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History of the Development
of the Department of Public
Instruction in Iowa

R. E. McConnell

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NUMBER 1

A History of the Development of the Department of Public Instruction in Iowa

by

ROBERT ERVIE McCONNELL, Ph.D.

Iowa

370

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PUBLISHED BY THE UNIVERSITY, IOWA CITY, IOWA

Issued semi-monthly throughout the year. Entered at the post office at Iowa City, Iowa, as second class matter under the Act of October 3, 1917.

NOV 12 '46

JUN 16 '63

FEB 6 1964

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UNIVERSITY OF IOWA

STUDIES IN EDUCATION

CHARLES L. ROBBINS, Ph.D., Editor

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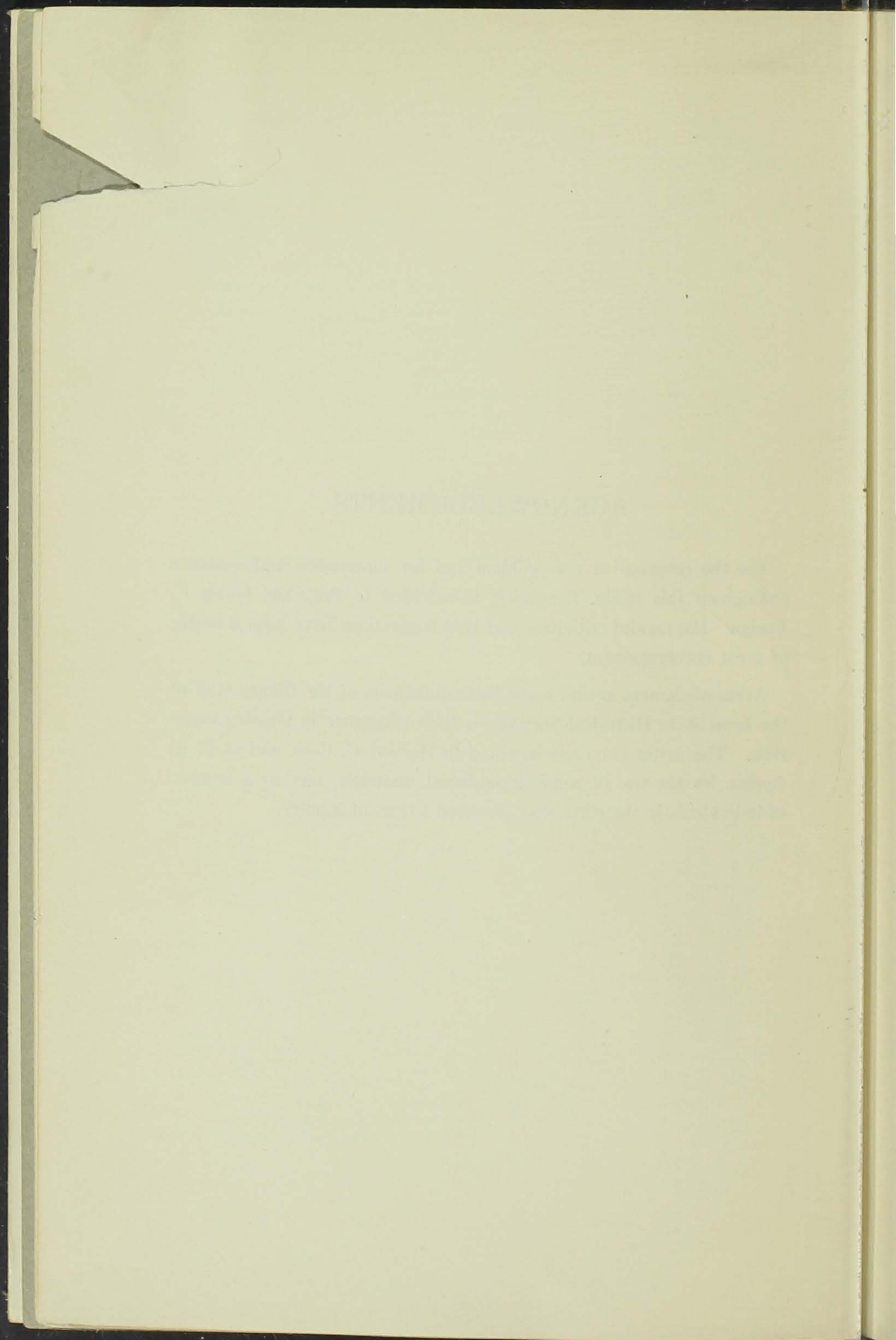
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ACKNOWLEDGMENTS

For the proposal of the problem and for supervision and guidance throughout this study, the writer is indebted to Professor Forest C. Ensign. His careful criticisms and kind suggestions have been a source of great encouragement.

Acknowledgment is also made to the members of the library staff of the Iowa State Historical Society for their assistance in locating materials. The writer is no less indebted to Herbert C. Cook and to C. R. Aurner for the use of some unpublished materials, and to a number of individuals in the state who answered letters of inquiry.



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INTRODUCTION

In order to understand fully the organization and policies of any institution it is necessary to study the history of its development—the history of the activities which have led up to and caused the present situation. This dissertation is an endeavor to apply that thesis to the Iowa State Department of Public Instruction. It is a history of the development of that institution from the territorial period to the year 1928. In general, the aim has been to give a connected account of the different attempts to solve the problems of public school administration through a centralized state office. The writer has attempted first, to trace from territorial times the development of the State Department of Public Instruction with special reference to (1) the organization, (2) the chief state school offices, and (3) the office staff, and second, to trace and analyze the main influences which have led to present-day conditions.

More specifically the purposes of the dissertation may be stated as follows:

1. To describe the developments and changes in the organization of the Iowa State Department of Public Instruction since its creation;
2. To define the functions of that department at each stage in its history;
3. To show the size and personnel of the staff at various periods;
4. To describe the policies of each administration, so far as possible, by interpreting the information available;
5. To give a brief biography of each of the men who have held the office of chief school official.

Chapters V and VI are organized in a different manner from the earlier chapters. The data and materials dealing with the period prior to 1888 lend themselves readily to a chronological presentation. Thereafter the activities of the department became so numerous that it was found convenient to use another form. Consequently Chapter V deals with the history of the State Department of Public Instruction proper since 1888 and is organized around the ten main activities of the de-

partment. Chapter VI deals with the State Board of Educational Examiners, the State Library Commission, the State Library and Historical Departments, and the State Board of Vocational Education, all of which are associated with the department. The State Superintendent of Public Instruction is a member of the board in each case.

The primary sources of materials for this study consisted of the Iowa constitutions, codes, statutes, legislative documents, official register, state official reports, bulletins of the State Department of Public Instruction, proceedings of the Iowa State Teachers' Association, and United States statutes.¹ In cases where those sources were inadequate we were aided by letters from the state department staff and from those who had served previously in the department.² Some time was spent in the offices of the state department in gathering first-hand impressions and information.

A number of other sources were valuable, especially in interpreting policies and in writing biographies. Among those were Aurner, C. R., *History of Education in Iowa*; Cook, H. C., *The Office of Superintendent of Public Instruction in Iowa*; Gue, B. F., *History of Iowa*; Gue, B. F., *Progressive Men of Iowa*; Reeder, W. C., *The Chief School Official*; Schrammel, H. E., *The Organization of State Departments of Education*; Shambaugh, B. F., *The Messages and Proclamations of the Governors of Iowa*; and *Who's Who in America*.³

¹See the Bibliography for a list of sources.

²Most of the very recent materials as well as some of the biographical information, were secured in that way.

³See the Bibliography for other sources.

CHAPTER I

EDUCATION IN THE TERRITORY

The country which later became the State of Iowa under the Organic law of 1846 was a part of the Louisiana purchase of 1803. Since that time this area has been attached successively to the district of Louisiana 1804-5; the Territory of Louisiana 1805-12; the Territory of Missouri 1812-21; the Territory of Michigan 1834-36; and the Territory of Wisconsin 1836-38.¹

From 1821 to 1834 the Iowa country was unattached. This came about by the fact that on March 4, 1821, Congress passed an act defining the boundaries of Missouri, and admitted it to the sisterhood of states. Such a decision left all that vast expanse of territory of which the present states of Iowa, Wisconsin, and Minnesota are a part, again directly under the jurisdiction of Congress, in which condition it seems to have remained until the middle of 1834, when it was attached to the Territory of Michigan.

1. PIONEER DEVELOPMENTS

Under the alliance with Michigan, the first two counties, "Demoine" and "Dubuque"² were organized. The limits of these counties were defined by an act of the territorial legislation of Michigan as follows:

"An Act to lay off and organize Counties west of the Mississippi River:

Section 1. Be it enacted by the Legislative Council of the Territory of Michigan, That all that district of country which was attached to the Territory of Michigan, by the act of congress entitled 'An act to attach the territory of the United States west of the Mississippi river and north of the State of Missouri to the Territory of Michigan,' approved June twenty-eighth eighteen hundred and thirty-four and to which the Indian title has been extinguished, which is situated to the north of a line to be drawn due west from the lower end of Rock Island to Missouri river, shall constitute a county,

¹McLaughlin, A. C., *Cyclopedia of American Government*, Vol. II, pp. 237-239.

²Many of the old records have this same name spelled "Du Buque".

and be called Dubuque; the said county shall constitute a township, which shall be called Julien; the seat of justice shall be established at the village of Dubuque until the same shall be changed by the judges of the county court of said county.

Section 2. All that part of the district aforesaid, which was attached as aforesaid to the Territory of Michigan, and which is situated south of the said line to be drawn west from the lower end of Rock Island, shall constitute a county, and be called Demoine, the said county shall constitute a township, and be called Flint Hill; the seat of justice of said county shall be at such place therein as shall be designated by the judges of the county court of said county."³

When the Iowa territory came under the jurisdiction of the Territory of Michigan June 28, 1834, it came also under the influence of the Michigan territorial school laws. These Michigan acts passed in 1827, 1828, 1829, and 1833 made provision for the care of school lands, for the organization of districts, for school support, for the schooling of children between the ages of five and fifteen, for township supervision and control, for the examination and employment of teachers, for the visitation of schools, and for a territorial superintendent of common schools.⁴ The provision for the territorial superintendent is stated as follows in section 32 of the Michigan Territorial Act of 1833, entitled, an act to regulate common schools.

"Section 32. That there shall be appointed by the Governor of the Territory, some person as superintendent of common schools, who shall have authority to take charge of and protect from waste and injury sections numbered sixteen, and all fractional sections reserved in each township of the Territory for the support of common schools where trustees or commissioners have not been elected and said superintendent is hereby authorized to prosecute in any court having competent jurisdiction, all persons who have committed, or who shall hereafter commit any trespass, waste, or injury upon such sections reserved as aforesaid, and shall have power to lease and manage the same in all respects as the boards named in this act."⁵

At the time that the Iowa country was attached to the Michigan Territory, school conditions were very primitive. A few private venture

⁵*Laws of the Territory of Michigan*, Vol. III, p. 1018.

³*Laws of the Territory of Michigan*, Vol. III, p. 1326; Act passed, 1834.

⁴Aurner, C. R., *History of Education in Iowa*, Vol. I, p. 4.

schools were established by this time but they could be counted at least on the fingers of two hands. In this connection Aurner says, "It is a well authenticated fact that the first school in the Iowa country was conducted as a private venture in the settlement which was located on the Half Breed Tract within the boundaries of the present county of Lee; and it is said that the first real school house was erected in Dubuque about 1833. Schools are known to have existed in Burlington as early as 1834."⁶ From this, one can infer that the schools of Iowa gave the officials of the Territory of Michigan little trouble or concern. One is not justified in calling these early endeavors a school system either local or state.

An indication of the sparseness of the population is evident from the total population of the counties of Dubuque and Demoine. The first census of the Wisconsin Territory taken in 1836 shows for those two counties, which constituted not only the whole of the present State of Iowa but all of the country between the Mississippi and Missouri Rivers from the Missouri state line to the line dividing the British possessions and the United States, a total population of 7737 persons; Demoine 3463, and Dubuque 4274.⁷

On the third day of July, 1836 the Territory of Wisconsin was organized, carrying with it the two counties of Demoine and Dubuque. General Henry Dodge, an officer of the regular army, was commissioned Governor. The first session of the legislature of this new territory was held at Belmont, in what is now Lafayette County, Wisconsin, but at that time called Iowa County, commencing October 25, 1836, and ending December 9, 1836. The second session, however, was held at Burlington, Demoine County, commencing November 6, 1837, and ending January 20, 1838. In June of the same year an extra session was held.

It appears that provisions for public schools did not greatly concern the legislative bodies during that period. Just two laws concerning schools were passed. The first of these was passed January 19, 1838 and provided for the establishment of ten seminaries located in various parts of the Wisconsin Territory. The second, approved on the same date, provided for the establishment of the Philandrian College in the town of Denmark, Demoine County. The funds for these institutions

⁶Aurner, C. R., *History of Education in Iowa*, Vol. I, p. 5.

⁷Shambaugh, B. F., *The First Census of the Original Counties of Dubuque and Demoine*.

were to be secured from private sources and were to be applied in such manner as the trustees deemed best.⁸

The Territory of Iowa was established July 3, 1838, by virtue of the provision of an act of Congress approved June 12, 1838. Robert Lucas, formerly governor of Ohio, was appointed governor of the new territory, by the president, Martin VanBuren. The first territorial legislature met at Burlington, which had been the seat of government for the Wisconsin Territory during the second session, on November 12, 1838. Thus we find the beginnings of the government which was later to become that of the State of Iowa. The population of the Iowa Territory by that time had reached a total of 22,859. But in a short time it doubled, for the Iowa census report for 1840 shows a total population of 43,112.

2. THE CREATION OF A SCHOOL SYSTEM

The first governor of the Iowa Territory was sympathetic with public education. In his first message he encouraged the establishment of a system of common schools. In this connection he said:

"There is no subject to which I wish to call your attention more emphatically, than the subject of establishing, at the commencement of our political existence, a well digested system of common schools; and as a preparatory step towards effecting that important object, as well as the consideration of numerous other advantages that must flow from the measure, I urge upon your consideration the necessity of providing by law for the organization of townships."⁹

Accordingly, we find that the first act to provide for the establishment of common schools under the Iowa territorial government was approved on January 1, 1839. No provision was made, however, for centralized control or supervision. The new law provided, only, for the establishment of school districts in each county. The school districts were to be formed on petition to the county board. The governing body in each district consisted of three elected trustees, one clerk, one treasurer, one assessor, and one collector. It was at the best a completely decentralized system of common schools.

Governor Lucas recognized the limitations of the afore-mentioned law and in his second message made the statement that:

⁸*Laws of Wisconsin, 1836-38*, pp. 498-500, 506-509.

⁹Shambaugh, B. F., *The Messages and Proclamations of the Governors of Iowa*, Vol. I, p. 78.

"The act passed at the last session, is too limited in its provisions to serve as a foundation for a well regulated system. I would therefore, recommend its revision, and call your attention to the school law of the State of Michigan, as worthy of your attention, and from which much useful information may be obtained."¹⁰

For the second time the Territorial Assembly passed an act to establish a system of common schools, which was approved and became a law on January 16, 1840. It was a copy of a portion of the Michigan school laws. No provision was made for a state superintendent of public instruction, however. The new Iowa law was taken over so uncritically that the superintendency of public instruction, an office not created yet, was mentioned several times. That office was provided for, however, in January of the next year.

3. EFFORTS TOWARD CENTRALIZATION

On January 13, 1841, the Territorial Assembly of Iowa passed the act which created the office of Superintendent of Public Instruction. Because of its significance as an early measure the act is quoted here in full:

"An act to create the office of Superintendent of Public Instruction.

Section 1. Be it enacted by the Council and House of Representatives of the Territory of Iowa, That there shall be appointed by the Governor of the Territory, by and with the advice and consent of the Council, a Superintendent of Public Instruction, who shall hold his office for the term of three years; and shall, previous to entering upon the duties of his office, give bond to the Territory in the sum of two thousand dollars, with three or more sufficient securities, to be approved by the Secretary of the Territory, conditional for the faithful discharge of the duties of his office, and shall also take an oath in the following form before one of the Judges of the Supreme Court: 'I, A. B., do solemnly swear (or affirm) that I will faithfully and honestly execute the duties appertaining to the office of Superintendent of Public Instruction of the Territory of Iowa; I will not, on any occasions or pretence, apply, otherwise than according to law, any moneys, securities, or effects, which shall come into my hands as Superintendent of Public Instruction of the Territory of Iowa.

¹⁰Shambaugh, B. F., *The Messages and Proclamations of the Governors of Iowa*, Vol. I, p. 100.

Section 2. It shall be the duty of the Superintendent of Public Instruction to submit to the Legislature an annual report, exhibiting the condition of primary school funds; also, of the primary schools, and all such matters relating to his office and the public schools as he may think proper to communicate.

Section 3. He shall prepare suitable forms for making all reports which may be required of the districts, townships, boards, and suitable regulations for conducting all proceedings under the laws relating to public instruction; and transmit the same with such instructions as he may deem proper for the organization and government of the public schools, with such directions as to the course of studies as he may judge advisable, to the several officers entrusted with their management and care.

Section 4. He shall apportion the income of the school fund among the several townships and cities of the Territory, in proportion to the number in each between the ages of five and twenty-one years.

Section 5. The Superintendent shall prepare, annually, a table of the amounts in the aggregate, payable to the several counties of the Territory, and present the same to the Auditor of the Territory, who shall thereupon issue his warrant upon the Treasurer of the Territory, for the amount payable to the several counties, and direct the same to the treasurer of their respective counties.

Section 6. He shall send written notices to the clerks of the several counties of the amount in the aggregate to be disbursed in their respective counties, and the amount payable to the different townships thereof; such notices to be disposed of by said clerks as directed in the forty-fourth section of "An act to establish a system of common schools," approved January 16th, 1840. He shall use every exertion to effect an immediate organization of the primary school system, in accordance with the laws of this Territory. The Superintendent shall receive for his services the sum of two hundred and fifty dollars per annum, payable quarterly, out of any moneys in the treasury not otherwise appropriated."¹¹

Governor Lucas appointed Dr. William Reynolds¹² to the newly

¹¹*Laws of the Territory of Iowa, 1840-41, Chapter 46.*

¹²Little is known of the private life of Superintendent Reynolds or of his professional activities, prior to his appearance as Superintendent of Public Instruction. A directory of Iowa City for the year 1857 gives him the title of Doctor.

created office after Professor T. S. Parvin had declined the position. At the time of his appointment Dr. Reynolds was conducting a private school at Iowa City. It appears that he was as well fitted for the new office as any schoolman of the time. He possessed a deep interest in the welfare of the public common schools and accordingly set to work with enthusiasm to inform the people of the school legislation and to arouse interest in its provisions.

Although the appointment was for a term of three years, Dr. Reynolds served only one. He was actually legislated out of office by an act passed by the Territorial Assembly and approved February 17, 1842.¹³ The office was abolished and the school inspectors of the different districts in the several counties were held responsible for reporting, direct to the Legislative Assembly, the conditions of the schools.

Superintendent Reynolds had recommended a permanent school fund, compulsory attendance, and a more efficient organization of schools. In fact his recommendations were endorsed by the Senate Committee on Education, but the House Committee conservatively maintained that the free school system could succeed only in populous communities, that primary schools should not receive permanent support, and that the office of superintendent should be abolished. This report had its effect and the office of superintendent of public instruction was not to appear again until after the formation of the state government.¹⁴

Superintendent Reynolds, in compliance with section 2 of the act of 1841, submitted an annual report in 1842. It is in that report that we get the best reflection of the conditions of education in Iowa during the early years of the decade beginning with 1840. His policy is summed up rather definitely in the following extract from his report. He believed that:

"The best service (he) could render the public during the first year, and the most effectual way to carry into effective operation the primary school system in accordance with the law, would be to direct the attention of the proper officers to the subject—give the necessary instructions—disseminate such information as the circumstances of the case might render expedient and necessary—watch the various operations—ascertain the feelings and wishes of the community respecting the law itself as a whole or in part—to collect all such in-

¹³*Laws of the Territory of Iowa*, 1841-42, Chapter 108, p. 93.

¹⁴*Council Journal of the Territory of Iowa*, 1842. Appendix pp. 278-288.

Brigham, Johnson, *Iowa: Its History and Foremost Citizens*, Vol. I, p. 82.

formation relating to the subject as might be considered interesting and useful—and finally, from the information obtained, form a plan of operations under the system, either in its present, or in an amended form, that we might be prepared to act in a systematic manner without being subject to continued alterations.”¹⁵

His first official act was to issue a circular to the district clerks calling attention to the sections of the school law which referred to their official duties and urging that their reports be made according to law on or before November 20. Only three counties out of twenty counties then organized, responded with reports. This condition was due to a number of causes, principal of which are: that some counties had not adopted the township organization, the school inspectors even when they had been elected, had not divided their townships into school districts, and in others, where this had been done, the proper steps had not been taken for their organization. The district officers in many cases, from a want of proper means of knowing the law and appreciating its objects, neglected to make their reports.

In the three counties reporting (Clayton, Des Moines, and Lee) some forward steps had been made in an effort to carry out the provisions of the act creating a school system. Des Moines County had nine townships all of which, except one, had organized. Several good schools were reported. The town of Burlington had seven schools; one in which the higher branches of an English education and the classics were taught, and another devoted to the education of girls only. Lee County had thirteen townships, all of which had been organized but only four of which had made definite reports. Clayton County, on the other hand, had no township organization as yet and no school inspectors had been elected. Schools had been conducted in two places only, neither of which had reported. About the same condition existed in all the new counties where there had been no organization of townships.

The larger towns, Bloomington (now Muscatine), Dubuque, Mount Pleasant, Fort Madison, and Iowa City, were supplied with schools. Iowa City, for example, had four schools, one of which was conducted by Dr. Reynolds and was called the “Select School.” The country back from the rivers and more remote from the towns was settled in small detached neighborhoods most of which had too few children to

¹⁵Report of the Superintendent of Public Instruction in the *Journal of the Council*, 1842, Appendix, pp. 278-288.

form schools. It was reported, however, that the country was "fast settling and the interest for schools increasing."¹⁶

It was these scattered endeavors that the first Superintendent of Public Instruction tried to bring under the guidance of a central office. He recommended that copies of the "act to establish a system of common schools," and the "act creating the office of Superintendent of Public Instruction" be printed and distributed where they would be reasonably valuable in insuring more perfect understanding of the school law. To these, he wanted attached two or more plans and descriptions of school houses to insure the erection of convenient houses. He believed that he should devote at least half of the next year to traveling through the territory, visiting as many neighborhoods as possible. He encouraged the planning of a permanent school fund in order to support a free school system.

It was pointed out that there were within the surveyed limits of the Territory of Iowa, about 320 sections of land which would come into the possession of the State when admitted to the Union. Approximately three-fourths of this was considered salable land and well worth five dollars per acre. It was pointed out, further, that the land, if disposed of at that price, would amount to \$768,000 and at six per cent the interest would be \$46,080 per annum or at ten per cent \$76,800 per annum. To this "handsome" income there could be added the two per cent on the sale of public lands, fines for penal offenses, and other minor sources specified by law.

The Assembly to which this report was made discontinued the office of Superintendent of Public Instruction and thus the above plans came to naught. The only favorable action came about in connection with a permanent school fund when a bill to create such a fund passed the House but was postponed in the Council.¹⁷

The establishment of a central educational office was not original with Iowa. The Legislative leaders had been influenced by the conditions in Michigan, Ohio, Massachusetts, and other states. In fact, as shown in Table 1, eleven states, New York, Maryland, Michigan, Louisiana, Pennsylvania, Tennessee, Ohio, Massachusetts, Kentucky, Connecticut, and Missouri had created the office prior to its establishment in Iowa in 1841.

¹⁶*Ibid.*, p. 281.

¹⁷*Ibid.*, pp. 286-288; *Journal of the House*, 1842, p. 132; *Journal of the Council*, 1842, p. 218.

IOWA STUDIES IN EDUCATION

TABLE 1

YEAR OF EACH STATE'S ADMISSION AND YEAR OF PROVISION FOR A STATE EDUCATION OFFICE¹⁸

States	Year of state's admission	Year of first provision for the office	Year when office first made separate	Year from which office has been separate and continuous
Alabama -----	1819	1854	1854	1854
Arizona -----	1912	1871	1879	1879
Arkansas -----	1836	1853	1868	1875
California -----	1850	1849	1849	1849
Colorado -----	1876	1861	1861	1876
Connecticut -----	*1788	1838	1838	1865
Delaware -----	*1787	1875	1875	1913
Florida -----	1845	1845	1845	1868
Georgia -----	*1788	1868	1868	1868
Idaho:				
State Supt. -----	1890	1864	1864	1887
Com. of Edu. -----	1890	1913	1913	1913
Illinois -----	1818	1845	1854	1854
Indiana -----	1816	1843	1851	1851
Iowa -----	1846	1841	1841	1846
Kansas -----	1861	1858	1859	1859
Kentucky -----	1792	1838	1838	1838
Louisiana -----	1812	1833	1847	1847
Maine -----	1820	1846	1854	1854
Maryland -----	*1788	1826	1826	1902
Massachusetts -----	*1788	1837	1837	1837
Michigan -----	1837	1829	1829	1829
Minnesota -----	1858	1851	1851	1867
Mississippi -----	1817	1846	1869	1869
Missouri -----	1821	1839	1839	1865
Montana -----	1889	1864	1864	1864
Nebraska -----	1867	1856	1869	1869
Nevada -----	1864	1861	1861	1861
New Hampshire -----	*1789	1846	1846	1867
New Jersey -----	*1787	1863	1863	1863
New Mexico -----	1912	1863	1863	1863
New York -----	*1788	1812	1812	1854
North Carolina -----	*1789	1852	1852	1852
North Dakota -----	1889	1864	1864	1864
Ohio -----	1803	1837	1837	1853
Oklahoma -----	1907	1890	1907	1907
Oregon -----	1859	1849	1849	1872
Pennsylvania -----	*1789	1834	1857	1857

¹⁸Reeder, W. G., *The Chief State School Official*, p. 10.

States	Year of state's admission	Year of first pro- vision for the office	Year when office first made separate	Year from which office has been sep- arate and continuous
Rhode Island -----	*1790	1843	1843	1843
South Carolina -----	*1788	1868	1868	1868
South Dakota -----	1889	1864	1864	1864
Tennessee -----	1796	1836	1836	1873
Texas -----	1845	1854	1869	1869
Utah -----	1896	1851	1851	1851
Vermont -----	1791	1845	1845	1856
Virginia -----	*1788	1870	1870	1870
Washington -----	1889	1861	1861	1871
West Virginia -----	1863	1863	1863	1863
Wisconsin -----	1848	1848	1848	1848
Wyoming:				
State Supt. -----	1890	1869	1889	1889
Com. of Edu. -----	1890	1917	1917	1917

*Year of adopting the Federal Constitution.

*Year of adopting the Federal Constitution.

CHAPTER II

EARLY STATE DEVELOPMENTS

1. PROVISIONS FOR A COMPLETE SCHOOL SYSTEM

On December 28, 1846, Congress passed the act which admitted the Commonwealth of Iowa into the Union.¹ The constitution of 1846 which had been ratified by the people of the territory on August 3, 1846, now went into effect.

Article 10 of the constitution dealt with Education and School Lands. The first paragraph provides for the election of a state school officer:

"1. The General Assembly shall provide for the election, by the people, of a Superintendent of Public Instruction, who shall hold his office for three years, and whose duties shall be prescribed by law, and who shall receive such compensation as the General Assembly may direct."

The first General Assembly of the State of Iowa convened on November 30, 1846. The first act of the Assembly, approved December 14, 1846, provided for the school fund. It was a subsequent act, however, that provided for a system of common schools. An act supplemental and amendatory to "an act to establish Common Schools," approved January 16, 1847, was approved on January 24, 1847. Sections 24 to 35 inclusive made provisions for a Superintendent of Public Instruction and defined his powers and duties as follows:

"Sec. 24. And be it further enacted, That at the next annual township election, and triennially thereafter, there shall be a Superintendent of Public Instruction elected, who shall hold his office for three years, and until his successor shall be duly elected and qualified; and said election to be conducted as in case of other State officers.

Sec. 25. That the person thus elected Superintendent of Public Instruction shall, before he enters upon the duties of his office, give bond to the Governor in the penalty of twenty-five thousand

¹*U. S. Statutes at Large*, Vol. IX, p. 117.

dollars, conditioned that he will honestly and faithfully account for and pay over, according to law, all moneys, or other things coming into his hands by virtue of his office, touching the school fund, with such securities as shall be approved by the Governor, and filed in the office of the Secretary of State. And further, he shall, before entering on the duties of his office, take and subscribe an oath that he will support the constitution of this State and of the United States, and that he will faithfully perform all the duties imposed upon him by law, touching the office of Superintendent of Public Instruction; which oath shall also be filed in the office of the Secretary of State.

Sec. 26. That it shall be his duty to keep an office at the seat of government, and to keep on file all papers, reports and public documents which may be transmitted to him from the school fund commissioners of the several counties in the State, each year separately, and hold the same in readiness to be exhibited to any committee of either House of the General Assembly of this State, or to the Governor, and shall keep a fair record of the proceedings in any matter touching the fund of public instruction.

Sec. 27. That he shall pay without delay all sums of moneys coming into his hands, the interest only of which can be used for the support of schools, into the hands of the fund commissioners; and shall from year to year adjust the sum at interest, dividing it equally among the several counties according to the number of persons in each county, reported by the fund commissioner, so as to place under the control of each fund commissioner at as early a day as practicable, the amount as near as may be, to which his county is entitled, and thereby equalize the duties and responsibilities of the several commissioners.

Sec. 28. The Superintendent of Public Schools [Instruction] shall carefully adjust the amount of interest accruing each year, apportioning to each commissioner the amount to be distributed in his county, which apportionment shall be according to the number of persons contained in the latest report from said commissioner.

Sec. 29. That the Superintendent shall, annually, on the first day of January, transmit to each school fund commissioner the amount of the proceeds of the permanent fund which were apportioned for distribution to his county, under the provisions of the twenty-eighth section of this act.

Sec. 30. That when it shall appear by the annual apportionment

that any fund commissioner has not in his hands the full amount due his county, the Superintendent shall issue his warrant to said fund commissioner, authorizing him to draw on some particular fund commissioner who may have a surplus for such amount as he may be deficit.

Sec. 31. That it shall be the duty of the Superintendent to take a general oversight of all the schools formed under the provisions of a system of education for this State, and see that the system is as early as practicable put into operation, and cause it to be uniform in all its operations; to visit every county at least once during his term of office; to confer freely with the several township inspectors, and give such advice to the teachers and people of each township on the subject of education, if deemed practicable, and to do generally such business as may be necessary for the promotion of public instruction.

Sec. 32. That the Superintendent of Public Instruction have the power to appoint a deputy or clerk: *Provided, however,* That he be accountable for the official acts of said deputy or clerk, and pay him out of his salary.

Sec. 33. That the Superintendent shall report to the legislature at each regular session, stating:

First—The whole amount of the school fund at interest.

Second—The annual proceeds of said fund.

Third—The amount annually appropriated for schools, and the source from which it accrued.

Fourth—The entire number of districts organized under this act.

Fifth—The number of persons between the ages of five and twenty-one years reported from said districts.

Sixth—The number of teachers employed, distinguishing between male and female, and the average pay received by the teachers, together with such other matters as may be required of him by law or joint resolution of the General Assembly, or may appear to him relevant.

Sec. 34. That the Superintendent shall furnish each fund commissioner with blanks, from time to time, suitable for their annual reports.

Sec. 35. That the Superintendent of Public Instruction shall receive annually twelve hundred dollars, as a salary for the services

required under the provisions of this act; and also all necessary contingent expenses for postage, books and stationery pertaining to his office, to be audited and paid as other State officers."

2. THE FIRST STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

The Democrats were the dominant party in Iowa at that time. They had control of the legislative assembly in 1846, the effect being that the constitution of 1846 was distinctly their product. Consequently, if the election of a Superintendent of Public Instruction should be determined on partisan grounds, it seemed entirely likely that a Democrat would secure the office.²

The Democratic nomination for the office had been bestowed upon Hon. Charles Mason, of Burlington, the Chief Justice of the Supreme Court of the Territory, who would soon be out of office.

James Harlan, a young man of twenty-six, who had come to Iowa City in the spring of 1846 to take the principalship of the Iowa City College³ suddenly appeared on the political horizon. Having been reared a Whig, Harlan was a member of the minority party. Maintaining, however, that this important office should be kept out of politics, the young educator boldly announced himself as an independent candidate for the superintendency.⁴

He followed up this announcement with a lecture tour. He visited practically all of the thirty-two counties in the state and spoke in every important town. In the meantime the Democrats, feeling confident of their strength, put forth little effort in the campaign. Harlan was elected. For the first time in the history of Iowa a Democrat was defeated in general election. But the Democrats contested the results on the grounds that the laws had not been published in the manner required by the constitution. A district court of Johnson County in a test case declared the election illegal.⁵ Consequently

²Brigham, Johnson, *James Harlan*, p. 42.

³Iowa City College was incorporated in 1843. It was established under the auspices of the Methodist Episcopal Church and, according to the plan of the founders, was open to every religious denomination and every class of citizen. In April, 1846, the college was organized by James Harlan, who took charge of the institution as "President and Professor of Mental and Moral Science." The school was in active operation less than two years. It was brought to a close primarily by the resignation of Mr. Harlan at the time that he was elected Superintendent of Public Instruction in Iowa.

⁴Brigham, Johnson, *Iowa: Its History and Foremost Citizens*, Vol. I, p. 276.

⁵*Calkin vs. The State*, 1 Greene 68; The Supreme Court upheld the decision.

Harlan was refused a certificate. In spite of this he took the oath of office and served one year of his term as state superintendent.

James Harlan was born in Clark County, Illinois, August 26, 1820. When he was between three and four years of age, the family moved to Park County, Indiana. There, on a pioneer farm, he spent his boyhood. His early schooling consisted mostly of a little home tutoring and a few months each year in a little community school. In the winters of his eighteenth and nineteenth years he taught a district school four miles from home where he received twenty-five dollars a month as compensation. In 1841 he entered Asbury University (Now De Pauw University) located at Greencastle, Indiana, where he was graduated in August, 1845. In the meantime he had visited Iowa in the vicinities of Burlington and Keokuk and for three months during the winter of 1843-44 taught school at Clinton, a small village in the western part of Monroe County, Missouri. In March, 1846, he, with his bride, moved to Iowa City where he had been employed as the first principal of the Iowa City College.

On April 3, 1847, he was elected first state superintendent of public instruction. On account of legal technicalities the election was set aside and a new election was held on April 3, 1848, at which James Harlan was reported elected for the second time but by a recanvass of the votes and by throwing out the misspelled ballots for Harlan, his opponent was declared elected. From 1848 to 1853, Mr. Harlan was engaged in a variety of business pursuits including surveying, the conducting of a store, and the practice of law. In 1853 he accepted the presidency of the Mt. Pleasant Collegiate Institute (now Iowa Wesleyan) where he served until 1855 at which time he resigned to become a United States Senator. Mount Pleasant was his place of residence from 1853 to the close of his life. His career as United States Senator covered eighteen years, though not in continuous succession. On May 15, 1865, he assumed the duties of Secretary of Interior where he served until his resignation on July 27, 1866. He was re-elected to the Senate and served from 1867 to 1873. The rest of his life was spent in Iowa where he continued to take part in political conventions, to encourage education, and to serve in civic organizations. His death occurred in 1899 after a life of noble service to his state and to the nation.⁶

The new superintendent found his duties to be mostly of a financial nature such as the management of the school funds and similar duties. Having no previous records in the office to guide him in the work and being surrounded by co-workers of an antagonistic political machine, he found his tasks to be very difficult and trying. Yet, in the face of these hostilities Superintendent Harlan accomplished much that was worth while. He encouraged sound procedures with regard to the handling of school lands and moneys. He traveled throughout the state and lectured from time to time on educational topics. The result was that in many counties the school system was put into successful operation, and a substantial beginning was made in the choice and

⁶Brigham, Johnson, *James Harlan; Iowa School Report, 1898-1899*, p. 21.

sale of school lands. He served, too, as President of the Board of Trustees of the newly established State University of Iowa.⁷

Some of the handicaps which Harlan worked under are told here in his own words:

"The undersigned (Harlan) would also state, that in the absence of specific appropriations for the purpose, the Auditor of State has not felt authorized to audit and allow quarterly accounts of the Superintendent, and that the expenses of the office for books, stationery, postage and other expenses, as they have accumulated for more than three quarters of the year, have become burdensome, and have rendered more tardy his active efforts to carry out the design of the Legislature in the passage of the school laws."⁸

Superintendent Harlan in response to a resolution passed by the House of Representatives, submitted a detailed report. This report closed with a defense of his right to hold office. The House of Representatives received and printed Superintendent Harlan's report, legalized the land transactions made by him and appropriated money to pay his salary for the year. The question of his election was untouched, except that in the legalizing act it was inferred that he had been illegally elected. In view of this attitude of the Legislature, seconded by the Governor in his special message, it soon became apparent that a new election would be held in April, 1848. Superintendent Harlan, desirous of letting the people rather than the Courts decide his case, and anxious to end the controversy over the office, became a candidate in the election of 1848.⁹

3. THE CONTRIBUTIONS OF THOMAS HART BENTON, JR.: FIRST TERM

In his second campaign for the superintendency, James Harlan was opposed by a young educator and State Senator from Dubuque, Thomas H. Benton, Jr., a nephew of the famous Senator Benton of Missouri. It appeared from early returns that Harlan was again the choice of the people by a very small majority but by May 12, when the final canvass of the returns was made Benton was declared elected by a majority

⁷The State University was created by an act approved February 25, 1847, and was located at Iowa City. The control of the University was placed in the hands of a board of fifteen trustees of whom the Superintendent of Public Instruction was President. As yet the institution was on paper only.

⁸*House Journal* (Extra Session), 1848, p. 82.

⁹Cook, H. C., *The Office of Superintendent of Public Instruction in Iowa*, p. 22, 23; *House Journal*, 1848, pp. 75-82.

of one thousand two hundred and fifteen votes. Though much doubt was voiced by the opposing party as to the honesty and legality of the election and the methods of reporting the returns, no contest was made.¹⁰

Thomas Hart Benton, Jr., the second state Superintendent of Public Instruction, was born in Williamson County, Tennessee, September 5, 1816. He attended the Huntington Academy in Tennessee and Marion College in Missouri. In 1837 at the age of twenty-one, he located at Dubuque, Iowa, where he opened a classical school and subsequently engaged in the business of a merchant. In 1846 he was elected, on the Democratic ticket, to the Senate of the First General Assembly of Iowa from the district composed of the counties of Dubuque, Delaware, Clayton, Fayette, Buchanan, and Black Hawk. During this first legislative session he served on the school committee. Again in 1848 he served on the same committee. In 1854, after having served six years as Superintendent of Public Instruction he moved "to Council Bluffs where he engaged in the banking business. The financial crash of 1857, however, ruined his prospects in this line, so that he was prepared in 1858, when the office was re-created and he was summoned, to take charge of the educational interest as Secretary of the Board of Education."¹¹ He served as Colonel of the 29th Iowa Infantry from 1862 to 1865 and upon being mustered out was brevetted brigadier general. In 1866 he located at Marshalltown, where he served as collector of internal revenue. In 1869 he moved to Cedar Rapids, where for several years he was employed as auditor of the Burlington, Cedar Rapids and Minnesota Railway Company. The last few years of his life were spent in St. Louis where he lived with his sister, Mrs. Brant. He died April 10, 1879.¹²

The newly elected superintendent took office on May 23, 1848. During the first months he confined his labors mostly to correspondence; sending circulars to various counties concerning the selection and disposition of school lands, answering queries relative to provisions of the law, giving such advice as he felt would promote the interests of education.

In accordance with the provisions of the school law of February 25, 1847, he made a report to the Legislature in December of that year.¹³ The report sets forth in considerable detail and in a comprehensive manner the philosophy of the superintendent concerning public

¹⁰Brigham, Johnson, *James Harlan*, p. 62: "The Board of Canvassers deliberately diverted from Harlan twelve hundred ballots in which the name Harlan had been misspelled in various ways, declaring that each separate spelling must be regarded as a different man."

¹¹Chapter III deals with the activities of the Board of Education.

¹²*Iowa Historical Record*, Vol. XVI, pp. 1-14; *Iowa Journal of History and Politics*, Vol. XXII, pp. 538-543.

¹³*House Journal*, 1848 (Report of the Superintendent of Public Instruction), pp. 140-162.

education. Considering the fact that the incumbent had been in office only six months, the report is a very well written document from which one gets a sense of the integrity of the man and an impression that he had put forth considerable effort to discover the best educational practices of the country.

He expressed his disappointment in the reports of the school fund commissioners.¹⁴ With reference to these he stated that "in the absence of correct data, from which to gather information for their reports, they have been enabled to furnish but few items of interest, aside from those more directly connected with the duties of their office."

He found that considerable difficulty had arisen relative to the formation and alteration of school districts. The inspector in many cases, not being supplied with any rule in the case, was at a loss to know what to do. No doubt many procedures were carried on in a fumbling way in that period. Benton reports one case from Linn and Benton Counties in which a settlement had been made by a number of families, on either side of the county boundary line, so that it was impossible to embrace them in a school district. He recommended that some provision be made to meet their needs.

He found, also, undesirable conditions relative to the examination and certification of teachers. In this connection he said: "The difficulty here presented is that the extent of qualification necessary is not stated (in the law). This case arises from the fact that the branches of education necessary to be taught in our schools are not prescribed."¹⁵ He lamented these conditions and made recommendations accordingly which will be indicated later. He worked constantly for higher standards in the qualifications of teachers and encouraged higher salaries. "The people must first be convinced that teachers are better than they were years ago," he said "and they will then be ready to reward them."

In connection with the handling of school funds and taxes great laxity existed, due not to deliberate action but to ignorance on the part of local officials of what was required of them.

Superintendent Benton's policies are further reflected in his recommendations concerning schools as shown in his first report. They may be outlined as follows:

¹⁴In 1848 there were thirty-two organized counties in the state, and consequently a corresponding number of Fund Commissioners.

¹⁵*House Journal*, 1848 (Report of the Superintendent of Public Instruction), p. 143.

1. Repeal of the present law and the passage of a new one which will be more concise.¹⁶
2. Repeal of the present school fund law, and the creation of the office of State School Fund Commissioner, to be located at the seat of government.
3. The formation of districts by a committee of three officers, instead of one.
4. The duty of examining teachers by a county instead of a township officer.
5. Legal prescription of the branches of education to be taught in our schools.
6. The conferring of authority on the people of the larger towns and villages to create, within their corporate limits, a system of public instruction under the direction of the regularly constituted town authorities, connected with the General Assembly, with power to levy a tax, in addition to the apportionment of school money to which they would be entitled, which would enable them to found a higher order of schools than we can hope, under existing circumstances, to establish in the less densely settled portions of the state.
7. Some uniformity in the selection of books to be used in the schools.¹⁷
8. The separation of pupils in the primary branches from those more advanced (grading).
9. Division of the academic departments (upper grades) of the schools into male and female.
10. Higher compensation for teachers.
11. Organization of a school for colored people (negroes) wherever the group is of sufficient size to warrant one.

During the next two years many changes took place relative to education in Iowa. Following the suggestions of Superintendent Benton the General Assembly, upon the recommendations of the Governor, passed an act governing common schools, which was approved January 15, 1849, and which repealed all former acts on the subject. The office of Superintendent of Public Instruction was retained, but with added

¹⁶*House Journal*, 1848, p. 158: "The school law of Pennsylvania comprises a volume of some twenty pages, that of New York, about forty, and that of Ohio about seventy."

¹⁷"I think," said he, "it would be judicious for the General Assembly to make a selection themselves, or to authorize the Superintendent to do so."

functions. He was to have general supervision of all the district schools of the State. He was required to visit each county once each term, deliver public lectures, examine and recommend textbooks, prepare suitable forms for all reports and give directions and instructions in regard to the same. He was to make rules and regulations; cause the school law to be printed and distributed; report to each regular session of the General Assembly the condition of the university, the public schools, and their funds. In another act of the same date he was charged with visiting the counties of the state and with examining the books and accounts of the county school fund commissioners. Moreover, the Superintendent of Public Instruction was as soon as practicable to divide the state into three districts for the establishment of normal schools. He was also to be President of the Board of Trustees of the State University, and have special power to call meetings of the trustees whenever in his opinion it was necessary.¹⁸

The second report of Superintendent Benton (1850) was even more elaborate than the first and embodied materials which reflect the same keen insight, seasoned judgment, and accurate observations that he had shown in his earlier report.

In 1848 he commenced his duties with but one document before him—the school law of Iowa. He immediately set to work to collect books and pamphlets on education. He collected materials particularly from the states of New York, Massachusetts, and Ohio,—these states being at that time the leaders in education. He reported that,

“by correspondence, and exchanges effected with those connected with the public schools of other states, I have succeeded in collecting some 14 volumes and about 100 pamphlets of educational material. . . . I purchased about 70 volumes and 140 pamphlets in addition to those above referred to. . . . By having immediate access to this fund of information, the duties of my successor will be rendered less arduous, and his services will be far more valuable to the State, than they possibly could have been under different circumstances.”¹⁹

Thus we find him leaving nothing unturned in endeavoring to secure the best in educational thought for the State of Iowa. During the biennium ending in 1850, Superintendent Benton carried on the usual

¹⁸*Laws of Iowa*, 1849, pp. 36-55, 57-59, 60-61; Cook, H. C., *The Office of Superintendent of Public Instruction in Iowa*, pp. 24-25.

¹⁹*Iowa School Report*, 1850, pp. 16-17.

correspondence and the distribution of copies of the law and report forms to the best of his ability within the limits of the scant contingent fund at his disposal. During the more favorable months for travel he visited the several sections of the state inspecting, advising and lecturing wherever practicable to do so. While he did not find a desirable degree of prosperity among the public schools he reported a desire on the part of the people to become familiar with the duties required under the law and a considerable improvement in school district formation during the period. Much of his time was devoted to the duties relative to the handling of the school funds as required under sections 5 and 6 of the Common School Law of 1849.

He took considerable interest in selecting a uniform series of textbooks for the public schools as prescribed by section 7 of the aforementioned law, a thing which he had recommended in his previous report. On visiting the state, however, he found that these books had not been adopted as fully and widely as he had hoped or anticipated.

Superintendent Benton again recommended a State School Fund Commissioner and cited the states of Connecticut and Michigan as examples. This policy appeared to be more efficient than a system where the funds were handled by local officers as in Illinois, Indiana, and Ohio where considerable money had been lost from the school fund. Feeling that the present plan had probably progressed too far to make such a radical change, he recommended as a second plan the blending of the office of school fund commissioner with some one of the permanent county offices, preferably the clerk of the district court.²⁰

At that time (1850) two other outstanding recommendations were made. The first of these was with reference to Teachers' Institutes. In this instance he pointed out that,

"It will be seen then that they (Institutes) are not designed to supersede Normal Schools, but simply to become their pioneers and efficient temporary substitutes—the very thing we need at this crisis. . . . I propose that three institutes shall be held annually, at points designated by the superintendent or the General Assembly, and that \$50 shall be applied toward defraying the contingent ex-

²⁰*Iowa School Report*, 1850, p. 54.

penses of each, in such manner as a majority of the members may determine."²¹

The second recommendation to which we refer is that some state officer be designated to superintend the several county officers—to examine the books and accounts at least once a year. He believed this to be necessary so that the Superintendent might be free to supervise all public schools in the state.²²

Superintendent Benton, in his last report, made certain additional recommendations relative to admission of nonresident pupils to the district schools, as well as provisions which would permit larger towns to extend their school year. It was further pointed out that laws that were favorable to cities were not necessarily detrimental to town districts. To assist in carrying out the program of education, a tuition charge was recommended as a measure to meet further obligations not yet met by public moneys.²³

To Superintendent Benton more than to any other man is Iowa indebted for the laying of the foundation of the public educational system. His policies pointed toward an integrated state system. He stood for centralized control of school funds, centralized supervision

²¹*Ibid.*, pp. 28-29; *Laws of Iowa*, 1858, Chapter 52, Section 56; *Codes of Iowa*, 1860, Section 2020. Institutes were first provided for in Iowa on March 12, 1858. An appropriation of \$1,000 was made for their benefit. This law was modified on March 28, 1860, appropriating \$50 annually to each county holding an institute. That provision is in force today.

²²"I find while devoting my time to one class of duties, that others of equal importance are necessarily neglected. To superintend the establishment of schools, lecture in several counties and districts (a duty which of itself requires a journey of some three thousand miles), confer with school officials, receive and file all papers, reports and public documents transmitted to him, apportion the interest of the school fund, prepare and transmit blanks for reports, attend to the organization of the University and Normal schools, make rules and regulations for the benefit of school officers, keep up the official and miscellaneous correspondence, record and report all the proceedings of his office and 'perform generally such duties as may tend to advance the interests of education', is about as much as one man can properly attend to. But to add to this, the selection and sale of school lands, the collection and distribution of the five per cent fund, the adjustment of land titles, the investment of the school fund, and a periodical examination of the accounts of the Fund Commissioners, and it must follow that a portion of the duties enumerated will be totally neglected, or that all of them will be but imperfectly attended to if a portion of the time allowed for the whole is devoted to each."—*Iowa School Report*, 1850, p. 55.

²³Cook, H. C., *The Office of Public Instruction in Iowa*, p. 29.

of public schools working through county officers.²⁴ He uniformly recommended large districts and permanent boundaries. He stood for high standards in teaching personnel, good and substantial school buildings, and universal public education.

A general impression of the recognized worth of Superintendent Benton's work is expressed by Aurner in the following words:

"Some very important measures affecting schools were enacted during the six years of Superintendent Benton's service. He was aggressive in his efforts in the handling of the permanent school fund. His office at that time was charged with the general management of the school lands and funds in addition to the supervision of instruction and administration."²⁵

Dr. T. S. Parvin says of Benton that:

"He was the greatest, if not the first educator of that period," and again that "the educators, teachers, and others of today do not really appreciate the services rendered their cause, the most important in the State, by this distinguished fellow citizen."²⁶

He closed his first period as chief state school official in 1854 when he declined to run for re-election. We shall hear of him later, as Secretary of the Board of Education.

4. THE MISMANAGEMENT OF FUNDS

In April, 1854, after a campaign which involved much personal abuse of the candidates by the partisan press, James D. Eads of Fort Madison, the democratic candidate, was elected to the superintendency of public instruction over Rev. Isaac I. Stewart of Mount Pleasant who had run as an independent candidate but who had the support of the Whig party. No definite information is available concerning the early life and training of Superintendent Eads. However, it is known that he had been a minister in the Cambellite or Christian Church.²⁷

By this time Iowa was experiencing an awakening due to an influx of people from the east and to the building of railroads. The Chicago

²⁴Benton believed that the school system should be divided into two departments, financial and educational.

²⁵*Iowa Journal of History and Politics*, Vol. XXII, p. 539.

²⁶*Iowa Historical Record*, Vol. XVI, p. 7.

²⁷*The Des Moines Courier* (Ottumwa), Vol. VI, No. 11, March 23, 1854; *The Muscatine Journal*, Vol. V, No. 44, March 31, 1854; *Iowa Journal of History and Politics*, Vol. XII, p. 210.

and Rock Island Railroad reached the Mississippi River opposite Davenport in February, 1854 and the construction of a bridge over the Mississippi had been begun the previous fall. By the spring of 1856 the bridge was complete. On January 1, 1856 the Mississippi and Missouri Railroad Company, which was organized in 1852 to build a railroad from Davenport to Council Bluffs, had completed its road to Iowa City.²⁸ Consequently the country increased rapidly in population.

The census of 1852 had shown a population 229,929. By 1854 it had increased to 324,401, a gain of 94,472. Two years later the total population numbered 509,414, a gain of 285,013 over 1854. Thus the population of Iowa more than doubled in four years.²⁹

Along with this increase in population came capital to develop industries, to build up towns and to promote public enterprises. Property values rose and the sales of public lands increased at a rapid pace. This resulted in swelling the permanent school fund.

Under the operation of the existing statutory law and the code of 1851 the "five per cent fund"³⁰ was to be paid into the hands of the Superintendent of Public Instruction and by him disposed of according to law. It was to be apportioned to the various organized counties in much the same manner as at present. This was done early enough in the year that it might be transmitted to the school fund commissioners and by them apportioned to the various districts annually upon the first of March.³¹

The school population increased correspondingly during this period of expansion. During the four-year period from 1852 to 1856 the enrollment in the schools grew from 33,033 to 59,014, while the total number of persons between the ages of five and twenty-one increased from 100,083 to 173,868. This represented a gain of approximately 73 per cent in school population and 80 per cent in enrollment. New school districts were being formed at a similar rate. In 1852 there were 1,560 organized districts and by 1856 the number had reached a total of 2,850, representing about an 80 per cent increase.³²

For a while, under the new administration, everything went well. In his first report (December 1854) Superintendent Eads reported considerable activity. He had already visited some forty-six counties

²⁸Gue, B. F., *History of Iowa*, Vol. I, pp. 272-274.

²⁹*Census of Iowa*, 1852, 1854, 1856.

³⁰*United States Statutes at Large*, IX, 349.

³¹*Code of Iowa*, 1851, Sections 1056, 1080, 1098.

³²*Iowa School Report*, 1899, pp. 12-13.

and examined the books of the school fund commissioners. In the meantime he had delivered a number of lectures. Great satisfaction was expressed with the progress in the leading towns of the state, especially Keokuk, Fort Madison, Burlington, Muscatine, Davenport, Lyons, Anamosa, Colesburg, Marion, Rochester, Tipton, Denmark, Primrose, West Point, Centerville, Oskaloosa, Cedar Falls. All these towns had erected buildings in order to conduct graded schools. Graded schools, it was thought, should be maintained wherever there were large numbers of "scholars within a convenient distance of some central point." Such schools promised opportunities heretofore unknown in the state.

Among the direct recommendations of Superintendent Eads were those with reference to teachers. He urged the "utmost vigilance and care in their selection." Especially did he recommend the employment of female teachers in the "Common Schools," for the purpose of instructing the younger "scholars." In addition he favored the establishment of a Journal through which the department could communicate directly with the several districts and school officers of the state and thus reduce the amount of communication by mail which was "burdensome and expensive." He recommended that a Monthly Journal be published as an individual enterprise and that the state subscribe for a sufficient number of copies to furnish one to each school district.³³ This suggestion gained no favor, however.

As a result of the rapid settlement of Iowa and the increased sales of public lands, the permanent school fund had increased materially. Therefore the financial duties and responsibilities of the chief school official were rapidly enlarging. By August, 1855, the accumulation in the United States Treasury on the sale of public lands in Iowa amounted to \$226,873.86. This was the five per cent due the state upon the sale of lands from January 1 to December 31, 1854. The state law required that this fund should be apportioned to the county school fund commissioners on the twenty-fifth day of January in each year.³⁴

Reports came to Governor Grimes as late as March 26, 1856, that a part of the apportionment had not been made. Whereupon he wrote to Superintendent Eads inquiring why the apportionment had not been made in accordance with the law, adding that the state would suffer

³³*Iowa School Report*, 1854, pp. 22-28.

³⁴*Code of Iowa*, 1857, Sec. 1080.

great loss if this money were permitted to lie unproductive until the ensuing twenty-fifth of January.

This tardiness in the handling of the school funds caused Governor Grimes, in his message to the special session of the General Assembly on July 3, 1856, to recommend that either a committee of "three competent persons be selected to revise all the laws" relative to schools and school lands and to "submit their revision to the next General Assembly" or that the Superintendent of Public Instruction be divested "of all control and responsibility for the school money and school lands."³⁵

As a result, a resolution was adopted in the Senate on July 7 calling upon the Superintendent of Public Instruction for accurate and detailed information as to the disposition of the five per cent fund supposedly received by him and apparently not apportioned.³⁶

On July 11, Superintendent Eads responded by a special report in which he stated that in January, 1855, he had received \$54,341.59, from the five per cent fund and distributed it among the several counties. All the unclaimed portion was loaned by him on real estate security. In March, 1856, he received from the General Government \$226,800.86. Of this amount he had distributed to the school fund commissioners of some fourteen counties a sum of \$92,500, and had loaned to individuals on real estate mortgages a total of \$84,300, leaving a balance in his hands of \$50,450.86. He had deposited from time to time a sum of \$50,000 with Iowa City banks and \$35,000 with Fort Madison banks, and an additional \$50,000 with the State Treasurer, according to his report.³⁷

Mr. M. L. Morris, the State Treasurer, denied the latter deposit, which precipitated further action on the part of the Senate. Another resolution was adopted, introduced by Senator Hamilton, providing for an investigation by the Committee on Ways and Means of "the books, accounts, vouchers, securities, and moneys, in the office of the Superintendent of Public Instruction and the State Treasurer."³⁸

The Committee on Ways and Means returned a report on July 15 which when printed occupied eight pages in the appendix of the Senate

³⁵Shambaugh, B. F., *The Messages and Proclamations of the Governors of Iowa*, Vol. II, p. 20.

³⁶*Senate Journal* (Special Session), 1856, p. 21.

³⁷*House Journal* (Special Session), 1856, Appendix pp. 1-9.

³⁸*Senate Journal* (Special Session), 1856, p. 66.

Journal. The findings of the committee may be summarized as follows:³⁹

1. No deposit of \$50,000 had been made with the State Treasurer.
2. Of the \$54,341.59 received from the federal government in January, 1855, \$22,300 was unaccounted for by vouchers or other evidence.
3. Of the \$226,800.87 received from the federal government on March 10, 1856, \$76,044.75 was unaccounted for by vouchers. Of this sum the Superintendent claimed to have sent to the Fund Commissioners \$72,000, but there was no evidence to prove that he had done so.
4. The distribution of the fund was obviously unequal as shown by the Superintendent's own reports.
5. Inadequate accounting and carelessness on the part of this officer in the discharge of the duties pertaining to his office were evident.

As a result of these conditions together with continued friction between Superintendent Eads and Governor Grimes, the latter recommended in his biennial message of December 2, 1856, further legislation relative to the handling of the school funds. He said:

"I am unable to state the amount of school lands and school money belonging to the State, nor do I know of any means of speedily ascertaining the amounts.

I again call your attention to the propriety of entirely disconnecting the office of Superintendent of Public Instruction from all control over the School money and School lands.

The five *per cent* fund arising from the sale of public lands within the State, has always, until the past year, been distributed by the Superintendent among the several County School Fund Commissioners, under what was supposed to be the requirements of the laws of this State. The amount of \$226,800.56 received from the General Government as the five per cent, accruing on the 31st of December, 1854, has, I learn, been partially distributed among the County School Fund Commissioners, and partially loaned out by the Superintendent of Public Instruction; but, as I conceive, wholly without authority of law. This is too important and too large an interest

³⁹*Senate Journal* (Special Session), 1856, Appendix pp. 19-26; *Iowa Journal of History and Politics*, Vol. XII, pp. 205-244.

to suffer any doubt to exist as to the proper disposal of the fund, or as to the powers, rights, and liabilities of any officer connected with it. I therefore commend the subject to your immediate consideration.

There is now in the Treasury of the United States, as the proceeds of the sales of the public lands within our limits, from 1st January to 31st December, 1855, \$183,785.32."⁴⁰

The legislative measures⁴¹ which passed almost immediately may be summarized as follows:

1. James D. Eads was required to pay over to the State Treasurer all moneys then in his hands and all moneys "which may have been, or which shall be paid to him by the school fund commissioners of any county" in the state.
2. The Superintendent was relieved of the control of school moneys and school lands.
3. All school funds were hereafter to be handled by the state treasurer.
4. Provision was made for the selection of a joint committee of members from both houses to investigate and report particularly concerning the loans made by the Superintendent from the school funds.
5. The Attorney General was instructed to ascertain violations of section 2618 of the Code by any officers entrusted with the management of the school and university funds, and if such violations were found, to institute proceedings in the manner prescribed by law.
6. Provision was made for the appointment by the Governor of an agent or agents "to investigate the character and availability of all pretended loans of school money made by the superintendent of public instruction."

Alarmed at developments in the conduct of the Superintendent, Joseph Van Valkenberg, one of the sureties, petitioned the Governor in January, to be released from further liability on Eads' bond. Eads was ordered to furnish a new bond of \$50,000. This he failed to do, stating

⁴⁰Shambaugh, B. F., *The Messages and Proclamations of the Governors of Iowa*, Vol. II, pp. 28-29.

⁴¹*Laws of Iowa*, 1856-1857, pp. 1, 5, 8, 243, 244, 297, 463; *Senate Journal*, 1856-1857, p. 90; *House Journal*, 1856-1857, p. 101; *Iowa Journal of History and Politics*, Vol. XII, p. 223.

that it was "unreasonable and exorbitant" since he had already furnished bonds to the amount of \$350,000. Accordingly, by his non-compliance with the order, he ceased to be a public officer of the State. Thereupon Governor Grimes appointed Dr. J. C. Stone of Iowa City to fill the vacancy thus created. Superintendent Eads refused to surrender the office, however, and was able to maintain his official position until the end of the term for which he was elected.⁴²

Four different reports as a result of as many investigations concerning the losses to the permanent school fund due to the mismanagement by Superintendent Eads show considerable disagreement. No two reports agree as to the amount of the deficiency. The legislative Committee on Ways and Means reported on July 15, 1856, a shortage of \$98,344.75. The report of Mr. J. M. Beck, state agent appointed by Governor Grimes, fixed the amount at \$65,423.79.⁴³ A board of three Commissioners, appointed by Governor Lowe by virtue of an act of the Seventh General Assembly, approved on March 23, 1858, set the amount at \$71,880.97.⁴⁴ On June 1, 1860, Francis Springer, presiding judge in the Lee County District Court where a suit was pending against the signers of the second Eads bond, designated Judges George G. Wright, David S. Wilson, and William G. Woodward as referees to hear and determine the issues between the parties to the suits. These referees determined the balance against Eads to be \$95,993.31.⁴⁵

The report of the State Commissioners was accepted by Governor Lowe and Attorney General Rice as being the most conclusive verdict upon the amount of the shortage. This amount, \$71,880.97, was exclusive of accrued interest. Attorney General Stone in his final report upon the Eads matter indicated that by 1872 the total realization by the State on the loans amounted to \$71,054.96, the greater portion of which had been collected by execution.⁴⁶

Educational policies and activities receded to the background during this controversy, the result being that education *per se* was neglected.

⁴²*Iowa Journal of History and Politics*, Vol. XII, p. 224.

⁴³Report of J. M. Beck, Agent for Investigating the Disposition of the School Fund During Administration of James D. Eads, 1857; *Laws of Iowa, 1856-1857*, p. 243.

⁴⁴*Laws of Iowa, 1858*, pp. 410-412. The Commissioners appointed by Governor Lowe were John A. Kasson, J. M. Griffiths and Thomas Seeley.

⁴⁵*Iowa Journal of History and Politics*, Vol. XII, pp. 239-42.

⁴⁶*Ibid.*, pp. 243-244.

The financial functions having been transferred to the State Treasurer, the department must now deal with educational affairs only.

5. THE COMMISSION FOR THE REVISION OF THE SCHOOL LAWS.

It was pointed out earlier that on July 3, 1856, Governor Grimes, in his message to the special session of the General Assembly, made two recommendations concerning schools. One of those has been discussed. The other was to the effect that "three competent persons be selected to revise all the laws relative to schools." This did not go unheeded for on July 14, 1856, an act was passed authorizing the Governor to appoint, within thirty days, a commission of three persons whose duty would be to revise and improve the school laws of Iowa and to report their proceedings to the next General Assembly.⁴⁷

Accordingly the Governor appointed Mr. Horace Mann of Ohio, Mr. Amos Dean, president (chancellor) of the State University, and Mr. F. S. Bissell, an attorney of Dubuque. The report was made by Mann and Dean.⁴⁸

In opening the report they stated, among other things, that the previous school legislation was, "in the main, judicious in its provisions, but fragmentary in its character, lacking in general aims, and entirely wanting in unity or completeness."

The commission proceeded on principles that every youth in Iowa was entitled to receive an education in "the elements of knowledge;" that education, to be successful, "must become a distinct and separate pursuit and business, having its own laws and principles, its own means and agencies," and "its own pervading spirit;" that as "material wealth owes its existence to mind, it ought, in return to furnish adequate means" to develop the "intellectual and moral powers of the State;" and that a perfect system of education must possess the three elements: organization, finance, and education. The first two are important only as they affect the last.

The Commissioners made provision for common schools, for "high, academic or Polytechnic Schools," and the University as it was then organized. They favored the township as the district. All the powers exercised for school purposes over the whole county were centered in one individual, the county superintendent. Relative to the State they provided that the supervision of the whole system be carried on by a

⁴⁷*Laws of Iowa* (Extra Session), 1856, Chapter 31, p. 78.

⁴⁸Bissell, because of ill health, was unable to render his services.

State Superintendent of Public Instruction, subject to the advice and recommendation of a State Board of Education. This office it was stated "demands the highest order of talent, attainments, and character."

It was thought advisable that those interested in education should meet frequently for conference and discussion. With this in view, the Commissioners made it the duty of the County Superintendent and the Presidents of the District Boards of Directors in their respective counties to meet once a year in council, the Superintendent of Public Instruction to be present at as many of the meetings as possible.⁴⁹

The new contributions set forth in this report were, first, the proposal of a plan for a complete school system where the incongruity in the school laws would be eliminated and secondly, the introduction of the office of county superintendent.

In spite of the recommendations of the Superintendent of Public Instruction and the report of the Commissioners, no important action was taken by the Sixth General Assembly in reorganization of the administration of Education.

6. NEW EFFORTS

Maturin L. Fisher, the fourth State Superintendent of Public Instruction (Stone excepted), was elected on the Democratic ticket in April, 1857, and entered the office on June 9. Fortunately for education Mr. Fisher possessed the integrity, the poise, and the experience necessary for the wise and judicious handling of the office. His administration has been characterized as a transition period when the separation of the educational from the financial functions of the office was accomplished. A large portion of his time was necessarily taken up by financial duties.

Maturin L. Fisher was born in Danville, Vermont, June 10, 1807. He was a graduate of Brown University and studied law, but never practiced. In 1836, he was the Democratic candidate for Congress in the Worcester District of Massachusetts. In 1849 he moved to Iowa and settled on a farm in Clayton County, which he made his permanent home. He was elected to the State Senate in 1852, from a district embracing fifteen counties of northeastern Iowa. Two years later he was elected President of the Senate of the Fifth General Assembly and again at the extra session of 1856, this time being chosen by a unanimous vote. He is described as being at that time "a most courtly officer and gentleman, overflowing with kind amenities. No member, however distraught, could rebel

⁴⁹*Report of the Commissioners of Revision of the School Laws, 1856, pp. 3-12.*

against his rulings. He was then verging upon sixty, with a fine presence and paternal air." In April, 1857, he was elected Superintendent of Public Instruction on the Democratic ticket, although the Republicans had carried the State at the preceding election by a large majority. Mr. Fisher was elected one of the trustees of the Mount Pleasant Insane Asylum in 1860 and served as president of the board until 1872. In 1861 he was appointed to act with the State Treasurer to negotiate the sale of State bonds for the War and Defense fund. He was nominated for Governor by the Democratic State Convention, in 1863, but declined. He was one of the Commissioners who superintended the erection of the Hospital for the Insane at Independence and the State House at Des Moines. He died February 5, 1879.⁵⁰

The superintendent stated that he found the School Fund reports very badly neglected. By the time his first report was made in November, 1857, eight counties of the eighty-four organized in the State had not sent in reports and many of those sent in were more or less imperfect. His recommendation in this matter was to the effect that the State Auditor should be delegated to examine the books of the School Fund Commissioners rather than the Superintendent of Public Instruction.⁵¹ It should be noted that at this time the state school funds were handled by the State Treasurer and therefore such a recommendation was logical in order to eliminate duplication of effort.

Superintendent Fisher took considerable space in his report of 1858 in pointing out the weaknesses of the existing school system. His inquiries had led him to the conclusion that the common schools were in a very unsatisfactory state. There was usually no examination of teachers, and frequently very unsuitable persons were employed. Practically no visitation or supervision of schools was carried on to improve instruction or to insure fidelity on the part of the teachers. This deplorable condition, he believed, was to be attributed mainly to the want of an efficient school law. The existing system, he pointed out, was a patch work of laws, enacted at different times, incongruous and unsuited to the situation in the State.⁵²

Therefore he very deliberately and carefully worked out a proposed school system and presented it in his report of 1858, suggesting at the time the legislation necessary for its inauguration.⁵³ According to his

⁵⁰*Iowa Historical Record*, Vol. I, p. 86; Gue, B. F., *History of Iowa*, Vol. IV, p. 92.

⁵¹*Iowa School Report*, 1858, pp. 10-13.

⁵²*Ibid.*, pp. 3-6, 10-13.

⁵³Most of his recommendations were the same as those of the Mann Commission, to which he gave due credit.

philosophy, the primary purpose of a school system should be, first, to provide for the instruction of the whole people in all the elementary branches of knowledge, in free schools; and second, to provide for the education of teachers for these schools. To accomplish these objects, he recommended two grades of schools: first, the common school in which all the youth of the State should be taught, free of charge, "in orthography, reading, writing, arithmetic, geography, English grammar" and constitutional and administrative law; and second, the high school for the training of teachers, also free, for the common schools. Others, not intending to teach, might attend the high school on the payment of "a moderate fee for tuition."

Reference was made to normal schools which had been established in other states, but it was the Superintendent's opinion that there was no necessity for such district schools for the education of teachers. High schools should be established in all the populous counties, for the education of teachers. The University, already in operation, would complete the desired scheme of public instruction by which teachers would be prepared for all grades of work. Those desiring to be "professors" in high schools, should be educated without charge for tuition, in the University.

Superintendent Fisher's proposed system, then, included the common school, the high school, and the State University, each in its order preparatory to the other. The elementary school was to be free to all. The high school and University would be free to those preparing to teach. This was to be accomplished by a system of scholarships or free tuition. Thus the opportunity for a liberal education at moderate cost would be offered to any who might desire to accept it. At the same time the plan provided for a corps of trained teachers for the schools of the State.

To insure better administration and supervision in the public schools, the office of county superintendent, the same as suggested by the Mann Commission, was recommended. Mr. Fisher defined the duties of the county superintendent in the following words:

"To establish school districts and determine their boundaries; to examine teachers and grant certificates of qualification; to visit every school in the county, at least twice during the year; to prepare statistical statements, with regard to schools, and return them to the Superintendent of Public Instruction; to make annually, a general

and detailed report of the condition of the schools of his county, and to perform such other duties as may be required of him by law."⁵⁴

The Superintendent favored the township as the local district and recommended that a committee be elected in each township to supervise the schools therein and to be subordinate to the county superintendent.

He further recommended that a new school law should make a liberal provision for teachers' institutes, such as were being conducted in other states. Some regulations should also be set up relative to the erection of school houses to insure better buildings.

Such was the scheme of public education as conceived by the last of the state superintendents to serve under the constitution of 1846.

On September 3, 1857, Governor James W. Grimes declared the "New Constitution" to be the supreme law of the State of Iowa. The existing laws continued in force, however, until the General Assembly of 1858 had met and passed legislation relative to education. Under the provisions of the Constitution of 1857 and the school laws of 1858 the state education office was taken over by the State Board of Education. We turn, now, to the work of that Board.

⁵⁴*Iowa School Report*, 1858, pp. 13-16.

CHAPTER III

THE STATE BOARD OF EDUCATION: 1858-1864

1. PROVISIONS FOR ITS ESTABLISHMENT

In accordance with an act of the General Assembly, of January 24, 1855, a convention to "revise or amend" the constitution of 1846 met at Iowa City on January 19, 1857, and adjourned on March 5 of the same year.¹ The constitution submitted by this convention was ratified by the people in August, 1857, and went into effect September 3.

Section I of Article IX of the new constitution (commonly termed the Constitution of 1857) provided that:

"The educational interest of the state, including common schools and other educational institutions, shall be under the management of a Board of Education, which shall consist of the Lieutenant Governor, who shall be the presiding officer of the Board, and have the casting vote in the case of a tie, and one member to be elected from each judicial district in the state."

The Governor of the State was to be, *ex officio*, a member of the Board.²

2. THE POWERS AND DUTIES OF THE BOARD OF EDUCATION

The Board of Education had full power and authority to "legislate and make all needful rules and regulations" relative to public schools, subject to the approval of the General Assembly. It was required to appoint a secretary to serve as executive officer and to perform such duties as were imposed upon him by the board, and by state law. The board, however, had no power to levy taxes or to make appropriations of money.

The State Board of Education met for the first time on December 6, 1858 in the Senate Chamber of the Capitol at Des Moines. Due to

¹*Laws of Iowa*, 1855, Chapter 78, p. 114; Shambaugh, B. F., *History of the Constitutions of Iowa*, p. 218.

²*The Constitution of Iowa* (1857), Article IX, Section 1; The Horace Mann Commission recommended a similar Board of Education.

the fact that a law establishing a school system for the state was passed March 12, 1858,³ the first problem of the board was to determine its own authority. On December 10, the following resolutions, offered by Mr. T. B. Perry, were agreed upon:

"Resolved, That it is the opinion of this Board that the educational interests of the State, including Common Schools and other educational institutions, are under our management and control. And that it is our duty to provide for the education of all the youths of our State through a system of Common Schools. Resolved, That it is further the opinion of this Board, that they possess the exclusive original power to legislate upon the subject of Common Schools, and in the exercise of this power, we believe it to be our duty to provide an entire system of Common Schools and such other educational institutions as may be deemed necessary."⁴

The situation was cleared up on the following day, however, when the Supreme Court issued a decision relative to the legality of the act of March 12, 1858. It held that the Board of Education had "the primary power to provide for the public instruction of the State" and that the Act of March 12, 1858 was "unconstitutional and void." Furthermore, the General Assembly "possessed no power to pass laws providing for the public instruction of the state, until the Board of Education was elected and organized."⁵

Immediately following this decision of the Supreme Court, a member of the Board of Education, Mr. A. B. F. Hildreth, offered a resolution asking that the Attorney General be requested to give an opinion on the following questions concerning the Act of March 12, 1858:

"1st—Is the Act entitled an Act for the Public Instruction of the State of Iowa, approved March 12, 1858, null and invalid, in whole or in parts? If partly, what part? If wholly, then are the Acts of former dates pertaining to schools, of any validity or binding force? 2nd—Is it competent for this Board to enact a law that

³*Laws of Iowa*, 1858, Chapter 52. The Act created a complete public school system essentially the same as that submitted by the Mann Commission. It established the office of County Superintendent and made the township the local district.

⁴*Journal of the Board of Education*, 1858, p. 10.

⁵*District Township of the City of Dubuque. The City of Dubuque vs. Iowa*. 262.

shall legalize or render valid the transactions which have taken place under, and were authorized by, the School Law of 1858?"⁶

Subsequently the Attorney General rendered his opinion upon the questions to the effect that all that portion of the act beyond the financial phase of the system was unconstitutional and void. Furthermore, it was his opinion, that unless the legislation in question were legalized a curative act should be passed.

It followed that the Board legalized a large portion of the Law of 1858 but legislated some of the features of the plan out of existence. The original provisions, however, formed the basis for the action of the Board of Education. The curative act legalizing the elections, acts and contracts under the Law of 1858 was passed December 15, 1858. The act passed by the Board to provide for a system of common schools is substantially the Law of 1858 with a few minor changes relative to scholarships. On December 24, 1858, an act was passed which provided for the election of the Secretary of the Board of Education. The same act abolished the office of Superintendent of Public Instruction. The act provided that the Secretary of the Board of Education should, "within twenty days after his election take possession of the books, papers, and effects belonging to the department of the Superintendent of Public Instruction, which office is hereby abolished."⁷

3. THE SECRETARY OF THE BOARD OF EDUCATION

The duties of the Secretary of the Board of Education were defined by the law passed on December 24, 1858. In reality his duties were practically those previously performed by the State Superintendent of Public Instruction. Chief among those duties were the following: He must keep an accurate journal of the proceedings of the Board; have all acts and the Journal of the Board printed and distributed; supervise all of the county superintendents, and all common schools of the state; meet the county superintendents of each judicial district at least once a year to discuss principles and to compare views; visit schools; recommend textbooks; distribute teacher certificate blanks to the various counties; report the school census to the auditor of the state annually; make a report to the General Assembly and the Board

⁶*Journal of the Board of Education*, 1858, pp. 14, 22-24.

⁷*Acts, Resolutions and Forms adopted by the Board of Education at the First Session*, 1858, Acts No. 2, 8, 9, 10.

of Education, at each session; and distribute \$50 to each recognized teachers' institute.

Mr. Josiah Tubby of Polk County was appointed secretary, *pro tem*, to serve until the election of a secretary. He acted in this capacity from December 6, 1858 until January 14, 1859. Mr. Thomas Hart Benton, Jr., who had been Superintendent of Public Instruction from 1848 to 1854 was elected secretary and took office on January 14. Secretary Benton served until 1862 when he was permitted to appoint a secretary *pro tem* in order that he might enter the army. Mr. Oran Faville acted as Secretary of the Board until its abolition in 1864.

In his report of 1859, Secretary Benton pointed out that considerable sentiment existed against the new organization of the school system. The three outstanding objections were that the system was too expensive, that the district organization was too intricate, and that the office of county superintendent was inexpedient or superfluous. These objections were not founded on actual facts, however, for it was pointed out by several illustrations that the new system was more economical than the former one. Furthermore, it was stated that "if the facts could be fully given, they would present a statement more favorable to the operations of the new law" than the estimates did.

It was the policy of Secretary Benton to encourage better supervision in the schools by the county superintendent and to add responsibility to that office for the improvement of teaching. He favored large districts so that fewer but larger and better schools should be maintained. He hesitated to recommend a larger district than the township at that time because of the fact that an enormous change was already being forced upon the communities. However, it was his belief that each congressional township should be a permanent school district and that the sub-districts should be abolished. The reason for a preference of the congressional over the civil township organization was that the former are more permanent and uniform.⁸

In 1861, Secretary Benton made two additional recommendations. The one was relative to the formation of a state board for the examination of teachers. He suggested that this board be known as "The Educational Board of Inspection" and that its membership consist of the "Faculty of the State University, of which the Professor of the Normal Department should be chairman, and the Secretary of the Board of Trustees, *ex officio* Secretary." He proposed that a certificate

⁸*Iowa School Report*, 1859, pp. 3-22.

or diploma given to graduates of the Normal Department be recognized as sufficient evidence of qualification to teach in the state, without the procuring of a certificate from the county superintendent.

On December 20, 1862 the Board of Education followed out this suggestion by passing an act to create a State Board of Examiners with exactly the personnel suggested by Secretary Benton.⁹ It was the duty of this body to meet once annually, in July, and hold special sessions when it was deemed proper. They were to examine all applicants and grant certificates to those who were qualified. These certificates were perpetual unless revoked for "gross immorality" or any other cause as judged by the Board.

The second recommendation was to the effect that the county superintendents gather annually in a state meeting rather than in eleven judicial district meetings.

"It may be urged," he said, "that if Superintendents fail to attend the District meetings, they will also fail to attend the State meetings. But the facts show, that at the State meeting, held four years ago at Iowa City, they had more than double the aggregate attendance of all the district meetings held in any one of the three succeeding years."¹⁰

This matter received no immediate attention, however.

4. TEACHERS' INSTITUTES

The Board of Education on December 17, 1861 passed a law which required that all teachers and persons desiring a teacher's certificate attend a teachers' institute or give satisfactory reasons for not attending, and further that during the time of holding a teachers' institute in any county of the state, the schools of that county be closed.¹¹

Secretary Faville in 1864 reported improvements in the schools in a large portion of the state in spite of the Civil War. In the border counties on the west and northwest the schools were in many cases in poor condition and in some cases suspended because of excitement caused by Indian massacres near the border.

Teachers' institutes, according to Secretary Faville, aided materially in the continuance of educational activities during this period of in-

⁹*School Laws of Iowa*, 1864, Chapter 6, p. 26. This is not the Board of Educational Examiners which exists today.

¹⁰*Iowa School Report*, 1860-1861, pp. 22-23.

¹¹*School Laws of Iowa*, 1864, Chapter 4, p. 25.

ternal strife. Of the 8,500 teachers in the state, more than half had attended teachers' institutes during the years 1863 and 1864. In recognizing their value, at that time, Secretary Faville writes as follows:

"The provisions made by the State for the benefit of Teachers' Institutes has never been so fully appreciated, both by the people and the teachers, as during the last two years. This is seen, not only by the number of Institutes appointed, but by the number of Teachers in attendance, by the favorable notices of the press, and by the reports of County Superintendents.—A large majority of our teachers have received their only preparation in the common school, taught by those who were trained only in the common school, and who have had no means of acquiring new and improved methods of teaching, the results of educational experience and skill. To them the Institutes are of incalculable value."¹²

During the administration of the Board of Education the institute movement came gradually into prominence. In 1858 an appropriation of \$1000 was made for that work. Under that stimulus there were held, in 1859, fourteen county institutes. The law was subsequently modified, appropriating fifty dollars annually to each county holding an institute. Consequently, there were held in 1860, 32 institutes; in 1861, 33; in 1862, 56; in 1864, 63; and in 1865, 59.¹³

5. THE ABOLISHMENT OF THE BOARD OF EDUCATION

Governor William M. Stone in his first inaugural address on January 14, 1864 called the attention of the General Assembly to the expediency of abolishing the Board of Education. He believed that the framers of the Constitution "contemplated, that after its labor, in maturing a permanent and satisfactory system of schools, should be completed, its utility, as a separate department, would terminate." Governor Stone pointed to the fact that this had been accomplished and that the Board could be abolished without detriment to the public service. Accordingly he recommended the re-establishment of the office of Superintendent of Public Instruction, pointing to the fact that the constitution had conferred upon the General Assembly the power, after the year 1863, to abolish or reorganize the Board, and provide for the

¹²*Iowa School Report*, 1864-1865, p. 7.

¹³*Ibid.*, p. 8.

educational interest of the state in any other manner that to them should seem best.¹⁴

The Tenth General Assembly on March 19, 1864 passed the act which abolished the Board of Education and provided for the election of a Superintendent of Public Instruction.¹⁵ With this act the duties of supervision and administration of schools again devolved upon that official.

Interest now centers in the constructive work of the superintendents, who succeeded the State Board of Education, in defining the functions of the office and in meeting the new problems that arose.

¹⁴Shambaugh, B. F., *The Messages and Proclamations of the Governors of Iowa*, Vol. III, pp. 7-8; *Constitution of Iowa*, Article IX, Section 15.

¹⁵*Laws of Iowa*, 1864, Chapter 52, p. 53.

CHAPTER IV

DEVELOPMENTS FOLLOWING THE CIVIL WAR: 1864-1888

1. RE-ESTABLISHMENT OF THE SUPERINTENDENCY

The Tenth General Assembly passed an act on March 19, 1864 which abolished the Board of Education and provided for the election of a Superintendent of Public Instruction. The act provided that the first superintendent be elected by the General Assembly, then in session, and further that "at the General Election of 1865, and every two years thereafter, a Superintendent of Public Instruction shall be elected" by the people "in the same manner as other state officers." The date of entrance upon the duties of the office was set at January 1, 1866 and each two years thereafter.¹

The duties of the office, as set forth in this act, may be summarized as follows:

1. Keep and file all records of all matters pertaining to the office.
2. Supervise the county superintendents and all the common schools of the state.
3. Render a written opinion or decision to any school officer asking it, touching the exposition or administration of any school law.
4. Recommend textbooks to county superintendents.
5. Publish and distribute the school law.
6. Distribute teacher certificate blanks to county superintendents.
7. Report to the auditor of the state the number of persons in each county between the ages of five and twenty-one years.
8. Make a report to the General Assembly and have the same printed.
9. Appoint the time and place for teachers' institutes and transmit fifty dollars to each county superintendent in whose county the institute shall be held, this sum to be used to defray the necessary expenses of the institute.

The salary of the superintendent was set at thirteen hundred dollars

¹*Laws of Iowa*, 1864, Chapter 52.

per annum. A sum of fifteen hundred dollars was appropriated, also, for the "payment of a clerk" in this office "for the term of two years ending December 31, 1865." This clerk, however, was to act as state librarian as well.²

On March 26, 1864, Oran Faville, who had previously been Secretary to the Board of Education, was elected State Superintendent of Public Instruction by the General Assembly.

Oran Faville was born in Manheim, New York, on October 13, 1817. He was brought up on a farm and educated in the district schools. He attended Wesleyan University at Middletown, Connecticut, where he was graduated in 1844. Subsequently he taught in Cazenovia, New York, and West Poultney, Vermont, and in the year 1852 was appointed professor of ancient languages in McKendree College, Lebanon, Illinois. From 1853 to 1855 he served as president of the Ohio Wesleyan Female College at Delaware, Ohio. On account of poor health he resigned and moved to Iowa where he settled on a farm on the prairies of Mitchell County. The culture and abilities acquired through years of study and college association by both Mr. and Mrs. Faville were soon discovered. Within a year Mr. Faville was called to serve as county judge of Mitchell County which was a part of the tenth Judicial district. In 1857 he was elected Lieutenant Governor of the State, and *ex officio* president of the State Board of Education, on the Republican ticket. In 1863 he was appointed acting secretary of the State Board of Education in the absence of Secretary Thomas H. Benton, Jr., and on the resignation of Mr. Benton late in 1863 he was appointed Secretary. In 1864, he was elected State Superintendent of Public Instruction by the General Assembly. In 1865 he was elected by the people to serve another term. During the year 1864-65 he was president of the State Teachers Association and for a period of four years, 1863-67, he edited the *Iowa School Journal*. In 1867 he resigned as Superintendent of Public Instruction and retired to private life on account of ill health. The last five years of his life were spent at Waverly, Iowa, where he died in 1872.³

2. EARLY POLICIES

Superintendent Faville's policy in the new office, as gleaned from his report of 1865, was that improvement should come through careful supervision and administration rather than through hasty legislation. He felt that the great want of the state was a supply of better prepared teachers. Such a supply, he believed, must be furnished by the same method as in other professions, namely, by means of a special school of instruction. In accordance with this belief he recommended a normal school and encouraged the teachers' institutes.

²*Laws of Iowa*, 1864, Chapter 104, Sec. 2.

³*Iowa Journal of History and Politics*, Vol. XXII, pp. 558-60; Gue, B. F., *History of Iowa*, Vol. IV, p. 89; *Appleton's Cyclopedia of American Biography*, Vol. II, p. 422; *History of Mitchell County, Iowa*, pp. 233-234.

The Normal Department of the State University had been in operation for some ten years, but it was not supplying many teachers to the schools. This was due to the fact that other departments of the University were offering attractive training and consequently only a few actually fitted themselves exclusively for teaching. Mr. Faville worked diligently with the county superintendents. He encouraged them to visit schools to improve instruction. He outlined careful and uniform methods of making reports and solicited new methods of improving the system of public instruction. His attitude toward professional training is reflected in this quotation from his address to the Iowa State Teachers' Association in the summer of 1865.

"Until you (the teachers) have greater facilities for preparation, use those you now have. Let there be no vacancy in the Normal Department, the Training School, or the Teachers' class; no absence from Teachers' Institute or Association; let no one claim the name of teacher that does not take an educational journal and read the best works on the Theory and Practice of Teaching."⁴

Just how far into the future Superintendent Faville's influence was felt is hard to determine. But at the time of his retirement his ability and integrity were universally admitted and admired. He came into the office of Secretary to the Board of Education when conditions were unsettled. The country was in the midst of the Civil War. But before he withdrew from the superintendency, the office was in a much more orderly condition and the school system of the state appeared to be more adequately functioning. At least his efforts were crowned with popular commendation.

To the vacancy left by the resignation of Oran Faville, Governor William M. Stone appointed Mr. D. Franklin Wells who at the time was State Agent of the Iowa State Teachers' Association.

D. Franklin Wells was born at Holland Patent, Oneida County, New York, on June 22, 1830, and spent his boyhood on his father's farm. He attended the common school and for a time attended the academy in his native village. At the age of nineteen he commenced to teach in a district school at a salary of twelve dollars a month, "boarding around". His next school was at Trenton Falls, New Jersey, after which he entered the State Normal School at Albany and was graduated in 1852. In 1853, through the agency of Professor T. S. Parvin of the State University, he was induced to come to Iowa where he was chosen principal of one of the schools at Muscatine.⁵ In 1856 he was appointed

⁴*Iowa Instructor*, Vol. III, p. 42.

⁵*Laws of Iowa*, 1850-1857, p. 59. Until 1853 Muscatine was the town of Bloomington.

Head of the Normal Department of the State University holding that position until 1866, when, "for some unrecorded reason", he was "relieved of his duties—and the model school which he had established was summarily abolished."⁶ On March 9, 1857, he entered upon the duties of State Superintendent of Public Instruction. At the following general election he was chosen for a full term but died in November of the next year at the age of thirty-nine years. Henry Sabin pronounced Superintendent Wells the recognized leader of the educational forces of the State at the period when he was thus actively engaged in the work, and adds that he literally gave his life to the cause. He was three times president of the Iowa State Teachers Association, in 1854, 1855, and 1857.⁷

Superintendent Wells carried out in general the policies of his predecessor. His main concern was the improvement of teaching. Accordingly, he worked closely with the teachers' institutes. He believed that they were valuable not only for the training of teachers but for creating among them a spirit of "noble emulation," and for the enlistment of popular sentiment in favor of public schools. In his report of 1867 there was set forth apparently for the first time the idea of a single state normal school. He observed that the public sentiment of the state seemed to be in favor of a normal school. The Iowa State Teachers' Association, for example, had for several years in succession, recommended such a school, and similar resolutions had been adopted in a very large number of institutes. His recommendation gained no results, at this time, however.⁸

3. INCREASED DUTIES

Shortly after the death of Superintendent Wells, on December 10, 1868, Governor Samuel Merrill appointed Abraham S. Kissell of Davenport to fill the vacancy. Between that date and January 28, 1869, when Mr. Kissell entered upon his duties, Mr. Lewis I. Coulter, apparently a clerk in the office, acted as State Superintendent of Public Instruction. It appears that the only official act performed by him requiring a signature was the issuing of a decision made on January 27, 1869, the day previous to Mr. Kissell's entrance to the office.⁹

Superintendent Abraham S. Kissell was born in Chambersburg, Pennsylvania, on March 24, 1829, and spent his boyhood there. Little is known of his schooling except that he attended public school. His educational work in Iowa commenced in 1856, at which time he became principal of the first grammar school

⁶*Iowa Journal of History and Politics*, Vol. XXII, pp. 548-9.

⁷Gue, B. F., *History of Iowa*, Vol. IV, p. 283; *Annals of Iowa*, Vol. II, pp. 92-3; *Iowa Instructor*, Vol. VII, p. 186.

⁸*Iowa School Report*, 1867, pp. 16-55.

⁹*School Law Decisions*, 1884, pp. 63-64.

in Davenport. In 1858, when the schools of Davenport were consolidated into one district, he was elected to the position of city superintendent, where he served for six years. During a brief period, May, 1858, to October, 1859, he also filled the office of County Superintendent of Scott County. He was an active figure in the County Superintendents' Convention which was called at Iowa City in September, 1858, to consider the new school law. Here he was made chairman of the committee "On Branches Taught", a committee which made a "clear cut report on a graded scheme beginning with the sub-district schools, through higher grades to be established in town and township districts, and finally closing with the county high schools." He served as Superintendent of Public Instruction from 1869 to 1871. During the remaining years of his life he was engaged in commercial enterprises, making his residence in Chicago, where he died on May 27, 1888.¹⁰

The duties of the office of Superintendent of Public Instruction were increased by an act passed April 9, 1868. In addition to the activities already listed the new measure required that the superintendent:

1. Meet the county superintendents in convention at suitable points in the state and by explanation and discussion endeavor to secure a more uniform and efficient administration of school laws.
2. Attend and lecture at Teachers' Institutes.
3. Determine all cases appealed from the decision of county superintendents.
4. Revise and codify all school laws in force after the adjournment of each regular General Assembly before printing a new edition of said laws as then required by statute.¹¹

The same legislature provided for a Deputy in the office of Superintendent of Public Instruction. Thus the department for the first time got an increase in the staff.

The natural growth of the state brought with it increased demands for schools which in turn increased the duties and responsibilities of the office. Superintendent Kissell followed a policy similar to that of his predecessors in that he believed that more careful supervision together with increased facilities for teacher training would bring the most satisfactory results.

In endeavoring to carry out his policy he tried to visit every section of the state. He reported that during the first year he had visited

¹⁰*Iowa Journal of History and Politics*, Vol. XXII, pp. 564-566; *Iowa Documents*, 1890, Vol. II, pp. 17-18, In Memoriam.

¹¹*Laws of Iowa*, 1868, Chapter 162; Sec. 3 of this act provided for an appropriation of \$500 per annum for traveling expenses for the Superintendent and for indexing and distributing the school laws.

forty-five counties advising boards in the grading of schools and in the erection of school houses, attended six teachers' institutes, held a state convention of county superintendents, attended the Iowa State Teachers' Association, decided fourteen cases of appeal, delivered sixteen educational lectures, and attended two educational conventions in the east, besides attending to the routine duties of his office. He observed that it was necessary, if the work of the office was to be carried out properly, that there be further increase in the staff. He argued that in a state with ninety-seven organized counties, where the majority of the settlements were young, and where much needed to be done in supervising the erection of convenient and comfortable school houses, in awakening a deeper interest in intellectual and moral culture, and in encouraging more adequate educational programs, one person could not meet the demands.

Accordingly, in his first report of 1871, he very earnestly recommended that the General Assembly make a liberal provision for a corps of educators to coöperate with the superintendent in this general educational work, and, like the two superintendents preceding him, he advocated the necessity of establishing a state normal school. But neither of these proposals gained any early fruition.¹²

The biennial report made two years later, at the end of his term of office, was very ably written. For at least a quarter of a century afterwards it was quoted as an authoritative document on many educational matters, particularly on the place of the normal school in a state educational system, moral and religious instruction, and the advantages of the township districts.¹³

Superintendent Kissell devoted sixteen pages of his report to a presentation of materials showing the needs for normal training institutions and in outlining a plan for a system of graded normal schools. His plan proposed to inaugurate a series of primary normal schools and a central normal school. The aim was to have the primary normal schools as sparingly academic as possible in the character of the instruction given. The curriculum would be almost wholly confined to methods of instruction in the ordinary branches of a common school education. These schools would prepare teachers for the schools of the rural districts and the lower departments of the graded schools and were to be preparatory to the central normal school, the grade

¹²*Iowa School Report*, 1870, pp. 20-40.

¹³*Iowa School Report*, 1872, pp. 11-143.

of the latter answering to the higher departments of the graded school and preparing teachers for that level.

His plea was based on the fact that Iowa at that time, had 12,575 teachers in the schools of the state, only 754 of whom had attended normal schools. He pointed to other states, such as Massachusetts, Michigan, and Illinois, as having made progress in the establishment of teacher training institutions. The only possible sources of training in Iowa it was contended were teachers' institutes, the Normal Department of the State University of Iowa, a number of small private colleges, and normal schools of other states. The first offered only superficial training, the second turned out not over fifty persons each year at the best, and the other sources were incidental and not significant for a state with over 12,000 teachers.¹⁴

The subject of normal schools was getting a good deal of consideration the country over, at this time, as indicated by the fact that it had been broached by the National Teachers' Association in 1870. Considerable work was yet to be done, however, before a normal school could be established in Iowa.

Superintendent Kissell re-emphasized the desirability of forming a system of township districts which had early been advocated by Horace Mann. He observed that Massachusetts and Pennsylvania had tested the system for several years and had pronounced it a success. To strengthen his contention he published a list of twenty-three advantages claimed for the township system, in his report of 1872.¹⁵

He also discussed at some length, fifteen pages, the place of moral and religious instruction in the public schools. Although this subject had often been treated in school journals, this was the first time that it had appeared in an official report in Iowa.

It was contended that "there is no one who would not unhesitatingly pronounce that system of instruction worthless, which should not contemplate, at least, the complete development of the child—its moral as well as its intellectual and physical culture." Superintendent Kissell did not separate the moral and ethical principles from the Christian religion as indicated by the following excerpt:

"Between morals and the various theological systems of the sects, there is no doubt a distinction and a difference quite as wide as the popular feeling would indicate; but religion, in itself considered—the

¹⁴*Iowa School Report*, 1872, pp. 17-31.

¹⁵*Ibid.*, pp. 33-35.

Christian religion—the religion embodied in the life and discourses of Him who originated that new order of things, which has given us the civil and religious liberty of which we boast, must include within itself all the moral maxims and ethical principles that men deem valuable—or otherwise it is not what our nation recognizes it to be.”¹⁶

He said further:

“I deem it, therefore, a *desideratum*, a pressing need in our public schools, that religious instruction, or more specifically instruction in the great comprehensive claim of Christianity to be considered a *vis a tergo* upon human morals, should be made a part of the course of study from the foundation up. . . . I am satisfied that the religious nature of the child cannot longer be neglected in the public schools, without incalculable damage to the system itself, and a disastrous loss to the moral forces of the nation as a whole.”¹⁷

He suggested that the moral and religious side of the individual be deliberately cared for in the public schools. This could be done it was believed by requiring (1) that teachers be of good moral character and that only that kind be selected and (2) that a course of study be selected to consist of “Bible narratives (that) are clearly the common property of the two great denominations of Christendom, the Catholic and Protestant” and “common selections from the life of Christ,” the “Lord’s Prayer,” and “The Sermon on the Mount.”

Superintendent Kissell commented to a lesser degree upon a number of other issues of the day. He pointed out the need of the institutes and the value of encouraging county supervision. He expressed a favorable attitude toward the kindergarten and toward the objective method of teaching. His ideas with respect to these methods as well as the use of textbooks were theoretical rather than practical. He believed thoroughly in state supervision and endorsed the recommendations made by Governor Merrill, in his message of 1870, *viz*:

“That the State by proper officials appoint six Assistant State Superintendents, whose duties shall be confined within six specified districts, and who shall devote themselves exclusively to the work of lecturing and teaching at Institutes and meeting educational conventions for school officers, and in visiting schools.”¹⁸

¹⁶*Ibid.*, p. 39.

¹⁷*Ibid.*, pp. 44, 45, 48.

¹⁸*Ibid.*, p. 142.

On the question of compulsory attendance, Superintendent Kissell might be classed as conservative. His attitude is very well summarized in the following statement:

"I contend that, before sending out ministers of the law to force children to school, we should place genuine teachers in the school-room to attract them, and faithful officers in the field to supervise the work and to cultivate an enlightened public sentiment, which, by its radiance, shall render the pathway to the school bright and clear."¹⁹

Superintendent Kissell was followed in 1872 by Mr. Alonzo Abernethy who, when elected, was President of Des Moines College, Des Moines.

Superintendent Alonzo Abernethy was born on April 14, 1836, in Sandusky County, Ohio. He received his early education in the public schools. In March, 1854, he came with his father's family to Fayette County, Iowa. For a short time he attended the Academy at Burlington and then entered the University of Chicago but left in his senior year, 1861, to enlist in the Ninth Iowa Infantry as a private. Before the regiment was mustered out he attained the rank of lieutenant-colonel. In 1865 he was elected State representative from Fayette County. In 1866, he received his Bachelor of Arts degree from the University of Chicago. In 1870 he was chosen president of Des Moines Baptist College but the following year was a candidate, on the Republican ticket, for the office of State Superintendent of Public Instruction to which he was elected. He held office for four years or two terms. In 1876, he accepted the presidency of the University of Chicago where he served for two years. After a trip to Europe he made his home on a farm near Denison, Iowa. In July, 1881, he was made principal of the Cedar Valley Seminary at Osage where he remained for twenty-one years. In 1886, Lenox College conferred upon him the honorary degree of Doctor of Philosophy. From 1890 to 1909, he was a member of the Board of Regents of the State University. He took great interest in the educational activities of the Baptist denomination in Iowa as well as in public education, and was constantly in demand as a speaker at teachers' and farmers' institutes. In 1909 he located at Des Moines, but spent a part of each year in Florida where he had business interests. His death occurred at Tampa, Florida, on February 21, 1915.²⁰

The main features of the school system had remained practically unchanged since 1858. The school laws had undergone no radical change. During the two sessions of the Fourteenth General Assembly, however, a number of minor changes and a few of more importance were made.

¹⁹*Ibid.*, p. 64.

²⁰Gue, B. F., *History of Iowa*, Vol. IV, p. 1; *Iowa School Report*, 1914-16, p. IX; *Annals of Iowa*, Vol. XII (third series), p. 152; Parker, L. F., *Higher Education in Iowa*, p. 126.

The most radical provision made, according to Mr. Abernethy, was that produced by the law of 1872 authorizing the formation of independent districts from the sub-districts of a district township upon the vote of the electors.²¹ In a year and a half, as a result of this law, it was estimated that the people of about one district in fourteen had elected to form independent districts from sub-districts of the townships. Consequently the system presented a mixture of two types of local district organization which led to complexity. After pointing out and considering the objections of the two systems, Superintendent Abernethy observed that:

"if each civil township had been made a simple district to be governed by a board of directors chosen at large in the district, as in independent districts, and provision made for but one annual meeting of the electors, instead of two, much better results might have been looked for, and better satisfaction given."²²

The other main changes in the law at that time were that physiology was added to the branches in which teachers were required to pass examination before receiving certificates, the State Board of Examiners established twelve years before was abolished, boards of directors were prohibited from changing the textbooks oftener than once in three years except by vote of the electors, and boards of directors were required to certify the specific amounts deemed necessary to support schools instead of the number of mills on the dollar as before.²³

Superintendent Abernethy, like his predecessor, believed that efficiency in the public school system could be improved most directly by supervision. Consequently he made a direct attack upon the problem of supervision. He endeavored to work closely with the county superintendents and encouraged competency in that office. He recognized, however, that the supervision from the state office could be nothing more than of a general nature on account of the lack of equipment and help. In his own words the situation was this:

"In a state like Iowa, with ninety-nine organized counties, twenty-five hundred school districts, nine thousand schools, fifteen thousand school officers, and as many teachers, it is impossible, even if it were desirable, for this office to exercise personal supervision to any considerable extent."²⁴

²¹*Laws of Iowa*, 1872, pp. 75, 76.

²²*Iowa School Report*, 1874, p. 36.

²³*Iowa Laws*, 1872, p. 39.

²⁴*Iowa School Report*, 1874, p. 40.

He carried the problem of supervision over into the normal institute²⁵ during his second term of office. In 1874 he presented a carefully worked out program for county superintendents to follow and a complete course of study to be used in the institutes.²⁶ At the county superintendents' conventions the discussions were directed toward such topics as normal institutes, examination of teachers, school inspection, teachers' associations, appeals, and annual reports.

His educational policy is further reflected in the recommendations for needed legislation as outlined in his report of 1876.

1. That provision be made for holding school officers to a stricter accountability in the management of school funds, either by requiring district treasurers to make full annual reports to the board, and to some officer capable of examining and adjusting their accounts; or by providing that school funds be disbursed by county treasurers directly to the parties to whom the districts become legally indebted.
2. That some action be taken to prevent the further rapid multiplication of school districts.
3. That secretaries be required, in the annual enumeration of youth, to report the name and age of each person residing in the district between the ages of five and twenty-one years.
4. That provision be made for the more efficient supervision of the ungraded schools of the state, by paying county superintendents an adequate salary and excluding incompetent persons from the office.
5. That a state board of examiners be created, with authority to issue permanent diplomas and state certificates to professional teachers.
6. That drawing and elementary physics, vocal music, or some other branch be added to the list in which applicants for certificates are required to be examined.
7. That, at the earliest practicable moment, one or more normal schools be established by the state for the training of teachers.
8. That the law providing for county normal institutes be amended so as to increase their usefulness; especially, by relieving teachers of a portion of the expense attending their management.

²⁵*Laws of Iowa*, 1874, Chapter 57, p. 45.

²⁶*Iowa School Report*, 1876, pp. 73-104.

9. That some more adequate provision be made for establishing county high schools, whose province it shall be to afford industrial education, and instruction in the higher branches and in teaching.
10. That the beginning of the school year be defined and fixed at such a date as to afford a better opportunity for making the annual returns of school statistics.

4. ATTAINMENTS IN TEACHER TRAINING, CERTIFICATION, AND SUPERVISION

During the next twelve years, 1876-1888, the work of the department became increasingly greater. New duties were added but with no increase in staff to take care of the additional burden. However, a number of provisions which had been repeatedly asked for were passed by the legislature. The State Normal School was established and The State Board of Educational Examiners was created. The work with the county superintendents, which had been gradually developing under the previous superintendents, became of greater significance, especially with reference to organizing the curriculum and developing courses of study.

The administration of the office during this period was carried on by two superintendents each holding office for six years, longer terms than any of the superintendents since the time of Thomas H. Benton, Jr.

Mr. Carl W. von Coelln succeeded Superintendent Abernethy and held office by re-election until 1882 or three terms.

Superintendent Carl W. von Coelln was born in Westphalia, Germany, August 31, 1830. At the age of twenty-one he was graduated from the Gymnasium at Westphalia. In 1854 he received the Master of Arts degree at Bonn University. Soon afterward he came to the United States. His career as an educator in Iowa began in the year 1862 when he opened an Academy at Cascade. From 1863 to 1869 he held the Ames professorship of chemistry and natural philosophy in Iowa College at Grinnell. He then took charge of a small private college, now extinct, at Kilder, Missouri. In 1873 he returned to Iowa as superintendent of the city schools at West Waterloo where he served until he was elected to the office of superintendent of public instruction in 1876. After his retirement from that office he accepted the position of professor of mathematics and principal of the normal department at Buena Vista College at Storm Lake where he worked until 1902 when he was elected to the office of county superintendent of schools of Crawford County where he served one term. The later years were spent in private life. He died at New London, Iowa, April 20, 1913.²⁷

²⁷*Iowa School Report*, 1912-14, p. 9; Parker, L. F., *Higher Education in Iowa*, p. 33.

His official reports are concerned for the most part with supervision, both state and county. In both cases, it was pointed out, the service was inadequate to meet the needs. The inadequacy in the county office was due in part to the political dependence of the county superintendent and in part to the general lack of any qualifications for the office. The state service was inadequate because of the "enormity of the work to be done and the lack of assistance in the office."

In 1881 the Iowa State Teachers' Association, recognizing the fact that the Superintendent of Public Instruction had too much to do, selected from the different branches of the educational field prominent educators as an advisory council to him. This council consisted of J. L. Pickard, President of the University; W. F. King, President of Cornell College; Professor M. W. Bartlett of the State Normal School; Professor C. E. Bessey of the State Agricultural College; Superintendent H. H. Seerley of Oskaloosa; and Superintendent R. H. Frost of Atlantic. Though it was recognized that the advice of such a council would prove of value, it was believed that what was needed was a body whose duty was to devote some time to the actual inspection and supervision of school work out in the state including normal institutes and various educational institutions.²⁸

In order to improve the work at the normal institutes, Superintendent von Coelln put out a new course of study for their use. It was constructed in a coöperative manner. The superintendent obtained from educators in the state outlines of the branches in which they were especially proficient and after a revision by a committee, of which the Superintendent of Public Instruction was chairman, copies were printed. Those courses of study included outlines in reading, didactics, grammar, arithmetic, geography, physiology, history, penmanship, and orthography. It was the practice for each county to order sufficient copies to supply each attendant at the institute with one copy.

A course of study for ungraded schools of the state appeared in 1880. It was prepared by a committee of county superintendents. The personnel of the committee included H. D. Todd of Keokuk County, C. H. Clemmes of Scott County, and N. W. Boynes of Dubuque County. In addition to the syllabus for each of the subjects to be taught, the manual, which was sent to the teachers, included a number of rules and suggestions for school management and government; over three pages of precepts and suggestions in the theory and principles of

²⁸*Iowa School Report*, 1882, pp. 31-32.

teaching; a sample program of recitation and study; and a record form to be filled out so that a teacher's successor would be able to ascertain the "degree of advancement of each scholar."²⁹

A new duty was added to the Department of Public Instruction in 1882 when the Nineteenth General Assembly passed an act to create a State Board of Educational Examiners and thus centralize the work of examining and certifying teachers. The membership of this board consisted of the Superintendent of Public Instruction, who was *ex officio* president, the President of the State University, the Principal of the Normal School, and two persons, one a woman, to be appointed by the executive council.³⁰

John Wesley Akers was elected to the office of Superintendent of Public Instruction in 1882. He followed out, in general, the policies of his predecessor in conducting the affairs of the office. All his recommendations were practically identical with those of Superintendent von Coelln.

Superintendent John Wesley Akers was born on November 5, 1841, near Millersburg, Iowa, where he spent his boyhood.³¹ His early schooling was received in a rural school. He served as a private in Company G, Seventh Iowa Infantry, during the Civil War. Afterward he attended Cornell College, at Mount Vernon, where he was graduated with the class of 1870. During the next year he was superintendent of schools at Vinton, Iowa. From 1871 to 1875 he was superintendent of city schools at Waterloo and during the years 1875-1882 he was superintendent of city schools at Cedar Rapids. He then held the office of State Superintendent of Public Instruction for three consecutive terms. After leaving that office he spent several years caring for various business interests. From 1894 to 1918 he was principal of the Walter Scott school in Chicago. He then served as acting president of the Olivet University, for shortly over a year before accepting the Chair of Theology in the Pasadena College, Pasadena, California, where he spent the last four years of his life. He died at Pasadena on December 13, 1923, at the age of eighty-two years.³²

The Twenty-first General Assembly, by joint resolution, requested the superintendent to present in his "next biennial report" an exhaustive treatment of the subject of compulsory education. Consequently the report of 1886 contained nearly twenty pages of material on that subject. Superintendent Akers included in his study (1) the laws of

²⁹*Iowa School Report*, pp. 17-56.

³⁰*Laws of Iowa*, 1882, Chapter 167. Refer to Chapter VII for further discussion of examination and certification.

³¹Mr. Akers was the first Iowa born State Superintendent of Public Instruction.

³²These biographical materials were obtained from Mrs. Mary E. Akers, 1223 Lyon Street, Des Moines, Iowa, the widow of J. W. Akers.

other states relative to compulsory education, (2) the facts which he was able to collect relative to compulsory education, and (3) a number of quoted views of eminent educators together with his own recommendations.³³ Mr. Akers concluded that:

"there must be a strong presumption in favor of an educational measure in which all the leading nations of the world are enlisted, and which has almost the unanimous advocacy of the teaching profession, and of those public officials who are best informed as to the necessities of the case. In face of this there is everywhere acknowledged difficulty in putting a compulsory school law into force . . . but, for the ends of public wellbeing a proximate and provisional enforcement of a compulsory law is all that should be desired."³⁴

It was not until 1901 that any legislative action was taken on the matter of compulsory education, however.

Again, in 1888, another act was passed which added to the duties of the State Department of Public Instruction. In this case the State Superintendent was made an *ex officio* member and President of the Board of Directors of the State Normal School.³⁵ The formation of that institution on March 17, 1876 was the result of years of agitation on the part of friends of teacher training. Every State Superintendent of Public Instruction since the Civil War had encouraged its establishment. The normal school act provided for \$14,500 to establish a normal school at Cedar Falls, in Black Hawk County to be managed by a board of directors consisting of six members elected by the General Assembly, no two of whom were to be from the same county. It was further provided that the board should make an annual report of its proceedings to the State Superintendent of Public Instruction.³⁶ However, after 1888 the superintendent had a part in the government of the institution by virtue of his place on the board of directors.

5. IOWA EDUCATIONAL EXHIBITS

On February 26, 1876 the legislature passed an act appropriating \$20,000 to aid in exhibiting the resources and products of the State of Iowa at the Centennial Exposition to be held in Philadelphia, May

³³*Iowa School Report*, 1886-1887, pp. 41-61.

³⁴*Ibid.*, p. 62.

³⁵*Laws of Iowa*, 1888, Chapter 64.

³⁶*Laws of Iowa*, 1876, Chapter 129.

10 to November 10, 1876.³⁷ The Iowa exhibit was arranged in seven departments, one of which was the Department of Education and Science. The Superintendent of Public Instruction, Alonzo Abernethy, was placed in charge of the educational display. Accordingly he had published a twenty-two page pamphlet giving suggestions, explanations, and directions respecting the preparation of materials. These pamphlets were distributed to the schools through the county superintendents. Schools of all grades and classes were encouraged to contribute materials. The effects of the exhibit were intangible and unknown. It appears that no attempt was made to evaluate its success in any official way.³⁸

Following a resolution of the Iowa State Teachers' Association to take part in the educational exhibit to be held at Madison, Wisconsin, July 15-18, 1884, in connection with the National Education Association, the Department of Public Instruction again became the center for assembling a state exhibit. On April 3, 1884 the General Assembly made an appropriation of \$1000 for the purpose of defraying the expenses of the department in collecting and preparing materials. It appears that the Iowa exhibit excited much favorable comment. Superintendent Akers reported, a year later, that the exhibit together with the program of the National Education Association had increased the activity and zeal on the part of the teachers of the state. Credit for the success of the Iowa exhibit was due largely to the efforts of Superintendent Akers and to Mr. Henry Sabin, Superintendent of the City Schools of Clinton, who was designated by the National Education Association to act as manager for Iowa.³⁹

In August of 1884, the Department of Public Instruction, upon the solicitation of Herbert S. Fairall, Commissioner in charge of the Iowa Exhibit to be shown at the World's Industrial and Cotton Centennial and American Exposition at New Orleans, undertook the supervision of an exhibit of the educational status of Iowa. The task was assumed by Superintendent Akers who secured the assistance of Professor T. H. MacBride of the State University of Iowa. Much of the material used at the Madison Educational Exposition was re-collected and many other displays added. To supplement the collection of ex-

³⁷*Laws of Iowa*, 1876, Chapter 17.

³⁸*Iowa Education at the International Exhibit*, 1876, Department of Public Instruction pamphlet.

³⁹*Laws of Iowa*, 1884, Chapter 135; *Iowa School Report*, 1885, p. 7.

hibit materials the department issued a circular of information, setting forth the organization and practical operation of the Iowa school system. A large portion of Superintendent Akers' report of 1885 deals with a discussion of the New Orleans exhibit.⁴⁰

The work of directing state exhibits such as those just described devolve upon the Department of Public Instruction because of the nature and location of the office.

⁴⁰Fairall, H. S., *Iowa at the New Orleans Exposition*, pp. 26-45; *Iowa School Report*, 1885, pp. 8-9.

CHAPTER V

RECENT DEVELOPMENTS OF THE STATE DEPARTMENT:

1888-1928

The last decade of the nineteenth century marks the beginning of the modern period in the development of American education. At that time very definite advances were being made rather generally through the country in school supervision and administration. Iowa, no less than other progressive states, shared in this educational advancement. Henry Sabin, who succeeded John W. Akers as Superintendent of Public Instruction, must be ranked high among the men responsible for the more scientific attitude apparent in this period and manifesting itself very definitely in later decades.

Although the country school had always been an important part of the school system of Iowa and most of the work of the state department of public instruction had been concerned with rural education because of the rural nature of Iowa, no comprehensive program had been set up for those schools as such. It was left to Henry Sabin, who was elected to the office of Superintendent of Public Instruction in 1888, to champion the cause of the rural school.

Henry Sabin, sometimes called Iowa's Grand Old Man in Education, was born at Pomfret, Windham County, Connecticut, on October 23, 1829. His father, Noah Sabin, was a farmer in comfortable circumstances. There, in a rural environment, Henry spent his youth under the influence of the strict home training of those days, but was provided with the best educational advantages to be had at that time. He attended the common schools and was fitted for college in Woodstock Academy. At the age of eighteen he entered Amherst College where he was graduated with honors in 1852. He conducted the union school at Naugatuck, Connecticut, for five years after which he owned and conducted the Collegiate Institute at Matawan, New Jersey. In 1864 he became principal of the Eaton Grammar School, New Haven, Connecticut, where he stayed five years. He came to Iowa as superintendent of city schools of Clinton in 1870 where he served until he was nominated, by the Republicans, and elected to the office of superintendent of public instruction in 1887. In 1891 he was nominated for the third time but was defeated by the democratic candidate, J. B. Knoepfler, in the political landslide which carried down every republican

nominee that year.¹ Two years later Sabin was again nominated and elected. In 1898 he retired from public office voluntarily and spent his later years in writing, lecturing, and institute work. In 1878 he was elected president of the Iowa State Teachers' Association. For many years he was a conspicuous figure in the meetings of the National Education Association. In 1895 he was president of the Department of Superintendence and was made chairman of the famous "Committee of Twelve" on rural education which reported in 1896. The final report was edited and much of it was written by Mr. Sabin. For some years he stood as one of the leading authorities in rural education in America. Both the State University of Iowa and Cornell College conferred upon him the LL.D. degree. His most widely known books are *Talks to Young People* and *The Making of Iowa*. During the last few years of his life he resided in California. On March 22, 1918, he died at Chulavista, California, the home of his son, Edwin.²

The principal phases of education or educational movements with which the department has been concerned during the last four decades are the supervision and inspection of rural schools, including the unstandardized, standardized, consolidated, and mining camp schools; the inspection of high schools and supervision of certain phases of secondary education; the examination and certification of teachers; the placement of teachers; the publication of educational bulletins and circulars; and, most recent of all, the approving and accrediting of junior colleges.

1. RURAL EDUCATION

At the very beginning of his administration, which extended from 1888 to 1898, with the exception of two years, Superintendent Sabin proceeded on the belief that the immediate need of the public school system, so far as his office was concerned, was for rural school supervision rather than for supervision of city schools. He observed that the conditions in general in the rural ungraded schools were far from desirable and much below the standard of those in the cities. The course of study was inadequate, the school buildings and equipment were poor and in many cases very unsanitary, the attendance was low and the teachers in most cases were incompetent and poorly paid.

With a desire to secure to the rural pupil rights and privileges equal

¹*Iowa Journal of History and Politics*, Vol. VI, pp. 548-588; *Iowa Official Register*, 1892, pp. 163, 164. Prohibition was the main issue in the campaign of 1891; the Democratic party favoring local option while the Republican party upheld the existing prohibition law.

²Gue, B. F., *Progressive Men of Iowa*, Vol. II, p. 440; *Who's Who in America*, 1906-7; *Annals of Iowa*, Vol. XIII (third series), p. 393; Gue, B. F., *History of Iowa*, Vol. IV, p. 228.

in character to those enjoyed by the more fortunate city child, Superintendent Sabin launched upon a program of rural school improvement. The solution was not sought in legislation, but rather in a scheme of training and supervision. His plan included among other things the improvement of county supervision, the more careful training and selection of teachers, the making of a better course of study, and the improvement of the physical plants.

One of the first moves made was to survey the conditions in the state and to solicit the aid of the county superintendents. In order to gain first-hand information and to gain the assistance of the county officials, Superintendent Sabin called the attention of the county superintendents to the low percentage of attendance in the country schools and asked them to suggest ways and means by which improvement might be made. The following recommendations were condensed from that survey:

"1. A compulsory law, under which each child must attend a certain number of months consecutively, during each year.

2. Such a division of the school year that the longest term shall be during the winter. This term should be long enough to cover the time of attendance required by law.

3. The examination of teachers should be uniform throughout the State. The standard of qualifications should be raised, especially as to their ability to interest and govern their pupils.

4. Maturity of mind and judgment on the part of the applicant should be given more weight in hiring teachers. There are too many immature boys and girls at work in our schools.

5. More attractive surroundings to the buildings and greater care to make the school rooms pleasant.

6. A course of study for country schools, prepared at the State department, and its use made obligatory upon teachers.

7. The classification of pupils according to their attainments; a system of reporting their progress to their parents; and a certificate to those who finish the course, which should entitle them to admission to any high school without examination.

8. Free textbooks, the ownership being vested in the district.

9. Township meetings with the view of uniting the efforts of county superintendent, school directors, parents, and teachers for the good of the schools.

10. School officers should be paid for their services, and only competent, responsible men elected to fill these positions in the township."³

Though none are new propositions, it is certain that these suggestions had never before been brought into such close array. They served as a guide to the later recommendations of the superintendent.

An earnest endeavor was made, then, to persuade county superintendents to give the rural school special attention. They were urged to spend more time in visiting schools, to discriminate carefully in granting certificates, to select all textbooks with care, and to pay attention to the conditions in the school buildings that they may be sanitary and convenient. Formerly the county superintendent played little or no part as a supervisor. Outside of examining and recommending teachers he had little contact with the school program of the district schools.

Superintendent Sabin maintained that the county superintendent should be selected on the basis of fitness for the duties of his office. On this point he said:

"In this respect the city schools have an advantage arising from the fact that the superintendent is usually chosen from a number of candidates because he seems to be the one having the highest qualifications, while the county superintendent is too often sifted out by the whirligig of politics, with reference to such availability alone, or in order to balance the ticket."⁴

However, since such a method of selection existed, the best had to be made of it. The county superintendents must be encouraged and helped in a program of improvement.

The country schools needed supervision, in Superintendent Sabin's judgment, "which in its entirety and in its wholesome effects challenges the respect and support of everyone who is interested in the welfare of the schools." The person chosen to act as supervisor must be a thinker, a student, and must be able to incite others to activity. Superintendent Sabin believed that:

"The supervision of rural schools should be made to include the duty of awakening public concern, and of strengthening the entire tone and trend of thought as it is directed towards the promotion

³*Iowa School Report*, 1888-1889, pp. 73-75.

⁴*Iowa School Report*, 1895-1897, p. 113.

of educational interests. . . . There must be added also an element of permanence in office. . . . The term of office should in no case be less than four years. The supervisor must be kept in the field every day of the school year, when it is possible. He should have all the clerical help he needs."⁵

In each of his four biennial reports Superintendent Sabin called attention to the poor preparation of the public school teachers and each time urged those responsible for education to consider the question. In 1888 he distributed a circular to the county superintendents in which they were instructed not to issue certificates to females under seventeen years of age nor to males under nineteen. He likewise urged that they encourage more faithful attendance at the normal institutes.

He relied materially upon the normal institute for immediate help in training rural teachers. It was considered to be a most important factor in their preparation. In 1891 he wrote:

"The mission of the normal institute is largely with the country schools. It furnishes an excellent means of reaching the isolated school teacher who needs not only instruction, but the inspiring influence which comes from close contact with other minds. Isolation often means stagnation."⁶

Accordingly the county superintendents were repeatedly directed to select very able institute teachers and to hold the institute at the most convenient time for the teachers. Also, a new course of study was worked out on a four year graded scheme. The course in tabular form appeared as follows:

GRADED COURSE OF STUDY FOR NORMAL INSTITUTES

	First Year	Second Year
Mathematics	Primary Methods	Percentage
	A review of Essential Principles, to Percentage	Applications of Percentage Oral Test Reviews Business Forms
Language	Methods in Language	Elements of Composition
	Lessons	Methods of Teaching
	Orthography	Reading and Orthography, with
	Primary Reading	Dictionary

⁵*Ibid.*, pp. 16-17.

⁶*Iowa School Report*, 1890-1891, p. 51.

Science	Geography	Physiology and Hygiene, including Stimulants and Narcotics
Didactics	Organization and Study Recitation and Government School Law affecting Teachers.‡	Principles and Methods of Teaching, with reference to special duties School Law affecting Teachers
General	Penmanship Drawing	U. S. History Map Drawing

	Third Year	Fourth Year
Mathematics	Ratio and Proportion Involution and Evolution General Review	Elements of Algebra
Language	Grammar (Analysis) Reading and Orthography, with use of Books of Reference	Elements of Rhetoric
Science	Physiology and Hygiene, with reference to laws of Sanitation	Elements of Science Physical Geography
Didactics	Principles and Methods of Teaching School Law affecting Teachers.‡	History of Education
General	Civil Government	U. S. History as taught by Biography and in Literature ⁷

‡We hope to furnish a pamphlet including the law relating to teachers, with explanatory notes, for the use of members of the institute.

But Superintendent Sabin saw that the institute was not on a par with the normal school as an agency for supplying the state with a corps of well trained teachers. In his last report, 1897, he pointed out that the greatest educational question before the public was how to secure and maintain a supply of competent teachers for the public schools. He believed that the solution lay in providing additional normal schools. He observed that the spirit of the people was good and that they paid their school taxes with little grumbling, but still the state hesitated to provide any additional means for training teachers. Reference was made to Massachusetts as having ten normal schools, Illinois four, Wisconsin seven, Minnesota four, California

⁷*Ibid.*, p. 59.

three, but Iowa only one. Iowa, it was contended, was not adequately meeting its problem.

The Iowa State Normal School had graduated during the five year period, 1892-97, an average of 130 per year. A few private normal schools and denominational colleges furnished a small number of teachers. The State University graduated not over 50 persons each year from the collegiate department very few of whom went into public school work and those who did were placed in the higher schools. But these sources appear very inadequate when it is recalled that Iowa had over 25,000 teachers, the majority of whom were in the rural schools. The towns and cities were absorbing nearly all the graduates of the State Normal School, the result being that the rural districts were supplied with poorly trained and inexperienced teachers. In 1897, for example, there were in the state 7,728 teachers who had one year of experience or less.⁸

As a more immediate measure, Superintendent Sabin recommended larger appropriations for the normal institutes and for the State Normal School. The former never materialized but the appropriation for the State Normal School has been increased as the institution has grown. He suggested further that "provision should be made at our state university, during the summer vacation for a summer school of a grade suitable for teachers of the high schools." Furthermore, it was suggested that the state should utilize the 130 high schools of the state in the training of teachers. The latter was accomplished some twelve years later as will be seen in a subsequent paragraph.

In the summer of 1890, in response to urgent solicitation from teachers and county superintendents, the state department issued a "Handbook for Iowa Teachers." This handbook, the first of its kind, contained that part of the school law especially applicable to teachers, materials on civil government of the state and nation, and a course of study for the country schools. This course of study appears to be a modification of the course made by the Committee of County Superintendents in 1880.⁹ Reports show that the handbook was used at all the teachers' institutes and widely scattered throughout the schools. It proved of such value that the demand caused Superintendent Sabin to have it re-issued in 1895 with some modifications and additions, in-

⁸*Iowa School Report*, 1894-95, pp. 21-24, 35; *Iowa School Report*, 1895-1897, pp. 37-40, 117-119.

⁹See Chapter IV, p. 57.

cluding a more complete course of study. The outline of the course of study of the first handbook was made by Principal A. L. Sattuck of Tipton and the revision of 1895 was made by County Superintendent J. H. Landes of Van Buren County. The course in civil government was principally the work of City Superintendent George Chandler of Osage.¹⁰

A third edition of the handbook was issued in 1906 by Superintendent John F. Riggs. It presented a number of changes from the old issues. The extracts from the school laws were omitted, but the course of study was expanded and a more helpful outline presented. The course was divided into four main divisions of two grades each and labeled successively the primary, first intermediate, second intermediate, and advanced divisions. Outlines were added for vocal music, "hand work," and nature study including material on elementary agriculture. Under the stimulus of the handbook the quality of work given in the rural schools gradually rose and the work became classified until it became more and more common for pupils who had completed courses in those schools to be admitted without examination to the high schools.

Superintendent Sabin called attention also to the condition of school buildings and their surroundings. In his first report it was stated that many of the schools presented situations which so disregarded "the laws of health, decency and civilization, as not to provide for each sex suitable outbuildings, separate from each other." Little care was being taken to assure good light, ventilation, and proper temperature in the school rooms. Likewise, carelessness had been exhibited in a number of districts in providing pure drinking water. A few years later, however, 1895, it was reported that much more attention was being paid to ventilation, heating, lighting and sanitary conditions, than was formerly the case.¹¹

The Sabin administration has gone down in the educational history of Iowa as outstanding not because of the legislation passed but because of a systematic attack upon educational problems, particularly in the rural areas. His philosophy is stated best in the summary of recommendations in the report of the Committee of Twelve of which he was chairman.¹²

¹⁰*Hand-Books for Iowa Teachers*, 1890 and 1895.

¹¹*Iowa School Reports*, 1889, p. 110; 1895, pp. 152-153.

¹²*N. E. A. Proceedings*, 1897, pp. 385-399.

Superintendent John B. Knoepfler who held office during the two year period, 1892-1894, followed very closely the policies of the Sabin administration. This was probably due to the logic of the preceding four years of organization and supervision carried on under the direction of Henry Sabin. In fact no new recommendations were made to the legislature.

John Baptist Knoepfler was born at Newkirch, Württemberg, Germany, on February 13, 1852. His father, a carpenter and farmer, believing that his children would enjoy broader opportunities in America immigrated to this country in 1854 and located at Detroit. After a few months he moved his family to Oakland County, Michigan. Here John grew up, gaining discipline and habits of industry by working on a stony, stumpy farm and attending school in the quiet winter months. By the age of nineteen he began teaching in country school. By teaching in the winter and working on the farm during vacations, he saved enough to give himself three years at Milford Union School, where he received training in a normal course. After teaching two years in the copper mining regions near Lake Superior he came to Iowa. Here, in 1876, he accepted the principalship of schools at Fayette in Fayette County, entering upon his duties on December 11. There he served for six years. It is reported that he was very popular, during this period, among the students of Upper Iowa University. The college boys liked him for his genial disposition and sound judgment, for his skill in debate and for his honesty. In 1882 Mr. Knoepfler was made superintendent of city schools at West Union where he served for seven years and where he received credit for the revision of the course of study. In 1889 he took charge of the schools at Lansing, Iowa, where he again enjoyed success. In 1891 he was elected Superintendent of Public Instruction on the Democratic ticket, in a state which was normally Republican. In the general election of 1893 he was defeated by Henry Sabin, the Republican candidate. He was again made superintendent of schools at Lansing. In the spring of 1900 he accepted the chair of German at the State Normal School in Cedar Falls where he served until his death which occurred in 1926.¹³

The improvement of rural schools has continued to constitute the major portion of the work of the Department of Public Instruction to the present time. Each superintendent since the time of Henry Sabin has given the problem careful consideration. With the coming of the Barrett administration at the beginning of the twentieth century the movement for the consolidation of rural school districts and the transportation of pupils to a central school became the leading issue.

2. SCHOOL CONSOLIDATION

The Horace Mann Commission which was appointed in 1856 to revise the school laws, reported that the district system should be

¹³Gue, B. F., *Progressive Men of Iowa*, Vol. II, p. 290.

abolished and that each civil township should be made the local unit of school organization. Every superintendent of public instruction since that time has recommended a larger local administrative unit, in most cases the township.

Superintendent Sabin recommended in 1897 that the pupils from the weaker districts be transported to a central school. It appears that he had in mind the consolidating of the sub-districts within the township.

In his first report, Superintendent Barrett who followed Henry Sabin advanced somewhat the same view. He stated that among other things the conditions in the rural schools could be bettered by (1) making the township the unit of organization, (2) by providing township graded schools, (3) by transporting children to a central township high school, (4) by consolidating districts, (5) by providing better teachers, (6) by providing school libraries, (7) by using free textbooks, (8) by closer supervision by skilled supervisors, and (9) by providing a course of study suited to the needs of pupils. It seems quite clear that he thought of consolidation as meaning the uniting of districts within a township and that the ultimate unit should be the township district.¹⁴

Richard C. Barrett was born on a farm near Waverly, Iowa, on October 1, 1858. He attended rural school and at the age of twenty, after a brief course at the Decorah Institute and Teachers Training School, started teaching in a rural school. Following a brief career as a rural teacher he became principal of the Riceville public schools in Mitchell County. His work as a teacher attracted the attention of the people of the county and they elected him to the office of county superintendent in 1884. He served in that office for twelve consecutive years and was given the extraordinary compliment of a unanimous election every time but once. In 1887 he was chosen president of the Northern Iowa Superintendents' and Teachers' Association. In 1890 he was secretary of the County Superintendents' and Normal Department of the State Teachers' Association and the following year served as president of that department. In 1895 he was president of the State Teachers' Association. In the same year Cornell College at Mt. Vernon conferred upon him an honorary Master of Arts Degree. He was candidate for the Republican nomination for the superintendency of public instruction in 1893 but was defeated by Henry Sabin. In 1897 he gained the Republican nomination for that office and was elected by a majority larger than that given any other candidate. Prior to his election, Superintendent Barrett was well known over the State as an institute lecturer, and was in great demand because he was known to be a practical and successful educator, whose work was beyond the realm of theorizing. His experiences in rural schools and as county superin-

¹⁴*Iowa School Report*, 1888-1889, pp. 17, 101-102.

tendent together with wide contacts in the state were exceedingly valuable to him as the chief state school official. He came to be recognized as an authority on the rural school. In 1904 he received an honorary LL.B. at Drake University. Almost immediately after his retirement from the office of State Superintendent he accepted a position on the faculty of the State College of Agriculture at Ames, occupying the chair of Civics. In the midst of his activities at the College, in the very prime of life, he was suddenly stricken with an infection of the mastoid and died at Des Moines, March 3, 1909.¹⁵

The first so-called consolidated schools in Iowa were not strictly consolidated schools but large independent districts transporting pupils. According to law, where a school board was released from its obligations to maintain a school or when children lived at considerable distance from their own school, the board could contract for their instruction with boards of other districts and pay the tuition out of the teachers' fund. It also provided that whenever a saving could be made and the children could secure better school advantages, the pupils could be transported to and from school in another corporation.¹⁶ The first district to attempt transportation was Buffalo Center, Winnebago County, in 1897. That district consisted of an entire township six miles square. The sub-district schools were closed and the pupils were transported to the newly constructed eight-room building in Buffalo Center. The experiment was so successful that Forest City in the same county and Baldwin of Jackson County began transporting pupils from the outlying portions. The plan was put into operation in a number of other places in the following few years.¹⁷

In 1901 Superintendent Barrett devoted a chapter of sixty-seven pages of his biennial report to the subject of school consolidation and transportation of pupils. He expressed the opinion that the consolidated school would eventually be the solution of the rural school problem. Too many small districts existed. For example, the statistics of 1900 showed that 300 districts had an attendance of less than five, 3207 had less than ten, 6373 had less than fifteen, and 9329 less than twenty. To put it another way, half the independent districts and three-quarters of the subdistricts in the state had schools with an average daily attendance of less than twenty.¹⁸

By 1901 consolidation had been tried in twenty-eight counties, trans-

¹⁵Gue, B. F., *Progressive Men of Iowa*, Vol. II, pp. 114-15; *Annals of Iowa* (third series), Vol. XII, p. 165; *Who's Who in America*, 1906-7.

¹⁶*Code of Iowa*, 1897, Section 2774.

¹⁷*Iowa School Report*, 1901, pp. 78-80.

¹⁸*Iowa School Report*, 1900-1901, pp. 30-31.

portation in thirty-five, and both in nineteen.¹⁹ An inquiry from the county superintendents resulted in an almost unanimous approval of the plan of centralizing the rural schools by consolidation and transportation.

In 1902 an effort was made to pass a law making possible the consolidation of contiguous school corporations. At that time a bill was presented to the legislature which passed the House but failed to pass the Senate.²⁰ Consequently school consolidation continued to move slowly for some years.

Superintendent John F. Riggs who held office from 1904 to 1911, was also a strong advocate of rural school consolidation. In 1905 he issued a bulletin on the "Conditions and Needs of Iowa Rural Schools," for the purpose of awakening greater public interest in the rural schools. This bulletin carried a discussion of country school conditions, rural school statistics, materials showing the status of the consolidation of schools including illustrations of successful examples, and a section on school buildings and grounds including pictures and architectural drawings of desirable school houses. This, together with numerous addresses on the subject, probably had considerable influence in moulding public sentiment that resulted, during the succeeding administration, in a very large increase in the number of consolidated schools in the State.

John F. Riggs was born on a farm in Henry County on February 14, 1860. He received his early training in a country school and later attended Whittier College at Salem, and Iowa Wesleyan at Mount Pleasant, graduating from the latter in 1885. In November of that year he was elected county Superintendent of Henry County where he served for six years. In 1891 he was made Superintendent of City Schools at Mount Pleasant which position he held for seven years. He was then appointed to a similar position at Sigourney where he stayed until 1903 when he resigned to accept the office of Superintendent of Public Instruction to which he had been elected on the Republican ticket. Through the Constitutional amendment of 1904, which set the next general election for November, 1906, rather than in 1905, and every two years thereafter, his first term lasted three years. By re-election he served seven years and submitted four reports. Since 1911 he has been engaged in the publishing business at Des Moines.²¹

An act to provide for the organization of consolidated independent districts was passed on April 5, 1906. According to this law a petition,

¹⁹*Ibid.*, pp. 73-76.

²⁰*Iowa School Report*, 1902-3, p. 184.

²¹*Iowa Official Register*, 1907-8, pp. 104, 582; also a personal letter to the author.

signed by one-third of the voters of a territory of not less than sixteen government sections, requesting the establishment of a consolidated independent district and approved by the county or state superintendent, would secure a vote on the issue within the territory in question.²² In 1911 an act was passed providing for transportation in consolidated districts.²³ Previous to that time consolidation developed slowly. In 1912, for example, only ten such corporations had been formed. Thereafter, however, the development was more rapid as is pointed out later.

Even greater attention was paid to the consolidation of rural schools by Superintendent Deyoe than by the two preceding superintendents. In his report of 1918 he stated his policy in general as follows:

"The policy of the present administration in the Department of Public Instruction has been to arouse and encourage public interest that will of its own initiative establish schools which will offer equal advantages to all our boys and girls whether they live in homes supported by the farm, the factory, or the store."²⁴

The period of Superintendent Deyoe's incumbency which lasted from January, 1911 to January, 1919, was destined to be one of considerable educational progress and much school legislation.

Albert M. Deyoe was born on a farm near Dodgeville, Iowa County, Wisconsin, on November 15, 1862. In 1870 he moved with his parents to a farm near Mason City, Iowa. His early schooling was secured in the rural schools after which he attended the Mason City High School where he was graduated in 1881. He then attended the State University of Iowa securing the Bachelor of Science degree in 1887 and the degree Master of Arts in 1890. He started his career as a rural school teacher, served one year as principal at Rock Falls, four years as principal at Garner, nine years as superintendent of schools at Britt, and nine years as county superintendent of schools in Hancock County. In 1910 he was elected superintendent of public instruction on the Republican ticket. There he served until 1919. For a number of years afterwards he worked with Keffer and Jones School Building Architects of Des Moines. During the last three years, however, he has been director of the World War Roster for the Iowa War Roster Commission. His home is in Des Moines.²⁵

The measure which gave the greatest impetus to consolidation was an act passed on April 2, 1913, providing state aid to consolidated

²²*Laws of Iowa*, 1906, Chapter 141.

²³*Laws of Iowa*, 1911, Chapter 143.

²⁴*Iowa School Report*, 1918, p. 14.

²⁵*Who's Who in America*, Vol. X, p. 737; *Iowa Official Register*, 1911-12, p. 578; personal interview.

schools. The aid was to be given only to schools equipped with two or more rooms and which included in their course of study elementary agriculture, domestic science, or other industrial and vocational subjects as provided in a law passed on March 29 of the same year.²⁶ The schedule of aid, which remains the same today, was as follows:

1. A two-room school with approved departments would receive \$250 towards the equipment required, and a further sum of \$200 annually.
2. A three-room school with approved departments would receive \$350 towards the equipment required, and a further sum of \$500 annually.
3. A four-room school with approved departments would receive \$500 towards the equipment required, and a further sum of \$750 annually.

A sum of \$30,000 was appropriated to meet this provision for the year ending June 30, 1914, and \$50,000 or so much thereof as might be necessary, for each year thereafter for a period of four years.²⁷

In 1913 the total number of consolidated schools in Iowa numbered twelve but the number increased rapidly. Some measure of the remarkable growth which took place after 1913 is evident from the fact that there were 439 consolidated school districts in Iowa by January 1, 1922. The number at various periods from 1912 to 1922 is: 1912, 10; 1914, 80; 1916, 187; 1918, 238; 1920, 310; and 1922, 439.

The sudden fall in prices of farm products produced a reaction in many communities and the development in consolidation was checked. Not a single case has occurred since 1922.²⁸

3. THE STANDARDIZED SCHOOL

Next to the movement to consolidate several small districts within a larger administrative unit, the standardized school marks the most definite advancement thus far attained in rural education in Iowa. On April 25, 1919, the governor approved an act passed by the Thirty-eighth General Assembly providing for state aid to encourage the standardization of one-room schools. A school to be standard was

²⁶*Laws of Iowa*, 1913, Chapters 248 and 250.

²⁷*Ibid.*, Chapter 250.

²⁸Brown, George A., *Iowa's Consolidated Schools*, 1922, pp. 3, 101; *Iowa School Report*, 1921-22, pp. 20-24, 46-59.

required to employ a teacher holding a first grade uniform county certificate, to have maintained an average daily attendance of at least ten pupils, to have been in session for eight months during the previous year, and to have suitable buildings, equipment, and supplies as prescribed by the Superintendent of Public Instruction. Rural districts maintaining one or more standard schools were given six dollars (\$6.00) for each pupil who had attended those schools at least six months of the previous year.²⁹

Superintendent McClenahan stated in 1920 that the law had a very wholesome effect upon rural schools. It secured better trained teachers, increased attendance, and secured a greater degree of coöperation, as teachers and district each lost if a pupil dropped out of school.³⁰

P. E. McClenahan was born in Keokuk County, near Sigourney, in 1873. He attended rural school and the public high school at Sigourney. In 1898 he was graduated from the Iowa State Teachers College with the degree of Bachelor of Didactics and in 1899 secured the Master of Didactics degree from the same institution. During the next two years he served as principal of schools at Baldwin, Iowa. From 1901 to 1904 he was superintendent of schools at Winterset. In 1904 he entered the State University of Iowa and graduated with the Bachelor of Philosophy degree in 1905. In 1906 he secured the Master of Arts degree. For two years he held the position of principal or head of the secondary school work in the State College of Agriculture and Mechanic Arts at Las Cruces, New Mexico. From 1909 to 1911 he was Dean of Liberal Arts at Highland Park College, Des Moines. From 1911 to 1916 he held the position of high school inspector for the State Board of Education after which he became interested in newspaper work at Iowa City and Cedar Falls. In 1918 he was elected to the office of Superintendent of Public Instruction. Since 1922 he has been engaged in various business activities at Iowa City and Des Moines. He resides at present in Iowa City.³¹

Superintendent McClenahan gave the work of standardization his best support. No inspector was provided, however, for this work, consequently the county superintendents were called upon to carry on the inspection in their respective counties. But in order to get the work started, a state inspector was taken from another department temporarily.

During the first two years 894 schools met the standards which had been drawn up and published by the state department. Since that

²⁹*Laws of Iowa*, 1919, Chapter 364.

³⁰*Iowa School Report*, 1920, p. 17.

³¹*Who's Who in America*, 1926-27; *Who's Who in Iowa*, 1920-21; *Iowa Official Register*, 1919-20, p. 218; personal interview.

time the number has constantly increased year by year until in 1927 the total number of standard schools in the state reached 1985.³²

Even greater emphasis was placed on the standardization of rural schools by Superintendent Francis. In 1924 she stated that:

"There is no appropriation made in Iowa for education which has yielded greater returns in giving better school privileges to as large a number of pupils as the money set aside for standardizing rural schools. For the school year 1923-24 the fund was not large enough to care for all schools meeting the standards established by law."³³

Accordingly it was recommended that the Forty-first General Assembly increase the appropriation from \$100,000 to \$150,000 annually for the furtherance of this work. The legislature did not meet the request, however. The appropriation, consequently, is pro-rated among all the schools meeting the requirements.

May E. Francis, the first woman to occupy the office of superintendent of public instruction in Iowa, was born on a farm in Blue Earth County, Minnesota, on November 2, 1884. There she attended public elementary and high school. In 1908 she was graduated with a Bachelor of Arts degree from the Iowa State Teachers College and in 1922 secured a Master of Arts degree from Teachers College, Columbia University. Her early teaching experience was in a rural school and in high school. From 1913 to 1915 she was superintendent of schools at Denver, Iowa. During the next four years, 1915-19, she served as county superintendent of schools of Bremer County. For the two-year period 1919-21, she held the position of graded and rural school inspector in the department of public instruction, having been appointed by Superintendent McClenahan to get the standardization of rural schools under way in the state. Under her direction, the first set of regulations for standardizing the one-room schools of Iowa was drawn up. In 1922 she was elected superintendent of public instruction and served one term. In the fall of 1927 she joined the staff of Ellsworth College at Iowa Falls where she now resides.³⁴

The program for rural education has a staunch friend in the present Superintendent of Public Instruction, Miss Agnes Samuelson.

Agnes Samuelson was born at Shenandoah in Page County, Iowa, on April 4, 1887. All her early school training was secured at Shenandoah where she was graduated from the high school in 1904. The next year was spent at the Western Normal College, also in Shenandoah. During the years 1911-13 she attended the Nebraska State University. In 1925 she was graduated, with the degree Bachelor of Arts, at the State University of Iowa. From 1905 to 1908

³²*Iowa School Report*, 1922, pp. 18-20; *Standardization of Rural Schools*, Bulletin of Department of Public Instruction, 1928.

³³*Iowa School Report*, 1924, p. 9.

³⁴*Who's Who in America*, 1926-27; *Iowa Official Register*, 1923-24.

she taught in the rural schools of Page County and during the next three years held the principalship of the high school at Silver City, Iowa. For two years, 1913-15, she was superintendent of schools at Yorktown. In 1915 she was elected county superintendent of Page County where she served for eight years. From 1923 to 1926 she held a professorship in Extension Work at the Iowa State Teachers College at Cedar Falls. At present she is State Superintendent of Public Instruction, having been elected in 1926 on the Republican ticket.³⁵

4. THE MINING CAMP SCHOOLS

Conditions in the mining camps in the state were somewhat abnormal. The population was constantly shifting due to variation in mining activities. The homes of the miners were cheaply constructed, so that they could be moved easily in case of demand. Consequently the population of these districts varied decidedly over short periods of time, the life of a miner being from five to twenty years.

As a result school conditions were far from ideal. Some schools were overcrowded and others were practically vacated. In most cases the building and equipment were undesirable. Naturally, then, the better teachers hesitated to teach in them. In addition to those conditions, it was found that in many of the camps, in order to maintain a school, the districts had taxed themselves far beyond the surrounding districts, thus making the taxation burden very unequal.³⁶

Superintendent Deyoe recommended very strongly, in his report of 1918, that special assistance be given to the schools in the mining districts. The children in families in those districts, he contended, deserve equal advantages with other children. His recommendation gained recognition by the legislature and on April 24, 1919 an act was passed providing an appropriation of \$50,000 for the next biennium to be used by the State Superintendent of Public Instruction in relieving the conditions in the mining camp schools.³⁷ Two years later the legislature doubled the appropriation for the following two years and since that time the same sum has been provided by each General Assembly.

In August, 1921, the Executive Council, upon the recommendation of Superintendent McClenahan, appointed an inspector of the Mining Camp Schools. Under this inspector a continuing survey is made by the Department of Public Instruction in order to assure efficiency in the use of the funds.³⁸

³⁵*Iowa Official Register*, 1927-28; personal interview.

³⁶*Iowa School Report*, 1922, pp. 26, 66.

³⁷*Iowa School Laws*, 1919, Chapter 373.

³⁸*Iowa School Report*, 1922, p. 66.

The way in which these funds have been used is best described in the words of Superintendent Francis as follows:

"It has been our aim to expend this money for the schools where the conditions were most deplorable, rather than where the tax levies were the highest; to give the aid for the benefit of the children in the communities where the school facilities were the poorest.

The money has been used for the erection of buildings and additions; for the purchase of school room furniture such as desks, teachers' desks and chairs, bookcases, etc.; for the painting of school rooms; for supplies and equipment such as charts, maps, books, etc.; for the payment of teachers' salaries; for the payment of tuition; and for the purchase of heating plants."³⁹

This work gave to the camps relatively permanent improvements which will last many years and probably will not have to be duplicated during the life of many of the present mines. Somewhat over eighty districts have been given aid, mostly in the counties of Appanoose, Dallas, Lucas, Marion, Monroe, Polk, and Warren.

5. IOWA SCHOOL COMMISSIONS

Superintendent Riggs pointed out many defects and inconsistencies in the school law, due to the accretions from time to time. In his 1906 report he urged that:

"There is the most urgent need of a thorough revision of the school laws to the end that contradictory sections be brought into harmony and that all be simplified. This work no one General Assembly can be expected to accomplish. A commission should be named by the Thirty-second General Assembly to perform this important work and to report to the Thirty-third General Assembly."⁴⁰

The Thirty-second General Assembly followed his suggestion and authorized the Governor to appoint a commission of three members one of whom should be an educator of the state and two practicing attorneys. The duties of this commission were defined in the following language:

"Said Commission shall have power to arrange, revise, and codify the existing laws relating to the public schools and to recommend additional needed legislation. Said Commission shall report the

³⁹*Iowa School Report*, 1924, pp. 13-14.

⁴⁰*Iowa School Report*, 1906, p. 23

result of its labor and its recommendations to the Thirty-third General Assembly, indicating which portions are from the law then in force and which portions are by them recommended for enactment."⁴¹

Those appointed on the commission were Professor Frederick E. Bolton of the State University, Iowa City; Attorney Arthur Springer of Wapello, and Attorney William H. Bailey of Des Moines. The commission undertook to prepare an entirely new code using as much of the existing laws as possible. In preparing their report they entered into correspondence with county and city superintendents and sent out several hundred circular letters soliciting opinions. Professor Bolton attended the meeting of state superintendents held in Washington, D. C., in February, 1908, and a joint meeting of several state educational commissions held in Cleveland, Ohio, on July 2. On April 15 and 16 the State Superintendent of Public Instruction held a conference, in Des Moines, of the county superintendents of the state, the main purpose of which was to consider desirable modifications in the school laws. The discussion was led by two members of the commission, Professor Bolton and Mr. Bailey. The consequence of these meetings was that the commission report was endorsed by the county superintendents and by the Iowa State Teachers' Association.⁴²

The recommendations of the commission which most directly affected the state school administration and supervision were:⁴³

1. The Superintendent of Public Instruction was to be elected at regular biennial elections.
2. His qualifications were to be extended to either sex and he must hold the "unlimited certificate."
3. He was ineligible to any other school office and could not be a member of the faculty or governing board of any educational institution, except as provided by law.
4. He was to be *ex officio* president of the contemplated Board of Education.
5. His duties remained practically as before.
6. The course of study was subject to the approval of the Superintendent of Public Instruction.

⁴¹*Laws of Iowa*, 1907, Chapter 222

⁴²*Report of Educational Commission*, 1908.

⁴³*Report of Iowa Educational Commission*, 1908; Cook, H. C., *The Office of Superintendent of Public Instruction in Iowa*, 1925, p. 77.

7. A Board of Education of seven members was to take the place of the State Board of Educational Examiners. The Board of Education was to function in the field of supervision, inspection, and classification of common schools, courses of study and equipment, and the examination and certification of teachers.
8. The Board of Education was to employ a state supervisor of schools and assistants who should be under the direction of the state superintendent.

The report and the accompanying recommendations met with poor support. It was never read before either house of the legislature. Aurner⁴⁴ states that the failure of the report was attributed first, to the fact that the one law recommended included too many provisions theretofore under separate acts, and second, to the proposed radical changes in organization. Superintendent Riggs was of the opinion, also, that separate bills, clearly defined, were more likely to receive fair consideration.

Thus the Report of the Iowa School Commission of 1908 met a fate not unlike that of the Report of the Iowa School Commission of 1856.

However the Thirty-third General Assembly did pass a law providing for a State Board of Education. By this act the Board of Regents for the State University, the Board of Trustees for the State College of Agriculture and Mechanic Arts, and the Board of Trustees for the State Normal School⁴⁵ were abolished and a State Board of Education of nine members created to govern all three institutions. The Superintendent of Public Instruction who had been a member of each of the governing boards of these higher institutions then lost that contact and with it disappeared the administrative relationships between the Department of Public Instruction and the institutions of higher learning in the state.⁴⁶

Not all movements for reform in educational legislation have come from the Department of Public Instruction and the General Assembly. Many of the measures for better education have originated with the Iowa State Teachers' Association. The fact that the Superintendent of Public Instruction is *ex officio* chairman of the Educational Council and

⁴⁴Aurner, C. R., *History of Education in Iowa*, Vol. I, p. 149.

⁴⁵The name was changed to State Teachers' College by the same legislature, 1909.

⁴⁶*Iowa School Laws*, 1909, Chapters 170, 171.

of the Legislative Committee of the Association has had, perhaps, no little influence upon proposals of new educational legislation.

In fact the next effort to secure legislation through a commission originated in 1911 at the annual meeting of the Iowa State Teachers' Association. At that meeting both the president of the association, Mr. F. L. Mahannah, and Superintendent Deyoe of the Department of Public Instruction asked that a committee be appointed to study the conditions of the rural, graded, and high schools of the state.

At the same meeting the Committee on Resolutions presented a report heartily endorsing the recommendations of Superintendent Deyoe and Mr. Mahannah. The committee resolved that a competent committee be appointed to study rural schools and rural conditions, graded schools, and high schools; that the survey be prosecuted under the direction of the Superintendent of Public Instruction and that he appoint a committee or committees of which he should be chairman *ex officio*. Thus the work was centered in the Department of Public Instruction. The resolutions further asked for a sum of \$2000 to be used for the investigation. The resolutions were unanimously adopted.⁴⁷

The commission appointed in accordance with the resolutions of the Association was named the Better Iowa Schools Commission. The membership contained forty-nine persons in all and was divided into nine committees as follows: (1) school administration—state, county, local, (2) the rural schools, (3) the graded schools, (4) the high schools, (5) industrial education, (6) state aid for public schools, (7) the school as a community center, (8) publicity, and (9) facilities for the training of teachers.

The Better Iowa Schools Commission met at the Capitol in Des Moines on August 28, 1912, and was in session for three days. The final report embodied a composite of the nine committee reports and a final summary of the recommendations of the commission. A complete report of the study was made, in November, at the meeting of the Iowa State Teachers' Association.⁴⁸

The following recommendations of the commission were those which affected the Department of Public Instruction most directly:

1. "Increase the power and efficiency of the Department of Public Instruction; provide an adequate contingent and traveling fund;

⁴⁷*Proceedings of the Iowa State Teachers' Association*, 1911, pp. 37, 47, 55.

⁴⁸*Proceedings of the Iowa State Teachers' Association*, 1912, pp. 55-118.

fix the salary of the Superintendent of Public Instruction at not less than \$4000, and make the term four years. The duties of the deputy superintendent are barely less important than those of the head of the department, and his compensation should be fixed commensurate with his responsibilities."

2. "The employment of a rural school inspector, a grade inspector, and a high school inspector, under the Department of Public Instruction."
3. "That the office of Superintendent of Public Instruction be made non-partisan-elective."⁴⁹

Superintendent Deyoe selected a committee of six members to serve as a legislative advisory and steering committee to aid in putting the proposed school provisions before the Thirty-fifth General Assembly. This committee was made up of Hon. John Hammill of Britt, Hon. Bernard Murphy of Vinton, Hon. Warren Garst of Des Moines, Hon. Arthur Springer of Wapello, Hon. B. W. Newberry of Strawberry Point, and Hon. John B. Sullivan of Des Moines.⁵⁰

It appears that the members of the General Assembly, no matter what their political affiliation, joined in the attempt to form a more efficient school system. A bill known as Senate File No. 70, which embodied the principal recommendations of the Better Iowa Schools Commission, was introduced in the Senate by Hon. Arthur C. Savage of Adair. After a few minor amendments the bill passed with only one dissenting vote. Likewise, it received little opposition in the House and was signed by the Governor on April 11.⁵¹

The main provisions of the law which modified the organization and functions of the Department of Public Instruction were as follows:

1. The superintendent was to be appointed for a term of four years, by the Governor with the consent of two-thirds of the senate in executive session.⁵²
2. The superintendent was required to be a graduate of an accredited university or college or four-year normal school and have had five years experience as a teacher or superintendent of schools.

⁴⁹*Ibid.*, pp. 117-118.

⁵⁰An unofficial committee representing the Better Iowa School Commission.

⁵¹*Laws of Iowa*, 1913, Chapter 103.

⁵²Mr. A. M. Deyoe was the only Iowa State Superintendent of Public Instruction who held office under the appointive scheme.

3. He was to have general supervision and control over the rural, graded, and high schools of the state and other public schools not under the control of the State Board of Education or the Board of Control of State Institutions.
4. Upon the approval of the Governor, he could appoint a deputy whose qualifications were to be the same as those of the superintendent. He could also appoint a chief clerk and inspectors of the public schools including rural, graded, and high schools, as he deemed necessary, not exceeding three.
5. The salary of the superintendent was to be four thousand dollars (\$4000) per annum; the salary of the deputy was twenty-five hundred dollars (\$2500) per annum; of the inspectors, two thousand dollars (\$2000); and that of the chief clerk was fifteen hundred dollars (\$1500) per annum. Actual traveling expenses were allowed.⁵³

Thus was established the largest and most complete department of education in the history of the state. The office of Superintendent of Public Instruction, however, was not long to be appointive. The Thirty-seventh General Assembly on April 23, 1917 passed a law to the effect that the office should be made elective again beginning with the general election of 1918.

With the exception of three items, the recommendations of the Better Iowa Schools Commission were embodied in the laws passed in 1913 and in 1915.

The main developments of the Department of Public Instruction during the Deyoe administration were:

1. Enactment of the high school tuition law which guaranteed to every boy and girl who completes satisfactorily the eighth grade, the advantages of four years of high school training.
2. Normal training high schools.
3. Twelve weeks of normal training for all applicants for regular uniform county certificates who have had less than six months teaching experience.
4. Provision for inspirational teachers' institutes to replace the old normal institute.
5. Authorization of the department "to ascertain, by inspection or otherwise, the conditions, needs and progress of the public schools,

⁵³*Ibid.*, Chapter 103.

to classify and define the schools under its supervision, and to recommend such changes and improvements as may appear desirable."

6. Provision for better law for consolidated schools.
7. Extension of the courses of study to the fields of vocational education, agriculture, home economics, manual training.
8. Provision for a program of state aid to consolidated schools and to high school normal training departments.
9. Provision for the extension of the tenure of city superintendents.
10. Provision for evening schools for adults and employed youths.
11. Provision relating to improvements in school buildings and school grounds.
12. Change in status and manner of choosing the county superintendents.
13. Simplification of the school laws.⁵⁴

6. HIGH SCHOOL INSPECTION AND SUPERVISION

Until 1911, when normal training was introduced into the high school the State Department of Public Instruction had little control or influence over the high schools of the state.

The first recommendation for the establishment of high school inspection in the department was made by Superintendent Barrett in his report of 1899. He commended the state for its progress in developing a system of high schools but pointed out that the weakness in it lay in the fact that there was no central authority to supervise or inspect such schools. He stated further that:

"In a number of states high school inspectors working in harmony with the state department of education have done much to improve high schools. I would recommend such amendments to present laws as will provide for the appointment of a high school inspector, with power to assist high schools in the preparation of courses of study, and perform such other duties as usually pertain to such an officer."⁵⁵

This recommendation gained no recognition by subsequent legislatures until the time of the Better Iowa Schools Commission.

The first opportunity for the Department of Public Instruction to exercise some influence over the secondary schools in the state came in 1900 when the Twenty-eighth General Assembly authorized the Super-

⁵⁴*Iowa School Report*, 1918, pp. 14-25.

⁵⁵*Iowa School Report*, 1899, pp. 45-46.

intendent of Public Instruction "to prepare, publish, and distribute, among teachers and school officers, courses of study for use in the rural and high schools of the state."⁵⁶

In 1901 Superintendent Barrett, in coöperation with the Iowa State Teachers' Association, issued a *Manual for High Schools*. Since 1899 a Committee of Twelve of the Iowa State Teachers' Association had been at work on a manual for high schools. The committee had studied the high school to learn its real condition, had ascertained the requirements for a course of study as suggested by the National Education Association, had considered the entrance requirements of Iowa colleges, and had framed a course of study and prepared a manual explaining its use. Superintendent Barrett observed that no course previously submitted had been so carefully prepared and therefore he deemed it proper to coöperate with the Committee of Twelve in the publication of its report.⁵⁷

The first supervisory and inspectional authority over secondary schools came to the department some ten years later. On April 11, 1911, the Thirty-fourth General Assembly passed an act providing for the training of teachers of rural schools and made an appropriation for its execution. The act established normal training courses in approved high schools and provided for a state inspector with a salary of \$2000 per annum and necessary traveling expenses. The law required that the course of study include a review of such common branches as were deemed essential by the Superintendent of Public Instruction, instruction in elementary pedagogy, and the art of teaching elementary agriculture and home economics. The high schools were to be selected with regard to their usefulness in supplying trained teachers for rural schools and to the number of teachers required for rural schools in each portion of the state. The rural or township high schools were given preference over city high schools.

Each high school approved for normal training work received \$500 per annum except in cases where a county had more than one approved school; in which case \$800 would be divided equally among the schools approved. In 1913 the aid for each of the approved normal training high schools was raised to \$750 per annum.⁵⁸

The Superintendent of Public Instruction was given power to pre-

⁵⁶*Laws of Iowa*, 1900, Chapter 94.

⁵⁷*Iowa School Report*, 1900-1, pp. 212-213.

⁵⁸*Laws of Iowa*, 1913, Chapter 242.

scribe the conditions of admission to the normal training courses, the course of study, conditions of instruction, and requirements for graduation. The State Board of Educational Examiners was required to conduct examinations twice each year for graduation from the course and to grant certificates good for two years in any public school in the state. Later, these were made renewable for three years on approval of the Superintendent of Public Instruction.⁵⁹

Mr. F. L. Mahannah, then county superintendent of Cerro Gordo County, was chosen the first inspector of "Normal Training in High Schools." This constituted the first addition to the staff of the State Department of Public Instruction since the creation of the office of deputy in 1868.⁶⁰

During the first year, 1911-12, forty normal training departments were established with a total enrollment of 624 students. At the present time the departments number 207, with a total enrollment of about 6000 students.⁶¹

Reference has been made to the law of 1913 which added a number of inspectors to the Department of Public Instruction one of whom was an inspector of state graded and high schools. Since that time the high schools of the state have been under the inspection of the state department. The chief duties of an inspector are to visit the schools, check up on equipment, examine the course of study and records, and to assist the superintendent and district in maintaining the best type of school justified by local conditions. Inspection beyond that for state aid is for the approval of high schools as competent to receive tuition from districts not maintaining high schools. In case the school is applying for any type of state aid the inspector approves or disapproves the school on the basis of standards set by law or by the state department.⁶²

The high school inspection service which was carried on by the State University of Iowa beginning in 1900 and which was taken over by the State Board of Education in 1911, was abolished by that body in 1918, when it was seen that the Department of Public Instruction was carrying on the work adequately.

⁵⁹*Laws of Iowa*, 1911, Chapter 131.

⁶⁰See Chapter IV, p. 52.

⁶¹*Normal Training High Schools*, Circular No. 2, issued by Department of Public Instruction, 1927, p. 1.

⁶²*Laws of Iowa*, 1913, Chapter 103; *Iowa School Report*, 1918-20, pp. 51-55.

7. THE CERTIFICATION OF TEACHERS

Prior to 1906 the certification of teachers in Iowa was almost entirely a local function. Before 1858 the examination of teachers was a township function but in many cases it actually was assumed by the local school board. But with the enactment of the school law of March 12, 1858 there were established county boards of examiners each of which consisted of the county superintendent and two assistants appointed by him.

In 1861, however, upon the urgent recommendation of Secretary Thomas H. Benton, Jr., the Board of Education passed an act establishing a state board of examiners with the official title, "Educational Board of Examiners." The board consisted of the faculty of the State University with the "Professor of the Normal Department" as chairman. The regular meetings of the board were fixed, by law, to commence at the State University on the first Monday after the Fourth of July each year; but they were authorized to hold special sessions if necessary. The members of this body were to serve without compensation. The course of study prescribed for the Normal Department of the State University served as a standard of qualification for a license. The certificates granted by this board were for life and good in any of the public schools of the state.⁶³

It appears that this centralized authority met with poor success and the examination and certification of teachers continued to be carried on locally, almost entirely. At the first meeting of the Educational Board of Examiners, for example, no candidates appeared for examination and in 1863 only three appeared. In fact from 1861 to 1873, the entire period of this Board of Examiners, only seventeen persons appeared for examination and of those eight were rejected. In 1873, by the repeal of the law, the board was abolished.⁶⁴

In 1882 the present State Board of Educational Examiners was created, as was shown in Chapter IV, by the Nineteenth General Assembly. The State Superintendent of Public Instruction was made *ex officio* president.⁶⁵

⁶³*School Laws of Iowa*, 1864, Chapter 6, p. 26; *Iowa School Journal* (New Series), Vol. I, p. 156.

⁶⁴*Laws of Iowa*, 1873, Chapter IX; *The Iowa School Journal*, Vol. XIV, No. 5, p. 188; Aurner, C. R., *History of Education in Iowa*, Vol. II, pp. 132-137; *Iowa School Report*, 1876, p. 127.

⁶⁵A more complete account of the State Board of Educational Examiners is given in the next chapter.

The superintendent is not only president of the board but acts as administrative officer in carrying on its work. The Secretary of the Board of Educational Examiners is housed in the Department of Public Instruction so that the work of examining and certifying teachers is under the immediate control of the State Superintendent of Public Instruction.

Gradually, since 1882, the examination and certification of teachers has been centralized under the Board of Educational Examiners. In 1890 it was authorized to issue certificates to graduates of the State Normal School, upon the evidence of thirty-six weeks of successful teaching. In 1897 the board was given the authority to issue special primary certificates and to recognize the certificates and diplomas from other states. By an act of 1902 the board was required to inspect and supervise institutions which sought recognition as being qualified to prepare teachers for common schools. But it was in 1906, during the Riggs administration, that final control of teacher examination and certification was centered in the one body.⁶⁶

Superintendent Riggs, in 1905, called attention to the fact that certification was not satisfactory under a dual control. Certificates were, then, of two general classes. One group, issued by the State Board of Educational Examiners, was valid in any county of the state; the other class, issued by the county superintendents, was valid only in the county in which they were issued. Accordingly, he recommended that all certification be in charge of one authority. He said:

"I am strongly of the opinion that those sections of the law referring to the examination and certification of teachers should be rewritten and brought into harmony and that the licensing power be placed in the hands of the superintendent of public instruction or in the hands of the State Educational Board of Examiners, and that the certificate be made valid in any county of the state."⁶⁷

The next year the Thirty-first General Assembly passed the teachers' uniform state certificate law which transferred the licensing of teachers from county to state authority entirely. Under the new plan the applicants for county certificates take their examinations under the direction of the county superintendent but the making of the questions,

⁶⁶*Laws of Iowa*, 1906, Chapter 122.

⁶⁷*Iowa School Report*, 1905, p. 26.

the grading of papers, and the issuing of the certificates are handled by the State Board of Educational Examiners.⁶⁸

In 1907 an act was passed empowering the board to issue five-year state certificates without examination to graduates of the higher institutions of the state.

At the present time, then, there are three classes of certificates issued by the State Board of Educational Examiners: state certificates; uniform county certificates; high school normal training certificates. Details are given in the following chapter.⁶⁹

8. THE TEACHERS' PLACEMENT BUREAU

On April 29, 1919 the Thirty-eighth General Assembly enacted a law creating a Teachers' Placement Bureau in connection with the State Department of Public Instruction. The act provided that the Superintendent of Public Instruction "assist in the placement or employment of teachers in public schools" and gave him authority to employ "such additional clerical help as may be necessary to carry out the provisions of the act." An appropriation of two thousand five hundred dollars (\$2,500) annually was made for the purpose of carrying out the provisions of this act.⁷⁰

The Bureau was organized on July 1, 1919 with Dr. O. H. Longwell, who for a quarter of a century had been President of Highland Park College, as director.

The Bureau functioned principally as a clearing house where school officers could find a supply of teachers and where teachers might have access to the vacancies which were reported in the state. The law stated specifically that:

"No person connected with the office of the Superintendent of Public Instruction shall be held responsible or be understood to vouch for the fitness or success of any teacher who may secure a position through the agencies herein provided."⁷¹

Some indication of the volume of service rendered by the Teachers' Placement Bureau can be seen in the enrollments.⁷² There were 1258 people enrolled during the first year; 1545 in the year 1920-21; 2660

⁶⁸*Laws of Iowa*, 1906, Chapter 122.

⁶⁹*Code of Iowa*, 1927, Chapter 193. See further discussion in Chapter VI.

⁷⁰*Laws of Iowa*, 1919, Chapter 298.

⁷¹*Laws of Iowa*, 1919, Chapter 298, Section 1. d.

⁷²Statistics on the number of teachers placed are not available.

in 1921-22; 2582 in 1922-23; 2100 in 1923-24; 1499 in 1924-25; and 2181 in 1925-26.⁷³

The Forty-second General Assembly in 1927 failed to make an appropriation to carry on the work of the bureau, consequently that activity has been suspended since July 1, 1927.

9. THE JUNIOR COLLEGE

The latest function to be added to the Department of Public Instruction was provided for in an act passed on April 16, 1927. The act authorizes any independent school district to vote at regular election to establish a junior college. The portions of the Code of Iowa which deal with the junior college are quoted here in full:

"4217 *Enumeration of Powers of Electors.* The voters assembled at the annual meeting or election, shall have power to authorize the establishment and maintenance in each district of one or more schools of a higher order than an approved four-year high school course."

"4267b-1 *Junior College.* The board, upon approval of the State Superintendent of Public Instruction, and when duly authorized by the voters, shall have power to establish and maintain in each district one or more schools of higher order than our approved four-year high school course. Said schools of higher order shall be known as Public Junior Colleges and may include courses of study covering one or two years of work in advance of that offered by an accredited four-year high school. The State Superintendent of Public Instruction shall prepare and publish from time to time standards for Junior Colleges, provide adequate inspection for Junior Colleges, and recommend for accrediting such courses of study offered by Junior Colleges as may meet the standards determined."

"4273. *Tuition.* Every person, however, who shall attend any school after graduation from a four-year course in an approved high school or its equivalent shall be charged a sufficient tuition fee to cover the cost of the instruction received by such person."⁷⁴

Early in 1928 Superintendent Agnes Samuelson, in an attempt to be of service to communities dealing with this new problem, issued a

⁷³*Iowa School Reports*, 1920-22, p. 80; 1924, p. 16; 1926, p. 12.

⁷⁴*Laws of Iowa*, 1927, Chapter 86, Section 2; *Code of Iowa*, 1927, Sections, 4217, 4267b-1, 4273.

bulletin on the junior college. The bulletin set forth the tentative standards for communities seeking approval for public junior colleges together with suggestions to communities anticipating the establishment of such an organization.⁷⁵

Twenty public junior colleges were reported in operation in Iowa, during the school year 1927-1928. All of these, however, were organized before the present law relative to their establishment was enacted.

10. DEPARTMENTAL PUBLICATIONS

The publications which have been issued from time to time by the Department of Public Instruction may be grouped roughly into four types: the biennial reports to the Governor, school laws and decisions, educational directories, and miscellaneous bulletins and pamphlets including the courses of study.⁷⁶

The law requires among other things that the superintendent:

1. Report biennially, to the Governor, giving the condition of the schools under his supervision, including an enumeration of the various kinds of school districts, the number of schools of each kind, the number and value of school houses, the enrollment and attendance by counties, any measures or plans for the improvement of the public schools, and such general information relating to educational affairs and conditions in the state as he may deem beneficial.
2. Classify and define the various schools under the supervision and control of his department, formulate suitable courses of study for them, and publish and distribute such classifications and courses of study.
3. Suggest, through public addresses, pamphlets, bulletins, and by meetings and conferences with school officers and others, such changes and improvements relating to educational matters as he may think desirable, and publish such educational information as he may deem important.

⁷⁵Samuelson, Agnes, *Public Junior Colleges*. A bulletin issued by the Department of Public Instruction.

⁷⁶Appendix B gives a complete list of the departmental publications from 1865 to 1928.

4. Publish and distribute from time to time leaflets and circulars relative to such days and occasions as he may deem worthy of special observation in the schools.
5. Prepare and distribute to all elementary schools lists of books and texts and an outline of American citizenship for all grades from one to eight inclusive.
6. Distribute to all high schools, and other institutions ranking as secondary schools, lists of books and texts and an outline of a course of study in American history, civics of the state and nation, social problems, and economics, prepared under his direction.
7. Prepare, or approve, and distribute a manual on practical health training for the aid of teachers.
8. When deemed necessary, cause to be prepared and published a pamphlet containing suitable plans and specifications for public school buildings, including the most approved means and methods of heating, lighting, and ventilation, together with information and suggestions for proper and economical construction.⁷⁷

With the exception of the biennial reports and the publication of the school laws and decisions, the department publications are not regular. The regularity and the quality of the other publications are left somewhat to the discretion of the Superintendent of Public Instruction. From Appendix B it will be seen that an educational directory has been issued each year since 1894 and that from one to several miscellaneous bulletins including courses of study have been published annually.

⁷⁷*Code of Iowa*, 1927, Section 3832.

CHAPTER VI

ASSOCIATED BOARDS

Certain educational functions in Iowa are not centered directly in the Department of Public Instruction but are delegated to boards of which the Superintendent of Public Instruction is *ex officio* a member. In the case of some of them, as will be seen later, the Superintendent of Public Instruction has considerable influence in carrying on the work while in others he is influential only to the extent that he sits on the board. These associated boards, four in number, are: The State Board of Educational Examiners, The Library Commission, The State Library and Historical Departments, and the State Board of Vocational Education. Interest centers, in this chapter, in the consideration of the development of each of these and in the description of their functions.

1. THE STATE BOARD OF EDUCATIONAL EXAMINERS

The present State Board of Educational Examiners of which the State Superintendent of Public Instruction is president, was created by an act of the Nineteenth General Assembly in 1882 as was indicated in the previous chapter. At the time of its creation the membership of the board consisted of the Superintendent of Public Instruction, the President of the State University, the Principal of the State Normal School, and two persons one of whom was a woman, appointed by the executive council. The appointed members were to serve for four years.¹

The personnel of the board has been altered somewhat from time to time. When the State Normal School was changed to a teachers' college in 1909, for example, the president of that institution succeeded the Principal² of the State Normal School as a member of the board. The President of the Iowa State College of Agriculture and Mechanic

¹*Laws of Iowa*, 1882, Chapter 167.

²Although the head of the Normal School had been called president, since 1888, the law provided for the title, principal.

Arts was made a member in 1917 and in 1921 another appointive member was added who represents the privately endowed colleges of the state that are maintaining teacher training courses. As a result of these changes the board now consists of seven members, four of whom are *ex officio* and three appointive.³

The State Superintendent of Public Instruction, who is president of the State Board of Educational Examiners, acts also as executive and appoints the time and place of holding the meetings of the board. He has general supervision and direction of its activities and carries on the work; holding teachers' examinations, supervising the grading of examination papers, and issuing and signing teachers' certificates. The questions for the examinations are prepared under his direction and the readers of the manuscripts are selected by him from such persons as have the necessary qualifications and experiences for doing that kind of work.

The Board employs a secretary who works under the immediate direction of the Superintendent of Public Instruction. The secretary is housed in the Department of Public Instruction which makes possible close coöperation with other members of the educational staff.

From 1882 to 1906 there were two certificate granting bodies in the state; the counties and the state board. And, so far as elementary education was concerned, the county certificates played the larger part. In 1906, however, the uniform county certificate law was passed which transferred, entirely, the examination and certification of teachers from county to state authority.⁴

The State Board of Educational Examiners now issues three types of certificates; state certificates, uniform county certificates, and high school normal training certificates. The first kind may be secured either by credentials from approved colleges and normal schools in the state or by examination; the second type may be secured by examination only; and the third type by examination following graduation from an approved normal training high school.

State Certificates. The state certificates are issued upon any one of the following bases:

1. Examination.

³*Code of Iowa*, 1927, Chapter 193.

⁴*Code of Iowa*, 1927, Chapter 193; See the more complete discussion in Chapter V, pp. 85-86.

2. Graduation from Iowa universities and colleges approved by the State Board of Educational Examiners.
3. Graduation from colleges and normal schools of other states which meet the Iowa standards together with proof of two years experience.
4. State certificates of other states which meet the Iowa standards.

Three grades of state certificates are granted on the basis of credentials; a first grade, to graduates of approved higher institutions whose college record includes a minimum of fourteen semester hours of professional work; a second grade, to graduates of the two-year normal course and similar approved courses or to graduates of junior college teacher training courses accredited for the third grade state certificate when they file proofs of two years' successful teaching after graduation; and a third grade, to graduates of four-year approved college courses if the record does not meet the first grade state certificate requirements in professional work. The following classes of state certificates are granted on the basis of examination: state diploma, first grade state certificate, second grade state certificate, and special certificates in each of the fields of Kindergarten, Primary Grades, Agriculture, Home Economics, Manual Training, Public School Music, Physical Education, Commerce, Stenography, and Penmanship.

Uniform County Certificates. Uniform county certificates are issued to persons over eighteen years of age upon the basis of examination only. The applicant, however, must present a certificate showing twelve weeks of normal training in a school approved for that work by the State Board of Educational Examiners. These certificates are issued as first, second, or third grade. Five examinations are held annually at the office of county superintendents. The questions are sent out from the office of the Secretary of the State Board of Educational Examiners. After the examination the papers are sent to the Department of Public Instruction for grading.

High School Normal Training Certificates. High School normal training certificates are issued for a term of two years and are renewed repeatedly for three-year terms upon proofs of successful teaching and professional spirit. These certificates are issued to graduates of approved normal training courses in high school upon passing the required

examination. The examinations are held twice each year in the offices of the county superintendents.⁵

The work of certifying teachers, then, includes the giving of examinations, the granting of new certificates, the renewal of certificates, and the validating of certificates for life, all of which is centered under the direction of the one authority, the State Board of Educational Examiners.

2. THE STATE LIBRARY COMMISSION

The State Library Commission, of which the Superintendent of Public Instruction is a member, was established by an act passed March 20, 1900.⁶ The membership of the Commission consists of the State Librarian, the Superintendent of Public Instruction, the President of the State University, and four persons, at least two of whom must be women, appointed by the Governor. All appointments are for five-year periods except appointments to fill vacancies.

The purpose of the Library Commission as stated in the law is to promote the establishment and efficiency of free public libraries and public school libraries in the state. Advice and counsel is given to all free and other public libraries and to all communities which may propose to establish them. This consists, generally, of suggestions on library management such as methods of establishment, the selection of books, cataloguing, and other details.

In 1902 the traveling library previously under the state library was transferred to the Commission. This entailed the further duty of operating the associate and traveling libraries and of properly equipping and circulating the books thus acquired or subsequently purchased to be loaned to libraries, schools, universities, library associations, farmers' institutes, study clubs, charitable and penal institutions, and individuals.

The Library Commission employs a secretary whose duty it is to keep a record of all the proceedings of the commission, to keep accurate accounts of its financial transactions, and to perform such duties as may be assigned to him by the commission in organizing new libraries and improving those already established. He is required to report biennially to the Governor on library conditions and progress

⁵*Certification of Teachers*—a bulletin of Regulations prescribed by the Board of Educational Examiners, 1928; *Iowa School Report*, 1922, pp. 31-34.

⁶*Laws of Iowa*, 1900, Chapter 116.

in the state. The first secretary, Alice S. Taylor, entered upon the duties of her office on October 1, 1900.

From that date to the present time the services of the office have been constantly in demand. As the service increased the office staff has been enlarged. The work at present occupies the time of ten persons. Besides the secretary, the staff consists of a librarian for the traveling library, a reference librarian, a cataloguer, two stenographers, three clerks, and a shipping clerk.

The present activities of the Library Commission are of two kinds, (1) extension and supervision and (2) the traveling library.

The extension and supervision work, which is under the personal direction of the secretary, has to do with the oversight of all the libraries of the state. It covers help in beginnings, organization of libraries for efficient service including the selection and buying of books, advice in library buildings and equipment, advice in the selection and employment of librarians, and many details of management. Courses in library economy are offered each year as a part of the summer session of the State University. These courses are designed to give instruction which will enable librarians to administer better the smaller libraries. The course in Library Administration is given by the Secretary of the Library Commission and the Commission further coöperates in the loan of books from the traveling library for practice work. As an additional aid in the supervision and extension work three types of publications are issued. *The Iowa Library Quarterly* is a periodical of approximately sixteen pages devoted to the exchange and distribution of news and announcements concerning library activities in the state and elsewhere. These are sent only to librarians and presidents and secretaries of public libraries and to others by request. Leaflets explanatory of the work of the Library Commission and of the traveling library are published and distributed from time to time. Booklets for the various grades of the public schools are issued at varying intervals and distributed free to schools as well as libraries.

The second activity of the Library Commission is the traveling library from which books are loaned to the people of the state without library facilities or who are unable to secure from their local libraries the books they need. The traveling library at the present time has approximately 70,000 volumes. Fifteen thousand of those are in fixed groups of fifty volumes each for general reading by adults and children. The others are in an open shelf collection from which selections are

made to meet specific requests. Most of such requests are from clubs and other organizations, churches, schools, and individuals.⁷

3. THE STATE LIBRARY AND HISTORICAL DEPARTMENTS

The Iowa State Library is an outgrowth of the library of the territory of Iowa, founded by Congress in 1838. In 1846 the state assumed control, but not until 1872 was the state library organized, with an *ex officio* board of trustees.

On April 23, 1872, the Fourteenth General Assembly passed an act creating a board of trustees to govern the State Library. This board consisted of the Governor, Judges of the Supreme Court, Secretary of State, and Superintendent of Public Instruction. The Governor was president. The same act provided for a state librarian to be appointed by the Governor and to draw a salary of twelve hundred dollars per year. The trustees were given full power to make and carry into effect such rules and regulations as they deemed proper for the superintendence and care of the books, maps, charts, papers, and furniture contained in the State Library.⁸

The Historical Department was not established, however, until 1892. In that year an act was passed for the purpose of promoting the collection and preservation of historical materials relating to Iowa and the territory out of which it was established. This act provided for the setting aside of three rooms in the Capitol building to house the collection and for the appointment of a Curator. The Curator was appointed by the trustees of the Iowa State Library to serve for six years. It was his duty to collect, preserve, arrange, and catalog materials illustrative of the history of Iowa in particular and of the west in general; to collect memorials and mementoes of the pioneers and soldiers of Iowa; to receive and arrange in cases, objects illustrative of the ethnology and pre-historic archeology of this and surrounding states; and to receive, preserve, and arrange any collections which might be given to the department.⁹

The original collection out of which this department grew was started in 1890 when the General Assembly appropriated a sum of three thousand dollars to be spent in preserving and adding to the Aldrich

⁷*Code of Iowa*, 1927, Chapter 234; *Report of the Iowa Library Commission*, 1926, pp. 5-36; *Iowa Official Register*, 1927, pp. 168-169.

⁸*Laws of Iowa*, 1872, Chapter 184.

⁹*Laws of Iowa*, 1892, Chapter 56.

Collection of autograph letters, manuscripts, and portraits which at that time were in the State Library.¹⁰

The Twenty-eighth General Assembly on March 12, 1900, passed an act providing for the consolidation of the miscellaneous portions of the State Library with the Historical Department. By this act the governing bodies of the two institutions were abolished and the board of trustees of the State Library and Historical Department of Iowa was created. The newly constituted board possessed the same personnel as the old State Library Board, namely; the Governor, Secretary of State, Superintendent of Public Instruction, and the Judges of the Supreme Court.

Since the consolidation, the State Librarian has charge of the Historical Department and the consolidated and law libraries. The Curator of the museum and art gallery has charge of the museum, the art gallery, the newspapers, and historical periodicals. The law library is in charge of an assistant librarian under the direction of the State Librarian. These officers are appointed for a term of six years. It is further required that the State Librarian and the Curator make a report to the Governor each biennium.¹¹

The collections and activities of the State Library and Historical Department are constantly increasing. At the present time the combined staff, including clerical help, numbers thirty-five persons. In 1926 the department had over 193,000 volumes together with a large collection of newspapers, periodicals, pamphlets, letters, and other manuscripts.¹²

4. THE STATE BOARD FOR VOCATIONAL EDUCATION

The Iowa State Board for Vocational Education was created April 23, 1917, following the acceptance, by the Thirty-seventh General Assembly, of the provisions of the Smith-Hughes Vocational Education Act which was approved February 23, 1917.¹³

The membership of the board consists of three persons as follows: the Superintendent of Public Instruction, chairman, the President of

¹⁰*Laws of Iowa*, 1890, Chapter 64.

¹¹*Laws of Iowa*, 1900, Chapter 114.

¹²*Iowa Official Register*, 1892-1927; *Report of the State Librarian of Iowa*, 1926.

¹³*U. S. Statutes at Large*, 64th Congress, Chapter 114; *Code of Iowa*, 1927, Chapter 191, No. 3837.

the State Board of Education, and the Commissioner of Labor. The duties are specifically stated in the following extract from the law:

"Duties. That such state board shall have the duty and be given all necessary power to provide for making studies and investigations relating to pre-vocational and vocational training in agriculture, industrial, home economics and commercial subjects; to promote and aid in the establishment of local communities of public schools, departments and classes giving instruction in such subjects; to coöperate with local communities in the maintenance of such schools, departments and classes; to establish standards for, test the qualifications of, and to certificate teachers of such subjects in such approved schools, departments and classes; and to co-operate in the maintenance of teachers training schools, departments and classes supported and controlled by the public for the training of teachers and supervisors of such subjects."¹⁴

The law further provides for the appointment, by the board, of an advisory committee consisting of nine members who are to meet with the board twice each year to offer advice and suggestions. The personnel of this group consists of one person experienced in agriculture, one experienced in women's work, one experienced in business, one experienced in social work, one employer, one representative of labor and three educators.

The State Superintendent of Public Instruction is the executive officer of the board and, with the approval of the other members, appoints the assistants necessary to carry on the work. A biennial report is required, which, since 1923, has been embraced in the biennial report of the Superintendent of Public Instruction.

Within a few weeks after the formation of the State Board of Vocational Education, in the spring of 1917, a plan of proposed administration of vocational education in Iowa was formulated. This plan was submitted to the Federal Board for Vocational Education.¹⁵ After a conference of representatives of the State Board with the Federal Board, approval of the plans was secured December 18, 1917. As soon as the Iowa plan was approved the Federal Board ordered funds

¹⁴*Laws of Iowa*, 1917, Chapter 290, Section 3.

¹⁵*Vocational Education*, Bulletin No. 2; Iowa State Board for Vocational Education, 1918.

certified from the United States treasury to the Treasurer of the State of Iowa for the fiscal year July 1, 1917, to June 30, 1918.¹⁶

On February 10, 1918, one person, designated as director of vocational education and supervisor of vocational agricultural education, was employed. During the remainder of that fiscal year the director devoted about one-tenth of his time to the general field of vocational education, and to the establishment of teacher training for that work. The other portion of his time was spent in aiding communities in the establishment of vocational agricultural education departments in the high schools under standards set up in the federal law. He began the encouragement of trade and industrial education and home economics, being aided somewhat by federal agents.¹⁷

In July, 1918, the Federal Board ruled that one-fourth of the federal money available for training teachers in home economics and in trade and industrial subjects might be used to match state money, dollar for dollar, for hiring supervisors in those subjects. Because of this additional aid the State Board for Vocational Education decided to so budget the state appropriation of \$2500 for the fiscal year of 1918-1919 as to provide for a supervisor of trade and industrial education. Accordingly such a supervisor was secured to begin work October 1, 1918. In 1920 a supervisor of home economics and an assistant in agriculture were added to the staff. In 1921 the staff was again enlarged. This time a supervisor of civilian rehabilitation together with three assistants were added as a result of the act passed to provide for the vocational rehabilitation of disabled persons.¹⁸

The staff now consists of a director of vocational education and civilian rehabilitation, four supervisors, one for each of trade and industrial education, vocational agriculture, vocational home making, and civilian rehabilitation, and three assistants to the latter.¹⁹

Civilian Rehabilitation

Civilian rehabilitation was provided for by Congress in an act passed June 2, 1920. The funds provided by this act, as in the case of the Smith-Hughes Act, were to be allotted to the states in the proportion

¹⁶*First Biennial Report*, State Board for Vocational Education, 1918, p. 4.

¹⁷Mr. Wilbur H. Bender, a man of wide influence in state educational affairs, was the first director of vocational education in Iowa.

¹⁸*Laws of Iowa*, 1921, Chapter 14.

¹⁹*Outline of Plans for Vocational Education and Civilian Rehabilitation in Iowa*, Iowa State Board for Vocational Education Bulletin, 1923-27.

which their population bears to the total population in the United States. For each dollar of federal money expended the state must expend an equal amount.

The administration of this work was delegated to the Federal Board for Vocational Education coöperating with the various states through state boards. The Governor in each state, however, had the privilege of accepting the government's offer until such time as the next legislature of the state "meets and has been in session sixty days." The Governor of Iowa did this. But the Thirty-ninth General Assembly on March 7, 1921, passed an act accepting the provisions of the Congressional Act and delegating the administration of the work to the Iowa State Board for Vocational Education.

It is the policy of the rehabilitation staff to encourage the reporting of cases of disability by individuals and public and private agencies. Each case reported or discovered is investigated to determine the eligibility for training and, if eligible, to determine the probable amount of training needed. In doing this the case method is used. That is to say, each applicant for training is personally investigated by an agent of the rehabilitation division. A complete history of the case is written and then, through counsel and advisement he is led to plan his future. The individual is then trained under careful supervision and placed in as desirable employment as conditions will warrant. In general the case is kept under supervision on a follow-up plan for at least three months after he is placed on a job.²⁰

By June 30, 1923, there were a total of 284 cases on file and by June 30, 1926, there were over 1600 showing a considerable increase in the amount of service being rendered. For the biennium ending June 30, 1923, a sum of \$31,069.25 of state and federal money was spent on this service. The expenditure has increased until at the present time approximately \$45,000 is used each biennium.

Vocational Education

Smith-Hughes vocational education has had a steady and substantial growth during the ten years since its incorporation into the public school system, as indicated by Table 2. At the present time 109 schools

²⁰*Outline of Plans for Vocational Education and Vocational Rehabilitation in the State of Iowa*, Iowa State Board for Vocational Education, 1927-32, pp. 66-71.

offer vocational agriculture, 47 schools offer vocational home making courses, and 26 towns offer vocational trade and industrial courses.

TABLE 2
SMITH-HUGHES SCHOOLS IN IOWA²¹

Year	Agriculture	Homemaking	Trades and Industries
1917-18	6	0	2
1918-19	10	2	8
1919-20	25	10	17
1920-21	32	17	18
1921-22	43	23	18
1922-23	44	23	20
1923-24	54	28	22
1924-25	73	47	24
1925-26	94	39	24
1926-27	113	49	26
1927-28	109	47	26

The vocational education carried on in these schools is of less than college grade and is organized for the purpose of fitting persons for useful employment. A lower age limit of fourteen years is designated, however, in order to discourage those of less than secondary school age from going into the vocations. The work is for persons over fourteen years of age.

In agriculture and home economics three kinds of classes or schools are conducted. They are (1) the day schools which are the regular day classes as conducted in any secondary school, (2) the evening schools which are carried on in the evening and in most cases for short periods, and (3) the part-time schools in which the students attend only part of the day and during the other portion of the day are employed at some gainful pursuit. In the trade and industrial work the provisions are more varied. Aid is given for classes conducted as (1) evening industrial schools, including foremanship classes, (2) part-time schools and classes for those persons who are employed part-time, (3) unit trade day schools or classes, and (4) general industrial day schools or classes in cities of less than 25,000 population the purpose of which is to give trade preparatory instruction which will prepare a student for entrance into one of several allied trades as an advanced learner.

²¹These data were secured directly from the office of director of Vocational Education, Des Moines, Iowa.

The teachers for vocational education work are trained in the state institutions of higher learning. The Iowa State College of Agriculture and Mechanic Arts, situated at Ames, is designated as the teacher-training institution for agriculture teachers, home-making teachers, and industrial teachers of shop and related subjects. The State University of Iowa, Iowa City, is designated as the institution for the training of school administrators. This work consists mostly of summer courses. The Iowa State Teachers' College, Cedar Falls, is also designated to offer summer courses for the training of prospective trade and industrial teachers and school administrators in the principles of vocational education.²²

²²*Outline of Plans for Vocational Education and Vocational Rehabilitation in the State of Iowa*, Iowa State Board for Vocational Education, 1927-32, pp. 66-71.

CHAPTER VII

SUMMARY STATEMENT

From small and insignificant beginnings the Department of Public Instruction in Iowa has grown by accretions rather than by any well planned development. At various times during its development it has been subject to biased and not unselfish partisan legislation.

The first attempt at establishing a central office was made in 1841 when Iowa was still a territory. That office existed for but one year. The Territorial Assembly passed an act on February 17, 1842, which abolished it.

When the Commonwealth of Iowa became a state in 1846 the office of Superintendent of Public Instruction was provided for in the state constitution. The office existed as such until late in the year 1857 when a second state constitution was ratified by the people. The new constitution placed all state controlled educational activities under the management of a Board of Education. The power was given to the General Assembly, however, to alter this part of the constitution after the year 1863, a period of five years.¹ On March 9, 1864, the Board of Education was abolished and provisions made for the election of a Superintendent of Public Instruction by popular vote. The office thus established exists today.

The office of Superintendent of Public Instruction has always been elective except during the years 1914-1918 when under the provisions of the law of April 11, 1913, it was appointive. The Governor with the consent of two-thirds of the senate made the appointment. Only one superintendent held office under that law. The Thirty-seventh General Assembly on April 23, 1917, passed an act again returning the office to the electorate beginning with the general election of 1918.

Eighteen different individuals have held the position of State Superintendent of Public Instruction in Iowa.² Thirteen of that group were university or college graduates. Each of the other five had some

¹*Constitution of Iowa*, Article IX.

²Refer to Appendix A.

training in higher education but had not earned a college degree. At the time that they were elected to the office of Superintendent of Public Instruction nine were superintendents of town or city schools, four held college teaching or administrative positions, two were county superintendents, one was a secondary school teacher and principal, one was a Christian minister, and one was a legislator who had been trained in law. In general they may be characterized as of the average Iowa city superintendent type of educator. Of the entire group, Henry Sabin appears to have made the most outstanding record.

Up to 1865, when a clerk was provided, the Superintendent of Public Instruction carried on all of the work of the office. In 1868 a deputy was provided. When the Board of Educational Examiners was established in 1882 the secretary of that body was added. Not until 1911 was the staff again enlarged. In that year an inspector was added to oversee the work in the newly established normal training departments in the public high schools.³ The law of 1913 provided for three more inspectors of public schools including the rural, graded, and high schools.⁴ In 1919 the staff was again enlarged by the addition of a Director of the Teachers' Placement Bureau. That office was discontinued on July 1, 1927, however, because the Forty-second General Assembly failed to make an appropriation to carry on the work.⁵

At the present time the staff of the Department of Public Instruction consists of the Superintendent of Public Instruction, a Deputy Superintendent of Public Instruction, a Chief Clerk, five inspectors as follows: Inspector of Consolidated Schools, Inspector of Mining Camp Schools, Inspector of Graded and High Schools, Inspector of Rural Schools, a Supervisor of Normal Training High Schools, ten clerical assistants. The Secretary of the State Board of Educational Examiners with two assistants is also located in the department. Including those individuals, the complete staff numbers twenty-one.

During a greater part of the time since the establishment of the office, the Superintendent of Public Instruction has received a comparatively low salary. The annual salary as it was stipulated at various dates is shown below:

³Refer to Chapter V (High School Inspection and Supervision).

⁴*Laws of Iowa*, 1913, Chapter 103.

⁵See Chapter V (The Teachers' Placement Bureau).

Territorial period	\$ 250
1846	1200
1864	1300
1866	1500
1870	2200
1913	4000

The present annual salaries of the principal members of the staff of the State Department of Public Instruction are:

Superintendent of Public Instruction	\$4000
Deputy Superintendent	2850
Chief Clerk	1800
Each of the five Inspectors	2700
Secretary of Board of Educational Examiners	2000

The system of public school administration in Iowa may be characterized as of the decentralized type. Much responsibility and liberty is given to the local units of organization. Even the state organization is decentralized. The state educational interests are not administered in Iowa by a single governmental agency. Only from 1858 to 1863 have all of the educational activities of the state been under the direction of a single administrative agency.

The state administration and supervision of public education in Iowa is carried on under six different bodies. The Iowa State Board of Education has control of the institutions of higher learning and the schools for the blind and the deaf; the Board of Educational Examiners directs the examination and certification of teachers; the State Library Commission promotes the establishment and management of public libraries and public school libraries; the Board of Trustees of the State Library and Historical Departments has charge of the state libraries, museums, and art gallery; the State Board for Vocational Education controls the work carried on under the Smith-Hughes Act; and the Department of Public Instruction, with which we are concerned mostly, carries on the supervision and inspection of elementary, secondary, and junior college education.

The main activities of the Iowa State Department of Public Instruction at the present time are summarized below:

1. Hearing of appeal cases and the making of decisions thereon.

2. Giving of written advisory opinions to school officers and others on questions of school law.
3. Answering of correspondence.
4. Advising with and assisting school boards in maintaining the types of schools justified by local conditions.
5. Supervising and inspecting of rural schools.
6. Supervising and inspecting of both elementary and secondary schools for accrediting and classifying for state aid.
7. Supervising and inspecting of mining camp schools.
8. Approving and accrediting of junior colleges.
9. Apportioning of special aid and other state school funds.
10. Collecting information and compiling statistics.
11. Publishing educational bulletins and circulars.
12. Publishing biennial reports to the Governor.
13. Coöperating with other state educational agencies especially the boards of which the Superintendent of Public Instruction is a member.

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APPENDIX A

STATE SUPERINTENDENTS OF PUBLIC INSTRUCTION IN IOWA

Superintendent	County from which chosen	Date of First Election or Appointment	Years Served
James Harlan	Johnson	April 5, 1847	1847-1848
Thomas H. Benton, Jr.	Dubuque	April 3, 1848	1848-1854
James D. Eads	Lee	April 4, 1854	1854-1857
*Joseph C. Stone	Johnson	March 4, 1857	—
Maturin L. Fisher	Clayton	April 1, 1857	1857-1858
**Josiah T. Tubby	Polk	December 6, 1858	1858-1859
**Thomas H. Benton, Jr.	Pottawattamie	December 21, 1858	1859-1864
**Oran Faville	Mitchell	January 1, 1864	1864
Oran Faville	Mitchell	March 26, 1864	1864-1867
D. Franklin Wells	Johnson	March 4, 1867	1867-1868
Abraham S. Kissell	Scott	December --, 1868	1868-1872
Alonzo Abernethy	Crawford	November 5, 1871	1872-1876
Carl W. von Coelln	Black Hawk	September 14, 1876	1876-1882
John W. Akers	Linn	October 11, 1881	1882-1888
Henry Sabin	Clinton	November 8, 1887	1888-1892
John B. Knoepfler	Allamakee	November 3, 1891	1892-1894
Henry Sabin	Clinton	November 7, 1893	1894-1898
Richard C. Barrett	Mitchell	November 2, 1897	1898-1904
John F. Riggs	Keokuk	November 3, 1903	1904-1910
Albert M. Deyoe	Hancock	November 8, 1910	1911-1918
P. E. McClenahan	Johnson	November 5, 1918	1919-1922
May E. Francis	Bremer	November 7, 1922	1923-1926
Agnes Samuelson	Page	November 2, 1926	1927-

*Appointed by Governor, James W. Grimes, but did not hold office.

**Secretaries of the Board of Education. The office was created by an act of the Board of Education, December 24, 1858, and existed until 1864.

APPENDIX B

PUBLICATIONS OF THE DEPARTMENT OF PUBLIC INSTRUCTION: 1865-1928

BIENNIAL REPORTS OF SUPERINTENDENTS BY YEARS

1865	1885	1906
1867	1887	1908
1869	1889	1910
1871	1891	1912
1873	1893	1914
1875	1895	1916
1877	1897	1918
1879	1899	1920
1881	1901	1922
1883	1903	1924
	1905	1926

SCHOOL LAW AND DECISIONS BY YEARS

1868	1888	1911
1872	1892	1915
1874	1897	1919
1876	1902	1921
1880	1906 (Extracts from)	1923
1884	1907	1925

Educational Directory—Each year since 1894

Miscellaneous Bulletins and Pamphlets by Years

1894	Flag Day Booklet
1895	Handbook for Iowa Schools Flag Day
1898	Legislative Committee Report Memorial Day
1900	Handbook for Iowa Schools Manual for Iowa Normal Institutes
1901	Special Day Books Consolidation of Districts
1902	Special Day Books The Flag and the School House Supplementary List of Library Books

- 1903 Memorial Day
Improvement of Rural Schools
Manual for Accredited Schools
- 1904 Flag Day
Special Day Books
Manual for Iowa Normal Institutes
Supplement to Manual for Normal Institutes
What, How and Why
Catalogue of Library Books
- 1905 Special Day Books
Memorial Day
Holidays and Hallowed Days
Conditions and Needs of Rural Schools
- 1906 Handbook of Iowa Schools
Special Day Books
- 1908 Special Day Books
Uniform County Certificates
Outlines of Psychology
Supplementary List of Library Books
Educational Commission Report
- 1909 Special Day Books
Special Report on Teachers' Salaries and Tenure and on Enrollment and
Daily Attendance in the One-Room Rural Schools
- 1911 Catalogue of Library Books
Special Day Books
- 1912 Normal Training Handbook
Report of the Better Iowa Schools Commission
- 1913 Arbor Day
Course of Study and Manual of Method for Elementary Schools of Iowa
Normal Training Handbook
- 1914 Regulations for Uniform County Certificates
Special Day Books
High School Reference Books
Vocational Education
- 1915 Iowa School Houses and Grounds
Outlines for 36 Lessons in Agriculture
Outlines for High School Agriculture
Psychology and School Management
Outlines in Normal Training in Woodwork
- 1916 Iowa's Children and Communities at Play
Iowa Day
Consolidation of Independent School Districts
Spelling List
Normal Training High Schools
Approved Graded and High Schools

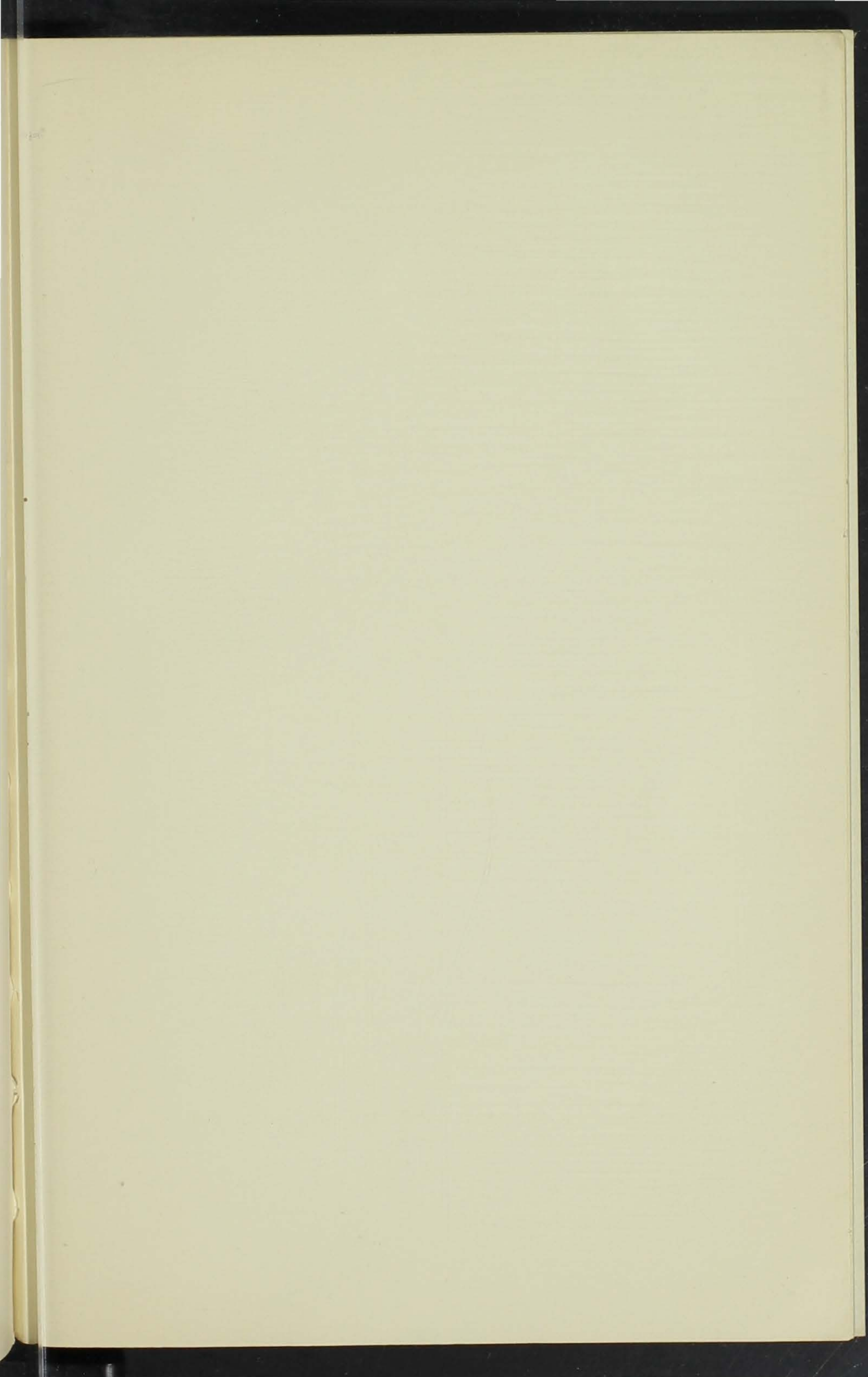
- 1917 Supplementary List of Library Books
List of Approved Graded and High Schools
Recent School Legislation
- 1918 Citizenship Training
Vocational Education Bulletin No. 1
Iowa Day and Patriotism
List of Approved Graded and High Schools
Outline of Rural School Problems
Public Evening Schools
- 1919 Regulations for Standardizing the Common Schools
Outline of Music
List of Approved Graded and High Schools
Course of Study for Common Schools
- 1920 Course of Study for Common Schools (second issue)
Normal Training High Schools
List of Approved Graded and High Schools
Spelling List
- 1921 Course in American Citizenship in the Grades
Standards and Equipment for Approved Grades and High Schools
- 1922 Iowa's Consolidated Schools
- 1924 The Constitution of the United States
- 1925 Minimum Essentials in English Composition and Literature
Teacher Qualifications for Approved Schools
Regulations for Standardizing Common Schools
Normal Training High Schools in Iowa
The Certification of Teachers
- 1927 Library Manual for Public Schools of Iowa
Normal Training High Schools
Vitalizing and Standardizing Music in Rural Schools
Spelling Bulletin for Normal Training High Schools
- 1928 Standardization of Rural Schools
Certification of Teachers
Public Junior Colleges
Standards for Teacher Training Schools and Courses Accredited for State Teachers' Certificates
Standards for Graded and High Schools Seeking Approval for Tuition Purposes

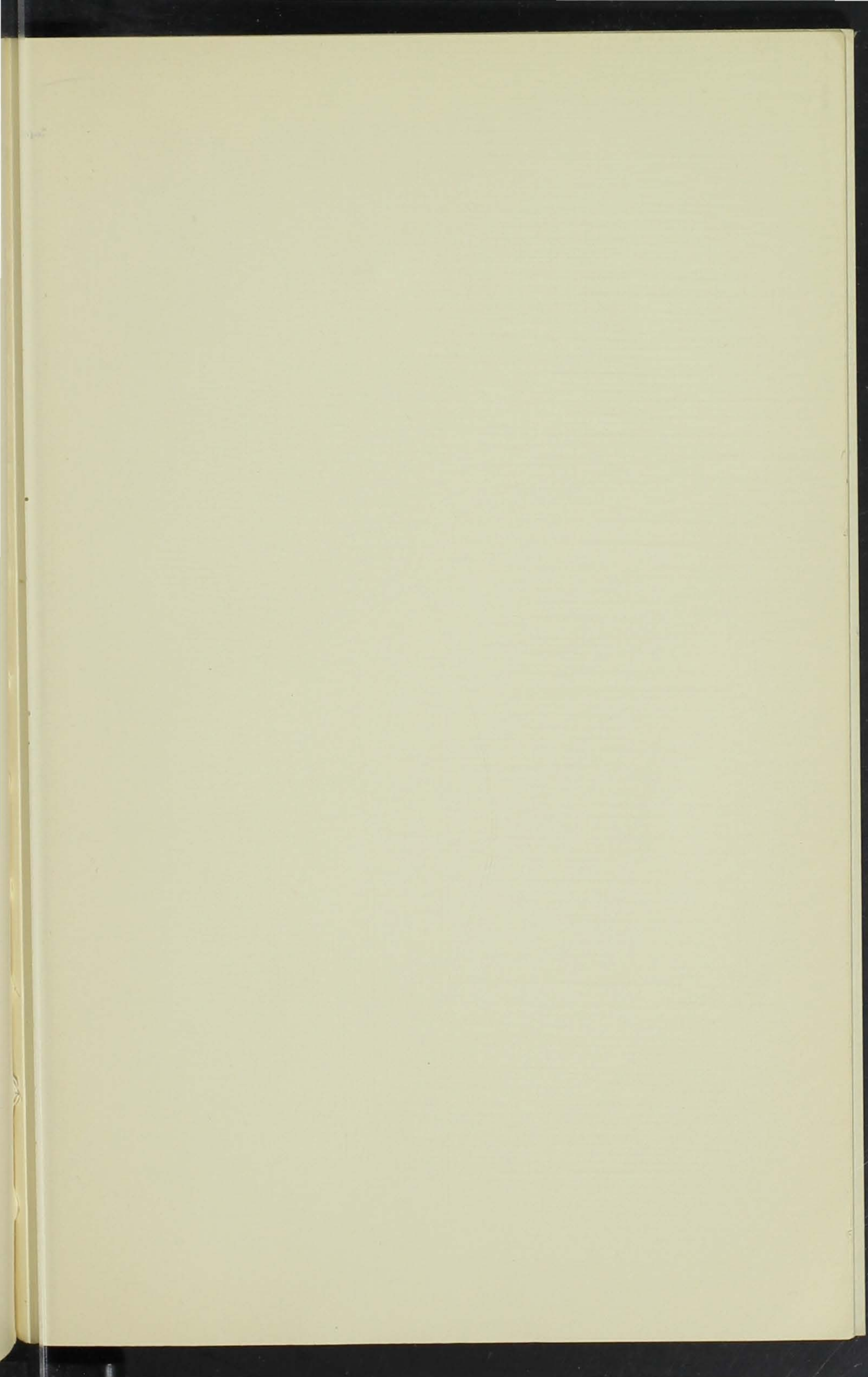
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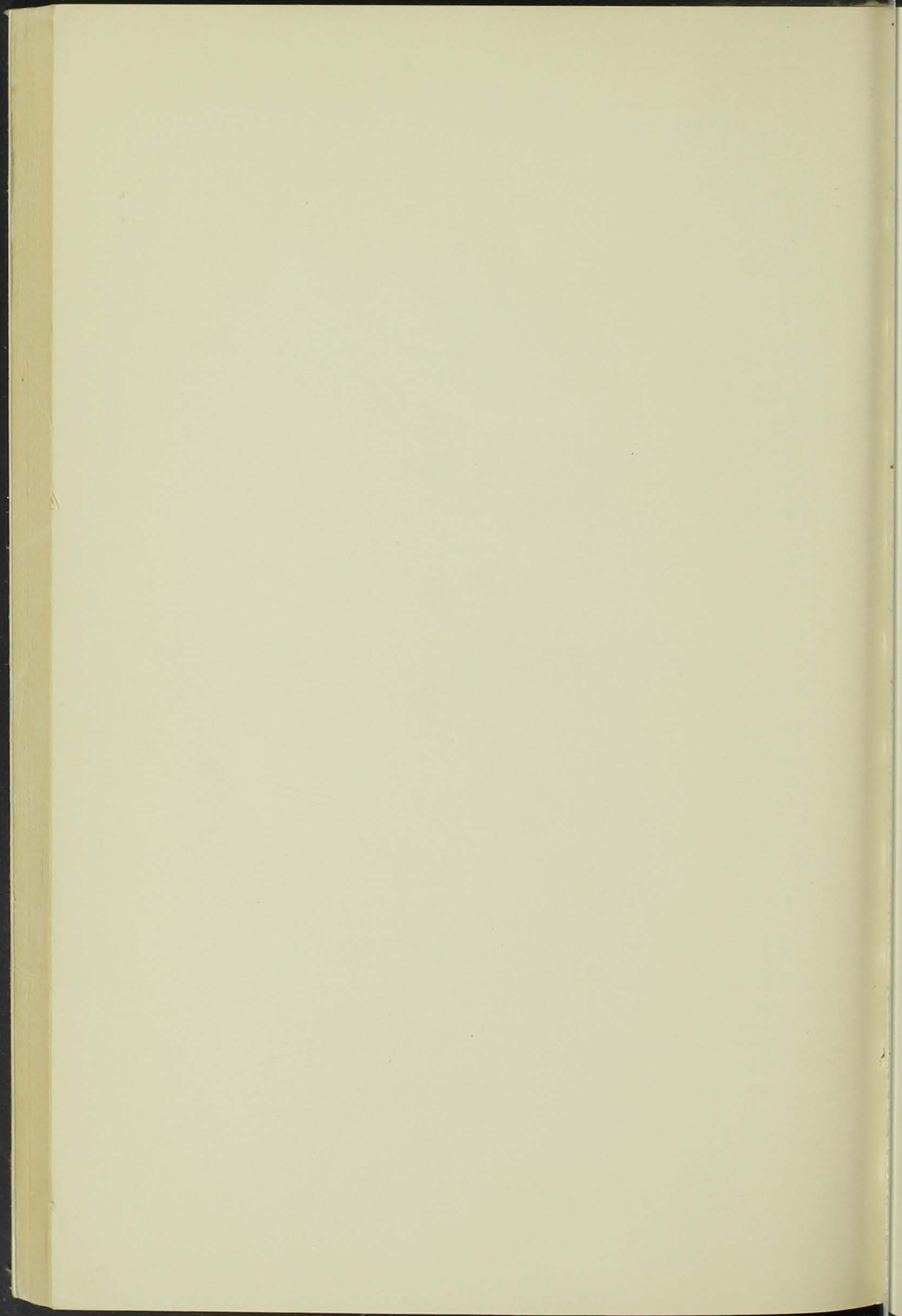
Report of Documents Department 1920

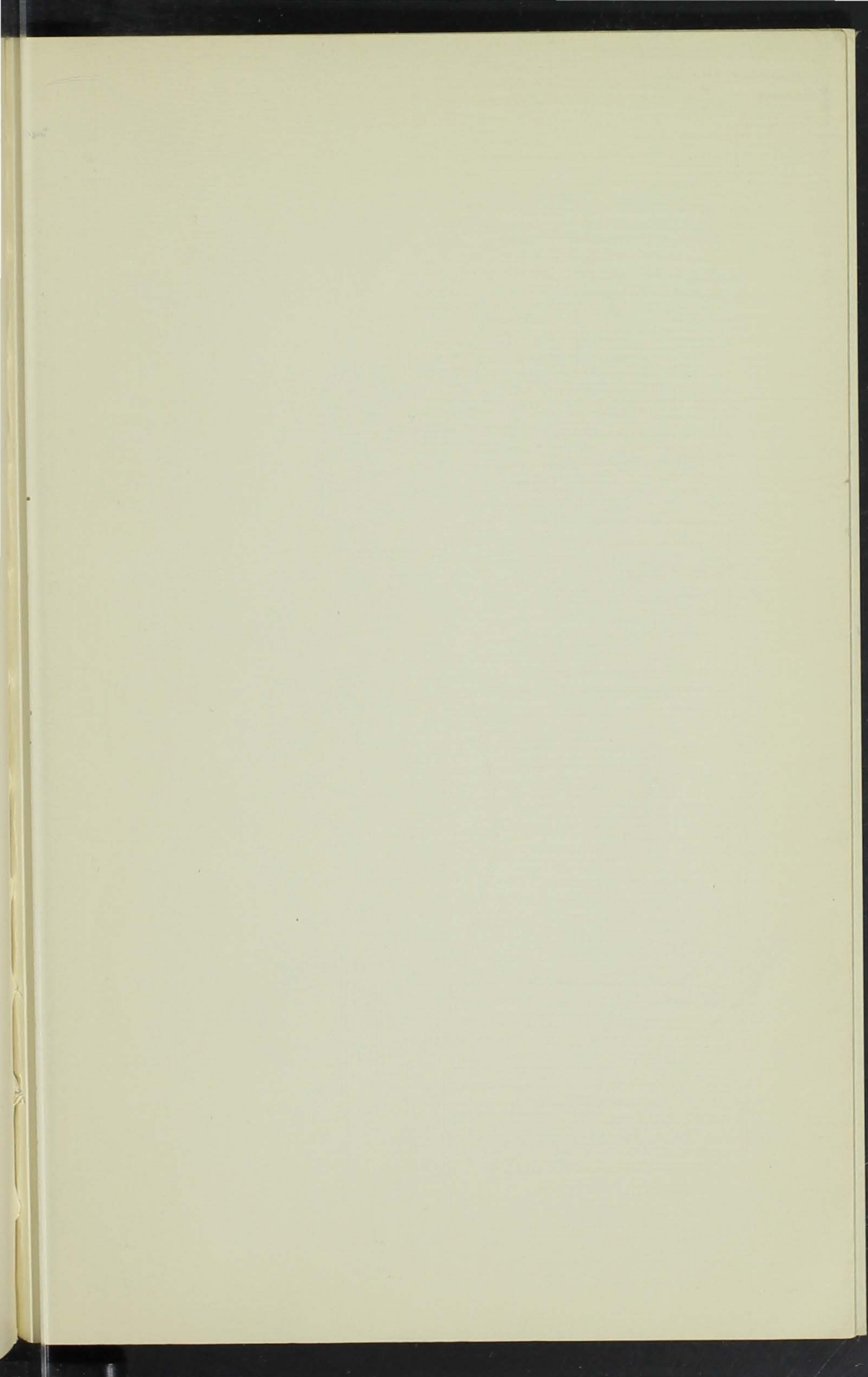
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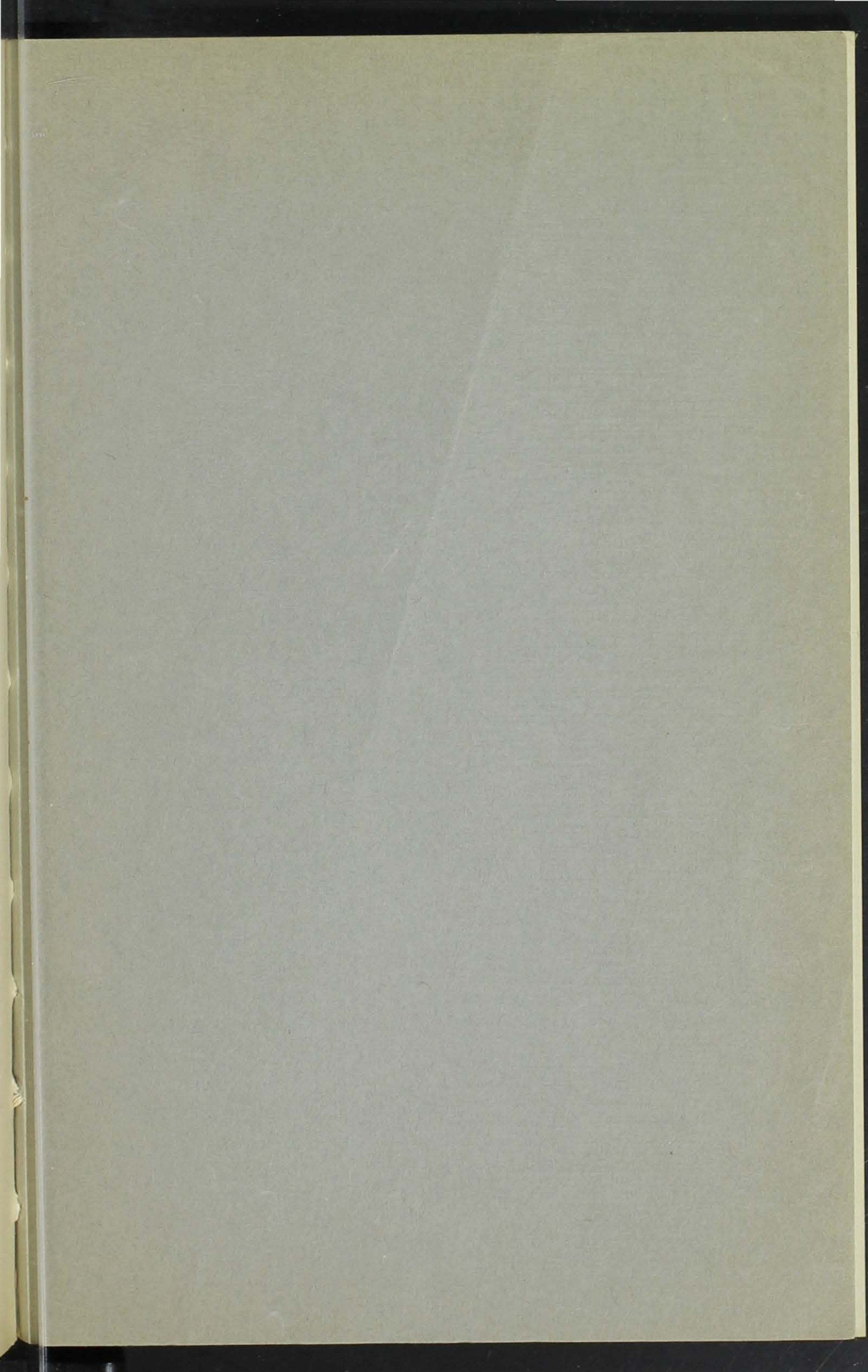
List Secured from Department of Public Instruction for 1920-1928





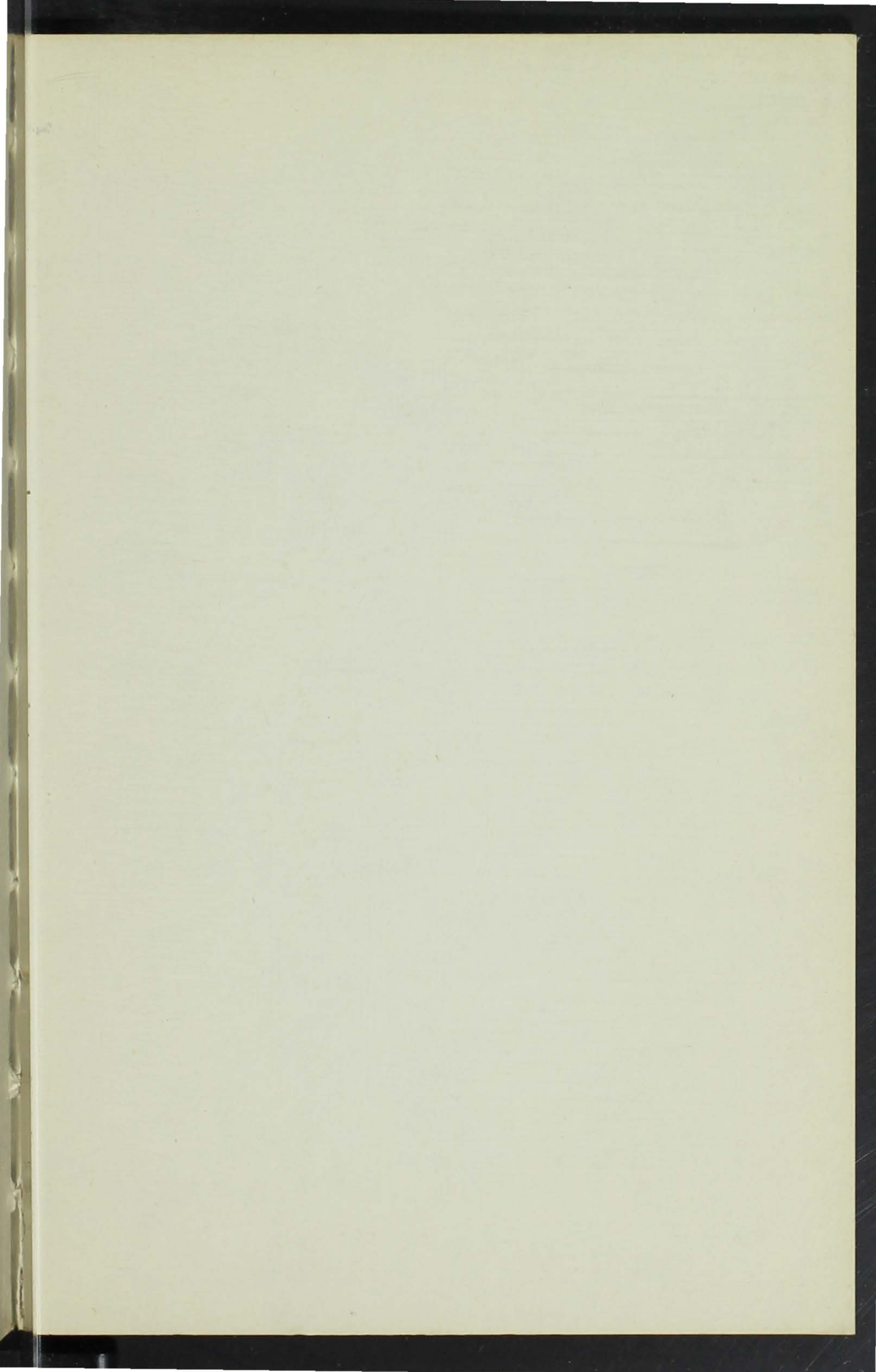






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