TABLE OF CONTENTS

CHAPTER I

INTRODUCTION	
Definition of Administration	PAGE I 5
Absence of civil government under the French dominion	•
Little progress under British jurisdiction	
Illinois County organized by Virginia	17
The Congress of the Confederation organizes the Northwest Territory	18
The Ordinances of 1784 and 1785	18
The Ordinance of 1787 establishes a territorial government	19
Civil government inaugurated	20
The establishment of counties	20
Extensive power vested in the local courts	21
The organization of townships	22
The incorporation of towns	22
The intimate relation between the local administration and the territorial	
government	23
The scope of this paper	24
CHAPTER II	
PUBLIC EDUCATION	
1. THE COMMON SCHOOLS	
1. The Absence of a School System during the Territorial Period	26
2. The Struggee to establish the Township System	28
The township the natural unit	28
The district system inaugurated, 1824	29
The causes of this change	30
Increased decentralization, 1833, 1834, 1836, 1837, 1841	31
Results of decentralization	34
The need of greater supervision	34
The Treasurer of State made Superintendent of Common Schools, 1843.	35
Increased local centralization, 1843	35
s) s	

6	TABLE OF CONTENTS	[6
		PAGE
	The Township System established, 1852	3 7
	Subsequent reaction towards the district unit, 1855	37
	Latest phase of centralization in local administration, 1899	38
3.	State Aid and Central Control	
	I. The Congressional Township Fund	40
	Origin of the fund	40
	Three methods of management tried	41
	Lack of efficient supervision over school funds	
	Office of Superintendent of Common Schools created	44
	The counties made liable for school funds, 1843	45
	Pernicious effect of special laws	45
	The attempt to consolidate the school funds, 1852	47
	Comment on the early administration of the fund	49
	II. The County Seminary Fund	49
	Origin of the fund	49
	Early centralized management, 1817	50
	Local control substituted 1824: its results	50
	Incorporated in the common school fund, 1852	5 3
	III. The Delinquent Tax Fund	
	Local administration and its defects, 1832-1843	54
	Minor funds	55
	IV. The Saline Fund	55
	Origin of the fund	55
	Managed by State officers until 1845	55
	V. The Surplus Revenue Fund	56
	Origin of the fund, 1837	56
	Central supervision provided	56
	Funds under local control, 1842	58
	Cause of the failure under State supervision	59
	VI. The Bank Tax Fund and the Sinking Fund	59
	Origin and management of the bank tax fund, 1834	59
	Origin and central management of the sinking fund, 1834	60
	VII. General Taxation and Consolidation of the School Funds	61
	Local taxation authorized by early legislation, 1824	61
	Provisions in the tax law of 1836 relating to school revenues	62
	A popular referendum on the question of general taxation for	
	the support of schools, 1848	63
	Permissive law of 1849 authorizing general taxation for school	
	purposes	64
	Stricter central supervision over schools provided, 1849	64
	Weakness of the law and its unpopularity	66
	The interpretation of the Constitution by the courts	67
	Present method of distributing the revenues	69

TABLE OF CONTENTS

IV. The Adoption of Text-Books

Selection of text-books left to local officers and teachers, 1824-

99

Control CD1 of the control of the co	PAGE
State Board of Education empowered to recommend text-books	
County boards of education authorized to adopt text-books, 1873.	,,,
The State contract system adopted, 1889	
V. Length of School Term	
Inequality in the length of the school term	
A minimum term fixed by law, 1899	
VI. The Training of Teachers	•
(a) County Institutes, 1865	
(b) Township Institutes, 1873	
(c) The State Normal School, 1865	IC7
(d) The Teachers' Reading Circle, 1884	
VII. Compulsory Education, 1897	
Method of Enforcement	109
Effect on Attendance	
VIII. Libraries	111
(a) Township Libraries	
(b) Traveling Libraries	113
(c) Libraries in Cities and Towns	
(d) The State Library	
5. The Present School Administration	115
I. Local Administration	
(a) The District Meeting and the Director	
(b) The School Township	
(c) Cities and Incorporated Towns	
(d) The County Superintendent	
(e) The County Eoard of Education	
II. The State Administration	
(a) The State Superintendent of Public Instruction	
The head of the school system: his general powers	
Apportionment of the school revenue	
Control over reports of local efficers	123
Power in respect to appeals	
Subjects of appeal	
Advisory powers	
(b) The State Beard of Education	
Present composition of the Board	
Its general power	
Influence on the high schools	
Its relation to the colleges	
Proposed extension of its authority	
Illogical relation between the State Board and State Super-	131
intendent	122
***************************************	4 34

9]	TABLE OF CONTENTS	•
	PAGI	
6.	Conclusion 13,	3
	Theoretical grounds for State control	3
	Benefits of centralization	4
	II. SCHOOLS FOR SPECIAL CLASSES	
	Tendency towards centralization from 1840 to 1850	3
	(a) The Institution for the Education of the Deaf and Dumb, 1844. 139	
	(b) The Institution for the Education of the Blind, 1847 141	
	(c) Provision for the education of other classes 141	ľ
	CHAPTER III	
	CHARITIES AND CORRECTION	
1.	The Development of the System of Local Poor Relief Frior to 1890. A	
	Period of Decentralization 142	2
	I. Territorial Experiments 142	2
	Overseers of the Poor, 1790 143	3
	A work-house project, 1795 143	
	The farming out plan, 1799 144	•
	II. The Territorial system re-affirmed, 1818 144	
	III. A poor farm experiment, 1821	
	IV. Dissatisfaction with the farming-out system	
	V. An appeal to the General Government for aid, 1830	
	VI. The poor asylum system made general, 1831	
	VII. The contract system, 1831	
	IX. Juvenile dependents	
	Cared for in poor asylums or private institutions 150	
	Public aid to private asylums, 1869, 1875	
	County orphanages authorized, 1881 151	
	Boards of children's guardians, 1889 152	
2 . 7	The Development of State Charitable Institutions: examples of centrali-	
	zalion 153	1
	I. The insanc, 1848 154	
	II. Dependent soldiers and sailors 156	
	Aid during the Civil War, 1861	
	The Soldiers' Home, 1867	
	The State Home for disabled and destitute soldiers, 1895 159	
	III. Dependent orphans of soldiers and sailors, 1867	
	IV. The feeble-minded, 1879	
	V. Proposed institutions	

[10

3. The Development of the Penal Institutions Prior to 1890	PAGE
I. Period of decentralization	
II. The period of centralization and differentiation	
(a) The State prison	
(1) A private corporation, 1821	
(2) Under the leasing system, 1824	
(3) Under State management, 1855	
(b) The Reform School for Boys, 1867	
(c) The Woman's Prison and Industrial School for Girls, 1869	
(d) The Reformatory, 1897	
L. Central Inspection and Supervision	
I. The growth of central control over local agencies prior to 1890	
II. Imperfect supervision of State institutions prior to 1890	
III. The establishment of the Board of State Charities, 1889	
IV. The general powers and organization of the Board of State Charities.	
V. The Board of State Charities and local penal institutions	
VI. The Board of State Charities and local charity	
(a) County asylums	
(b) Dependent children: the State agency	
(c) The feeble-minded	
(d) The administration of the county poor asylum	
(e) Boards of county charities and corrections	
(f) Outdoor relief	
VII. The Board of State Charities and the State Institutions	
(a) Non-partisan administration	
(b) The hospitals for the insane	
(c) Penal and reformatory institutions	202
(1) Recommendations of the Board	202
(2) Reforms accomplished	
The reformatory established	205
The indeterminate sentence and the parole system.	206
VIII. The Administrative Functions of the Board of State Charities	208
Importation of dependent children	
IX. The Educative Functions of the Board of State Charities	209
(a) Reports and statistics	210
(b) Conventions of local officials	210
(c) The State Conference of Charities	210
(d) Publications of the Indiana Bulletin of Charities and Correc-	
tion	
X. An estimate of the work of the Board of State Charities	211

CHAPTER IV

STATE MEDICINE	
	PAGE
1. Hygiene	
I. Period of local control	•
(a) Early pure food laws	
(b) Abatement of nuisances	
(c) Local boards of health, 1836	
II. The establishment of the State Board of Health, 1881	
The operation of the first law	
Its defects	
III. The Present Functions of the State Board of Health	
(a) The composition and organization of the Board	
(b) The general powers of the Board	
(c) Control over the local boards	
(d) The prevention of the spread of contagious diseases	
(e) The supervision of public buildings	
(1) The supervision of public water supplies and the disposal of	
sewage	
(g) The inspection of food and drugs	
(h) The regulation of the transportation of the bodies of de-	
ceased persons	
(i) The collection of vital statistics	
IV. The results of central control	231
2. Medical Examination and Registration	
I. Early system of licensing physicians, 1817	233
II. Licenses granted by the county clerks, 1885	
III. The State Board of Medical Registration and Examination, 1897	
3. The Regulation of the Practice of Dentistry, 1879, 1887, 1899	
4. The Regulation of the Practice of Pharmacy, 1899	
5. The Licensing of Embalmers, 1901	
6. The Prevention and Suppression of the Diseases of Animals	
The early laws chiefly in the interest of property	
1. The State Live Stock Sanitary Commission, 1889	
II. The State Veterinarian, 1901	
III. The regulation of veterinary medicine, 1901	2 44
CHAPTER V	
TAXATION	
1. The Transition from a Centralized to a Decentralized Administration	246
Provision for county revenues, 1702	•

I 2	TABLE OF CONTENTS	[1 2
		PAGE
	Central control diminished, 1795	•
	The first taxes for territorial purposes, 1798, 1799	
	A temporary increase in centralization in 1805	250
	Legislative control necessary	252
	The administration of local taxes completely decentralized, 1816	252
	Complaints because of its inefficiency	253
	Efforts to improve the system	254
2. 7	The Equalization of Tax Assessments	255
	The failure of the specific tax on land	255
	The introduction of a "limited ad valorem" tax, 1835	356
	Evasion of tax burdens by undervaluations	257
	Revision of the tax law, 1841	258
	The State Board of Equalization created, 1841	260
	Reaction causes its abolishment, 1842	261
	Stricter legislation concerning local tax officers	262
	Further complaints against assessments	
	Three classes of equalizing boards established, 1852	264
	The operation of the law	265
	Re-organization of the boards of equalization, 1872	267
	Provisions for stricter enforcement of the orders of the State Board, 1872.	268
	County boards of review reconstituted, 1881	270
	Central control over county systems of book-keeping, 1881	270
	Defects in the tax law	271
	The office of county assessor revived; increased local centralization, 1891.	271
	Other changes in the composition of the local board of review, 1891	272
	The State Board of Tax Commissioners established, 1891	272
	Their supervisory and administrative duties	273
	The operation of the law generally satisfactory	276
	State conference of county assessors	
	Power to equalize the valuations of personal property granted, 1901	277
3. 2	The Taxation of Corporations	277
	I. The Evolution of a Centralized Administration	277
	Special methods of taxing banks, 1820, 1824, 1831, 1834	277
	General assessment of personal property fails to reach corporation	
	property	279
	Unsatisfactory experiments, 1843, 1851	280
	Taxation of transportation companies: beginning of centralization,	
	1851, 1852	
	Railroads assessed by county appraisers jointly, 1859	284
	First application of the "unit rule" to railroads, 1865	
	The State Board of Equalization empowered (1872) to assess:	

 Domestic corporations
 286

 "Railroad track" and "rolling stock"
 287

r_A	R	l E	OF	co	N'T	FA	77	?

Telegraph companies	PAGE 280
Local corporations assessed by county boards of equalization, 1877.	
"Gross receipts" tax imposed upon insurance, express and sleep-	
ing car companies: administration centralized, 1873	
Applied to telegraph and telephone companies, 1881	
"Gross receipts" tax held unconstitutional	291
A license tax based upon business done in Indiana, 1889	291
Taxation of railroads imperfect: greater centralization advised	292
II. The Present System of Taxing Corporations	
Fundamental principles	293
Domestic corporations generally assessed by local officers	293
Transportation companies assessed by the State Board of Equali-	
zation: the 'unit rule"	295
Business tax upon foreign insurance companies and navigation	
companies: administration centralized	-
Operation of the law in the main satisfactory	
Further centralization desirable	-
4. The Absence of State Control over Local Finances	300
Lack of uniformity in the organization of the county and township boards, 1816-1852	
Autocratic power of the township trustee, 1852-1899	•
Central restrictions upon county authorities solely legislative	
Attempts to secure greater central control over local finances fail	_
Separation of local legislative and administrative functions	-
Central supervision advisable	
	J-4
CHAPTER VI	
POLICE.	
POLICE	
Definition of police power	
Police officers the agents of the State	
1. The Preservation of the Peace	
Centralized system during the territorial period	
Decentralization after 1816	
Detective associations authorized, 1852	
Metropolitan police boards for cities, 1883, 1889, 1891	-
	311
Proposed methods of securing State supervision of local police officers.	313
2. The Protection of the Life and Health of Persons engaged in certain	
Trades and Professions	314
Office of State inspector created, 1879	314
"Factory legislation"	315
vacon's refinishing	315

Enforcement of early acts left to local officers, 1867-1893 316 State Factory Inspector appointed, 1897. 316 Inspection of mines under a State officer, 1879 318 Central control over the production and distribution of natural gas, 1889, 319 Regulation of hours of labor and payment of wages of adult males, 1887, 1889, 1891 319 State Department of Inspection, 1899 320 3. Protection of the Pecuniary Interests of the People 321 State inspection of banking institutions 321 State inspection of building and loan associations 322 State inspection of insurance companies 322 Official analysis of fertilizers required, 1881 324 Office of State Entomologist established 324 4. Protection of Fish and Game 325 Enforcement of early laws left to local officers 325 Office of Commissioner of Fisheries created, 1881 325 Commissioner granted supervisory authority over the enforcement of fish and game laws, 1897, 1899 326 CHAPTER VII CONCLUSION Territorial centralization followed by decentralization 327 Three periods of growth of centralized administration 327 General results 328 General causes 329 Economic development 329 The Civil War 322 Progress of medical science 332 Scientific methods in charity 333 The fields of local and central administration 334	14	TABLE OF CONTENTS	[14
State Factory Inspector appointed, 1897			
Inspection of mines under a State officer, 1879 318 Central control over the production and distribution of natural gas, 1889, 319 Regulation of hours of labor and payment of wages of adult males, 1887, 1889, 1891 319 State Department of Inspection, 1899 320 3. Protection of the Pecuniary Interests of the People 321 State inspection of banking institutions 321 State inspection of building and loan associations 322 State inspection of insurance companies 322 Official analysis of fertilizers required, 1881 324 Office of State Entomologist established 324 4. Protection of Fish and Game 325 Enforcement of early laws left to local officers 325 Office of Commissioner of Fisheries created, 1881 325 Commissioner granted supervisory authority over the enforcement of fish and game laws, 1897, 1899 326 CHAPTER VII CONCLUSION Territorial centralization followed by decentralization 327 Three periods of growth of centralized administration 327 General results 328 General causes 329 Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333		• • • • • • • • • • • • • • • • • • • •	•
Central control over the production and distribution of natural gas, 1889. 319 Regulation of hours of labor and payment of wages of adult males, 1887, 1889, 1891		* * * * * * * * * * * * * * * * * * * *	•
Regulation of hours of labor and payment of wages of adult males, 1887, 1889, 1891		• • • • • • • • • • • • • • • • • • • •	_
1889, 1891		•	319
State Department of Inspection, 1899		- · · · · · · · · · · · · · · · · · · ·	210
State inspection of banking institutions			
State inspection of banking institutions	2. F		
State inspection of building and loan associations	J		
State inspection of insurance companies 322		•	_
Official analysis of fertilizers required, 1881 324 Office of State Entomologist established 324 4. Protection of Fish and Game 325 Enforcement of early laws left to local officers 325 Office of Commissioner of Fisheries created, 1881 325 Commissioner granted supervisory authority over the enforcement of fish and game laws, 1897, 1899 326 CHAPTER VII CONCLUSION Three periods of growth of centralized administration 327 Ciencial results 328 General results 329 Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333			
Office of State Entomologist established 324 4. Protection of Fish and Game 325 Enforcement of early laws left to local officers 325 Office of Commissioner of Fisheries created, 1881 325 Commissioner granted supervisory authority over the enforcement of fish and game laws, 1897, 1899 326 CHAPTER VII CONCLUSION Territorial centralization followed by decentralization 327 Three periods of growth of centralized administration 327 General results 328 General causes 329 Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333			
## Protection of Fish and Game			
Enforcement of early laws left to local officers	4. F	_	
Commissioner granted supervisory authority over the enforcement of fish and game laws, 1897, 1899	•	•	
CHAPTER VII CONCLUSION 327 Three periods of growth of centralized administration 327 General results 328 General causes 329 Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333 333 Scientific methods in charity 333 336 336 336 337 333 337		Office of Commissioner of Fisheries created, 1881	325
CHAPTER VII CONCLUSION Territorial centralization followed by decentralization. 327 Three periods of growth of centralized administration. 328 General results. 328 General causes 329 Economic development 329 The Civil War. 332 Progress of medical science. 332 Scientific methods in charity. 333		Commissioner granted supervisory authority over the enforcement of	
CONCLUSION Territorial centralization followed by decentralization		fish and game laws, 1897, 1899	326
Territorial centralization followed by decentralization 327 Three periods of growth of centralized administration 328 General results 328 General causes 329 Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333		CHAPTER VII	
Three periods of growth of centralized administration. 327 General results. 328 General causes 329 Economic development 329 The Civil War. 332 Progress of medical science. 332 Scientific methods in charity. 333		CONCLUSION	
Three periods of growth of centralized administration. 327 General results. 328 General causes 329 Economic development 329 The Civil War. 332 Progress of medical science. 332 Scientific methods in charity. 333	Ter	ritorial centralization followed by decentralization	327
General causes 329 Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333		•	- •
Economic development 329 The Civil War 332 Progress of medical science 332 Scientific methods in charity 333	Gen	eral results	328
The Civil War	Gen	eral causes	329
Progress of medical science			
Scientific methods in charity		The Civil War	332
		Progress of medical science	332
The fields of local and central administration		Scientific methods in charity	33 3
	The		