaska Commercial Company, whereby the latter received certain concessions in the Pribilof Islands. Accord-

6. Hubert Bancroft, The Works of Hubert Howe Bancroft, vol. 33, The History of Alaska. A. L. Bancroft & Co., 1886, (San Francisco), p. 709-710.

ing to a clause in the contract, the company had to maintain a school on each island for at least eight months a year. Schools were established on St. Paul and St. George Islands.

Not many records of these schools are available. The enrollment during the first year was eighteen at St. Paul and twenty-five at St. George Island. The parents at first believed that the acquisition of the English language would interfere with their Graeco-Russian religion. The combined enrollment of the two schools in 1881 was reported as sixty-eight, with an average daily attendance of sixty-two. In 1884, the enrollment of the school on St. Paul was fifty-four, with an average daily attendance of fifty-two.⁷

MISSION SCHOOLS

Even a brief account of education in Alaska must give credit for work done by various church organizations.

Presbyterian

The Presbyterian was the first church to enter the field under the new regime. A boarding and industrial school was established at Wrangell on August 28, 1877, with Mrs. McFarland as teacher. A second industrial school was established at Sitka on April 17, 1878. Still others were opened

7. Bancroft, op. cit., p. 720.

at Haines, Hoonah, Jackson and Howkan. In the summer of 1884, the school at Wrangell was moved to Sitka. In 1890 a school was opened at Point Barrow. The church finally abandoned all educational work, turning it over to the United States Bureau of Education, except in connection with the Industrial School at Sitka, which is known today as the Sheldon Jackson School. This school, perhaps more than any other agency, has been responsible for the present high attainment of many of the natives of southeastern Alaska. Its course extends through the twelfth grade. It has a boarding school as well as day pupils.

Moravian

The second religious denomination to enter the Alaska educational field was the Moravian Church. In 1885 it established a school for natives at Bethel on the Kuskokwim River. In 1887, a second school was opened at Carmel on the Nushagak River. One more school was also maintained at Inigillingok.

Roman Catholic

In 1886, the Roman Catholic Church established a school for white children at Juneau. The attendance of this school increased from twelve on the opening day to 156 day students and 20 boarders in 1898. Work is offered through the tenth

grade.

In 1896, a school for white children was opened at Douglas, which closed in May, 1920. During the twenty-four years of its existence, 1207 pupils were enrolled. The church has maintained a school for white children at Nome also, from 1904 to 1909. The average attendance was 30 pupils.

Schools for natives are maintained at Holy Cross, Akularak, Nulato, and Hot Springs. Vocational training is given especial emphasis. Holy Cross was established in 1888 and is now the most important and largest school maintained by the church. It includes a dormitory, school farm and a saw mill.

Protestant Episcopal

The educational work of the Protestant Episcopal Church is confined entirely to work among the natives. Twelve schools are maintained. There are two types, the usual day school and the boarding and industrial school. All give work through the eighth grade. The names, locations and dates of opening follow:

Christ Church School, Anvik, 1887

St. Thomas, Point Hope, 1890

Fortella Hall Industrial School, Nenana, 1908

St. Johns-in-the-Wilderness School, Allakaket, 1910

St. Johns School, Ketchikan, 1897

St. James School, Tanana, 1890

St. Stephens School, Fort Yukon, 1898

St. Pauls School, Eagle, 1898

Circle City School, Circle City, 1898

Tanana Crossing, 1900

Salchaket, 1900

Chena, 1900

Methodist Episcopal

The educational work of the Methodist Episcopal church has been confined to the Unalaska and Seward Peninsulas. A combined school and orphanage was established at Unalaska in 1890 and maintained for about twenty years when it was taken over by the United States Bureau of Education. The church at present maintains the orphanage called the Jesse Lee Home. The children attend the government school. A school was opened at Sinuk, but these pupils were later transferred to Nome.

Some idea of the relative amount of educational work conducted by the various agencies can be gained from the following account gathered from the report of Governor Swineford, 1888: Government schools, 13; Alaska Commercial Company schools, 2; Graeco-Russian church schools, 17; other church schools, 11.

UNITED STATES GOVERNMENT SCHOOLS

The first seventsen years after it had purchased Alaska

the United States government made no provision for education in the territory. It did not appropriate funds, nor did it enact such legislation as would permit its residents to help themselves. Such a condition prevailed, despite the fact that many people laid the educational needs of Alaska before Congress. Vincent Collier, in 1869, visited the southeastern coast of Alaska. At the time he was Secretary of the Board of Indian Commissioners. On his return to Washington he recommended an appropriation of \$100,000 to provide schools for the natives of Alaska. Such an appropriation was made for the Indian tribes not otherwise provided for, but none of the money ever reached Alaska. No attempt was made to educate the 70,000 Indians there.

Great credit is due Rev. Sheldon Jackson, D. D., Superintendent of Presbyterian Missions in Alaska, for the awakening of Congress. His intimate acquaintance with Mr. Eaton, U. S. Commissioner of Education, caused that official to have more interest than otherwise. During the winters of 1877 to 1883, Dr. Jackson delivered a series of lectures on Alaska in most of the leading cities of the United States. In 1883 he addressed the National Education Association and secured the passage of a resolution urging educational legislation for the territory.

Finally, on May 17, 1884, the Harrison Bill was passed by Congress providing a civil government for Alaska. Section

13 of this act reads as follows:

That the Secretary of the Interior shall make needful and proper provision for the education of children of school age in the Territory of Alaska, without reference to race, until such time as permanent provision shall be made for same, and the sum of twenty-five thousand dollars or so much as may be necessary, is hereby appropriated.⁸

On April 11, 1885, Rev. Sheldon Jackson was appointed by the U. S. Commissioner of Education general agent of education in Alaska. The task before him was beset with many difficulties. Schools were to be established in a territory one-fifth the size of the United States. The region was practically uncivilized with the exception of a few small trading posts hundreds of miles apart, scattered along the coast. Transportation was irregular and uncertain. Teachers in southeastern Alaska might receive a monthly mail service. Those in other parts of the territory might be communicated with two or three times a year if fortune favored. The schools to be established would be 4,000 to 6,000 miles from headquarters at Washington. Not over 2,000 of the 36,000 grown people in Alaska could speak English and these were mainly in the settlements of Juneau, Sitka, and Wrangell.⁹ In addition to the regular school subjects, it was necessary that these children be taught the laws of health, improvement of dwellings, house-keeping, wood-working, and boat and shoe making; the trades of civilization, as well as the laws of honesty and general

8. U. S. Statutes at Large, (Washington, D. C.), vol. 23, p. 27.
 9. Bulletin No. 88, U. S. Dept. of Interior (Washington, D.C., 1919)

morality. To construct and equip school houses it was necessary that material be shipped 1,000 to 4,000 miles. Teachers had to be secured who would be willing to exile themselves from society and render service for the remuneration which it was possible to give them.

The work of establishing government schools began in the southeastern part of Alaska. The Presbyterian schools at Haines, Hoonah, Jackson and Wrangell were turned over to the government. In addition to these the general agent established schools at Juneau and Sitka during the summer of 1885 and sent a teacher to Unalaska in October. School service was extended to the Aleutian Islands in 1886 by means of a schooner chartered by the Bureau of Education for the purpose of transporting teachers, building material, and supplies. The plan of making contracts with the various missionary societies for the maintenance of schools in their vicinity was early adopted. Under this plan it was possible to extend the educational system much more rapidly, as the churches helped stand the expense. Also, the union of the two agencies served for the more rapid advancement of both. This practice continued until 1895.

Up to the year 1890, there were only two schools for white children in Alaska. These were located at Juneau and Sitka. In 1890 a third school was opened at Douglas. At this time eleven schools were being conducted for native

children and nine more were receiving government aid. The service which the government was able to extend to white children was not considered adequate by the white population. However, there was no remedy except the maintenance of schools by popular subscription, which, in several instances was followed.

In 1898, following the discovery of gold in the Klondike, there were 10,000 more white people in the territory than ever before and the appropriation was only \$30,000. Skagway, a town at the entrance to the White Pass, the easiest way to the Klondike, had 116 school children and no school. Dyea, another mushroom town, was without school.

On June 6, 1900, Section 28 of Document 137, "an act making further provision for civil government in Alaska,"¹⁰ allowed communities to incorporate into towns and to use one-half their liquor-license money for school purposes under direction of a school board of three members. Not long afterward the incorporated towns were empowered to use all their liquor-license money for school and to levy a school tax on property as high as 2%. This marked the beginning of the strictly territorial school system.

Juneau and Skagway were the first communities to incorporate and maintain their own schools for the white children, during the year 1900-1901. Some idea of the importance

10. U. S. Statutes at Large, (Washington, D. C.), vol. 33, p.531

of this legislation may be gained from the fact that each town had a revenue of \$15,000 annually for the support of schools, which combined was the amount available for the natives and whites of the rest of Alaska.

The second step in the foundation of our present territorial school system was taken in 1905, when Congress passed the Nelson School Law¹¹ under which any community outside incorporated towns having a school population of twenty "white children and children of mixed blood who lead a civilized life" might secure the establishment of a school district, with an elected school board consisting of three members in active management. The Governor of Alaska was made ex-officio Superintendent of the Nelson Schools. Revenue for the support of these schools was derived from 25%, and after February 6, 1909, 30% of the "Alaska Fund" which consists of "all moneys derived from and collected for liquor licenses, occupation or trade licenses outside the incorporated towns in the Districts of Alaska".

At the same time Congressional appropriations for schools administered by the Secretary of the Interior through the United States Bureau of Education were restricted to the maintenance of schools for "Eskimos, Aleuts, Indians and

11. U.S. Statutes at Large, (Washington, D.C.), vol. 33, p.617

other native people of Alaska".¹² Thus there were created in Alaska by congressional enactment, two types of schools, one for the children of native people and the other for the children of the white race. The same provision for the education of the native people exists today, augmented by continually increasing appropriations and enlargement of the scope of the work to include medical care, nursing and hospital service, an increasingly beneficial reindeer service, orphanages, industrial schools, cooperative stores and other business enterprises.

Opportunity for further progress toward the establishment and maintenance of a unified territorial school system was provided through an act of Congress approved August 4, 1912 and known as the "Organic Act", providing for an Alaska Territorial Legislature¹³ which held its first session in Juneau, the capital, in the spring of 1913 and which has convened biennially since that time. During the first two sessions of the legislature, the prohibitions of the "Organic Act" prevented legislation regarding the establishment and maintenance of schools. These prohibitions were removed by the "Uniform Act of Congress", March 3, 1917, and the legislature was free to enact its own school laws.¹⁴

12. Report of Com. of Educ., 1926, p. 7

13. U.S. Statutes at Large, (Washington, D.C.), vol. 37, p.512

14. U.S. Compiled Statutes, Temporary Supplement, 1917, p.193

As stated above, the schools of Alaska, especially those of incorporated towns, depended for their support largely upon the liquor-license money. In November, 1913, the people of Alaska, by referendum, voted in favor of territorial prohibition. Congress then granted to the territory the right to control her own schools and to use territorial funds for their support. This latter provision at once gave to Alaska \$300,000 to be spent upon her schools.

The third territorial legislature passed several school measures, the most important ones for the elementary and high schools being:

(1) The Uniform Act. The principal provisions of this act are the creation of a Territorial Board of Education, consisting of the Governor and the four senior senators, one from each judicial district, whose principal duties are the appointment of a Commissioner of Education at a salary not to exceed \$4,000 a year, and, on the recommendation of this official, to appoint clerks and other office employees to the number permitted under a limited possible appropriation of \$2,000 per annum, and the exercise of general supervision over the policies of the Commissioner.

(2) An act providing for the maintenance of schools in incorporated towns and districts, made necessary by the Prohibition Law. Under the terms of this act, a refund of

75% was given to the school boards every three months. This refund was based upon the amount spent for maintenance of the schools.¹⁵

Rev. Sheldon Jackson, as General Agent of Education in Alaska, had as his duty the supervision of the government schools and the establishment of new ones. In an effort to contact more people, as was before stated, he made contracts with churches by which each paid toward the expenses of a school. Rev. Jackson's report for 1892, Table 1, gives an idea of his work.

Table 1. Data for Government and Contract¹⁶
Schools for the Year Closing June 30, 1892.

	No. Schools	No. Pupils	Cost
Government	16	798	\$20,020
Contract	15	1136	
			Paid by govt. 29,980
			Paid by Missionary Soc. 68,211.81
By Sheldon Jackson, General Agent of Educ.			

15. Report of Com. of Educ., 1920, pp. 10-26.

16. Report of U. S. Com. of Educ. (Washington, D. C.), 1892, vol. 2, p. 873.

The early schools of Alaska were financed by annual appropriations from the U. S. Government, as follows:

Table 2. U.S.Appropriations for Alaska Schools¹⁷
1886-1902

First grant to establish, 1884	\$ 25,000
Annual grants:	
1886-1887	15,000
1887-1888	25,000
1888-1889	40,000
1889-1890	50,000
1890-1891	50,000
1891-1892	50,000
1892-1893	40,000
1893-1894	30,000
1894-1895	30,000
1895-1896	30,000
1896-1897	30,000
1897-1898	30,000
1898-1899	30,000
1899-1900	30,000
1900-1901	30,000
1901-1902	50,000

17. Report of U. S. Com. of Educ., 1903, vol. 12, p 2345.

Another report sent to Washington, D. C. by Jackson Jackson gives information concerning the subjects which were taught and the enrollment under each. It will be noticed that the laboratory subjects, among the most expensive, were not included. Also, there were no high school classes, where the per capita cost is highest.

Table 3. Curriculum of Early Schools 18 and Number Pupils Enrolled (1891-1892)

Clarks	White	Native	Juneau	White	Native	Douglas	White	Native	Williams	Williams	Jackson	Haines	Klawack	Kake	Kodlak	Unga	Karluk	Afognak
	16:20	20:20	32:56	20:40	1:50	32	9:53	50	50	11	11	11	2	2	6	6	3	4
Primary Charts	29	20:50	2:50	1:50	32	50	50	50	11	11	11	2	2	6	6	3	4	4
1st & 2nd Readers																		
3rd & 4th Readers																		
Spelling																		
Eng. Lang.																		
Geography																		
Arithmetic																		
Grammar																		
Drawing																		
Physiology																		
Hygiene																		
U. S. History																		
Writing																		
Use of tools																		
Sewing																		

SUMMARY

We may summarize briefly the five stages through which education in Alaska has passed as follows:

- (1) The period of Russian control, extending from 1785 to 1867.
- (2) The period of governmental neglect, from 1867 to 1885, during which time the various churches, including the Graeco-Russian, were responsible for whatever educational work was accomplished.
- (3) The period of cooperative effort between the government and the various religious denominations, beginning in 1885 and terminating in 1895, when the Bureau of Education discontinued the practice of granting contracts to church organizations for the maintenance of schools.
- (4) The period during which local control of schools for white children was secured and a system of schools for white children definitely established, beginning with the Act of 1900, which permitted the incorporation of towns and provided for school revenues, and terminating in 1905, when the Nelson Act, with its provisions for schools for white children in communities outside incorporated towns, was passed.
- (5) The last distinctive period is that beginning in 1917, when Congress removed the restrictions formerly placed upon the Territorial Legislature and permitted the people of Alaska to control their own schools.¹⁹

19. Report of Com. of Educ., 1920, p. 31.

CHAPTER III

DEVELOPMENT OF ALASKA

This chapter deals with Alaska as a territory. Its purpose is to give a setting or background for the study of Territorial School finances. Its growth in population by decades from 1880 to 1930 is given in tabular form. A brief glimpse of Alaska today shows the conditions which determine the kind of schools the people living there now require. A map of Alaska superimposed on a map of the United States of the same scale, page 39, gives a vivid comparison of the size of the two.

As will be learned later, in Chapter IV, approximately three-fourths of the expenditures of the territorial schools is paid by the territory. Hence, a study of the sources of territorial wealth is made in order to ascertain wherein the territory obtains its revenues.

GROWTH IN POPULATION

An increase in population of 98.4% occurred around 1900. A decrease of 4.5% is observed between 1910 and 1920. Alaska, up to 1930, had not regained the number of inhabitants she possessed in 1910. However, in 1930 there was an increase of 77% over 1880; in 1910 a 92% increase.

Table 4. Growth in Population by Decades²⁰
1880-1930

Year	Population	Increase	
		Number	Per Cent
1880	33,425		
1890	32,052	-1,374	-4.1
1900	63,592	31,540	98.4
1910	64,356	764	1.2
1920	55,038	-9,320	-4.5
1930	59,278	4,242	7.7

This variation in population can be explained. The famous Gold Rush of '98 brought an influx of temporary inhabitants. Skagway and Dyea became cities almost overnight. These were the ports of entry to the Klondike. Many of the men who came did not bring their families and had no intention of remaining. They did stay for several years, hopeful of more wealth, but finally returned to their homes. In place of these "camps" and the migratory population are to be found villages and towns with fixed inhabitants. This means better family life, more children, and a demand for more and better schools. The per cent of white people is increasing rapidly and they have a much higher standard of living than the natives. This fact cre-

ates another demand for better schools.

ALASKA TODAY

This mighty Empire of the North is a world in the variety of its lands, its resources and its climates. One-fourth of the country lies within the Arctic Circle. The temperatures there reach as low as seventy degrees below zero. Southeastern Alaska has a mild winter climate, regulated to a great extent by the Japan Current.

Living conditions in Alaska are very much the same as in any other part of the United States where the climates compare. Each town has one or more churches; few are without a public library; while fraternal orders maintain good buildings. All larger towns are situated on navigable rivers or canals and each forms a base of supplies for a large area. Modern passenger ships sail from Seattle to Alaska ports. Good summer roads radiate from every town and winter trails are open for dog team travel. Aviation fields are located at seventy-three widely scattered points and connections are maintained the year around.²¹ Telephone and radio communications flash news to practically every corner as soon as the people in the states learn it. Nightly broadcasts from radio stations along the western coast are heard by a great per cent of the population. Clothing

21. Glimpses of Alaska, op. cit, p. 3.

worn by all residents leading a civilized life is identical with that worn in Montana or the Dakotas.

The completion of the Alaska Railroad from Seward to Fairbanks, built by the United States government at a cost of \$56,000,000, helps assure the future of Alaska. The driving of the last spike by President Harding on July 22, 1923, commemorated the completion of the project.²²

There are sixteen incorporated towns in Alaska. The total valuation for the fiscal year 1934 was \$24,814,110.84. Rates of taxation vary from 10 to 20 mills.²³ The area of Alaska is 586,400 square miles. Bank deposits on June 30, 1934, were \$6,626,573.71.²⁴ More than 7,000,000 cases of salmon were shipped out of the territory in 1934. The average yield of salmon annually, including frozen, salted, etc., is worth \$40,000,000.²⁵ Gold production is around \$11,000,000 per year.²⁶

SIZE OF ALASKA AS COMPARED TO CONTINENTAL U. S.

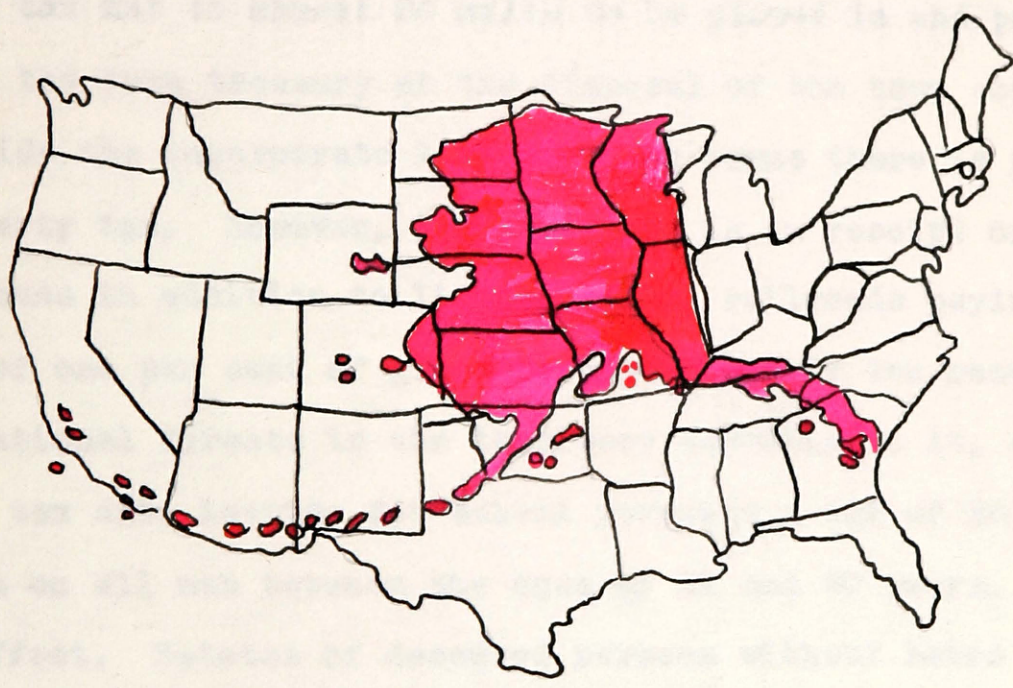
Alaska contains more than one-sixth of all the land under the American flag. If Alaska could be lifted up and dropped upon the main body of our country, with its

-
22. F. G. Carpenter, Alaska Our Northern Wonderland, (Doubleday, Page & Co., 1925), p. 272.
 23. Report of Governor of Alaska, (Juneau), 1934, p. 37.
 24. Governor's Report, 1934, op. cit., p. 3.
 25. The Daily Alaska Empire, Mar. 10, 1935 (Juneau), Sec. 5, p.3.
 26. Glimpses of Alaska, op. cit., p. 52.

eastern end touching the Atlantic Ocean at Savannah, the westernmost end would be in the Pacific beyond Los Angeles. From north to south, Alaska reaches almost as far as the distance from Canada to Mexico. This comparison is illustrated by the following graph.

The above statements give some idea of the distance over which school supplies have to be transported. Practically all these supplies come from the states. Also, since most of the teachers come from the states, some allowance for their traveling expenses must be made in their salaries. There are ninety-one schools scattered over almost 600,000 square miles, approximately one school to every 6,500 square miles.

Graph 1. MAP SHOWING SIZE OF ALASKA AS
COMPARED TO CONTINENTAL UNITED STATES²⁷



27. Alaska School Bulletin, Feb. 1938, (Juneau)

SOURCES OF TERRITORIAL WEALTH

The territory has its own fiscal system, controlled by laws enacted by the territorial legislature, which is entirely separate and apart from the revenues received by the federal government from business and trade licenses which are put into and disbursed from the Alaska Fund in the federal treasury.

As before stated, incorporated towns may levy a property tax not to exceed 20 mills to be placed in and paid from the town treasury at the disposal of the town council. Outside the incorporate limits of the towns there is no property tax. However, the territory is in receipt of other revenues in addition to license taxes, railroads paying a tax of one per cent of gross receipts, 25% of the receipts of national forests in the territory accruing to it, and a poll tax act, levying for school purposes a tax of \$5 per annum on all men between the ages of 21 and 50 years, is in effect. Estates of deceased persons without heirs escheat to the territory. Private fishermen must also pay a license fee according to the kind of fishing to be done.

The following are the most productive of license taxes:

1. Salmon canneries - a tax ranging from 10¢, plus, per case on red kings to 3¢ on chums.
2. Salteries - a tax ranging from 10¢ to 2½¢ per 100 pounds.

3. Fish oil.
4. Professional men or women.
5. Power plants and telephones.
6. Business houses.
7. Automobiles.
8. Saw mills.
9. Fish traps - \$200 to \$50 per annum plus an additional \$2 per 1,000 on all fish caught in any one trap in excess of 100,000.²⁸

GENERAL FUND RECEIPTS

Table 5, General Fund Receipts, shows the source of the license taxes collected for the year 1933 by the territory. The largest revenue derived from any single tax came from salmon canneries. The next highest is licenses for fish traps. Mining, often thought of as an important industry in Alaska, pays the third largest tax. Total license tax collections for year 1933 were \$856,369.56.

The cash balance of the territorial treasury on December 21, 1934, was \$457,109.90. Owing to increase of salmon pack in 1934, it was estimated that the taxes on this pack, collectable in 1935, would be \$200,000 greater than in 1934.²⁹

28. Report of Governor of Alaska, 1931, p. 105-6.

29. Report of Treasurer of Alaska, Sept. 9, 1934.

Table 5. General Fund Receipts³⁰

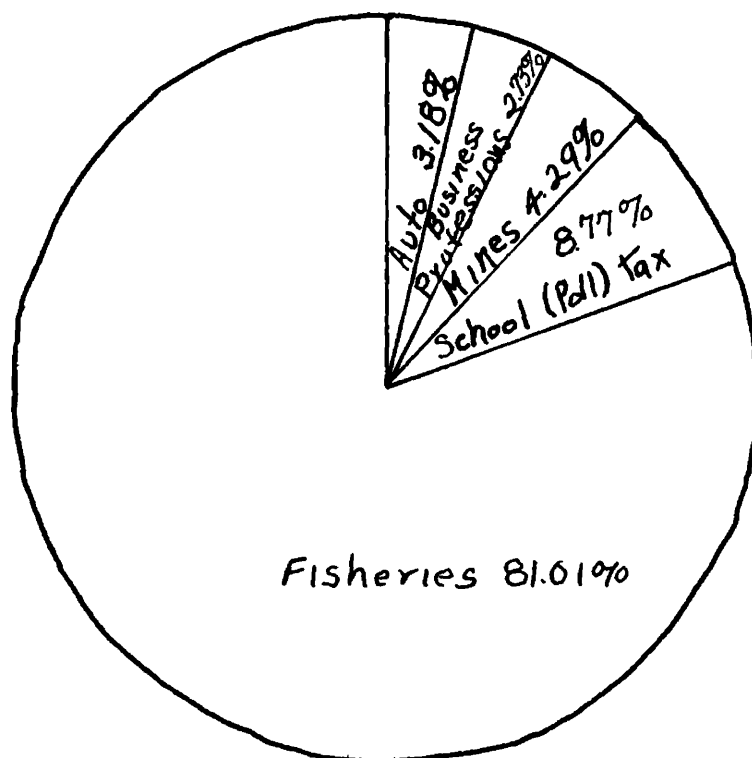
License taxes collected for the year 1933, by the territorial treasurer, were as follows:

Chiropractors.....	110.00
Attys-at-Law.....	520.00
Dentists.....	320.00
Optometrists.....	100.00
Undertakers.....	140.00
Bakeries.....	255.00
Electric Light and Power Plant.....	2,849.95
Telephone.....	613.17
Water Works.....	406.04
Salmon canneries, Pack cases.....	590,266.62
Fish salteries.....	5,076.57
Fish traps.....	
Licenses.....	97,150.00
Additional.....	22,509.51
Gill nets.....	4,156.50
Seines.....	5,040.00
Cold storage.....	700.00
Fish buyers.....	.35
Fish Oil and Fertilizer.....	25,293.98
Clam Canneries.....	418.71
Laundries.....	850.00
Meat Markets.....	2,150.00
Mercantile Est.....	1,650.00
Mines and Mining.....	80,326.28
Soft Drinks.....	1,020.00
Saw-Mills.....	861.35
	<hr/>
	842,589.03
Salmon Canneries (net Income Taxes)	13,780.53
	<hr/>
TOTAL COLLECTIONS FOR 1933	856,369.56

30. Report of Treasurer of Alaska, Sept. 29, 1934, p. 43

During the two-year period ending December 31, 1932, revenues were derived from the sources and in the percentages as shown in Graph 2. Territorial revenues have been divided by the treasurer into five sections; namely, fisheries, school tax, mines, business and professional and auto taxes. The comparative income is shown. Fisheries furnish 81.01%, school tax 8.77%, mines 4.29%, automobiles, 3.18%, and business and professional taxes 2.75% of total.

Graph 2. Percentages of Territorial Revenues³¹
1932



31. Report of Treasurer of Alaska, Dec. 31, 1932.

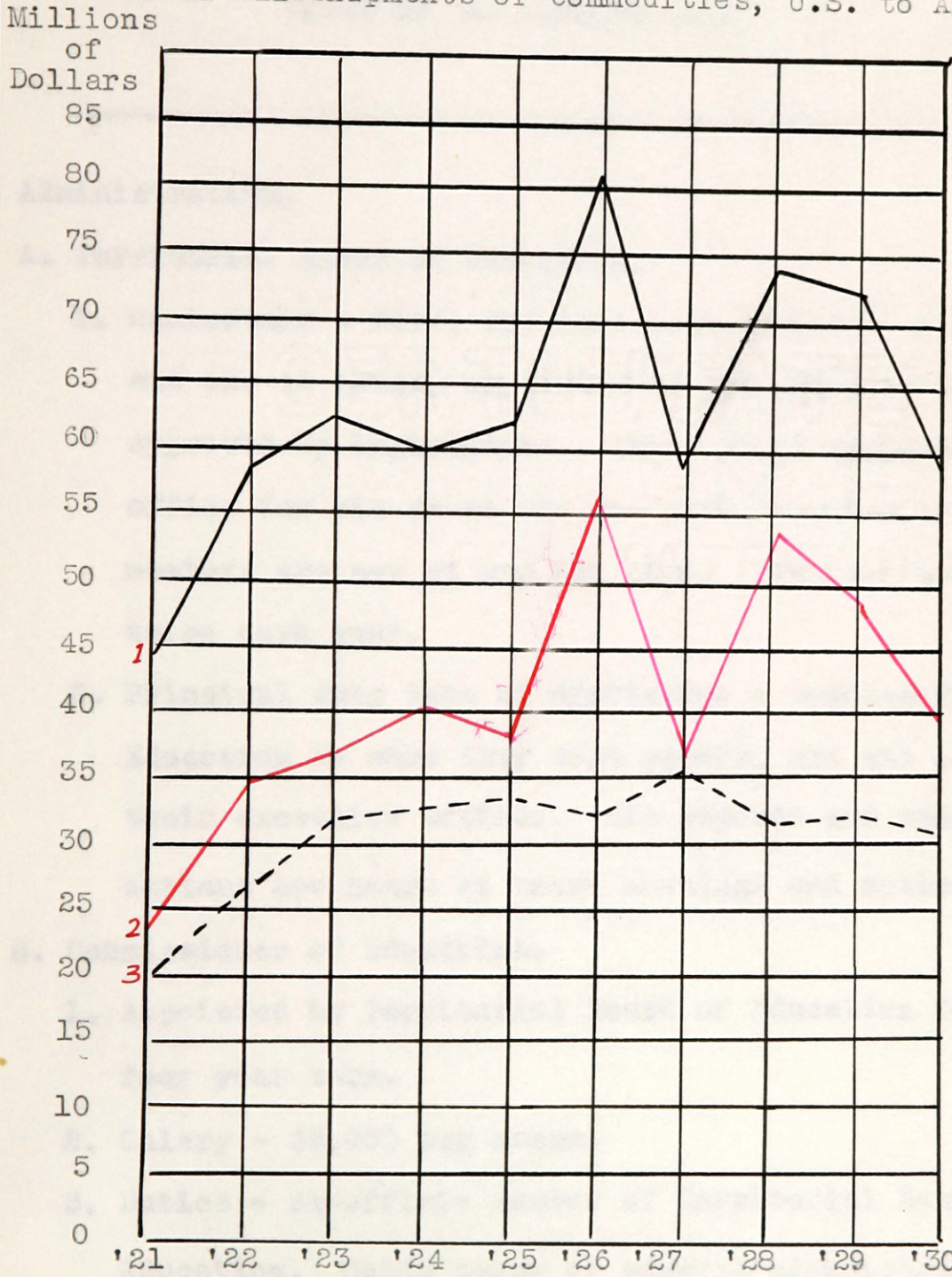
Graph 3 shows the amount of shipments from Alaska to the United States during the decade 1920-1930. The value of these shipments reached approximately \$81,000,000 in 1926. The second highest was around \$74,000,000 in 1928. Both of these high marks were due to shipments of fish and fish products which reached about \$56,000,000 in 1926 and \$53,000,000 in 1928.

Line 5, the dotted line, shows the value of all shipments of commodities from the United States to Alaska. The highest amount of imports was \$35,000,000 in 1927, but in no case did it reach the amount of fish products alone which were shipped out of Alaska that year. Growth of shipments shows progress. Progress means a higher standard of living. This, as stated before, demands greater opportunities, including schools, for the younger generation.

In addition, a growth of shipments affects the schools by increasing the territorial treasury receipts. As learned before, fish products, which furnish the bulk of the shipments, also brought in 81.01% of the territorial revenues in 1932. This is due to the heavy tax imposed upon them, including an income tax which must be paid by the salmon canneries.

Graph 3. Graph of Shipments 1921-1930³²

- 1. Total shipments of all commodities, Alaska to U.S.
- 2. Shipments of fish and fish products, Alaska to U.S.
- 3. Total all shipments of commodities, U.S. to Alaska.



32. Report of Governor of Alaska, 1931, p. 159

CHAPTER IV

SET-UP OF ALASKA SCHOOL SYSTEM AS PROVIDED BY THE SESSION LAWS

I. Administration.**A. Territorial Board of Education.**

1. Membership - five; one from each judicial district and one at large, appointed by the governor and approved by legislature. These board members hold office for six years and not more than two of the five members are new at any one time. They may meet twice each year.
2. Principal duty that of appointing a Commissioner of Education in whom they vest powers, and who acts as their executive officer. His reports and recommendations are heard at board meetings and action taken.

B. Commissioner of Education.

1. Appointed by Territorial Board of Education for a four year term.
2. Salary - \$5,000 per annum.
3. Duties - Ex-officio member of Territorial Board of Education. Holds power of general administration and supervision of territorial school system; approves budgets of all schools; audits quarterly and

annual reports of school treasurers; issues courses of study, teachers certificates; inspects schools; has complete administration of all rural and special schools, including selection of their teachers. He is represented in each of these communities by one person known as his agent.

4. Assistants - A deputy commissioner, a clerk and a stenographer in his office.

C. City superintendents and principals.

1. Appointed by city Board of Education.
2. Duties - Administration and supervision of city system subject to territorial laws, and regulation of city school board, territorial Board of Education, and Commissioner of Education.
3. Title - He is called superintendent if there are six or more teachers in school system; if less than six he is called principal; powers and duties the same.

II. Types of School Districts and Fiscal Support.

A. City school districts.

1. Limits - coterminous with boundaries of municipality.
2. Government - ruled by school board of three members, one elected annually for a term of three years.
3. Sources of funds - no special property tax for school purposes in Alaska. City school board is dependent upon city council, which appropriates money for

school support from general city funds, obtained from general taxes. School budget must be approved by city council before it is sent to commissioner. City treasurer turns over city's share to school treasurer. This fund is augmented by the territory as follows: the schools are divided into three classes depending upon the number of pupils enrolled the preceding year. School treasurer submits detailed report of expenditures quarterly, supported by receipted vouchers, to commissioner, who audits it. A refund to the city of money already paid out is then made on a basis of classification as follows:

Enrollment less than 150, 80% refund.

Enrollment 150 to 300, 75% refund.

Enrollment 300 or more, 70% refund.

Limitation in the law prevents apportionment of more than \$40,000 to any city during one year. Refund is made on money spent for all school purposes except original sites and buildings, repairs or improvements to same, equipment, and interest on indebtedness.

B. Incorporated school districts.

1. Organization - Any settlement outside the limits of an incorporated city and having a population of 100 or more and 30 or more children between the ages of

six and seventeen years, may form an incorporated school district in the manner provided by law. Size of district is limited to 40 square miles.

2. Government - Governed by a board of five members, elected for a two-year term, the terms of two and three members expiring in alternate years.
3. Sources of funds - This board functions in much the same manner as a city council in the assessment and collection of their school funds. Territorial support is the same as for city schools, outlined above.

C. Rural schools.

1. Organization - Any settlement outside the limits of an incorporated city and having 15 children of school age, may have a rural school.
2. Government - All powers of operating the rural school and selecting its teachers is in the hands of the Commissioner of Education.
3. Source of funds - All funds for operating the rural schools come from the territory. It reserves the choice of erecting or renting an adequate building.

D. Special schools.

1. Same as rural, except minimum is six pupils. Locality must furnish fuel, light and janitor service.

III. Teachers.

- A. Election - Selected by local school boards in incorporated cities and incorporated school districts. All others selected by commissioner.
- B. Certificates.
1. High School certificates - Same as existing requirements of Northwest Association of Secondary and Higher Schools for teachers of high school.
 2. Elementary school certificates - Completion of at least three years in an accredited normal school or college.
 3. Special certificates - May be issued by commissioner for one year in case of emergency.
 4. Life certificates - Elementary life certificates require five years of successful teaching in the territory, plus ten semester hours additional training. High School life certificates require five years successful teaching in the territory plus one year graduate study above a bachelor's degree.

IV. Miscellaneous Items.

- A. Transportation of pupils - Contracts for transportation of pupils are entered into by the commissioner with approval of president of territorial board. May be provided where children reside a distance of two or more miles from school. Cost set by territory.
- B. Tuition - Payable to cities and incorporated school

- districts which provide facilities for children residing outside their corporate limits. The tuition fee is \$3.50 per pupil for each school month or major fraction thereof, with a maximum of \$30 per year.
- C. Compulsory attendance - Applies to all children between the ages of 7 and 16 who have not passed the eighth grade, unless the physical or mental condition of same is such as to render such attendance impracticable, or child resides more than two miles from school and transportation is not provided, or he has completed the work of the highest grade maintained in his district.
- D. Territorial textbook commission - Meets every four years and adopts texts for elementary and high schools. All schools must choose from this list if they wish to obtain territorial refund on textbooks.
- E. Annual physical examination - required for every pupil in incorporated cities and districts; also in rural schools if the services of a physician or nurse are available.³³

33. Session Laws of Alaska, (Juneau), 1929, Chap. 95-97; 1933, Chap. 42 and 114.

CHAPTER V
FACTORS AFFECTING THE COST OF EDUCATION
IN ALASKA

As an introduction to this chapter on the cost of education in Alaska, it is well to sketch the sources of territorial school money.

The greater proportion of the funds for the support of education in Alaska is derived from territorial appropriations. These are made during the biennial meetings of the legislature, in odd numbered years. Beginning in 1917, the appropriations have been made as shown below.

Table 6. Territorial Appropriations For Schools³⁴
1917-1933

Year	Amount
1917	\$ 426,000
1919	435,000
1921	445,000
1923	445,000
1925	740,000
1927	752,000
1929	942,000
1931	955,000
1933	842,000

34. Reports of Com. of Educ. 1920-1934.

As shown by the preceding table, the peak of the territorial appropriations for school purposes was \$955,000 in 1931. This was an increase of \$529,000 over the amount appropriated in 1917, or a little more than 124%. Due to the depression, which lowered the value of Alaska's three main exports (fish, gold and furs), it was necessary to lower the appropriations in 1933. A reduction of \$113,000 or a little less than 12% of the 1931 amount was made. This was the first instance in which money allotted for school purposes, by the territory, was decreased since the territory took charge of its schools.

Since these territorial appropriations are insufficient, revenues for schools are obtained from other sources:

1. The Alaska Fund: The Federal Government derives revenue from business and trade licenses issued outside of incorporated towns, which is collected by the clerks of the district courts, deposited to the credit of the Treasurer of the United States, and by him credited to the Alaska fund, under the Act of Congress, approved January 27, 1905. Twenty-five per cent of this money thus collected is appropriated for the maintenance of schools outside of incorporated towns, expenditures being made upon requisitions by the Governor of Alaska upon the Treasurer of the United States through the Secretary

of the Interior. This fund nets the schools approximately \$50,000 per year.³⁵

2. The Public School Current Fund is derived from three sources, as follows:
 - a. Territorial Poll Tax in the amount of \$5 per year levied on all able-bodied male residents between the ages of 21 and 50, employees of army and navy excepted.
 - b. Twenty-five per cent of the receipts of the national forests of Alaska.
 - c. Fifty per cent of the receipts of the Alaska Game Commission.
3. Permanent School Fund. By Act of Congress, approved March 4, 1915, sections 16 and 36 of each township of public lands in Alaska are reserved from sale or settlement. The income from these lands is set aside, the revenue from which is used exclusively for school purposes. The 1921 session of legislature provided that funds derived from the sale of the property of defunct schools shall be credited to the Permanent School Fund.³⁶

35. Report of Governor of Alaska, 1931

36. Reports of Com. of Educ., 1930-and 1934.

INCREASE IN ENROLLMENT

The first factor in school cost to be considered is increase in enrollment. This will be studied with reference to both the elementary and the high schools throughout the territory. An increase in enrollment means an increase of expenditures along many lines, such as: school supplies, textbooks, number of teachers, size and number of school buildings, variety of courses required, and other factors. These will be presented in the following pages.

Table 7, page 57, shows the increase in enrollment in the schools of Alaska, high schools, elementary and total from 1917 to 1934. Each of these increases will be considered separately.

Table 7, page 57, along with Graph 4, page 58, shows the total enrollment in 1917 to have been 3341, while in 1934, it was 5519. This is an increase of 2178, or 65.19%.

Table 7, page 57, and graph 5, page 59, show the elementary enrollment increase from 3030 in 1917 to 4436 in 1934, an increase of 1406 or 46.40%.

The above figures are misleading to the average person. An increase of a few more than two thousand students scattered over the thickly populated communities in the United States would not require much of an increase in expenses. But the reader must keep in mind two things: (1) it is Alaska and Alaska schools which are being considered;

(2) many school districts are abandoned after a few years and new ones formed; hence new buildings constructed. These new buildings are costly, because the new districts are usually in the Interior where transportation is costly. Quite often these schools enroll not more than fifteen students. Visits to these schools by the Commissioner of Education, and occasionally by other territorial officials, such as health officers, must be made. Many of these places can be reached only by airplane or dog team while school is in session, which are the most costly means of transportation.

The present Commissioner of Education reports that on one of his trips he traveled 6,220 miles. Approximately half of this distance was covered by airplane in 36 hours actual travel. The other half was covered by boat and train in 43 days.³⁷ The immense distances and scattered population of Alaska give the factor of increase in enrollment an importance unequalled in most states or territories.

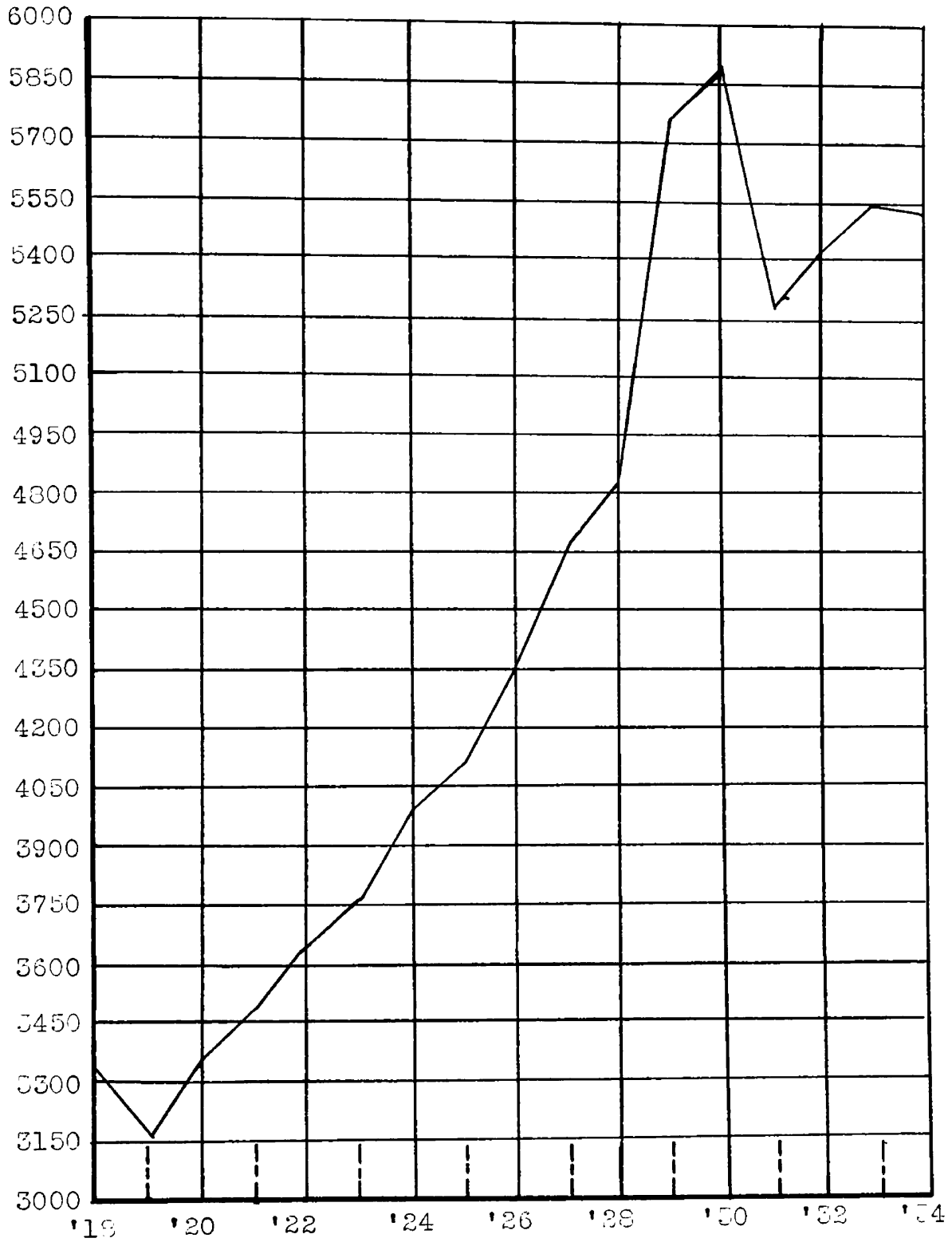
The above mentioned facts show that even a small increase in number of students necessitates an unproportional increase in costs. Several of these factors will be explained more fully later in this chapter.

37. Report of Com. of Educ., 1934, p. 25

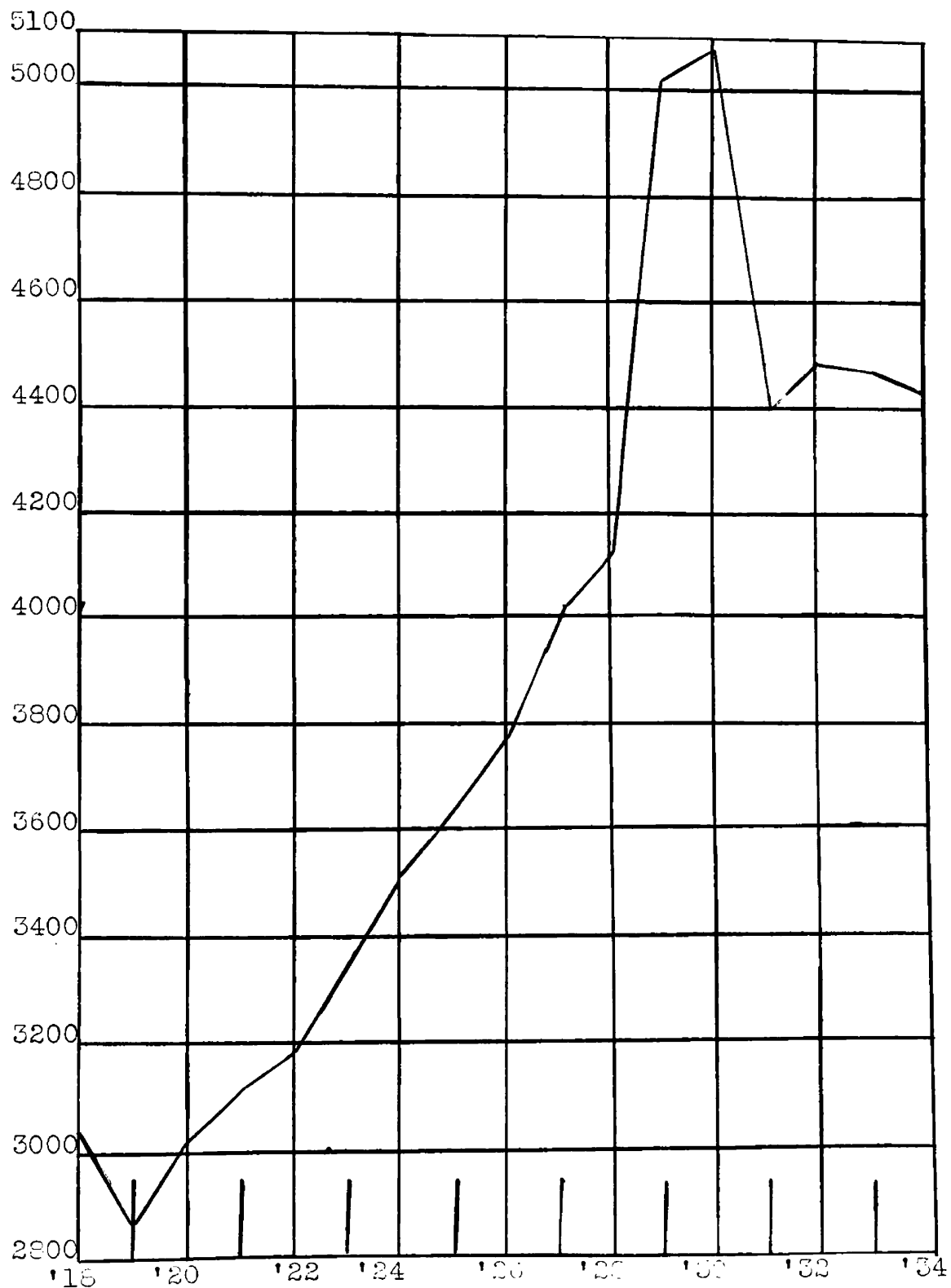
Table 7. Increase in Enrollment in Schools of Alaska ^{SE}
 (High School, Elementary, Total)
 1917 - 1934

Year	H.S.	Elem.	Total
1917-18	311	3050	3341
1918-19	290	2372	3162
1919-20	347	3013	3360
1920-21	368	3115	3483
1921-22	450	3206	3656
1922-23	460	3345	3805
1923-24	464	3519	3983
1924-25	519	3634	4153
1925-26	581	3772	4353
1926-27	669	4008	4677
1927-28	714	4115	4829
1928-29	771	5020	5791
1929-30	838	5071	5909
1930-31	909	4392	5301
1931-32	939	4485	5424
1932-33	1073	4470	5543
1933-34	1083	4436	5519

Graph 4. Increase in Total Enrolment of Schools of Alaska
1917 - 1934



Graph 5. Increase in Elementary Enrollment in
Schools of Alaska
1917 - 1934



AVERAGE DAILY ATTENDANCE

Another factor in school costs is average daily attendance. Its extreme importance is recognized by the fact that per capita costs are based upon the figures which show the average daily attendance. If enrollment alone were the only vital point, the same students might enroll in several different schools during the same term, thus making of little value the proportion of cost to enrollment. By taking into consideration both the above factors, the final conclusions are more likely to be accurate.

Average daily attendance is found by counting the total number of days attendance during the year and dividing this by the number of days of school during that year. Thus it shows the number of students actually taught; not the ones who were supposed to be there but were not.

Table 3 shows that average daily attendance advanced from 2601 in 1917 to 4729 in 1934, an increase of 2128, or 81.8%.

Referring again to Table 7, it was learned that the increase in enrollment for the same period, 1917 to 1934, was 65.1%.

The above stated rise in per cents has a significance. It costs more to actually teach a student than it does merely to have his name on the roll. Perhaps the items of text books and schoolroom supplies are the ones most heavily affected. The rise in per cent of average daily attendance above that of enrollment also shows better holding power and more regularity and consistency in attendance, which tend to raise the stand-

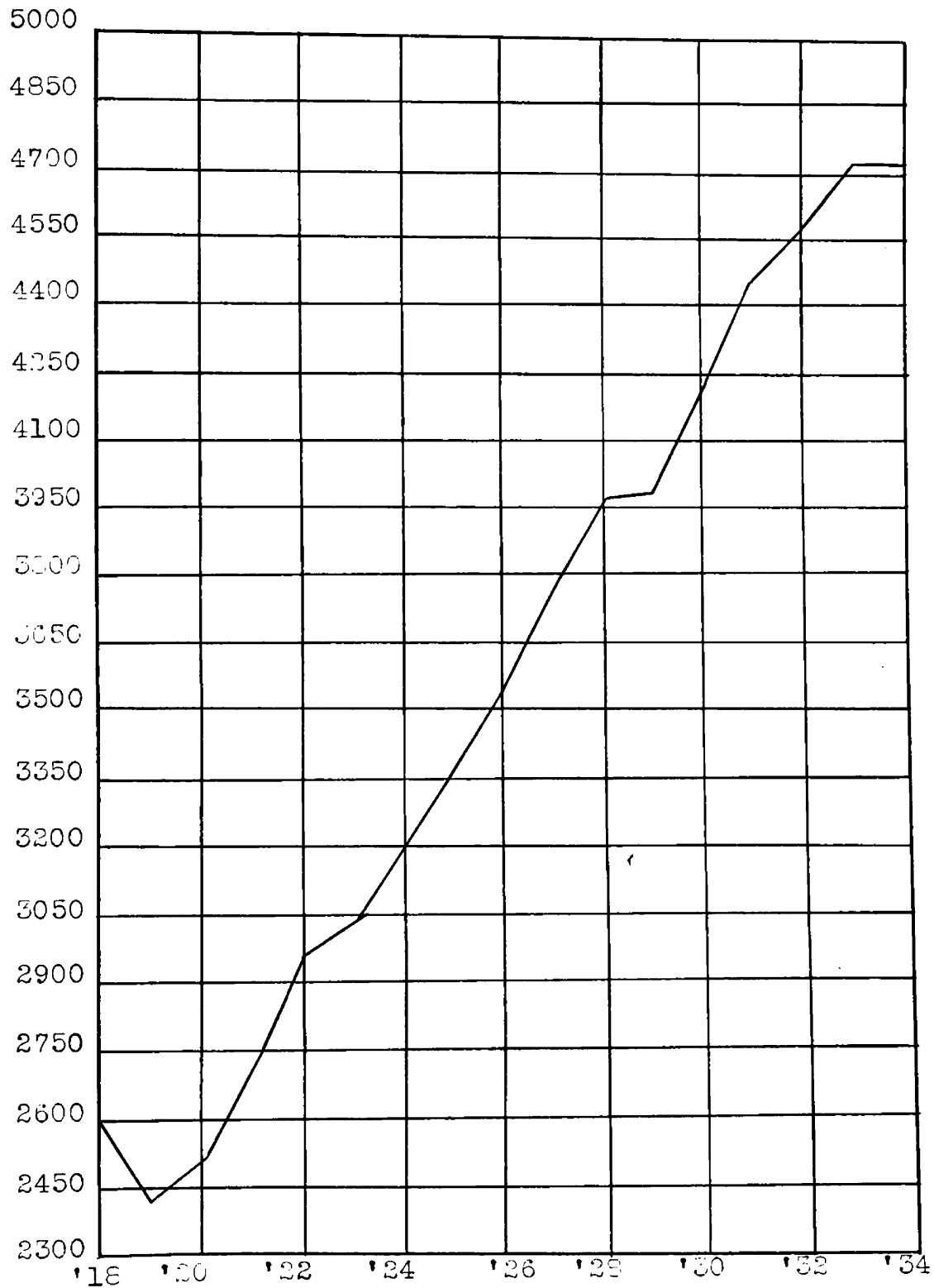
ards of the schools.

Table 8. Average Daily Attendance in Alaska Schools³⁹
1917 - 1934

Year	A D A
1917-18	2,601
1918-19	2,425
1919-20	2,505
1920-21	2,730
1921-22	2,968
1922-23	3,041
1923-24	3,209
1924-25	3,373
1925-26	3,555
1926-27	3,722
1927-28	3,973
1928-29	3,992
1929-30	4,211
1930-31	4,468
1931-32	4,574
1932-33	4,727
1933-34	4,729

39. Reports of Com. of Educ., 1920 to 1934.

Graph 6. Average Daily Attendance in
Schools of Alaska
1917 - 1934



INCREASE IN NUMBER OF RURAL SCHOOLS

During the seventeen years covered by this study, there has been a marked increase in the number of rural schools in operation over the territory. As Alaska is being developed, families move on and new communities are formed. These people have a right to demand a school, providing there are six or more children of school age, even though they remain only one year. It is not only the problem of organizing these new schools, but the fact that the old communities are often abandoned and the schools closed. This migration of school population is one main cause of the high cost of rural education in Alaska. The following quotation gives an insight into these conditions:

"In 1929, the Territory erected a school building at Fox, near Fairbanks, at a cost of \$3514.00. School was maintained during the following winter with an enrollment of 6 pupils, after which the school was closed and the building abandoned. The building was sold to Fairbanks Exploration Company in the summer of 1931 for \$1100.00.

.....
 In 1923, the Territory purchased a building for school purposes at Finger Lake, which, with the necessary alterations, cost \$1255.00. School was closed in this building after one year, and the school moved to Matanuska."⁴⁰

In 1917-18 there were 46 rural schools. During the year 1933-34 there was a total of 73 rural and special schools. Fifteen of the original rural schools were closed due to migration of families. This left only 29 of the first ones.

40. Report of Com. of Educ., 1932, p. 17 and 19.

Rural teachers are often unable to obtain suitable quarters in which to reside. For that reason, teacherages are provided in most of the rural schools. The new buildings which are being constructed contain apartments for the teachers. Teacherages for the others are obtained by purchasing suitable buildings on or near the school grounds. These facts again add to the cost of rural schools, especially to their construction.

The cost of rural and special schools in 1917-18 was \$100,046.84. In 1933-34 the rural and special schools cost \$189,406.34. This was an increase of \$89,359.50, or 89%.

The enrollment in the rural schools in 1917-18 was 1180 pupils. For the year 1933-34, there were 1744 pupils enrolled. This is an increase of 564, or 47.8%.⁴¹

Thus, with an increase of 89% in expenses and only 47% in enrollment, there is direct proof that the rural schools of Alaska are extremely expensive and are becoming more so as the advantages of education are being spread over additional parts of the territory.

41. Report of Com. of Educ., 1934, p. 17

INCREASE IN NUMBER OF HIGH SCHOOLS

Another factor in the rising cost of public education in Alaska is the increase in the number of high schools in the territory.

In 1917-18, there were six four-year high schools in Alaska, namely: Douglas, Fairbanks, Juneau, Skagway, Ketchikan and Wrangell.⁴²

In 1933-34, there were fifteen high schools offering a four-year course, namely: Anchorage, Cordova, Douglas, Fairbanks, Haines, Juneau, Ketchikan, Nenana, Nome, Petersburg, Seward, Sitka, Skagway, Valdez and Wrangell.⁴³

Each of the towns shown on the map of Alaska, page 67, offers a four-year high school course. Of these the following were accredited in 1934 or before by the Northwest Association of Secondary and Higher Schools: Anchorage, Cordova, Fairbanks, Juneau, Petersburg, Seward, Wrangell.⁴⁴

Table 7 shows the number of pupils enrolled in Alaska high schools in 1917-18 to be 311. In 1933-34 there were 1083. This was an increase of 772 or 248.2%. This gradual increase is also illustrated in Graph 8.

Table 9 shows the number of high school graduates in 1918 to be 29, and in 1934 there were 172. This means an increase of 143, or 493.1%.

42. Report of Com. of Educ., 1920.

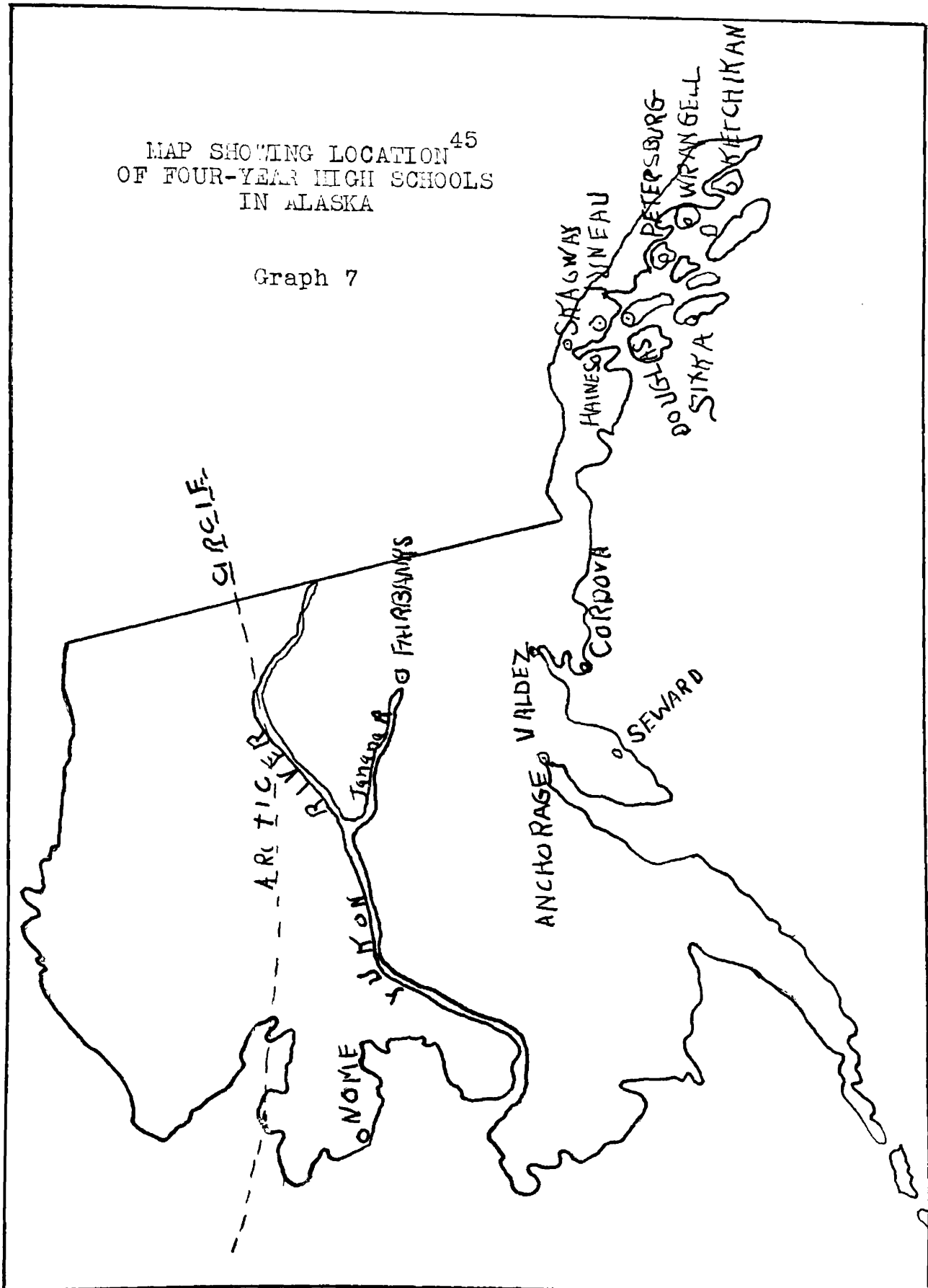
43. Report of Com. of Educ., 1934.

44. Douglas, Nome, Sitka, Skagway were accredited in 1935.

The high schools set as their goal the standards required by the Northwest Association. These standards demand good laboratories, fairly complete libraries, adequate buildings and facilities, and teachers with degrees who teach only in their major and minor subjects. The recitation periods must be at least 45 minutes in length and the laboratory periods of double length. Thus the high school teachers can handle fewer classes.

Table 8 shows that out of the 311 high school students in 1917, only 29 graduated: 9.3%. In 1934, out of the 1033 students in high schools, 172 or 15.6% graduated. Thus, from year to year, more pupils are being held in school the full twelve years and more expense is incurred.

The above facts: increase in the number of high schools (from 6 to 15), increase in high school enrollment (from 311 to 772), increase in the number graduating from high school (29 to 172), and higher requirements, as recommended by the Northwest Association of Secondary and Higher Schools, help explain why Alaska public education in 1934 was more expensive than in 1917.



45. Map from Alaska Steamship Bulletin, 1935.

Graph 8. Increase in High School Enrollment in
Schools of Alaska
1917 - 1934

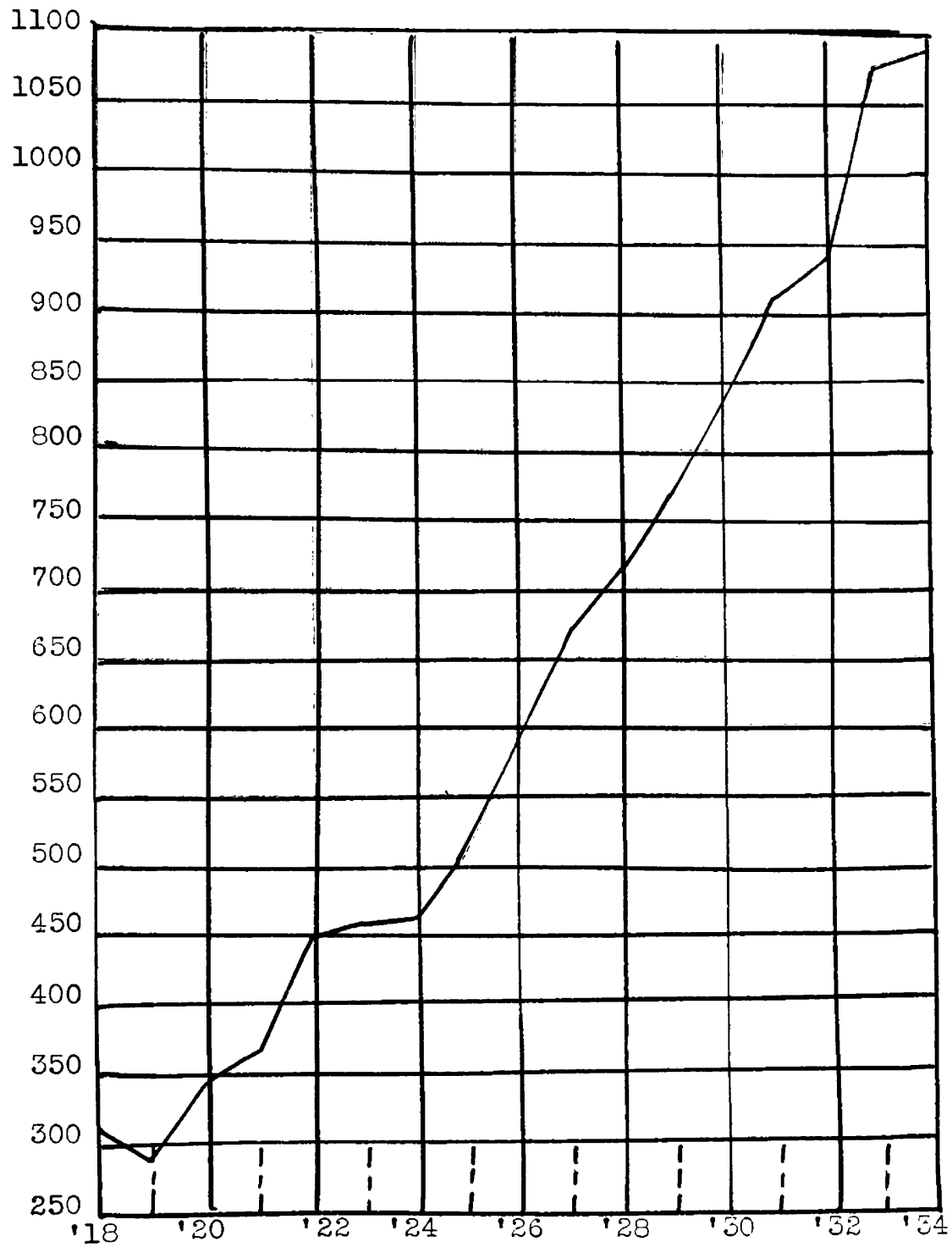


Table 9. Increase in Number of High School Graduates⁴⁶
in Alaska
1918 - 1934

Class of	No. H.S. Graduates
1918	29
1919	28
1920	33
1921	36
1922	53
1923	64
1924	67
1925	64
1926	60
1927	96
1928	95
1929	90
1930	123
1931	140
1932	148
1933	172
1934	172

46. Reports of Com. of Educ., 1920 to 1934.

INCREASE IN NUMBER OF TEACHERS

With an increase in enrollment and in the number of schools, must necessarily come more teachers. A steady increase in the total number of teachers in Alaska occurred from 145 in 1917 to 279 in 1933. The year 1933-34 showed a decrease of 8 teachers, leaving 271. This decrease was due to the closing of a few rural schools and transporting pupils to city schools near-by. Table 10 and Graph 9 trace the increase and decrease in the number of teachers.

The 46 rural schools, those outside of incorporated towns, in 1917 hired 58 teachers.⁴⁷ In 1933-34, the rural schools then in operation used 103 teachers.⁴⁸ Thus there was an increase of 45 teachers, or 77.5%. It is impractical to itemize these schools and the number of teachers in each, because, as has been stated before, only 29 of the original ones are now in operation. For that reason, only the total number of teachers is used for comparison.

In the incorporated town schools, there was a greater per cent of increase in the number of teachers. The number ranged from 87⁴⁷ in 1917 to 168⁴⁸ in 1934, a difference of 93.1%. These schools as they exist in 1934 are listed in Table 11 and the increase in number of teachers itemized.

Such a decided increase as shown above means many more dollars spent by the public school system.

47. Report of Com. of Educ., 1920.

48. Alaska Educational Directory, 1933-34.

Table 10. Increase in Number of Teachers⁴⁹
 in Alaska
 1917 - 1934

Year	No. teachers
1917-18	145
1918-19	147
1919-20	164
1920-21	165
1921-22	167
1924-25	198
1925-26	211
1926-27	220
1927-28	234
1928-29	242
1929-30	253
1930-31	258
1931-32	270
1932-33	279
1933-34	271
Years 1922-23; 1923-24 omitted	

49. Reports of Com. of Educ., 1920-1934.

Graph 9. Increase in Number of Teachers
in Alaska
1917 - 1934

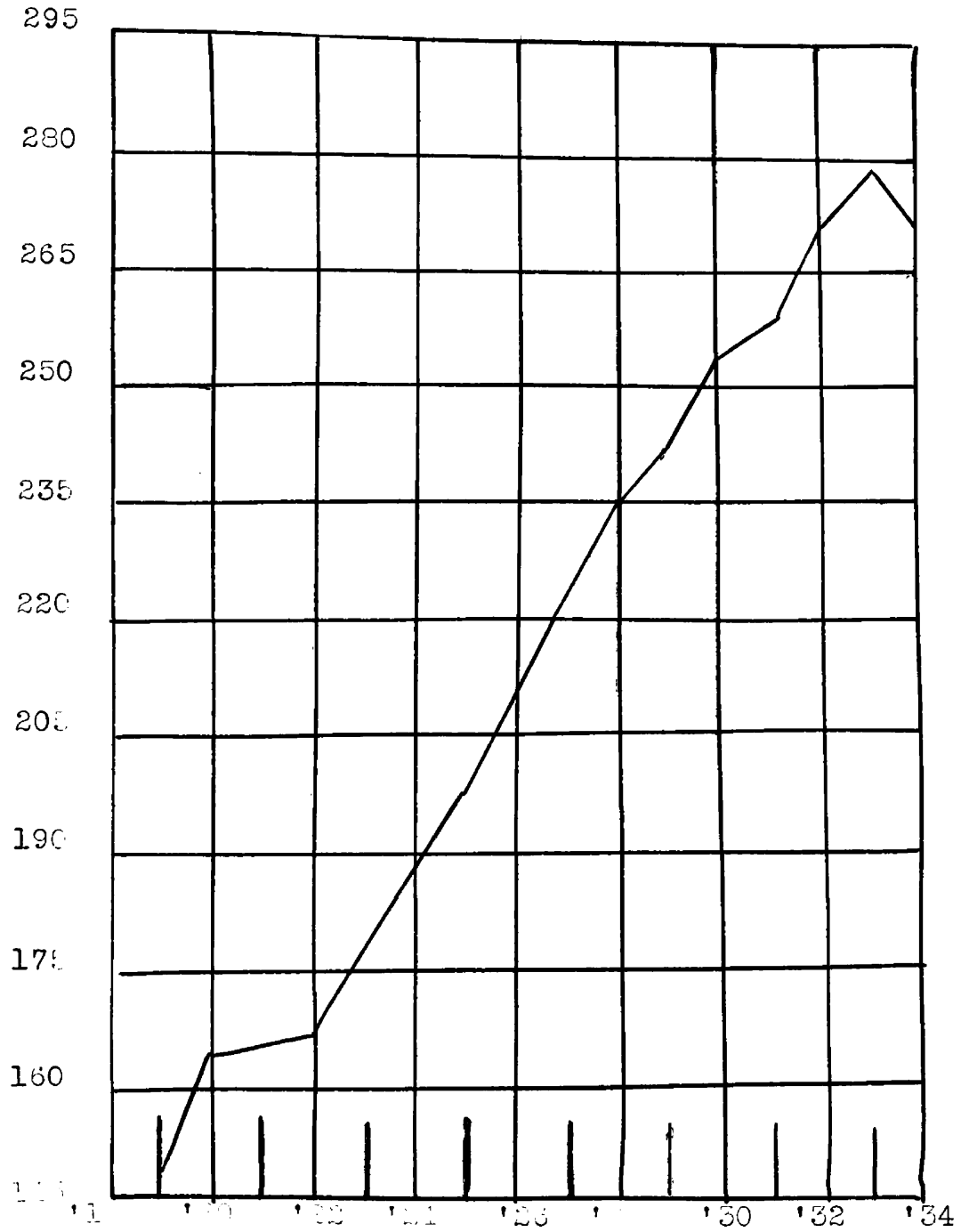


Table 11. Number of Teachers Employed⁵⁰
(Including Superintendents)
In Incorporated Towns
1917 and 1934

City	Teachers employed 1917	Teachers employed 1934	Increase
Anchorage	8	18	10
Cordova	4	10	6
Douglas	9	8	-1
Eagle	1	1	0
Fairbanks	8	15	7
Haines	2	5	3
Juneau	14	27	13
Ketchikan	9	29	20
Nome	6	7	1
Nenana	1	3	2
Petersburg	4	14	10
Seward	4	8	4
Sitka	*	8	
Skagway	5	7	2
Valdez	5	4	-1
Wrangell	4	10	6

*Sitka did not have an incorporated town school in 1917.

50. 1934 data from questionnaires and Alaska Educational Directory. Data for 1917 from Report of Com. of Educ., 1920.

Table 12. Teacher Training⁵¹

City Schools

	% coll. or U. grads.	% normal grads.	%less 1 yr. college	%H. S. grads. only	%business college grads.	% post grads.
1917						
Elem.	13.2	69.8	17.	0	0	27.7
H. S.	78.1	18.7	0	0	3.7	51.5
1934						
Elem.	21.2	73.7	0	0	0	73.7
H. S.	98.8	0	0	0	0	94.8

Rural Schools

1917						
Elem.	22.7	36.8	35.2	5.3	0	22.4
1934						
Elem.	22.3	72.3	0	0	0	80.2

51. Reports of Com. of Educ., 1920-1934.

HIGHER TEACHER QUALIFICATIONS

Alaska schools rank high in regard to teacher qualifications. This is partly due, of course, to the rise in requirements. However, school authorities are willing to pay better salaries if their teachers are better prepared and if they continue their study.

In Table 12 it can readily be seen that there is a decided change for the better in the training of Alaska teachers. To mention a few of the changes, in 1917 there were 17% of the city elementary teachers and 35.2% of the rural elementary teachers who had had less than one year of college work. In 1934 no such teacher was found in Alaska. In 1917 only 22.4% of the rural teachers had had post graduate work; in the town schools, 27.7% of the elementary and 51.5% of the high school teachers had attended college after graduation. In 1934, 94.8% of the high school teachers of the territory had post graduate work to their credit. Even in the rural schools, 80.2% of the teachers had post graduate work.

Another important change is found among the city teachers. In 1917, 13.2% of elementary teachers were college or university graduates; in 1934, 21.2%. Among the high school teachers, 78.1% were college or university graduates in 1917, and 98.8% in 1934.

INCREASE IN TEACHERS SALARIES

With the rise in requirements for teachers certificates in both elementary and high schools has come an increase in salaries.

Rural school teachers in 1917-18 received an average salary of \$1146.12 (total teachers salaries \$66,475, and 58 teachers).⁵² In 1933-34 the rural teachers received an average salary of \$1401.66 (total teachers salaries \$144,371.25, and 103 teachers).⁵³ This is an increase of \$255.54 in the average salary for teachers, rural schools.

Teachers in incorporated towns in 1917-18 received an average salary of \$1205.25 (total teachers salaries \$104,857.29, and 87 teachers).⁵² In 1933-34 the incorporated town school teachers received an average salary of \$1454.55 (total teachers salaries \$244,364.93, and 168 teachers).⁵³ This is an increase of \$249.30 in the average salary for town teachers.

In the above figures the salaries of the superintendents of Anchorage, Juneau and Ketchikan were not included because they do not teach. If they had been included, as they probably were in 1917, the average for the town teachers would have been higher. Nevertheless, it is safe to say that teachers salaries have increased noticeably.

52. Report of Com. of Educ., 1920.
53. Report of Com. of Educ., 1934.

The main reason for the immediate rise in salaries of rural school teachers was perhaps the recommendation of the Commissioner of Education. Mr. Henderson reported the average teachers salary outside incorporated towns to be \$1239 in 1918-19; \$1310 in 1919-20;⁵⁴ \$1350 in 1920-21 and \$1440 in 1921-22.⁵⁵

In 1917 the schools outside incorporated towns, as well as those inside, were governed by a local school board. The Commissioner of Education did not have power to designate teachers salaries. However, in the report of Commissioner Henderson for the year 1917-18 he laments the fact that salaries had not raised in proportion to the cost of living. Alaska had been able to attract and hold trained and experienced teachers and had not been forced to lower her former standards during the period of teacher shortage in the states. In some respects, an improvement was shown in the qualifications of teachers. It was for the purpose of keeping the good teachers in Alaska that the commissioner recommended better salaries. "However", he states, "it is to be expected that the school year 1920-21 will show further improvement in salaries and that the majority of the school boards will adopt the schedule recommended by this office, which is as follows:"⁵⁴

54. Report of Com. of Educ., 1920
 55. Report of Com. of Educ., 1922

Table 13. Minimum Salaries Recommended For
Rural Teachers
1917

First Judicial District	
Elementary teachers	\$ 1350.00
High School teachers	1500.00
Second Judicial District	
Elementary teachers	1550.00
High School teachers	1700.00
Third Judicial District	
Elementary teachers	1450.00
High School teachers	1600.00
Fourth Judicial District	
Elementary teachers	1650.00
High School teachers	1800.00

In order to comprehend the full meaning of the above table, a knowledge of the location of the Judicial Districts of Alaska is necessary. The following Graph (10) illustrates the written description of the boundaries of the districts. The significance of the variation in salaries in different districts is explained later in this chapter.

The Act approved March 2, 1921, provides the following boundaries for the four judicial districts:

Division No. 1 - All that part of the district of Alaska lying east of meridian 141 of west longitude.

Division No. 2 - All that territory lying west of a line commencing on the Arctic coast at the 148th meridian thence extending south along the easterly watershed of the Colville River to a point on the Rocky Mountain Divide between the headwaters of Colville River on the north and

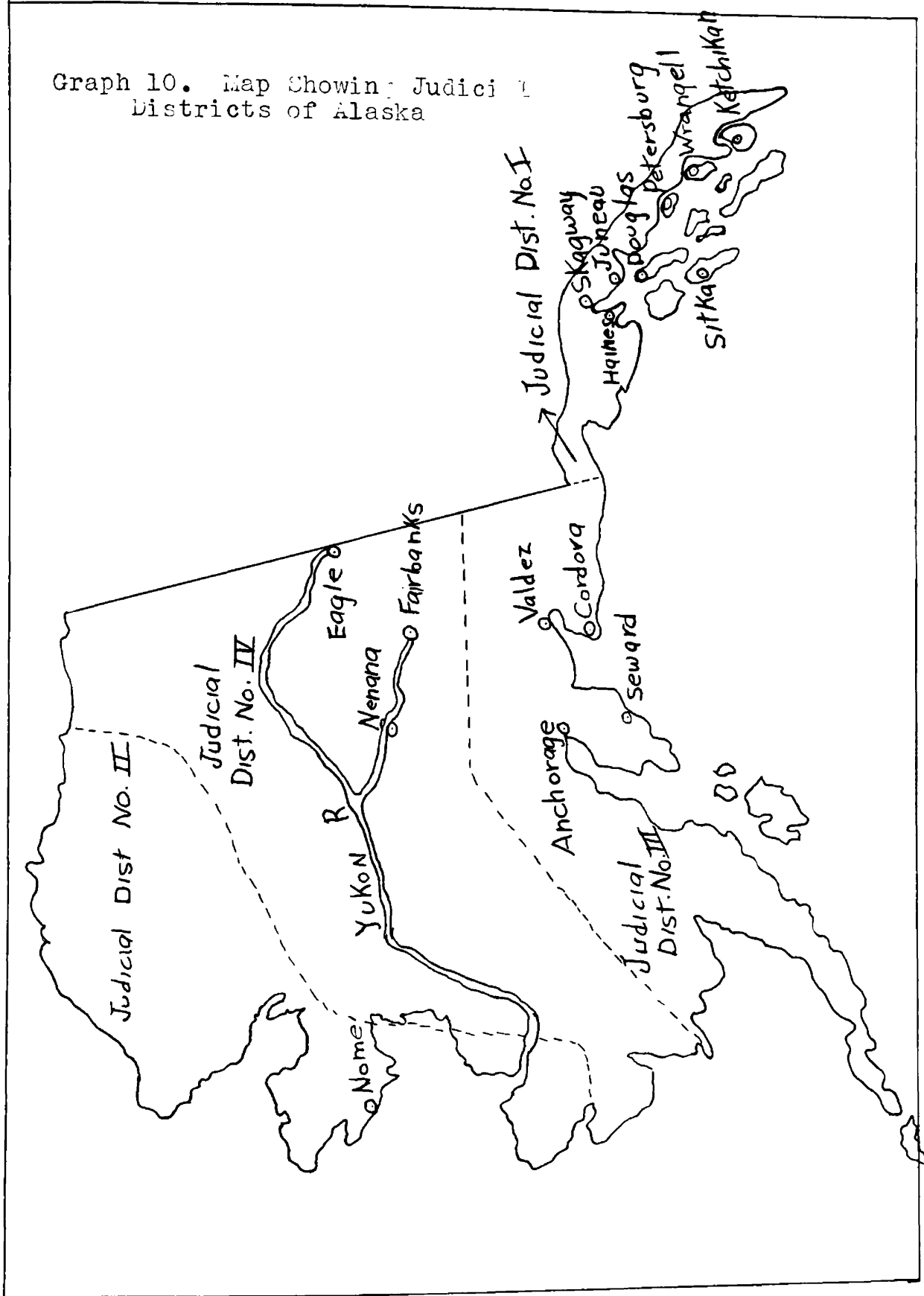
west and the waters of the Chandalar River on the south; thence southwesterly along the divide between the waters of the Colville River, Kotzebue Sound, and the Norton Sound on the north and west and the waters of the Yukon on the south to the 161st meridian of west longitude; thence along said meridian to a point midway between the Yukon River and the Kuskokwim River; thence southwesterly to the point of intersection of the 61st parallel of north latitude with the shore of Bering Sea; the said division to include all the islands lying north of the 58th parallel of north latitude and west of the 148th meridian of west longitude, excepting Nelson Island, all islands in the Kuskokwim Bay, all islands in Bristol Bay, and all islands in the Gulf of Alaska north of the 58th parallel of north latitude.

Division No. 3 - All that territory lying south and west of the line starting on the coast of the Gulf of Alaska at the 141st meridian of west longitude; thence northerly along said meridian to a point due east of Mt. Kimball; thence west to the summit of Mt. Kimball; thence southwesterly along the southerly watershed of the headwaters of the Tanana River; thence westerly along the divide between the waters of the Gulf of Alaska on the south and the waters of the Yukon on the north to the summit of Mt. McKinley; thence continuing southwesterly along the divide between the waters of the Kuskokwim River and Bay on the north and west and the Gulf of Alaska and Bristol Bay on the south to the westerly point of Cape Newenham; the said division to include the Alaska Peninsula, the Aleutian Islands, Pribilof Islands, and all the islands along and off the coast of this division, between Cape Newenham and the point where the 141st meridian, west longitude, intersects the northern line of the territory.

Division No. 4 - That part of the district of Alaska lying east of the second division and north of the third division, and all islands along the north of said division, east of the 148th meridian of west longitude, also Nelson Island and all islands in Kuskokwim Bay.⁵⁶

56. Bulletin, U. S. Dept. of Interior, June, 1931, General Information Regarding the Territory of Alaska, p. 18-19.

Graph 10. Map Showing Judicial Districts of Alaska



In 1933-34, conditions regarding rural school salaries were somewhat different. Chapter 114, of the 1933 Session Laws, gave the Territorial Board of Education considerably more authority over the rural schools. As a result of this, the rural school boards were abolished. These schools were administered thereafter from the office of the commissioner at Juneau. He hired the teachers and designated their salary. These salaries were based upon the following minimums for the various sections of the territory:⁵⁷

Table 14. Minimum Salaries for Rural Teachers
In Alaska
1934

	With Quarters	Without Quarters
Southeast Alaska	\$1170.00	\$1260.00
South Central Alaska	1260.00	1350.00
Alaska Peninsula	1350.00	1440.00
Bristol Bay-Yukon R.	1485.00	1575.00
Seward Peninsula	1530.00	1620.00

Table 15, which follows, shows the amount of increase in the average salary of incorporated town teachers for each of the sixteen towns. This increase ranges from \$70 at Nenana to \$780 at Eagle.

57. Alaska Educational Directory, 1933-34.

Table 15. Average Salaries of Teachers in⁵⁸
Incorporated Towns
1917 and 1934

Town	Average Salary 1917	Average Salary 1934	Increase
Anchorage	\$1291.56	\$1631.00	\$339.44
Cordova	1305.00	1512.00	207.00
Douglas	1000.56	1369.28	368.72
Eagle	840.00	1620.00	780.00
Fairbanks	1886.22	1765.88	120.34
Haines	900.00	1417.50	517.50
Juneau	1177.85	1503.84	325.99
Ketchikan	1185.00	1503.89	318.89
Nenana	1415.00	1485.00	70.00
Nome	1462.50	1642.50	180.00
Petersburg	1278.75	1504.50	225.75
Seward	1181.25	1461.85	280.60
Sitka	*	1247.14	
Skagway	801.00	1456.67	655.67
Valdez	990.00	1440.00	450.00
Wrangell	945.00	1447.77	502.77

*Sitka did not have an incorporated town school in 1917.

58. 1934 average obtained from Alaska School Bul., Feb., 1935;
1917 average from total salaries-teachers, Report, 1920.

The location of towns in Alaska is one of the greatest factors in determining school costs. Eight of the incorporated towns are located in southeastern Alaska, in what is known as the "pan-handle". These towns are much closer to Seattle, the gate-way of Alaska. This fact accounts, to a great extent, for the cheaper living conditions which prevail there. The climate also is warmer and a longer growing season prevails. Thus less fuel is needed and more garden products are raised. The teachers' transportation charges from the states to their schools is less. Water for public purposes is obtained from mountain streams or lakes at a minimum cost. The water-ways are traveled every day in the year. Hydro-electric power is obtained from water falls, which fact gives a cheaper rate for electricity.

Higher living expenses prevail in all of the other towns. For example, Nome is visited by steamers only during four months of the year. Sufficient produce for the winter must be secured in October and stored. The Bering Sea freezes and does not permit transportation. The city plumbing system cannot be used during the winter; water is delivered to each home and stored in barrels. The rate is high.

A statement in the March 10, 1935 issue of the Alaska Daily Empire, Juneau, gives a vivid example of differences in the cost of living, due to location:

".....At all cities in Alaska today, fresh milk is available in varying amounts from Nome with her three dollars a quart, to Juneau, with one dollar and milk at fifteen cents a quart...."

Building Program Extended

During the year 1919-20 there were 75 school buildings and 3 play sheds used by the elementary and high schools. Assembly rooms were found in 6 of these, and gymnasiums in 3. The estimated value of the school buildings and sites was \$600,000. The value of equipment was around \$50,000.⁵⁹

In 1933-34, the estimated value of school property in incorporated towns alone was \$1,167,384.92.⁶⁰ Figures could not be obtained for total valuation:

The following are a few instances of expansion of the building program:

Haines erected a \$16,000 building, exclusive of equipment, in 1924. It is a concrete building with two floors and a basement.

In 1925, Cordova dedicated a new building for both grades and high school at a cost of \$50,000 in addition to equipment.

To provide adequate housing for its high school, the city of Juneau completed a high school building in 1928. It is three stories in height, built of reinforced concrete exterior and frame interior. It includes a large study hall and gymnasium. The total cost was \$113,000.

59. Report of Com. of Educ., 1920.

60. Report of Com. of Educ., 1934.

The town of Seward erected a \$50,000 building in 1929. It is a two story with stucco exterior.

Wrangell has one of the finest school plants in the territory. It was erected in 1921 after the town had authorized the issuance of \$50,000 in bonds.

Nome has been granted \$50,000 for a new building, but construction has been deferred, pending application for additional funds which will make it possible to have a combination gymnasium and auditorium.

While towns were busy erecting new schools, the territory spent yearly appropriations in the rural districts. Every year saw new buildings erected in various sections of the territory. In 1933, the building program called for the sum of \$205,500 for the erection of twenty-two structures.⁶¹

School Term Lengthened

There is nothing in the Alaska School Law which provides a minimum length of school term. However, the schools in all incorporated towns are in session nine months of twenty school days each.

In 1917-18, a nine months school was held in 37 rural schools, 5 had 8 months, 1 had 7 months, 2 had 6 months and 1 had only 5 months. In incorporated towns and

61. Report of Com. of Educ., 1934.

school districts, 1 had 7 months school, and 2 had 10 months. The remainder had 9 months.⁶²

In 1933-34 the rural schools ranged from 136 days to 180 days. Forty of the schools had 170 or more days. Town schools ranged from 168.5 days to 180.5 days.⁶³

No teacher is required to teach on Labor Day, Thanksgiving and the day after, Christmas, New Years, Memorial Day or the Fourth of July, nor is the salary diminished if these holidays fall on a school day.⁶⁴

A school day is not less than four hours in length for the first two grades, exclusive of intermissions, and five hours for all other grades.⁶⁵

Occasionally a rural school is closed after a short session because of insufficient enrollment. However, the average length of school term in 1934 was longer than in 1917, thus necessitating greater expense for supplies, salary, fuel and other requirements.

SCHOOL CURRICULUM ENRICHED

The curriculum of the 1917 schools looks very much the same "on paper" as that taught in 1934. Upon closer study, there is considerable difference.

62. Report of Com. of Educ., 1920.

63. Report of Com. of Educ., 1934.

64. Session Laws of Alaska, 1929, Chapt. 97, p. 229.

65. Ibid., p. 230.

Commissioner Henderson states in his report of the 1919-20 school term that "science laboratory equipment in high schools is valued at \$4,000".⁶⁶ No accurate valuation for 1934 laboratory equipment is available, but it is safe to say there would not be twelve high schools in Alaska accredited by the Northwest Association if their laboratory equipment were not worth more than \$4,000. Especially is this true if the other three high schools which offer a four year course are also considered, beside a number of rural schools which teach some high school subjects.

Library and reference books constitute another item of enrichment. Beside these, school officials are encouraged by Commissioner Karnes to include subscriptions for current magazines in their budgets. Periodicals and reference material for the rural schools are chosen and ordered by the commissioner.

With the above named better supplies and equipment, it stands to reason that subjects are better taught. In addition to this cause for enrichment of curriculum, practically every high school teacher is teaching his major or minor subject, another requirement of the accrediting association, instead of being compelled to teach whatever has not been chosen by someone else.

66. Report of Com. of Educ., 1920

SUMMARY

This chapter has raised for consideration ten factors which might affect the cost of public education in Alaska. Each factor has been given as thorough a study as possible with the data available. Each of the ten has proved itself to be partly responsible for an increase of costs in the public schools of Alaska during the years of 1917 to 1934. Summarizing further:

At the out-set of the chapter, as an introduction, is stated the sources of territorial school money. These finances come chiefly from biennial appropriations made by the Territorial Legislature. They are augmented by (1) The Alaska Fund; (2) The Public School Current Fund; (3) The Permanent School Fund.

The ten factors and the most important findings under each are as follows:

1. Increase in Enrollment. From 1917 to 1934, total enrollment showed an increase of from 3341 to 5519, or 65.1%. Elementary enrollment during the same years increased from 3030 to 4438, or 46.4%.

2. Average Daily Attendance. From 1917 to 1934, the average daily attendance increased from 2601 to 4729, 81.8%.

3. Increase in Number of Rural Schools. From 1917 to 1934 the number of rural schools increased from 48 to 73. The enrollment of rural schools increased from 1180 to 1744,

or 47.8%. The cost of rural schools increased from \$100,046.84 to \$189,406.34, or 89%.

4. Increase in Number of High Schools. From 1917 to 1934, the number of four year high schools increased from 6 to 15. The enrollment of four year high schools increased from 311 to 772, or 248.2%. The number graduating from these high schools increased from 29 to 172, or 493.1%.

5. Increase in Number of Teachers. From 1917 to 1934, the number of teachers in Alaska increased from 145 to 271, or 86.9%. The number of rural teachers increased from 58 to 103, or 77.5%. The number of teachers in incorporated town schools increased from 87 to 168, or 93.1%.

6. Higher Teacher Qualifications. Conditions existing in 1917 were: 17% of the city elementary teachers and 35.2% of the rural elementary teachers had less than one year of college work; 22.4% of rural teachers had post graduate work, while in the city schools, 27.7% of the elementary and 51.5% of the high school teachers had attended college after graduation; 13.2% of elementary teachers were college graduates, and 78.1% among high school teachers were college graduates. Conditions existing in 1934 were: 21.2% of elementary teachers and 98.8% of high school teachers were college graduates; 80.2% of the rural high school teachers had post graduate work.

7. Increase in Teachers Salaries. From 1917 to 1934, rural teachers salaries rose from an average of \$1146.12 to an average of \$1401.66. The salaries of teachers in incorporated town schools rose from an average of \$1205.25, to an average of \$1454.55. This section also explains the variation in salaries of teachers who are located in different parts of the territory.

8. Building Program Extended. In 1919, the estimated value of school buildings and sites was \$600,000. The value of equipment was around \$50,000. In 1934, the estimated value of school property in incorporated towns alone was \$1,167,384.92. Many new buildings had been erected both in the towns and in rural districts.

9. School Term Lengthened. The average length of school term was found to be longer in 1934 than in 1917, although the difference was less noticeable than in most of the factors mentioned above.

10. School Curriculum Enriched. Twelve high schools are accredited by the Northwest Association of Secondary and Higher Schools, which is substantial evidence that the curricula have been enriched above those in 1917; especially is this true in regard to science laboratory equipment which was valued at \$4,000 only in 1919.

CHAPTER VI
EXPENDITURES FOR PUBLIC SCHOOLS
IN ALASKA
1917 to 1934

The figures presented in Chapter V proved that in the case of each of the ten factors studied which affect the cost of schools in Alaska, an increase in expenditures must inevitably occur. It is the purpose of this chapter to show the exact amount of increase.

According to Table 16, public school expenditures in Alaska rose from \$276,182.48 in 1917-18 to \$657,478.24 in 1933-34. This is an increase of \$381,295.76, or 138%.

There is almost an unbroken line of annual increases. As stated before, appropriations for the schools are made by the Territorial Legislature during its meetings in odd numbered years. Thus amounts are set aside for two year periods. Biennial totals show an increase in every instance, even though in some cases there was not as much left to be spent the second year.

Considering the rise in cost of \$381,295.76 over the seventeen year period, the average increase has been more than 8% per annum.

Table 16. Expenditures For Territorial Schools⁶⁷
1917 to 1934

Year	Total * Expenditure
1917-18	\$276,182.48
1918-19	283,555.27
1919-20	344,855.24
1920-21	374,399.04
1921-22	363,011.65
1922-23	393,603.90
1923-24	448,788.00
1924-25	467,321.26
1925-26	496,519.64
1926-27	576,523.14
1927-28	656,244.12
1928-29	584,498.21
1929-30	690,758.48
1930-31	654,681.15
1931-32	647,041.54
1932-33	676,379.94
1933-34	657,478.24
*Includes payment of principal and interest on bonded indebtedness.	

67. Reports of Com. of Educ., 1932, p. 65; and 1934.

ALASKA SCHOOLS FROM 1926 TO 1933

The years 1926 to 1933 have been termed by many people "years of financial crisis" or the "depression". The field of education, it is universally known, was seriously affected during this period. In order to determine the exact effect this national crisis had upon the Alaska public school system, Tables 17 to 22 have been prepared. These tables have to do with several of the factors discussed in Chapter V as responsible for the cost of Alaska schools. The tables, which are pictured in Graph 11, show clearly Alaska's reaction to conditions prevailing during the "depression" years.

The conditions existing in 1926 have been used in each case as the starting point, or 100%. Increase or decrease during the following years is figured from this amount as 100%. Total expenditures, Table 17, reached a maximum of 39% increase over the 1926 level and every year stayed considerably above the amount spent in 1926. High School enrollment, Table 18, increased continuously to a maximum of 84% in 1930, while the total enrollment, Table 19, moved up and down being greatest in 1930. The number of teachers, Table 20, increased steadily to a rise of 32% in 1933. Per capita cost, Table 21, over the eight year period did not again drop to the 1926 level, but it did go to only 1.28% over 1926 in the year 1932. Capital Outlay, Table 22, dropped once, 1932, to 40.4% lower than in 1926, but that followed a 315% increase in 1930 e in 1931.

Table 17. Total Expenditures of Alaska Schools, 1926-1933⁶⁸

Year	Total Expenditures	Per Cent
1926	\$496,519.64	100. %
1927	576,523.14	116.11
1928	656,244.12	132.16
1929	584,498.21	117.92
1930	690,758.48	139.12
1931	654,681.15	132.05
1932	647,041.54	130.31
1933	676,379.94	136.22

Table 18. High School Enrollment in Alaska, 1926-1933⁶⁹

Year	H. S. Enrollment	Per Cent
1926	581	100. %
1927	669	115.14
1928	714	122.89
1929	771	132.71
1930	838	144.23
1931	909	156.45
1932	939	161.61
1933	1078	185.54

68. Refer to page 91.

69. Refer to page 57.

Table 19. Total Enrollment in Alaska, 1926 - 1933⁷⁰

Year	Total Enrollment	Per Cent
1926	4353	100. %
1927	4677	107.44
1928	4829	110.93
1929	5791	133.03
1930	5909	135.74
1931	5301	121.80
1932	5424	126.90
1933	5548	127.45

Table 20. Total Number of Teachers in Alaska, 1926 - 1933⁷¹

Year	No. of Teachers	Per Cent
1926	211	100. %
1927	220	104.26
1928	234	110.90
1929	242	115.16
1930	253	119.90
1931	258	122.27
1932	270	127.96
1933	279	132.22

70. Refer to page 57.

71. Refer to page 71.

Table 21. Per Capita Cost in Alaska Schools, 1926 - 1933⁷²

Year	Per pupil per year	Per Cent
1926	\$139.67	100. %
1927	147.56	105.62
1928	164.91	118.07
1929	166.07	118.90
1930	164.03	117.44
1931	146.52	104.90
1932	141.46	101.28
1933	143.08	102.44

Table 22. Capital Outlay for Alaska Schools, 1926 - 1933⁷³

Year	Capital Outlay	Per Cent
1926	\$16,570.70	100. %
1929	20,183.56	121.82
1930	68,780.03	415.07
1931	28,853.90	174.12
1932	9,862.70	59.51
1933	34,296.38	206.97

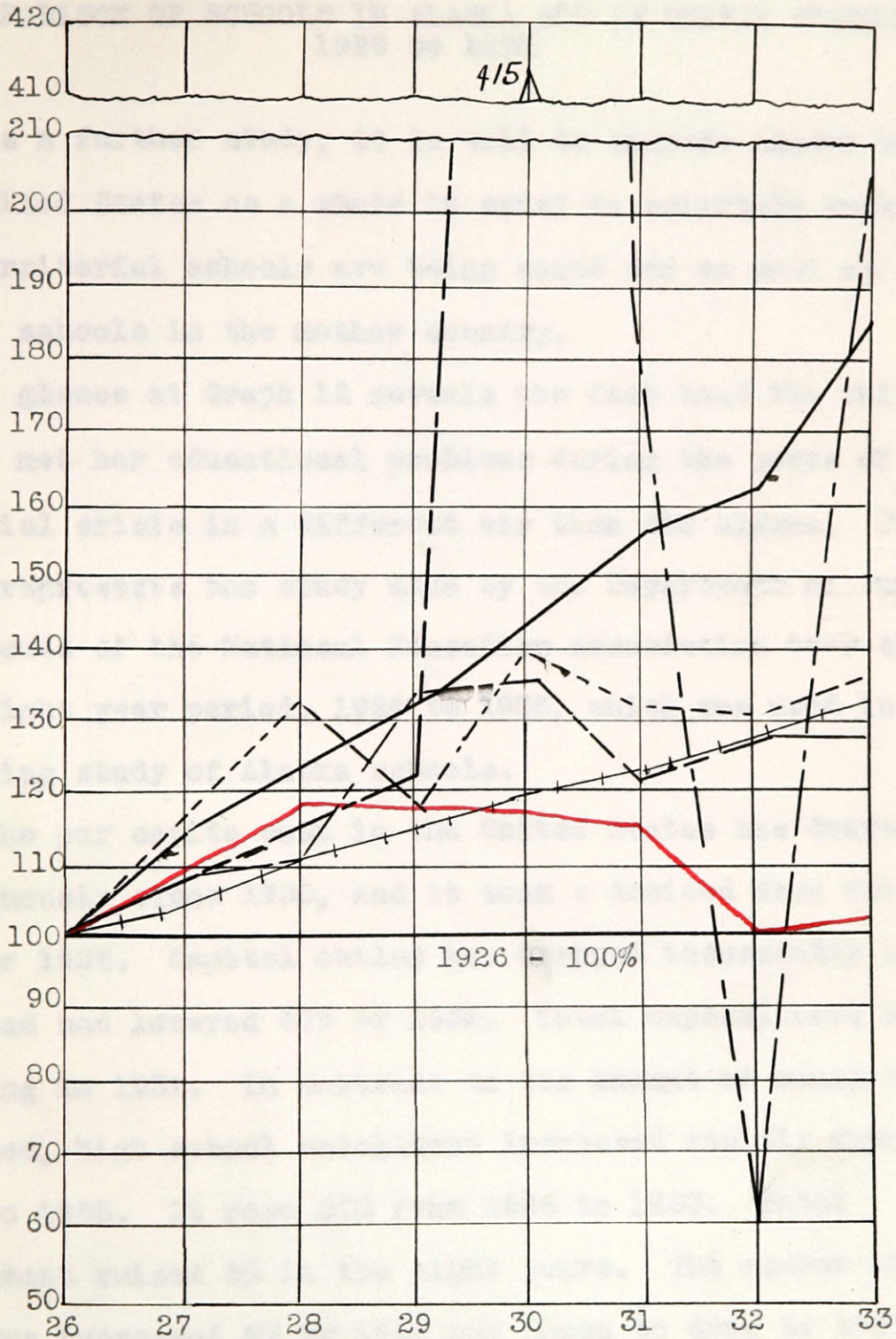
72. Reports of Com. of Educ., 1926 to 1934.

73. Reports of Com. of Educ., 1926 to 1934.

96.

Change in Certain School Statistics
in Alaska
1926-1933

Percent



- Total Expenditures
- Capital Outlay
- H. S. Enrolment
- Total Enrolment
- + + + + No. Teachers
- Per capita cost

COMPARISON OF SCHOOLS IN ALASKA AND IN UNITED STATES
1926 to 1933

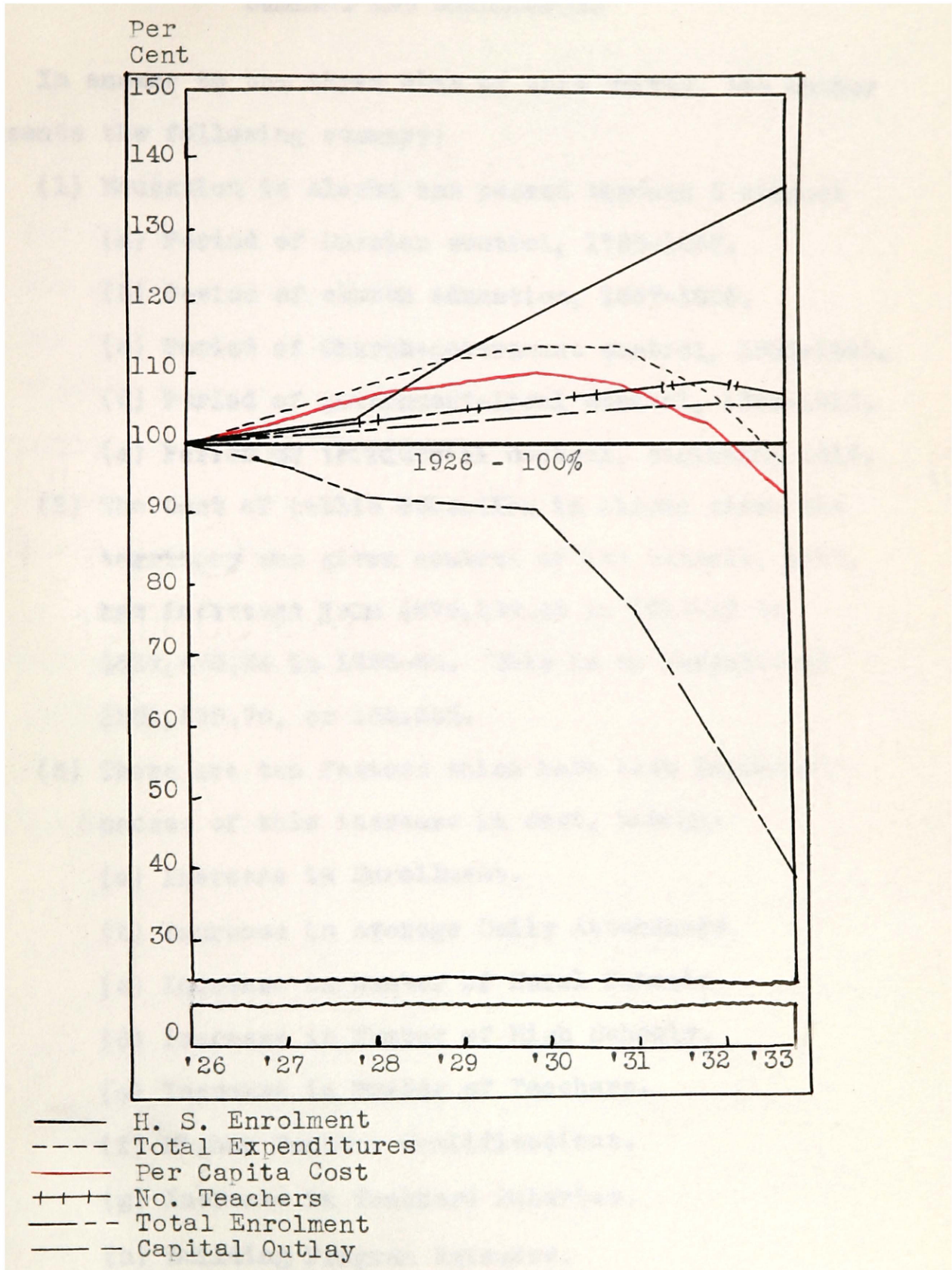
As a further study, it is well to compare Alaska to the United States as a whole in order to ascertain whether the territorial schools are being cared for as well as the public schools in the mother country.

A glance at Graph 12 reveals the fact that the United States met her educational problems during the years of financial crisis in a different way than did Alaska. This graph represents the study made by the Department of Superintendents of the National Education Association over the same eight year period, 1926 to 1933, which was used in the foregoing study of Alaska schools.

The per capita cost in the United States has decreased continuously since 1930, and it took a decided drop from 1932 to 1933. Capital outlay has dropped incessantly since 1926 and had lowered 60% by 1933. Total expenditures began dropping in 1931. In contrast to the amount of money being lessened, high school enrollment increased rapidly from 1928 to 1933. It rose 32% from 1926 to 1933. Total enrollment raised 5% in the eight years. The number of teachers increased 8% by 1932 but began to drop by 1933.

By using the conditions existing in the United States as a norm, a more true light is thrown upon the Alaska territorial schools, both constructively and destructively.

of Change in Certain School Statistics
in United States
1926 - 1933



74. Critical Problems in School Administration, Twelfth Year-book of Dept. of Supts. of N.E.A. (Washington, D.C.), 1934, p. 60.

SUMMARY AND CONCLUSIONS

In answer to the three aims of this survey, the author presents the following summary:

- (1) Education in Alaska has passed through 5 stages:
 - (a) Period of Russian control, 1785-1867.
 - (b) Period of church education, 1867-1885.
 - (c) Period of Church-government control, 1885-1895.
 - (d) Period of government-local control, 1895-1917.
 - (e) Period of territorial control, beginning 1917.
- (2) The cost of public education in Alaska since the territory was given control of its schools, 1917, has increased from \$276,182.48 in 1917-18 to \$657,478.24 in 1933-34. This is an increase of \$381,295.76, or 138.06%.
- (3) There are ten factors which have been important causes of this increase in cost, namely:
 - (a) Increase in Enrollment.
 - (b) Increase in Average Daily Attendance.
 - (c) Increase in Number of Rural Schools.
 - (d) Increase in Number of High Schools.
 - (e) Increase in Number of Teachers.
 - (f) Higher Teacher Qualifications.
 - (g) Increase in Teachers Salaries.
 - (h) Building Program Extended.
 - (i) School Term Lengthened.
 - (j) School Curriculum Enriched.

APPENDIX I

QUESTIONNAIRE (Sent to Alaska Schools)

1. Average daily attendance for 1933-34.
 - A. Average Sr. H. S. daily attendance _____
 - B. Average Jr. H. S. daily attendance _____
 - C. Average Grade school daily attendance _____
2. Per capita cost Sr. H. S. pupil \$ _____
3. Per capita cost Jr. H. S. pupil \$ _____
4. Per capita cost Grade pupil \$ _____
5. 1934-35 taxation valuation of your dist. \$ _____
6. Actual bonded indebtedness of your dist. \$ _____
7. Actual number teaching days 1933-34 _____ 1932-33 _____
8. 1933-34 statistics for teachers in your district:

Teachers	Number		Yearly Salary		
	Men	Women	Average	Maximum	Minimum
Sr. High School					
Jr. High School					
Grade School					

9. A copy of salary schedule for employees other than teachers.
10. A copy of your Treasurer's report for 1933-34.
11. A copy of your daily program for Sr. H.S.; for Jr. H.S.
12. What extra curricular activities do you offer?
13. A copy of your school budgets for 1933-34; 1934-35.

_____ School

_____ Supt.

APPENDIX II

COPY OF CHECK ISSUED BY THE
UNITED STATES
TO
RUSSIA
IN PAYMENT FOR ALASKA, 1868

APPENDIX III
LIST OF TABLES

Table No.	Page
1. Data for Government and Contract Schools in Alaska, 1892.....	30
2. U. S. Appropriations for Schools in Alaska, in 1892.....	31
3. Curriculum of Early Schools and Number of Pupils Enrolled, 1892.....	32
4. Growth in Population by Decades, 1880-1930.	35
5. General Fund Receipts, 1933.....	42
6. Territorial Appropriations, 1917-1934.....	52
7. Increase of Enrollment in Schools of Alaska 1917-1934.....	57
8. Average Daily Attendance in Schools of Alas- ka, 1917-1934.....	61
9. Increase in Number of High School Graduates in Alaska, 1917-1934.....	69
10. Increase in Number of Teachers in Alaska, 1917-1934.....	71
11. Number of Teachers Employed in Incorporated Town Schools in Alaska, 1919 and 1934.....	73
12. Teacher Training in Alaska, 1917 and 1934..	74
13. Minimum Salary Recommendations for Rural Teachers in Alaska, 1917.....	77

LIST OF TABLES (CONT'D.)

Table No.		Page
14.	Minimum Salary Recommendations for Rural Teachers in Alaska, 1934.....	80
15.	Average Salary of Teachers in Incorporated Town Schools, 1917 and 1934.....	81
16.	Expenditures for Territorial Schools, 1917- 1934.....	91
17.	Total Expenditures of Alaska Schools, 1926- 1933.....	93
18.	High School Enrollment in Alaska, 1926-1933.	93
19.	Total Enrollment in Alaska Schools, 1926- 1933.....	94
20.	Total Number of Teachers in Alaska, 1926- 1933.....	94
21.	Per Capita Cost in Alaska Schools, 1926- 1933.....	95
22.	Capital Outlay in Alaska Schools, 1926-1933.	95

APPENDIX IV
LIST OF GRAPHS

Graph No.	Page
1. Map Showing Size of Alaska As Compared to Continental United States.....	39
2. Percentages of Territorial Revenues.....	43
3. Graph of Shipments, 1921-1930.....	45
4. Increase in Enrollment in Alaska Schools, 1917 to 1934.....	58
5. Increase in Elementary Enrollment, 1917-1934	59
6. Average Daily Attendance in Alaska Schools, 1917-1934.....	62
7. Map Showing Location of Four Year High Schools in Alaska, 1934.....	67
8. Increase in High School Enrollment, 1917- 1934.....	68
9. Increase in Number of Teachers in Alaska, 1917-1934.....	72
10. Map Showing Judicial Districts in Alaska....	79
11. Index of Change in Certain School Statistics in Alaska, 1926-1933.....	96
12. Index of Change in Certain School Statistics in United States, 1926-1933.....	98

BIBLIOGRAPHY

- Alaska. Issued by Alaska Dept. Seattle Chamber of Commerce. (Seattle, 1934).
- Alaska, Facts About. Set up and printed by The Ketchikan Chronicle. (Ketchikan, 1935).
- Alaska, Glimpses Of, As It Was And As It Is. Issued by the Alaska Dept. Alaska Chamber of Commerce (Juneau, 1935).
- Alaska High School Course of Study, (Juneau, 1926).
- Alaska Population Bulletin. U. S. Dept. of Commerce, (Washington, D. C., 1930).
- Alaska School Bulletin, (Juneau), Feb. 1935; Feb. 1936.
- Alaska Territorial Legislature, Session Laws, 1929 and 1933.
- Bancroft, Hubert H., The Works of Hubert Howe Bancroft, vol. 33, The History of Alaska From 1730-1885. A. L. Bancroft & Co., (San Francisco, 1886).
- Bulletin No. 12, U. S. Dept. of Interior (Washington, D. C., 1919).
- Bulletin No. 88, U. S. Dept. of Interior (Washington, D. C., 1919).
- Carpenter, F. G., Alaska Our Northern Wonderland, (Doubleday, Page & Co., 1925),
- Commissioner of Education, Territory of Alaska, Reports, School bienniums ending June 30, 1918, 1920, 1922, 1926, 1930, 1932 and 1934. (Juneau).
- Critical Problems in School Administration, Twelfth year-book Dept. of Supts., N.E.A., (Washington, D. C., 1934).
- Cyclopedia of Education, Edited by Paul Monroe, p. 76-77.
- Daily Alaska Empire, The, Ed. in Juneau, Mar. 10, 1935 issue.
- Educational Directory, Alaska. 1933-34. (Juneau).
- Farrar, Victor, J., The Purchase of Alaska, (W. F. Roberts Co., 1935).

Governor, Territory of Alaska, Reports, fiscal years ending June 30, 1923; 1929; 1931; 1934.

Henderson, L. D., Alaska, Its Scenic Features, Geography, History and Government. Empire Printing Co. (Juneau, 1936).

Henderson, L. D., History of Education in Alaska From 1785-1920, in Com. of Educ., Report, 1920.

Karnes, Anthony E., The Secondary Schools of Alaska; in Proceedings of 17th Annual Meeting N. W. Association of Secondary and Higher Schools, Apr., 1934. (Spokane, 1934) p. 24-26.

Treasurer, Territory of Alaska, Reports, Jan. 1, 1933 to Sept. 29, 1934. (Juneau).

U. S. Statutes At Large. Vol. 33 and Vol. 37. (Washington D.C.)

U.S. Statutes At Large. (Compiled). (Washington, D.C., 1917).