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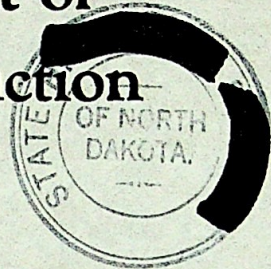
# A BRIEF HISTORY

OF THE

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## Department of Public Instruction

1860-1932



## AN HISTORICAL SKETCH

By

**BERTHA R. PALMER**



Reprint from the  
Biennial Report of the  
Superintendent of Public Instruction  
State of North Dakota  
by  
Bertha R. Palmer  
1932

DEPARTMENT OF PUBLIC INSTRUCTION  
Bismarck, North Dakota



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*With the following comments of*  
*Joseph F. Palmer*  
*1932*

DEPARTMENT OF PUBLIC INSTRUCTION  
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A BRIEF HISTORY OF THE DEVELOPMENT OF THE  
DEPARTMENT OF PUBLIC INSTRUCTION  
1860-1932

Bertha R. Palmer

This brief history has gradually assumed form during the activities attendant upon replacing the portraits of the former state superintendents which hung in the office of the Department of Public Instruction and were burned when fire destroyed the capitol building December 28, 1930. The collection was not complete, the portraits carried no names and the styles were typical of the periods represented. The historical value of such a collection is lost forever.

The present collection is the result of efforts covering a period of twenty months and ranging over western states from South Dakota to California. Public acknowledgment is here made to Dr. George A. McFarland, president of the State Teachers College, Minot, for the help he has given by loaning photographs from his personal collection and for suggested "leads" from which in due time other photographs or desired information was forthcoming. Personal recollections of the superintendents have been contributed by E. J. Taylor, Mr. McFarland, Dean Joseph Kennedy and Mr. F. W. Cathro. The manuscript has been read by Mr. Taylor, former superintendent, Pres. McFarland, and Pres. R. M. Black, of the State Normal and Industrial School, Ellendale, all of whom were here before statehood. My personal gratitude for their help is here expressed to these men.

The information here retold has been culled from many sources, chief of which are Kingsbury's "History of Dakota Territory," the existing Annual Reports of the territorial superintendents, and the Biennial Reports of the state superintendents. Other sources are articles in educational papers and magazines, newspapers in the State Historical Library, information from the Masonic library, letters from families, relatives, and friends of the former superintendents, and interviews with those who had acquaintance with these men and women in bygone days. Because of the interest the subject contains for many people now working in the schools of the state, the article which is far from complete is printed here with sincere thanks and appreciation to all who have helped in its preparation.

In the summer of 1860 the only public school in the Territory now comprising North and South Dakota was at Bon Homme, in a log structure 14x15 feet on the ground with no floor but the prairie grass; the light came from one window with six panes of 8x10 glass. The teacher was Miss Emma Bradford and there were nine pupils, four boys and five girls. The desks were made from a discarded wagon box and the seats were three-legged stools. A granite monument at Bon Homme now marks the site of this pioneer schoolhouse. (Kingsbury Vol. 1, p. 122.)

It was on March 2, 1861 that President Buchanan signed the bill which created Dakota Territory and defined its boundaries, but the first territorial officers were appointed by President Lincoln.

The first provision for public schools in the territory of which North Dakota is now a part was "An act for the Legislation and Support of Common schools" passed by the first Legislative Assembly and approved May 13, 1862. The county superintendent of public instruction as the law styled that officer, was to be appointed by the board of county commissioners, and the board was also required to divide the county into districts, as they are now into townships. . . . It cannot be learned that any officers were appointed, schools organized, or other acts done under this law. Some private schools were opened in the towns.

Before crops were gathered, August 30, 1862, the people were alarmed by the Indian outbreak in Minnesota and the murder of settlers. Terror was universal, and the inhabitants abandoned the Territory except those in the Yankton settlement and when the war ceased this was the only settlement in Dakota. Most of the settlers who abandoned their homes never returned.

The next school legislation was the act approved January 15, 1864. The law made the territorial governor, territorial secretary, and the territorial treasurer an ex officio Territorial Board of Education and appointed an annual meeting at the capitol. The board was required to appoint a superintendent of public instruction. The law provided his duties, making him clerk of the board. "This provision was retained many years and ought never to have been abandoned." (Beadle.)

The members of the first board of education were: Newton Edmunds, Governor; John Hutchinson, Secretary; J. O. Taylor, Treasurer; James S. Foster, clerk and ex officio superintendent of public instruction. The first meeting was December 13, 1863, in the office of Governor Edmunds in Yankton.

The act approved January 12, 1866, revised and reenacted the entire law, named M. Hoyt, Wm. Schriener and N. J. Wallace a Territorial Board of Education and added, "there shall be elected a board of education at each delegate election in the Territory hereafter." The board had power to appoint the territorial superintendent. The members did not qualify and Mr. Foster remained in office and performed the necessary duties during the year.

The act of January 11, 1867, named James S. Foster as superintendent and provided for an election at each delegate election thereafter, and fixed the term at two years. The act approved January 3, 1868, named Mr. Foster again as no delegate election had intervened. The law enacted in 1862 by the first territorial legislature declared that schools should "at all times be equally free and accessible to all white children over 5 and under 21 years." The word "white" continued in the election law until stricken out by the law approved in 1868 and it

has never reappeared. The act of January 5, 1869, again provides for election of the territorial superintendent. The act approved January 10, 1873, makes the salary of superintendent of public instruction \$600 a year payable quarterly, but the act of January 15, 1875, repeals this and fixed the pay at five dollars a day for time actually employed. This act changed but few points of the previous enactments, but was distinguished from all others by adopting by name a list of textbooks. The bookmen had reached Dakota.

The act approved February 17, 1877, required that the territorial superintendent should be nominated by the governor and confirmed by the legislative council. This conformed to the original organic law which had been disregarded up to this time. There were liberal appropriations for blanks, institutes, and printing reports, and again made the salary \$600 a year. The act approved February 22, 1879, was drafted by A. W. Barber, superintendent of Yankton County who introduced several practical improvements based upon his experience. The legislature, however, amended it in several respects and especially refused all appropriations for blanks, institutes, or printing reports. This act authorized women to vote at school district meetings. In 1881 several amendments were made: one authorized women to hold the office of county superintendent; school districts were empowered to issue bonds to build schoolhouses in an amount not to exceed \$1500 each.

An act approved February 17, 1881, authorized parents of children in organized districts which did not maintain schools for the time the authorized taxes would sustain them, to send their children of school age to any other school in the county, not exceeding six months, at the charge of the district. The act approved March 8, 1883, was almost an entirely new law. It required the organization of school townships and abolished school districts in all but eighteen of the older counties, and in these each board of county commissioners was authorized to put it in force. The boards in two counties did so, and it went into operation in all new counties. The districts remained in fifteen counties, of which Cass, Grand Forks, Walsh, Pembina, and Barnes are in North Dakota. This act fixed the salary of the territorial superintendent at \$1500, granted \$600 a year for holding institutes, provided a county institute fund by a fee of one dollar for examining each teacher, increased the pay for traveling expenses of county superintendent and gave each a salary of not less than \$50 or more than \$400 to be fixed by the board of county commissioners.

#### JAMES S. FOSTER

1863—Appointed in August secretary of the Territorial Board of Education and superintendent of public instruction.

The national Congress enacted the homestead law in 1862. Sentiment was awakened throughout the United States favorable to the occupation of public lands and movements were set on foot at different

places to organize colonies and emigrate in large bodies to new sections of the west. Such a colony called the "Free Homestead Association" was organized in 1863 at Syracuse, New York, with James S. Foster as secretary. The membership included over 100 heads of families, and counting women and children numbered nearly 500.

Professor Foster of Syracuse had been engaged for many years in educational work in Central New York, and was one of the principal working forces in the colony. Through correspondence, General George D. Hill, surveyor general of Dakota Territory, and Major W. A. Burleigh, agent for the Yankton Indians, were secured when on trips to Washington, D. C., to come to Syracuse and address the Free Homestead Association. These accounts of Dakota Territory made the members of the colony so enthusiastic that they sent Mr. Foster and Mr. Ross Brown as ambassadors to investigate the new land. Their report was satisfactory and the members set about closing up their affairs and preparing for the movement westward.

To the West, to the West, to the land of the free,  
Where the mighty Missouri rolls down to the sea,  
Where a man is a man if he's willing to toil,  
And the humblest may gather the fruits of the soil.

This was the first organization in the United States to emigrate to the new Territory of Dakota. Each member deposited \$25.00, and the through ticket cost \$31.00 which included board on the steamboat from St. Joseph, Missouri, to Yankton. The colony left Syracuse April 5, and entered Dakota the middle of May at Pacquettes Ferry. In August, Mr. Foster was appointed secretary to the ex officio Board of Education and maintained his office at his home in Yankton.

There were no organized school districts prior to December, 1864, when the territorial legislature convened for the fourth session. There were five counties and four county superintendents, none of whom made reports as they had nothing to report. From the time of his appointment as secretary of the board in August, 1863, Mr. Foster ascertained by personal interview and by letter that there were about 600 school children in the territory of legal school age, four years up to twenty-one, at that time. Private schools had been kept regularly in all five counties and school privileges had been extended to about 300 pupils. There had been no school tax levied and no school moneys collected. A per capita tax of \$1.00 had been authorized by the school law of 1863-4, but no attempt had been made to collect it, and the fines imposed for illegal sale of intoxicating liquors were not collected by the prosecuting officers of the various counties. In his first annual report Mr. Foster states that a very respectable fund could be realized from these two sources, and a system of common schools set in motion. This official document says: "Since my appointment as clerk of the board of education, in August last, nothing has been attempted to be done in the way of organizing the public schools of the territory. I have, therefore,

'no official doings' to report." He tells the territorial legislature the value of education, makes some recommendations about textbooks for schools and . . . "necessary books, stamps, and stationery for conducting the official business of the office of the board of education."

In his last report he discusses importance of good schools, punctuality and attendance, compulsory education, thoroughness in teaching, progressive work of education, gymnastics, school building, qualifications of county superintendents, who should be "wise as serpents and harmless as doves," and normal schools.

In 1870, two years after retiring as superintendent of public instruction, Mr. Foster was appointed first commissioner of immigration for the territory.

#### T. McKENDRICK STEWART

1869—Elected in October, 1868, served till August, 1869, when he left the territory. It is probable that Mr. Foster was appointed for the remainder of the term, but there is no report to prove this. Mr. Stewart was a Presbyterian minister.

#### J. W. TURNER

1871—Elected from Turner County. Deputy, James S. Foster, Yankton.

Under the law then in force it was the duty of the territorial superintendent of public instruction to select the textbooks for the common schools of the territory and publish the names in the territorial newspapers. The following list was selected in November, 1871: McGuffey's New Eclectic Speller; McGuffey's New Primary Charts; McGuffey's New Eclectic Readers; McGuffey's New Eclectic Speakers; Eclectic Penmanship; Norton's Elements of Philosophy; Cole's Institute Reader; Harvey's Elementary Grammar; Harvey's English Grammar; Ray's Series of Algebras; Huxley's and Youman's Physiology; Cornell's Geographies; Quackenboss's Arithmetic; Quackenboss's Histories of the United States.

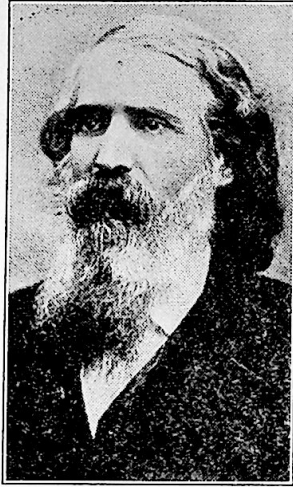
In the winter of 1870-71, there were but twenty-eight schools kept in the six counties in the territory, two of which were private schools in the city.

#### E. W. MILLER

1873—Elected from Union County. Deputy, E. W. Laird, Elk Point.

Ezra W. Miller was born February 11, 1833, in Wooster, Ohio, and was graduated at old Jefferson College which is now the University of Wooster. After he was admitted to the practice of law in Ohio he was attracted to Dakota where he went in 1871 and became a partner in the law office of Judge Aikers at Elk Point. In 1873 he was appointed territorial superintendent of public instruction. The next year he was made attorney for the Dakota Southern Railroad which later became the Milwaukee and St. Paul.

In December, 1874, Mr. Miller issued from Elk Point, Dakota Territory, "The Fifth Annual Report of the Superintendent of Public In-



E. W. MILLER

truction." He lists thirteen counties in the territory of which Burleigh, Cass, and Stutsman are three. Cass is the only one of these three having a county superintendent, A. McHench of Fargo, and he submitted a report of twenty-three lines. The county had but one organized district, and "one schoolhouse which would accommodate 75 pupils, well built, and partly furnished with patent seats, etc." There were 63 pupils in the district of whom 41 were attending school. The term was for three months and taught by Miss A. M. Giddings for \$45.00 a month. The textbooks used were: National Readers and Spellers, Robinson's Arithmetic, Cornell's Geography.

The report contains recommendations to the Legislature that county superintendents' salaries be increased from \$3.00 a day for time actually spent in official duties to not less than \$4.00, or \$3.00 and their actual expenses. The superintendent expresses his views on the necessity of supplying textbooks for the children, writes the taxpayers on the laws of learning which should govern teaching beginners. Fourteen pages contain his address before the teachers' institute at Elk Point in December, and five pages contain the address of Honorable Nathan Ford, superintendent of Yankton County, delivered the same day before the same body. The subject is "Little Things" and opens with the eight lines of the poem "Little Drops of Water." (School Laws and Reports of Superintendent of Public Instruction 1874-74-76, Miller, McIntyre, Caton.)

Mr. Miller was an ardent Democrat and in the exciting convention of 1874 was the choice of the bolters for delegate to Congress, but later gave in his declination.

Except for his short venture into education he practiced law during his entire lifetime. He died at his home at Elk Point, August 5, 1909.

## J. J. McINTYRE

1875—Elected from Turner County. Deputy, George A. Stout, Fargo.

The annual report of Mr. Miller recorded Reverend J. J. McIntyre of Findlay, Dakota Territory as county superintendent of Turner County. He was one of the two county superintendents distinguished by the title "Reverend."

The Sixth and Seventh Annual Reports of the Superintendent of Public Instruction were issued by Mr. McIntyre from Findlay, for the years ending August 31, 1875, and 1876. Reports are included from nineteen counties among which are Burleigh, Cass, Grand Forks, Pembina, Richland, and Traill now in North Dakota. Mrs. Linda Slaughter, county superintendent of Burleigh, reported, 1 organized district, 105 children of legal school age, 1 teacher, three months' term, textbooks, "These established by law." Amount of money raised and expended for educational purposes \$300. The report says that "Owing to the failure of the late school authorities of the county to keep records . . . I am unable to make this report as explicit as could be desired." Although not required by law to do so, Mrs. Slaughter, whose husband was the surgeon at Fort A. Lincoln, reports briefly for the military posts and Indian agencies at Ft. Buford, Ft. Stevenson, Ft. Rice, Standing Rock, and the American Missionary Society School at Ft. Berthold, giving historical facts.

## W. E. CATON

1877—Nominated by the governor from Union County and confirmed by the legislative assembly. Deputy, C. A. Mallahan, Elk Point.

The Eighth and Ninth Annual Reports were submitted to the governor by Mr. Caton from Elk Point. These reports gave fifteen counties. It says, "The following statistical reports show but partially the real state of your school affairs, either numerically or financially, as nothing has been heard from any of the counties containing mining districts, and from but a few of the counties in Northern Dakota . . ." The remainder of the report contains a recommendation that the legislature ask that school district officers furnish correct financial reports, and comments upon the successful teachers' institute held at Sioux Falls in 1878 and urges the legislature to take action to secure uniformity of textbooks in all schools. Included as a part of the annual report are daily accounts of the teachers' institute which opened Tuesday, September 24, at 10:00 A. M., with a roll call of the twenty-one members attending. The daily program included penmanship, orthography, mental arithmetic, and drawing in addition to the usual subjects. Each half day session begins with "appointment of critics" and closes with "reports of critics." There were three evening sessions when essays were read upon changes in school law, chemistry in public schools, teaching and how to teach, the kindergarten system, school supervision, duties of parents and teachers, and county high school. Good audiences gathered to listen to these exer-

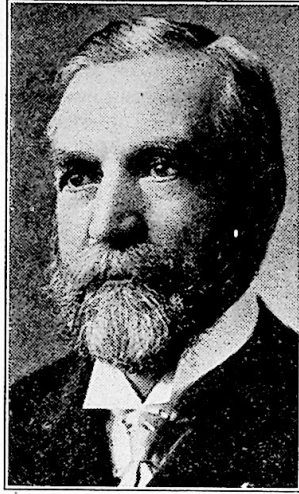
cises. One evening Superintendent M. D. Peck of Brookings County recited "John Burns of Gettysburg." Mrs. Linda W. Slaughter read an essay on "Examination of Teachers", which was an argument against "the erroneous notion embodied in the ancient apothegm, that 'anybody can teach school.' Teaching is in reality a learned profession. In dignity and importance it ranks second only to the ministry. Teachers applying to be examined say: 'I have a contract to teach a certain school. Pray grant me a certificate.' Another says, 'I am struggling to pay my way through college.' Examiners should shut their ears tightly against personal considerations and keep ever in sight the graver rights of communities that may be defrauded of their money, the rights of schools that may be demoralized, the rights of children who may be spoiled for life if an ignorant and incompetent person is granted license to assume the sacred character of a teacher." (In 1932 the same principles are being advanced against the same old arguments presented in 1878.)

The Ninth Annual Report for 1878 contained reports from 23 counties and showed 401 school districts; 273 ungraded and 14 graded schools; the longest term in Yankton City, 9.5 months, the shortest term three months with an average for the territory of 4.2 months; teachers numbered 141 men and 189 women; 7156 children were enrolled, with an average attendance in the county of 18.76, average cost per pupil \$1.86. There were 130 frame schools, 4 brick, 41 log, and 2 stone, with a total value of \$55,006.00, value of equipment \$5,306.73, and a total of 920 volumes in three libraries. (From Eighth and Ninth Annual Reports of Superintendent of Public Instruction—Caton.)

#### W. H. H. BEADLE

1879—Nominated by governor and confirmed by the legislative council for an unnamed period.

When Ulysses S. Grant was inaugurated president of the United States in 1869, he chose the surveyor-general for Dakota Territory from Grant County, Wisconsin, and General W. H. H. Beadle was appointed to that position for an indefinite tenure. It was a report in official circles at that time that Mr. Beadle was a growing favorite for the nomination of representative in Congress, which alarmed the then incumbent who made a determined and successful effort to secure the appointment in Dakota. This was fortunate for Dakota. It is not an easy matter to measure the benefits which the people have derived from the labors of Mr. Beadle in connection with the public affairs of Dakota Territory. For a period of about twenty years he might properly be denominated the general utility man of the Territory. He was not ostentatious in his public duties, and did not appear to realize that he was doing any more or carrying any more than his share of a citizen's duties. But the record shows that he was on the firing line in most every necessary and commendable work. He was assiduous in writing for publication



W. H. H. BEADLE

in the journals of the Central States, where there was the greatest interest felt in Dakota, and giving public lectures regarding the vast and useful resources of the Territory, and no citizen of the realm had a safer or more complete knowledge of these, gleaned from personal investigation, than he. An enumeration of the public duties he has discharged in aiding the uprearing of Dakota's governmental fabric would require an abstract from the proceedings of town meetings all through the varied boards and councils to the legislature, churches, schools, and colleges—all have been substantially benefited by his council and unselfish assistance. He was a Dakotan at all times. He is best remembered for his labors in behalf of educational matters, including the conservation of the school lands.

In connection with the official school district census taken in 1882, General Beadle compiled a census population of each organized county of Dakota Territory and the number of values which afforded a basis for the representation in the different territory and state conventions held during that year. This table showed 51 organized counties with a population July 1, 1882, of 211,359, which included 47,650 voters. There were also at that time 25 unorganized counties that were increasing in population rapidly, in fact, were receiving the larger portion of the increase which had been coming in great volume since the advent of spring. In 1881, General Beadle contributed a review of the division and statehood questions—two subjects which were then absorbing the largest share of public attention and general discussion. Touching school lands the article says: "We have an intelligent people. Let the state be formed by them intelligently, deliberately, and wisely. . . . The chief material interest the convention will handle will be the school,

university, and other state lands. The welfare of the people, the honor of the state and its future character are involved in the handling of the school and university lands. . . . They are reserved for the permanent common welfare. Their full value should be secured to this end." (Kingsbury, History of Dakota Territory, Vol. II.)

General Beadle is credited with the responsibility for those sections in the enabling act dealing with lands for the support of public schools and educational institutions, which read in part: ". . . Upon the admission of each of said states into the Union, sections numbered 16 and 36 in every township of said proposed states . . . are hereby granted to said states for the support of common schools. . . ." "All lands herein granted for educational purposes shall be disposed of only at public sale, and at a price not less than \$10.00 per acre, the proceeds to constitute a permanent school fund, the interest of which only shall be expended in the support of said school. But said lands may . . . be leased for periods of not more than five years. . . . Shall not be subject to pre-emption, homestead entry . . . but shall be reserved for school purposes only. . . ."

Mr. Beadle was appointed an agent by the Secretary of the Interior to make the selection of the lands donated by Congress. In the fall and winter of 1882 the selections were completed and the land reserved.

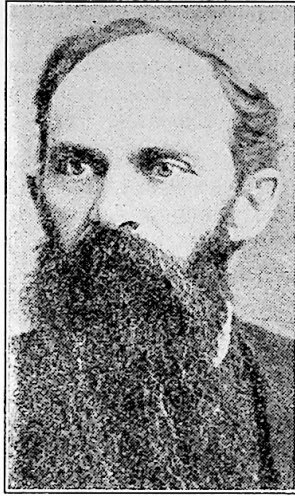
"A most remarkable statement appeared in the annual report of the National Commissioner of Education for 1884-1885 giving some statistical information of great value to the reputation of the Territory of Dakota. The Commissioner found that Dakota led 22 of the states in the amount it expended for educational purposes. He found also that Dakota had a schoolhouse for every 151 people within its borders. In the value of permanent school property Dakota outranked 15 states, and in the number of teachers employed, 14 states." Kingsbury, Vol. II, p. 1344. The Survey Report "The Training of Teachers in North Dakota," W. E. Peik, 1930, p. 4 shows North Dakota second in order among all states in per cent of income expended for public schools.

After leaving the Department of Public Instruction, Mr. Beadle served as president of the State Normal School at Madison, South Dakota. He died in San Francisco in 1915. A statue of General Beadle is in the capitol at Pierre, erected by contributions of school children of South Dakota.

#### A. SHERIDAN JONES

1885—Appointed from Hutchinson County. Assistant, John F. Cowan, Valley City.

The early home of Mr. Jones was at Euclid, Cuyahoga County, Ohio. He was educated at Hiram College under Garfield. At the breaking out of the Civil war he was teaching in Wisconsin. He enlisted in the Third Wisconsin, Company E, and engaged in nearly one hundred battles and skirmishes, being severely wounded at Antietam. At Frederick City



A. SHERIDAN JONES

he was nursed back to health by Miss Mary E. Ross whom he married at the close of the war. After the war he was for a time employed as a teacher of penmanship in the Bryant and Stratton Business College, spending some of his time in the study of law.

He came to Dakota in 1872, locating in Hutchinson County in the Jim River Valley on the site of what is now Olivet, which town he founded. He was most active in all that pertained to the development of the young commonwealth, serving for many years as district attorney of Hutchinson and in 1874 was county superintendent of schools. He was elected to the territorial council in 1885, and at the close of that he was appointed superintendent of public instruction. In his latter years he filled places of honor and responsibility on state boards and commissions.

While superintendent of public instruction, Mr. Jones submitted two reports to the territorial governor written in long hand, each filling over a hundred pages. To read these pages now makes one realize the value of the typewriter although Mr. Jones' pages are easier to read than those written by a modern machine.

Mr. Jones issued his reports from the office of Public Instruction located at Olivet, Dakota. He regrets the two different school systems in use and advises, as did his predecessor, the adoption of the township system for schools. He discusses at length the advantages and disadvantages of both systems and advises that the best from the district system be acquired by the township. He recommends also a Territorial Board of Education consisting of three members having the proper learning, ability and adaption for educational work which would be of superior advantage in the management of our school system. He advises

that the members of the board may be elected by the legislature or appointed by the governor with the advice and consent of the council. He enumerates the practical advantages to the territory by such a board. The advantages cited are the same that would come to the state today from a State Board of Education. (1932.)

Mr. Jones recommends that standards for heat, light, and ventilation be set up for "many of our schools are but dens into which teacher and pupils retreat and escape from pure air and in which they are hermetically sealed during the hours they remain in school."

In 1885, the office and routine work was so great that an assistant in the office should be provided. The law provided for an assistant and "\$1,000 per annum for salary, and duties to be assigned by the superintendent," but the same law which created that office provided, "it shall be held in Northern Dakota. The law separates the two offices so widely that no duties can be assigned to the assistant by the superintendent, especially since the superintendent is himself made responsible for the performance of all duties. Honorable John F. Cowan of Valley City fills the position of assistant and were there no legal obstacle in the way of a union, his excellent qualifications would make him very useful to the office."

Mr. Jones died in Hammond, La., November 12, 1893, from consumption contracted thirty years before in the Army.

#### TERRITORIAL BOARD OF EDUCATION

1887—Appointed, Eugene A. Dye, president and superintendent of public instruction, Fargo

Frank A. Willson, vice-president, Bathgate

George A. McFarland, secretary, Scotland

The Territorial Legislature in 1887 provided for the appointment of a Board of Education. Governor Lewis K. Church appointed Mr. Dye, Mr. Willson, and Mr. McFarland, and the board was organized as above and took over the duties of the office the first of April, 1887, and the first report of the office for a Biennial period was issued from Bismarck, December 31, 1888.

EUGENE ALLEN DYE was born July 10, 1852, in Villanova, Chautauqua County, New York; after attending district school, he entered the academy in Forestville and while earning his own way made rapid progress. He became interested in the opportunities offered by the West, and came to Dakota in March, 1882, and took a claim four miles east of Mellette and taught the first school in Mellette that fall. In 1884, he was the first elected superintendent of Spink County. On March 12, 1887, he was appointed chairman of the territorial board of education and served two years.

Under this administration and association, the educational work of North Dakota made remarkable progress, far outstripping the progress



GEORGE A. MCFARLAND      EUGENE A. DYE      FRANK A. WILLSON

once. There were practically no training facilities for teachers, and therefore a great scarcity of trained teachers. The teachers' institute was an important agency in the hands of this board to create a professional spirit in the territory. A corps of six or eight trained educators, including such men as Captain Mitchell of Fargo, Dr. John Ogden, and others well known in the field of teacher training, was employed to conduct weekly and in some cases two-week institutes in every county. Mr. Dye would probably claim for his administration that this work of professionalizing teaching and the effort to place training classes in every college and university of the territory were the points on which he would rest principal claims for distinction in his term of service. Joseph A. Kennedy described him as a "magnificent specimen of manhood, physically, mentally, and morally. . . . He was a thorough gentleman in every respect, intelligent, kind, and considerate—a real leader of men."

FRANK A. WILLSON came to Dakota about 1880 from Northfield, Minnesota, where he was a student in Carleton College. For many years he managed a hardware store, and then became owner, publisher, and editor of the "Bathgate Pink Paper," a Democratic organ taking the name from the color of the paper used. He was appointed to the territorial board of education and later served on the state Board of Normal School Trustees. Mr. Willson has contributed to the making of the of any like period. Settlement had been practically completed. Eighty-

three counties were organized, but there was a dearth of professional spirit among the teachers and no unity of plans or work. Under the leadership of Mr. Dye, organization along professional lines began at state a large family of boys and girls who have carried into the lives of their communities the high ideals of their parents. Mr. and Mrs. Willson are living at Bathgate at this writing (1932), highly honored and respected citizens.

GEORGE A. McFARLAND was the young superintendent of schools at Scotland, Southern Dakota, having come west three years before. He was born in Ohio in April, 1858, and graduated from Bedford High School and Hiram College. He was married to Duella Harris and in September, 1884, they went out to Dakota to begin life together in a new country.

Mr. McFarland began his duties as secretary of the territorial board of education in April, 1887. In 1889, he became instructor in history and psychology at the State Normal School at Madison. In 1892, he was appointed principal of the State Normal School at Valley City where he served as principal and president until 1918. He was assistant superintendent of public instruction in 1919, and superintendent of city schools in Williston for the next three years. In 1922, he became president of the State Teachers College at Minot where he is at this writing. (1932.)

The territorial board on December 31, 1889, submitted to the governor the last territorial report, 324 pages, giving tables of comparative summaries for the five years ending respectively on June 30, 1884, 1885, 1886, 1887, and 1888. They show the growth for that period and some striking facts appear.

Of the 86 counties reported, 33 are now in the State of North Dakota and among the county superintendents well known in statehood activities are the names of F. W. Cathro, W. H. Winchester, Wm. Mitchell, J. H. Worst, Laura J. Eisenhuth, R. S. Gleason, J. M. Devine, John F. Cowan, and Joseph Kennedy.

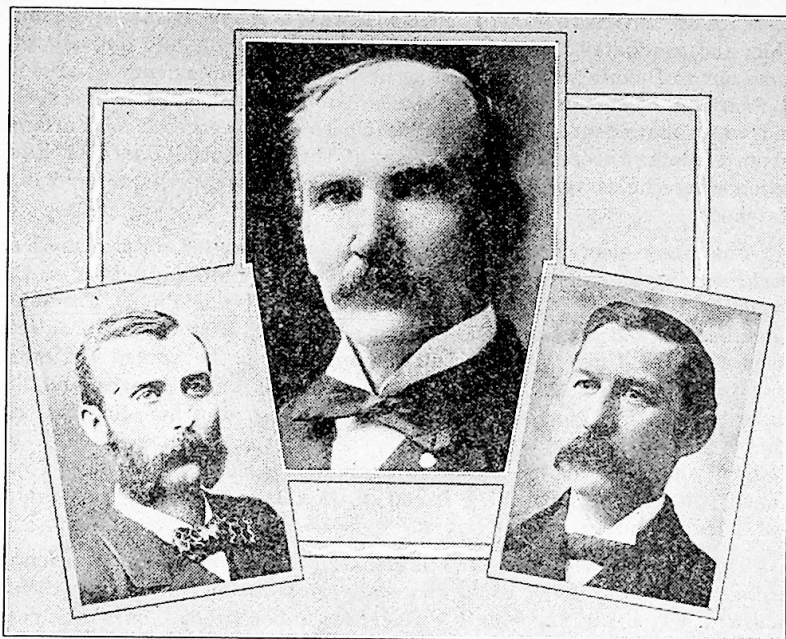
#### TERRITORIAL BOARD OF EDUCATION

1889—appointed. Leonard A. Rose, president and superintendent of public instruction, Fargo

A. T. Free, vice-president, Deadwood

C. M. Young, secretary, Tyndall

LEONARD A. ROSE was born in Smith Falls, Ontario, Canada, July 5, 1843. He attended school there and in New York, and in 1864 graduated from the Provincial Normal School of Toronto. He was professor of mathematics in a business college in Chicago, and later principal of a grammar school in Davenport, Iowa. He studied law and was admitted to the bar in 1880. In 1883, he moved his family to Fargo and was principal of the high school for a time. He had visited Dakota in 1879 and invested in land near Mayville. In 1889, Governor Mellette



C. M. YOUNG

LEONARD A. ROSE

A. T. FREE

appointed him president of the Territorial Board of Education, which position he served until statehood.

Mr. Rose was one of the prominent Masons of North Dakota, having filled positions in both York and Scottish rites, first potentate of the Shrine, and a 33rd degree member of the Scottish rite order. Mr. Rose was a man of great natural ability, courteous, kindly, and affable. He met with excellent success in life and at the time of his death, December 8, 1904, ranked among the ablest lawyers of Fargo.

ALBERT TALLMAN FREE was born June 18, 1856, in Toledo, Ohio. He had an M. A. degree from Iowa State University and an L. L. D. from Yale. He served as superintendent of schools in Cedar Rapids, and Grennell, Iowa, and was superintendent in Deadwood, South Dakota, when appointed on the Territorial Board. He served later as member of South Dakota State Board of Regents.

At the time of his appointment the May, 1889, Dakota Educator says: "He is a member of the Iowa and Dakota bar, although he has devoted a great portion of his time to teaching. During vacation he conducted the normal institutes. He has been a constant writer for educational journals. The professor has the largest private collections in natural history in the northwest. He is a dignified gentleman, a profound student, a ripe scholar, a fluent and easy speaker, and an educator who has no superior in the territory." He died at Yankton, February 9, 1910.

CLARK MONTGOMERY YOUNG was born in Hiram township, Ohio, and graduated from Hiram College in June, 1883, and immediately came out to Dakota where he had secured the superintendency of schools at Scotland. The next year he was appointed to the Mitchell schools, and was followed at Scotland by his classmate, George A. McFarland, whom he later succeeded as secretary of the Territorial Board of Education where he served until the territorial government was merged into statehood.

For many years after statehood Mr. Young carried on two lines of work, serving as superintendent of schools at Tyndall, and editor of the Tyndall Tribune. In 1892, he received the degree of Ph. D. from his Alma Mater and was appointed to the chair of History and Political Science in the University of South Dakota where he served for more than twenty years. Mr. Young was a man of rugged thought and the highest Christian character, of superior ability on the platform, an editor, and the author of several books, the most useful being "The History and Government of South Dakota." He died enroute from Kansas City to the home of a friend in Oklahoma for recuperation and rest. He is buried at Vermillion.

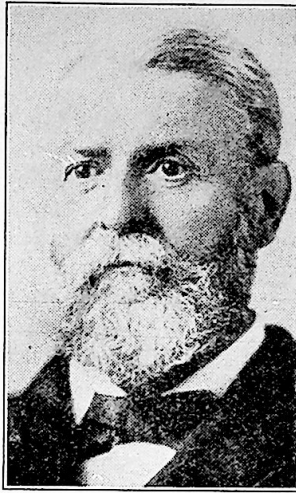
This board served until the state superintendent of public instruction elected October 1, 1889, when the state constitution was ratified, had qualified, which was immediately after November 2, 1889, on which date President Benjamin Harrison signed the bill which admitted North Dakota to the Union.

### WILLIAM MITCHELL

1889—Elected from Cass County. Deputy, F. W. Cathro.

William Mitchell was born near Mt. Vernon, Knox County, Ohio, in 1830. He was superintendent in Columbus, Ohio, for several years and served in the civil war as captain of the 96th, Ohio. He came to Fargo in 1883 and to his friends always was "Captain" Mitchell. In 1887, he was elected superintendent of Cass County schools and was appointed by Superintendent Dye to organize and conduct state teachers' institutes. He also conducted the territorial examinations for teachers' certificates. Dean Joseph Kennedy was one of those who wrote under him. He was one of those instrumental in calling the first educational association meeting for the territory, the forerunner of the N. D. E. A.

Dean Kennedy says of him: "Mr. Mitchell had prepared for the legal profession, but owing to the bickerings that go on in the lower courts, he became disgusted with the practice of law, and having a love for teaching, left it for education. He was a first class executive and administrator and a very fine lecturer. He was a nephew of John Ogden who later became state superintendent. His outstanding characteristics made him superintendent of public instruction in 1889 but he died in office at the age of 60." His funeral was conducted in Bismarck, but the burial was in Mt. Vernon, Ohio.



WILLIAM MITCHELL

Of the first state administration F. W. Cathro writes: "The first state officers qualified for their respective offices and entered upon their duties November 4, 1889. The Legislative Assembly convened for the long session (120 days) on November 19. The energies of the various departments were directed toward the formulating of policies and the preparation of legislative bills to carry into effect the mandates of the recently adopted (October 1, 1889) Constitution of the State of North Dakota.

"There was in existence a dual system of public schools created under widely differing systems of general school laws, the "district" system and the "township" system, and a heterogeneous mass of special school laws under which numerous school districts, large and small, had been created through territorial legislation, each with its own special features incorporated into its own creative law. In fact, the so-called Territorial School System was entirely devoid of system.

"William Mitchell, assisted by F. W. Cathro, undertook to present to the Legislative Assembly a comprehensive plan for a system of free public schools for enactment into law under the mandate of the State Constitution, to wit:

'The legislative assembly shall provide at its first session after the adoption of this Constitution for a uniform system for free public schools throughout the state, beginning with the primary and extending through all grades up to and including the normal and collegiate course.'

"So intense was the feeling in some counties as to the probable prospective merits of the two systems, that some members were elected to the legislature on a platform advocating the perpetuation of one or

other of the two systems. In that part of the Territory of Dakota that became the State of North Dakota by Presidential Proclamation on November 2, 1889, five counties—Pembina, Walsh, Grand Forks, Cass, and Barnes had been organized into the so-called 'District System,' containing 521 separate school districts with 512 schools (as of June 30, 1889), the remainder of the state being under the 'Township System,' containing 406 organized school townships with 958 schools.

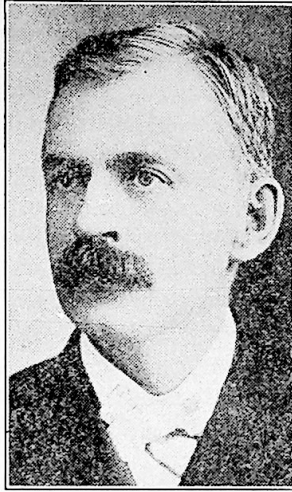
"These conflicting systems had to be unified. The department decided to promote a plan of township organization without doing violence to existing districts, but to formulate the plan wisely whereby all future changes of school district boundaries should be made conterminous with civil township boundaries, which in turn as usually organized were conterminous with congressional township boundaries, except where natural boundaries should be observed. Strenuous opposition came from the 'District counties,' particularly Grand Forks and Cass. The wisdom of the course pursued met the approval of school patrons, as appears from the fact that 535 consolidated schools have been organized.

"An unexpected interruption in the movement of educational events occurred on March 10, 1890, arising from the sudden death of State Superintendent William Mitchell, who had worked at his desk with apparent vigor up to five-thirty the preceding day. The educational bill 'providing for a Uniform System of Free Public Schools' had previously been introduced and was with the legislative committees. The bill was enacted into law and the Legislative Assembly adjourned the 120 day session on March 18. The governor's approval was affixed on March 20, 1890."

#### WILLIAM JOSHUA CLAPP

April 19, 1890—Appointed from Cass County. Deputy, F. W. Cathro, Bottineau.

Mr. Clapp was born in Middlesex County, Massachusetts, November 28, 1857. The family were natives of Vermont, and he received his education in the Vermont Seminary at Montpelier. His second name was for his great grandfather who was a twin; Caleb and Joshua Clapp were personal friends of General Washington and served under him during the Revolutionary War. Mr. Clapp came to Dakota in 1884 and opened a law office at Tower City where he served on the local school board. From there he was elected in 1889 as a Republican member of the constitutional convention. When Mr. Mitchell was elected first state superintendent, Mr. Clapp was appointed to complete Mr. Mitchell's term as county superintendent. (County superintendents were then elected in June.) He was serving as county superintendent of Cass County, when appointed superintendent of public instruction to fill the unexpired term of Captain Mitchell who had died forty days before. After his adventure in the educational field he returned to practice law in Fargo where he is actively engaged at the present time. (August, 1932.)



WILLIAM JOSHUA CLAPP

Under Mr. Clapp, Mr. Cathro continued to serve as deputy state superintendent and the constructive program began under Superintendent Mitchell and Mr. Cathro was continued under Mr. Clapp and Mr. Cathro. Mr. Cathro's letter continues:

"Commendation on the quality of our new state legislation coming from nonresidents will be at least devoid of self-praise. The School Journal, published in New York and Chicago, said editorially in 1890, regarding state certificates: 'Without mentioning the methods, or want of methods in the various states, of giving these certificates, it is enough to say that some of the newer commonwealths are ahead of their older sisters.' School Education states that 'North Dakota already stands head and shoulders above Minnesota,' and expresses a hope that the leading educators of that state may rise above petty jealousies and work for the passage of a law that will recognize superior scholarship and professional skill.' This is a hope that may be cherished by leading educators in many other states. But what had North Dakota done to earn so proud an eminence? We print the points in the law in full, so that all the states may read, copy and profit. The editorial next quotes liberally from our state law." (First Biennial Report of the Superintendent of Public Instruction, 1890.)

"Forthwith, the department proceeded to the preparation of a complete set of election blanks; and a complete recording and reporting system for teachers, school officers, and county superintendents, embracing 51 separate and distinct forms, and distributed the same as needed, all of which were required to comply with the law. Part of these had to be ready for the June elections and others for the July reports.

"A schedule of County Teachers Institutes was arranged, 18 of one week and six of two weeks duration, during May and June, with compulsory attendance of teachers on full pay.

"State examinations were arranged and held for the granting of state certificates to teach: the professional, valid for life, and the normal, valid for five years. A state certificate was not permitted to be issued by a normal school. All teachers in districts operating under general law were required to hold certificates, either state or county. Any contract made in violation thereof was void.

"The holder of a professional certificate was required by law to pass a thorough examination in all branches prescribed for the common and high schools of the state.

"A State Teachers Reading Circle was established and a course of general culture was afforded through the adoption of a reading circle course, dividing the time between professional reading and literature.

"The nucleus of the present State Educational Library, including the Circulating Library, was established in 1890, and there were placed in the library 1075 volumes, free of charge, before a legislative appropriation was made in 1891 for the upbuilding of the Educational Library."

#### JOHN OGDEN

1891—Elected from Sargent County. Deputy, F. W. Cathro, Bottineau.

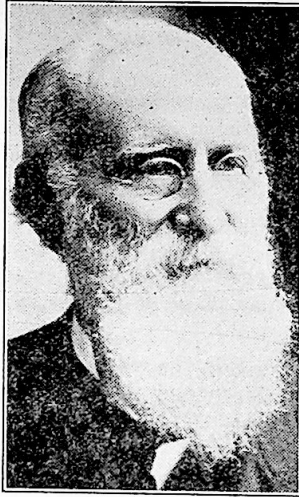
"John Ogden was born February 12, 1824, in Crestline, Ohio. He received his education in that state and the degree of M. A. from the Ohio Wesleyan University where he taught for some time, and while there was married to Mary Jane Mitchell. This union proved unhappy and resulted in divorce on grounds of incompatibility.

"From Ohio he went to Minnesota, where he held the position of principal of the State Normal School at Winona until he enlisted in the Civil War in the 1st Wisconsin Cavalry. He received commissions as second and first lieutenant and as captain, but was captured by the South while recruiting his company and held prisoner until the close of the war.

"Upon his return to Minnesota he was married to Miss Anna Brewster, a former pupil at the Winona Normal School. They went South and worked together in educating the Negroes. John Ogden was one of the founders and the first principal of Fisk University at Nashville, Tennessee, and Mrs. Ogden trained the first Jubilee Singers sent out from there.

"The Ogdens later went to Worthington, Ohio, where Mr. Ogden was principal of a Normal School and Mrs. Ogden organized the first kindergarten training class west of the Allegheny Mountains. After ten years work at Worthington, they moved to Fayette, Ohio, where Mr. Ogden was principal of the Normal School for a time.

"In 1886, he became interested in the pioneer settlement of Dakota Territory and in 1887 brought his family to live on a homestead in Mc-



JOHN OGDEN

Intosh County. For some years he was identified with the educational work of the State of North Dakota as an institute conductor and educational lecturer, and was principal of the Milnor State Normal School in 1888-89.

"In 1891, he was elected to the office of state superintendent of public instruction. He was the author of several professional books, among them, 'The Science of Education,' 'Art of Teaching,' 'Pedagogical Outlines' and 'Elements of Ethical Science.'

"After his retirement from active work, he spent the remainder of his life in Minneapolis and Seattle, where he closed a long and useful life in his eighty-seventh year and entered into the life beyond August 10, 1910." (Letter from Mrs. Mary Ogden Larimer.)

Mr. Cathro's letter continues: "When John Ogden had entered upon his duties as state superintendent, and F. W. Cathro continued as deputy, it fell to their lot to present to the Legislative Assembly a long list of proposed amendments and enactments which were found desirable during the operation of the new school laws that had gone into effect on July 1, 1890. These amendments were all enacted into law as proposed by the department substantially without change or amendment by the legislature.

"The comments made by another superintendent of public instruction, Mr. E. J. Taylor, who entered upon his duties as state superintendent in 1911, and who has pursued a long career of educational activity, including, also, codification of school laws, recently commenting on this system enacted into law during the sessions of 1890, 1891, and 1893, states that in his opinion these laws if left unamended thereafter were suffi-

ciently elastic to have met every situation that has arisen in school matters from that time down to the present, with the possible exception of the consolidated school.

"The system of districting seems to give general satisfaction. A consistent system of supervision is provided by a law without a break anywhere from the schoolhouse and classroom to the state superintendent, who thus directs the whole machinery.

"A State Course of Study was provided and went into general use. This was the first course of study prepared for the use of North Dakota schools. It made it possible for pupils in all parts of the state to pursue essentially the same class of studies, the courses in all being uniform and parallel.

"Teachers' registers and blank forms for reporting were planned and published to carry into effect the uniformity to be attained through intelligent use of this Course of Study.

"The two state normal schools, Mayville and Valley City, now began to assume definite procedure. A Joint Board of Directors of Normal Schools was created by law from the two boards of directors of the respective normal schools, along the line of what was afterward established as the Board of Regents with control of all state educational institutions. The state superintendent of public instruction was chairman and the deputy state superintendent was secretary of the Joint Board of Directors of Normal Schools.

"The work of preparing a Normal Course of Study, comprising an academic course, a model of experimental school, and the professional departments fell to the lot of the state department for its preparation. Likewise, the issuance, negotiation, and sale of \$22,000 of Normal School bonds on a lien on normal school institution lands, was carried through for each normal by the department and the first buildings were erected.

"An Institute Manual of Instruction was prepared and published for the first time for the use of teachers' institutes. The state superintendent or deputy visited in person each institute while in session and presented in general session and in evening lectures such official and educational matters as seemed desirable.

"By a unanimous vote of the North Dakota Education Association in 1890, and subsequently by enactment of law, the organization, maintenance, and management of the Teachers' Reading Circle were committed to the State Department of Public Instruction. Provision was made for certifying completion of reading and for reporting results to the Department.

"A large portion of the time of the North Dakota Educational Association was allotted to the Department of Public Instruction, thereby permitting the superintendent and deputy and members of the Association to discuss educational matters of general interest.

"A legislative standing appropriation of \$300 annually was granted to the Department of Public Instruction for the purchase of standard educational works. The State Educational Library was thereby enlarged to 3820 volumes; a Catalogue of the Public School Library was prepared and distributed and rules established for a circulating library.

"The Superintendent of Public Instruction was ex officio secretary of the Board of University and School Lands and the meetings of the board were fixed by law to be held in the office of the superintendent. Hence, it devolved upon the Department to prepare for the use of the Board, the books and records, and notices, and in cooperation with the Attorney General's office to prepare the forms for contracts for sale, and leasing of school lands, and to define the duties of the county boards of appraisal. The recommendation to the legislature was that a Commissioner of School Lands should be provided for as the clerical work of the Board of University and School Lands absorbed too much time with little or no compensation provided.

"Finally, among the later of the official acts of Superintendent Ogden was publication of Circular No. 38 relating to the sanitary condition of schools and with cuts, giving designs for proper sanitation and circulation of pure air.

"In 1891, the salutation of the flag was adopted and generally observed by the public schools in North Dakota:

'I give my head (touching the right hand to the head), my heart (placing the right hand over the heart) and my hand (extending the hand forward, palm upward) to my country,—one country, one language, one flag (pointing the hand to the flag).'

"This salutation continued in general use until a new salutation to the flag, much weaker in effect (in the opinion of the writer) because of the greater length, was promulgated for substitution by a women's organization about the time of the Great War, and apparently overlooking the fact that a satisfactory form was even then in quite general use. The original salutation to the flag is still in use in some schools, or was quite recently." (Letter from F. W. Cathro, June, 1932.)

The report submitted November 1, 1892, by Superintendent Ogden to Governor Andrew H. Burke is a volume of 805 pages containing 11 pages of very complete indexing. The report contains, beside the usual statistics, reports of county superintendents, courses of study for common, graded, high, and normal schools, and the university circular letters and examinations for Reading Circle work, reports of conductors of county institutes, and several of the papers on educational subjects read at the institutes; questions in all subjects given in examination for teachers' certificates; lists of city superintendents and principals of graded schools, and presidents and clerks of school boards, circulars pertaining to elections and vacancies and blank forms for elections and

vacancies; legal appeals and decisions; reports of principals and superintendents of graded and high schools; lists of faculties and boards of directors with reports of State University, normal schools at Mayville and Valley City, Agricultural College and School for the Deaf.

Something of the man, John Ogden, is indicated in the letter of resignation written December 14, 1861, to the governing committee of the State Normal School at Winona, Minnesota:

"Gentlemen: I hereby tender you my resignation of the principalship of the institution intrusted to my care, thanking you most sincerely for the generous support and council you have given me. In taking this step it is proper that you and the public should understand the reason that impells me to it.

"My distracted and dishonored country calls louder for my poor service just now than the school does. I have ever since our national flag was dishonored, cherished the desire and indulged the determination that—whenever I could do so without violation of a sense of duty—I would lay aside the habiliments of the schoolroom and assume those of the camp, and now I am resolved to heed that call and rush to the breach, and with my life, if necessary, stay, if possible, the impious hands that are now clutching at the very existence of our free institutions. What are our schools worth? What is our country worth without these? Our sons and daughters must be slaves. Our beloved land must be a hissing and a by word among the nations of the earth. Shall this fair and goodly land, the glorious Northwest become a stench in the nostrils of the Almighty, who made it so fair and so free? No, not while there is one living soul to thrust a sword at treason. I confess my blood boils when I think of the deep disgrace of our country.

"My brethren and fellow-teachers are in the field. Some of them—the bravest and best—have already fallen. Their blood will do more to cleanse this nation than their teaching would. So will mine. I feel ashamed to tarry longer. You may not urge me to stay. . . . With these feelings, I am with very great respect,

Your most obedient servant,

John Ogden."

(History of Winona and Wabasha Counties, Minnesota, pp. 387-388.)

### MRS. LAURA J. EISENHUTH

1893—Elected from Foster County. Deputy, H. B. Eisenhuth, Carrington.

Laura J. Kelley was born in Canada but moved with her parents to Iowa when but two years of age. She was educated in the public schools of Iowa, where she was later a teacher for eleven years. She came to Dakota in 1887, the wife of H. B. Eisenhuth, and they located at Carrington. She was elected superintendent of schools in Foster County in 1889 and again in 1890. In 1892 she was elected superintendent of public instruction, the first woman to hold a state office in North Dakota.



MRS. LAURA J. EISENHUTH

The Biennial Report of 1894 begins with mention of "the trials that have beset the people from drouth, frost, fire and noxious weeds; the financial panic that overwhelmed the nation . . .; the two strikes, one on the Great Northern and the other on the Northern Pacific at the time when our Institutes were in session . . . despite these trials . . . we have steadily and securely progressed."

The two year period shows an increase of 19,611 children of school age, and 202 new schoolhouses "to accommodate the increased members." The apportionment from the Board of University and School Lands was \$106,801.71 more than in the two years previous.

Mrs. Eisenhuth praises the teachers of "superior intelligence and culture who are working with enthusiasm and self-sacrificing spirit seldom equalled, displaying great professional pride in small schools with no greater attendance than six to ten pupils, and doing all in their power to raise the standard of education in their vicinity." She emphasizes the "need of scientific physical development in country schools, chores and work . . . and exercise undirected may do more harm than good in a growing child." She recommends more attention to making the schoolhouse and grounds "that they may inculcate by example the essential elements of thrift, neatness, beauty, and love of home, which is the very foundation of patriotism and good citizenship." She makes a plea that the legislature give careful consideration to require fencing of all school grounds.

Mrs. Eisenhuth gives much space to condemnation of moral conditions resulting from unsanitary outhouse and unventilated schoolrooms and homes, and recommended that bath tubs be installed in school buildings in all towns having waterworks.

She commends the growth of public sentiment for free textbooks; recommends kindergartens in all villages of 300 and over; that the legislature define a "school day"; that county superintendents give oral examination before issuing a permit to teach; that there be regular and uniform examinations for certificates; that a professional training and successful experience be the basis for a normal certificate; and that the issuing of state certificates be protected by law as "it is too great a responsibility to rest in the hands of one person who holds his position too often by political intrigue, and who can prostitute this power for political capital." She recommends that summer schools for teachers be held for one month in School for the Deaf at Devils Lake, at the University, and at State Normal School at Valley City. She emphasizes the need of teaching morals and manners and scientific temperance as required by law, and adds that "teachers need much instruction in the manner of teaching these subjects."

Mrs. Eisenhuth recommends that the duties of the secretary of the Board of University and School Lands be assigned to "the entire time of one efficient experienced person." She also recommends that the office of state superintendent, than which "no other is so important to the people and so far-reaching in its wide and ever extending influence" be taken out of politics by amending the Constitution to provide for the election of the state superintendent at the time and manner of the election of the county superintendents and school officers (in June) in odd numbered years.

Mrs. Laura Kelly Eisenhuth Alming is now living in Medford, Oregon (July, 1932).

#### EMMA F. BATES

1895—Elected from Barnes County. Deputy, W. C. Baker, Grand Forks.

This information of Miss Bates is compiled from newspaper clippings and personal recollections of those who knew her.

Emma F. Bates was born and reared in Chautauqua, New York. Her childhood was spent on a farm from which she attended the Union school and academy at Forestville, taking special courses in elocution and oratory. Upon graduation she began giving lessons in elocution to private pupils, and public readings, and teaching in institutes. She entered Allegheny College and completed thorough courses in Latin and higher sciences. Overwork brought on a long and severe illness which prevented the completion of college. Upon recovery of her health she became head of the department of elocution and literature at the Seminary of Western Pennsylvania at Clarion. She was elected superintendent of Erie County schools and later principal of a high school in Clarion. In 1887 she came out to Dakota to act as assistant to Professor John Ogden, principal of the new Territorial Normal School at Milnor, which institution lasted but two or three years.

She became a member of the first faculty in the Normal School at Valley City in the department of English, Literature, and Latin. From



EMMA F. BATES

here she was appointed one of the first women (if not the first) to do institute work in North Dakota. She was also lecturer for the State Women's Christian Temperance Union.

She was a woman of unusual mental attainments, deeply religious, positive and fearless for her convictions, and a close Bible student. She was a clear and logical thinker and had outstanding ability as a teacher and speaker.

Her keen mind and wide interests did not include attention to her own personal appearance; she was unusually tall for a woman and one acquaintance says: "She impressed me first adversely because of her attire in a very wide skirt, the fashion of a decade previous, but her well-trained mind soon changed the impression."

Miss Bates was a candidate for Superintendent of Public Instruction during the Populist regime in North Dakota. She "stumped the state" in a personal campaign, was elected and served one term. While superintendent of public instruction she reduced the State Course of Study to a systematic diagram, a copy of which could be easily displayed on the schoolroom walls. She emphasized the need for a systematic organization of subject matter.

She is quite definitely remembered for the strong impression made upon her hearers, her positive personality, the influence for good over her students, her ability as a public speaker, and the peculiar style of dress.

"During the biennial period the State Superintendent traveled by rail and stage twenty-six thousand, nine hundred and ninety-three miles, visited sixty-seven institutes held in thirty-four different counties. She

gave from one to six lessons in each institute, and gave a public address at nearly every one. The subject of the address in 1895 was "The Rural School House, Within and Without."

"Besides this she has visited all the special state educational institutions, many high schools and educational gatherings, and given addresses on educational themes on nearly every occasion." (Fourth Biennial Report—Emma F. Bates.)

The legislative session of 1898 changed the law which since statehood had provided that county superintendents should be elected in June. The change placed this office on the ballot at the general election in November.

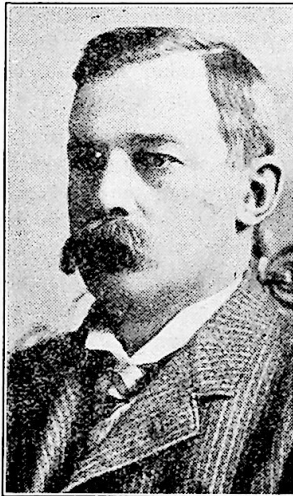
After leaving public office Miss Bates spent a year near Santa Barbara, California, studying the Japanese language and customs preparatory to becoming a missionary. She spent a year or two in Japan, but her health made it necessary to return to California. She located near Oakdale where she died in 1921.

#### JOHN G. HALLAND

1897—Elected

Deputies, 1898, Will M. Cochran, Minto  
1900, Neil C. Macdonald, Hanna

Mr. Halland was born in Iowa and graduated from Luther College, Decorah. He came to Dakota in 1888 as principal of the Bruflat Acad-



JOHN G. HALLAND

emy at Portland, Traill County. In addition to being a classical scholar thoroughly versed in Latin, Greek, German, and the Scandinavian languages, he was a man of push and initiative and in 1892 was elected superintendent of Traill County. He was prominent at all educational gatherings.

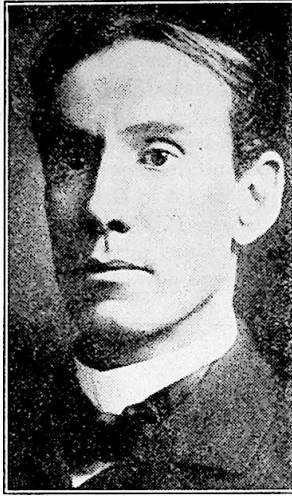
After taking office as state superintendent, Mr. Halland turned his attention first to preparing a uniform course of study which was made a part of the preface of the new teachers' register. The graded course of study for common schools issued in 1897 fills five pages in the Biennial Report issued in 1898. Although the outlines were short, the conditions which obtain in one-teacher schools were definitely recognized: years 7 and 8 were grouped and designated Grade A; years 5 and 6 were grouped in Grade B; years 3 and 4 in Grade C, the second year as Grade D, and the first year as Grade E. This was the first course of study in the county to include elementary agriculture and nature study among grade subjects. One section was devoted to "general lessons" and under Memorial Day directions are given for observing patriotic days and the birthdays of our poets. Uniform review questions issued each month did much to standardize the common schools, which up to this time had no common measure. The State High School Board adopted regulations for "required" and "elective" subjects. Summer schools were organized with the aid of state funds for training teachers in service. Mr. Halland's recommendations for improving the common schools through supervision of teaching and careful selection of teachers were far in advance of the practice in 1900.

#### JOSEPH M. DEVINE

1901—Elected

Deputy, A. L. Woods, Grafton.

Mr. Devine, the seventh person to serve in the office of state superintendent, brought the fragrance of the South into the growth of education in North Dakota which has developed under influences from far distant centers: Foster, Bates, and Taylor from New York; Beadle from Wisconsin; Jones, Mitchell, Ogden from Ohio; Eisenhuth and Halland from Iowa; Devine from West Virginia; Stockwell from Minnesota; and Macdonald, Nielson, and Palmer from North Dakota. Mr. Devine, a graduate of the University of West Virginia, came to Dakota Territory in 1883 and the next year was elected superintendent of LaMoure County where he continued for several terms. His interest in politics was keen and in 1896 he was elected lieutenant governor to which office he was reelected twice. In 1898 he completed the unexpired term of Governor Frank Briggs, who died in office. In 1900 he was elected superintendent of public instruction. During this administration a number of progressive changes took place: county superintendents were permitted to call annual meetings of presidents and clerks of school boards; teachers' certificates were issued from the office of the state superintendent instead of as heretofore from the county office; state aid to high schools was distributed. In his report to Governor Frank White, Mr. Devine says: "The effort to grade the rural schools has been attended with many difficulties, much valuable work has been done, and the result is decidedly encouraging. The greatest difficulty encountered was the inability of the teacher to interpret the course of study for the reason that they had no previous training in graded schools and, therefore, were wholly unfamiliar with the plan and scope of the course of study."



JOSEPH M. DEVINE

For many years the state continued the struggle begun by Mr. Devine to impose upon the one-teacher school the program fitted for a graded system employing several or many teachers. Nearly thirty years later the infeasibility of such grading in the rural schools was recognized and a plan of combining grades on three levels, primary, intermediate, and grammar, as was advocated by Superintendent Halland in 1897, was developed and definitely promoted.

Mr. Devine predicts the passing of the little red school house for the consolidated school as the country post office and the tallow candle had already given place to the needs of progress.

Mr. Devine's report contains 60 pages of material for special programs as valuable now as when it was first issued.

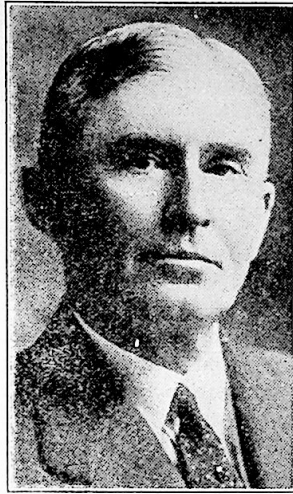
Since retiring from elective state office, Mr. Devine served as superintendent of the State Training School, and for many years has been State Commissioner of Immigration. (1932)

#### WALTER LINCOLN STOCKWELL

1903—Elected from Grafton. Deputy, E. J. Taylor, Grand Forks.

Mr. Stockwell was born in Anoka, Minnesota, where his parents settled as early as 1856, having come from Massachusetts. He graduated from the University of Minnesota in the class of 1889 and came to North Dakota as principal of the schools at St. Thomas. In 1892 he was elected superintendent of the city schools of Grafton where he served until he was elected superintendent of public instruction in 1902.

During the twenty years Mr. Stockwell was in education, zeal and youthful vigor, energy, and enthusiasm always characterized his work,



WALTER LINCOLN STOCKWELL

and the educational progress made in the state during his administration was greater than that of any similar period since statehood. Mr. Stockwell always has been interested in the development of the state. He is essentially a public-spirited citizen, giving freely of his time, energy and money for the upbuilding of the communities in which he lived. While in Grafton, he was interested in the establishment of the first public library in the state, and largely through his efforts a gift of \$10,000 was received from Mr. Carnegie. Contrary to the general run of school men, he has identified himself with public affairs and has been deeply interested in the political life of the state. (North Dakota Magazine, February, 1909).

Mr. Stockwell was an outstanding leader in education, an eloquent and inspiring public speaker, a progressive and forceful thinker. He was the author of the law providing aid to schools secured from a state-wide tax. It was designed "to improve elementary education and to appropriate money therefor. Its purpose is to aid, encourage, stimulate and standardize the rural and smaller graded schools of the state and thereby increase efficiency of the entire educational system." It provided a standard for teachers' qualifications, equipment, and sanitary conditions, heating, lighting, and ventilating. The measure was a most progressive one at the time it was enacted and has resulted in material improvements in those schools which met the requirements set up. Sentiment for consolidation of rural schools with transportation of pupils at public expense was developed. Much was done during his administration to make the high school system more effective. Mr. Stockwell appointed the first high school inspector, Mr. Richard Heyward, who was then superintendent of the high school at Langdon. Throughout his administration Mr. Stockwell made a valuable contribution to

education by creating everywhere favorable sentiment toward the public schools.

After leaving the educational field Mr. Stockwell continued his interest in and connection with the education forces in the state. In the *Quarterly Journal* for July, 1921, he writes:

“What is needed now in North Dakota is an adjournment, without a day, of all politics in connection with education, and the enactment of a law which will give us a **State Board of Education** appointed by the governor and confirmed by the senate. This board should consist of not more than five members, without salary, and selected without reference to political affiliations, not more than three from any one political party, and including at least one woman, and to this board should be given the power to appoint a Commissioner of Education to be the executive head of the State System of Public Education. Such a Commissioner should be chosen solely for his educational qualifications and fitness for the position, without reference to residence . . . and removable only for inefficiency or palpable failure to perform the duties of his office.”

The original organic law of the territory provided that the superintendent of public instruction be appointed, and a board of education has been recommended by the superintendents from territorial days. Because of the political short term no educational leadership has been developed sufficiently strong to show to the people of the state the advantages which would result to the schools from having in the Department of Public Instruction a continuing policy of progress and development under stable leadership instead of the scattered and at times aimless efforts under the present political system.

During Mr. Stockwell's administration the number of counties in the state increased from 38 to 50.

Upon retiring from public office in 1911, he became and has continued secretary of the Masonic bodies of the state.

### EDWIN JAMES TAYLOR

1911—Elected.

Deputy, W. E. Parsons, Edinburg.

Mr. Taylor was born at Waddington, New York, October 22, 1869. He was educated in the public schools of his native town and at St. Lawrence University, Canton, New York, from which he graduated June 11, 1890. In July, 1890, he moved to Grand Forks County, North Dakota, and engaged in educational work. He was elected county superintendent for that county in 1892 and held the office for three successive terms. He was appointed deputy superintendent of public instruction in 1903, which position he held eight years. He was elected Superintendent of Public Instruction in 1910, and reelected in 1912, and 1914. Mr. Taylor served as deputy during the entire preceding administration and was, therefore, well prepared to conserve to the state the gains in accomplishments and public sentiment already created by Mr. Stockwell. Mr. Taylor



EDWIN JAMES TAYLOR

had the satisfaction of preparing the bills for enacting into law the principles which Mr. Stockwell had sponsored.

In 1909 the legislature created a commission to revise the school laws of North Dakota. The commission consisted of five members, two ex officio and three appointive members. The ex officio members were Andrew Miller, Attorney General, and E. J. Taylor, Deputy Superintendent of Public Instruction. Governor John Burke appointed Dean Joseph Kennedy of the School of Education of the State University, Dean Arland D. Weeks, of the School of Education of the State Agricultural College, and Professor R. M. Black, a member of the faculty of the State School of Science. The commission organized by electing Dean Kennedy president and E. J. Taylor secretary. The commission made its report and drafted a comprehensive bill which was passed by both houses of the legislature and was approved by the governor. The law became Chapter 266 of the Session Laws of 1911. The most pronounced change in the law was that governing the issuance of teachers' certificates. A board of examiners was created which had full charge of the certification of teachers of which the Superintendent of Public Instruction was ex officio secretary. There were four appointive members. Governor Burke appointed Dean Kennedy of the State University, Professor R. M. Black of Wahpeton, Superintendent W. E. Hoover of Fargo, and Superintendent P. S. Berg of Dickinson. Dean Kennedy was elected president of the board and E. J. Taylor, Superintendent of Public Instruction, was ex officio secretary. The 1911 session also provided for issuing elementary certificates upon high school diplomas to those fulfilling certain conditions set forth in the law.

Other important educational legislation enacted at the 1911 session was Chapter 265 which provided for the organization of County Agricul-

tural and Training Schools. To date only two counties have availed themselves of the benefits of this law, viz: Benson and Walsh.

This session also provided for the appointment of an officer to be known as "inspector of rural and graded schools" and made an appropriation for state aid to such rural and graded schools as met the requirements prescribed by the Superintendent of Public Instruction. Under the provisions of this law, N. C. Macdonald, who was then superintendent of the Mandan schools, was appointed inspector, which office he held until January 1, 1917, when he became Superintendent of Public Instruction.

There was a considerable volume of educational legislation in 1913. There were the usual amendments to various sections of the school laws to remedy defects of the 1911 enactments. The most important educational laws of 1913 were Chapter 251, which created the Teachers Insurance and Retirement Fund; and Chapter 149, which created a State Board of Education, to consist of the President of the State University, President of the State Agricultural College, the Superintendent of Public Instruction, a state normal school principal, to be designated by the governor, an Industrial School principal, the high school inspector, the rural school inspector, a county superintendent of schools and a male citizen of this state not engaged in educational work. This board took over the work of the high school board, the boards of management of the county agricultural and training schools, the board of examiners for teachers' certificates and the classifications of rural, graded, consolidated, and high schools.

In 1915 educational legislation was enacted on the following subjects: County agricultural and training schools, consolidation of one-room schools, county aid to schools, kindergartens, teachers' certificates, school taxes, libraries, medical inspection of pupils, organization of new school districts, extending the authority of county superintendent of schools, fire drills and fire guards for school buildings, leasing of school buildings, extending the benefits of the teachers insurance and retirement fund, textbooks, and that old source of trouble, the transportation of pupils.

Before Superintendent Stockwell retired from office January 1, 1911, he had appointed a committee of county superintendents to revise and rewrite the course of study. The committee made its report during the year 1911. The material prepared by the committee was placed in the hands of B. A. Wallace, the Professor of Education at the State Normal School at Valley City, who was employed by Superintendent E. J. Taylor to edit the course of study and prepare the copy for the printer.

The course of study of 1911 proved a very satisfactory one and continued in use till 1917. In 1911 a pamphlet was prepared and issued by the state superintendent which set forth in detail the requirements for classification and aid for all classes of rural, graded, and consolidated schools, the use of which, with few changes, was continued till 1917.

During the period from 1911 to 1916, inclusive, the entire school laws were revised, the attendance laws were strengthened, qualifications of

teachers increased, state aid to rural schools provided, a teachers retirement fund created, county agricultural and training schools organized, the election of county and state superintendents provided for on a "No Party Ballot", salaries of county superintendents and deputies increased and the health of pupils safeguarded. An important survey of the state educational institutions was made by the United States Commissioner of Education who appointed three educators to do the work and published the report in a national bulletin which appeared in 1916.

Within the state superintendent's office special attention was given to keeping the records and preserving the papers, pamphlets, reports, and documents belonging to the department. At the close of 1916 the records of the office were up to date and the files were in excellent order. Recent disclosures show that many of the papers that had been filed in the department were discarded in 1917 and 1918 and many of the pamphlets were destroyed when the capitol building burned, Dec. 28, 1930.

### NEIL CARNOT MACDONALD

1917—Elected Deputy, Mrs. Katherine B. Macdonald, Valley City.

Mr. Macdonald was born in Priceville, County Grey, Ontario, on March 17, 1876, and was the second person elected to the office of superintendent of public instruction who was born in Canada. He came with his parents to Dakota Territory in the early eighties. The family settled near Hannah where at this date (August, 1932) his mother still lives.

Mr. Macdonald was a product of the schools of the state. He graduated from the State Normal School at Mayville in 1896 and earned a B. A. in 1900, and a M. A. in 1908 from the State University. He did graduate work at Harvard, Edinburgh, Chicago, and Stanford. His educational experiences included those of city superintendent, county superintendent, state rural school inspector, superintendent of public instruction, and for a time professor of school administration in Ohio University. He was a member of the N. E. A., National Council of Education, American Academy of Political and Social Science, Phi Delta Kappa, Knight Templar and Shriner, and the Presbyterian Church.

The privations of pioneer days and the hardships endured to secure an education were conquered by the inherent qualities received from his Scotch ancestry. Overcoming these difficulties gave Mr. Macdonald a close sympathy with the farm child.

Upon becoming superintendent his experience as rural school inspector caused him to offer as his major policy "equality of opportunity for all the children of the state to attend good schools." His efforts centered in a program of rural school betterment through consolidation of small schools, better trained teachers, wider and more intelligent use of a revised course of study, conservation of health, cooperation of school officers, community center activities, standardization of schools. The drive for better teachers made graduation from high school the minimum educational requirement for teaching. These objectives were promoted



NEIL CARNOT MACDONALD

by uniform programs for five-day county institutes where the state program was presented and explained, one day of which was devoted to a Better Rural School Rally attended by a team of speakers from the state department. Each team contained a representative of the department, the superintendent, or assistant superintendent; an out of state lecturer, and a song leader. The governor of the state appeared at twenty-two of the fifty-three institutes. Mr. Macdonald's administration of whirlwind activities centering about the rural school made an impression, some influences of which still remain.

Mr. Macdonald died at Glasgow, Montana, September 8, 1923, while enroute to Spokane to take a deanship in a denominational college, and is buried at Hannah.

#### MINNIE JEAN NIELSON

1919—Elected.

Deputies: (1919) H. G. Arnsdorf, Valley City  
(1920) Hazel B. Nielson, Valley City  
(1920) E. J. Taylor, Bismarck  
(1923) C. L. Robertson, Hebron  
(1924) Hazel B. Nielson, Valley City  
(1924) C. E. Pickles, Medina  
(1926) Hazel B. Nielson, Valley City

For the third time in the history of the state a woman was elected to public office. Miss Nielson was born in Jackson, Michigan, and came to Barnes County with her pioneer family in April, 1880. Her father, James Wylie Nielson was born in Edinburgh, Scotland, and her mother, Mary Hallady Stewart in Glasgow. Both family lines contained names prominent in legal, political, and governmental history in Scotland.



MINNIE JEAN NIELSON

Miss Nielson received her education in the grades, and high school at Valley City and attended the Universities of North Dakota, Michigan, and Chicago. Her teaching experience was in the rural schools, grades, and high school. She was elected superintendent of Barnes County and served in that office for twelve years until elected superintendent of public instruction, in which office she remained for four terms.

In addition to her educational interests she was active in the work of the Federated Women's clubs and served as state president for two terms. She is a member of the N. D. E. A., N. E. A., P. E. O. Sisterhood, and Congregational Church.

Miss Nielson had a strong, aggressive personality, energetic, untiring physique, and a broad far-reaching vision. She was a natural publicist and during the years of her leadership "school was news" always. She sponsored a program of night schools in every county to teach adult illiterates to read and write, and a campaign to organize a Parent-Teacher Association in every school in the state. Her enthusiasm was contagious, and backed by her exceptional physical health was to a certain degree responsible for the unusual personal following given during her administration.

Miss Nielson outlined a program looking toward definite advancement in education to be promoted in all counties in the state. In January, 1919, these seven points were agreed upon by the county superintendents:

1. AMERICANIZATION including the enforcement of the compulsory attendance law, the establishment of public evening schools for the elimination of illiteracy among adults and the organization of Parent-

Teachers Associations for closer cooperation between homes and school. The slogan "No Illiteracy in North Dakota in 1924" was adopted.

2. HEALTH WORK including the employment of a school nurse in every county of the state, the establishment in every county of the state of the county-wide Play Day to develop community spirit as well as physical education, and the introduction of the Hot School Lunch into all schools not having same.

3. CONSOLIDATION of schools wherever possible.

4. STANDARDIZATION of high schools, consolidated, graded, and rural schols for which state aid may be given.

5. The Teaching of the Principles of GRAIN GRADING AND CREAM TESTING in consolidated schools and all other schools where the pupils are advanced enough to receive such instruction.

6. The Teaching of the Principles of GOOD ROAD MAKING.

7. BETTER SALARIES for BETTER TEACHERS.

The legislative session of 1919 created the State Board of Administration of five members: three on salary to be appointed by the governor, and the commissioner of agriculture and the superintendent of public instruction members ex officio. The new board superseded and took over the duties of three boards of lay members: the board of educational examiners in charge of certification; the board of regents in charge of normal schools, colleges, and the university; and, the board of control in charge of penal and charitable institutions. A measure was initiated at the primary election June, 1920, which returned to the superintendent of public instruction preparation of the course of study and the certification of teachers and gave the superintendent charge of all high school examinations, which before 1919 had been directed by the president of the University.

Since retiring from the state office Miss Nielson has been connected with the Federal agencies for adult education in Washington, D. C.

### BERTHA RACHEL PALMER

1927—Elected

Deputy, W. E. Parsons, Bismarck.

Miss Palmer, the fourth woman to be elected to this office, was born in Nobles County at Graham Lakes near Worthington, Minnesota. Her father had served in the Civil War and came a pioneer to Dakota into the Devils Lake region in December, 1881, the family following the next spring. In the fall of 1882 he harvested a crop of oats yielding 112 bushels to the acre, news of which brought many new settlers to Ramsey County. The children of the family rode four miles each morning to attend a country school, and she was one of the three girls composing the third class to graduate from the Devils Lake High School. She taught in a country school before attending and graduating from the State Normal School at Mayville where she specialized in elementary educa-



BERTHA RACHEL PALMER

tion and public school music and art. During vacations she conducted teachers' institutes and took special courses at summer school. In 1915 she was appointed field deputy for Williams County where she developed a definite program of supervision in rural schools. In 1919 she was appointed assistant state superintendent of public instruction where for five years she conducted institutes, and lectured on educational subjects before many different organizations. Besides her interest in public schools, Miss Palmer took an active part in club work, and served for six years as Art Chairman for the State Federation of Women's clubs. She was actively connected with the growth of organized Christian Education, and personally conducted the first daily Vacation Bible School in the state. Her interests and activities are broad and varied; she studied summers at the universities of Minnesota and Chicago, and spent one summer traveling abroad. She has lectured on the history, development, and latent possibilities of the state and published a book on "The Beauty Spots of North Dakota." Miss Palmer is a combination of the rugged practicality of her New England mother and the artistic appreciation of her Huguenot father. She is an active member of two Federated woman's clubs, a D. A. R. Chapter, P. E. O. Sisterhood, the Presbyterian Church, and holds a life membership in the National Education Association.

As assistant superintendent of public instruction during the preceding administration Miss Palmer was familiar with school conditions and understood the needs of the state as viewed from the superintendent's office; the weak place was the one-teacher school where more than one-half of all teachers in the state were employed, and where more than one-half of all children of school age attend.

In January, 1927, at the mid-winter session of the county superintendents, a definite program for improving conditions in one-teacher schools was formulated:

1. To prepare a Course of Study for the elementary schools to be written by state people to meet the needs of the state with special consideration for conditions in one-teacher schools.

2. To reorganize county institutes into demonstration conference, emphasizing methods of teaching in the schoolroom, and supervising of teaching in the counties.

3. To secure courses in rural education in state educational institutions to prepare teachers to meet conditions in the one-teacher school.

The cooperation of school boards teachers, faculties, and administration officers was secured in making the Course of Study, and the new Course was written and distributed in all schools in September, 1928, ten months after the committees first met. The work was done by classroom teachers, county superintendents, the instructors in state institutions and at no extra cost to the people of the state. By the cooperation of county superintendents, former institute instructors, and method teachers in normal departments, a system of demonstration has been developed which provides practical help to every rural teacher, and to many teachers in graded and consolidated schools.

The response to the methods presented in the demonstrations created a demand from county superintendents and rural teachers that practical instruction along this line be given in teacher training institutions. Within four years such courses were functioning in all normal departments with observation and teaching in rural schools affiliated with the normal departments.

A basis for the reorganization of training courses was the Report of the Survey of Training Teachers in North Dakota made by Dr. W. E. Peik, University of Minnesota, which report has had wide recognition outside the state.

Other definite progressive steps made during the administration are:

1. Office of department organized into bureaus with a responsible director at the head of each: general administration, school law, certification, high school, rural school. (1927)

2. County superintendents organized with chairman elected each year, and deputy state superintendent as permanent secretary, the group cooperating with, and advisory to the department of public instruction. (1927)

3. Annual meeting of county superintendents organized into a work-play conference week centering about lecture courses in educational psychology and principles of supervision. (1928)

4. Organization of a permanent committee to revise Course of Study up-to-date before each new printing. (1929-1931)

5. Monthly outlines prepared for study of grade selections in literature. (1929)
6. Musical experience brought into rural schools through development of county choirs. (1929)
7. Unit I of play equipment at no cost for health education organized for use of one-teacher schools. (1930)
8. Five year program outlined for planting trees and shrubs to beautify school grounds. (1931)
9. Credit for daily work given on final grades in high school subjects. (1927)
10. Study made of achievements of high school pupils in the minimum essentials in English. (1927)
11. High school curriculum revised by committees of high school people. (1929)
12. Preparation of eighth grade and high school examinations directed by department of Tests and measurements of College of Education at the University. (1930)
13. One year of rural training organized to be the first year of the two-year standard course. (1930)
14. One year of professional work about high school graduation secured for minimum requirements for certification. (1931)
15. Requirements for "special certificates" to equal a major in that subject for a baccalaureate degree. (1932)
16. Revised accounting system for school clerks and treasurers to conform to requirements of reports to the federal government. (1931)
17. Appointment of committee secured for reporting to the 1931 Legislature the inconsistencies, contradictions and omissions in the school laws.

These figures from the reports of Superintendents of Public Instruction for the years indicated show the growth in enumeration, and enrollment in public schools, and the necessarily increasing costs.

#### FOR DAKOTA TERRITORY

	1866	1875	1884
ENUMERATION .....	759	8,343	77,499
Enrollment .....	360	4,428	50,031
Teachers .....	14	208	2,911
Expenditures .....	.....	\$ 32,603	\$1,306,878

#### NORTH DAKOTA ONLY

	1890	1900	1910	1920	1930
ENUMERATION ..	37,472	92,009	156,044	203,829	222,798
Enrollment .....	30,821	77,686	139,802	168,446	169,277
Teachers .....	1,894	4,083	7,387	8,057	8,856
Expenditures .....	\$ 525,220	\$1,583,594	\$4,829,232	\$13,306,724	\$16,069,408

## A LESSON FROM THE PAST

Bertha R. Palmer

Address before N.D.E.A., Grand Forks, October 26-27-28, 1932

It has been my privilege and duty the past three months to delve into the history of the development and growth of public education in our state as evidenced in the annual reports of the territorial days and the biennial reports of statehood which were required of the superintendent of public instruction. These reports cover a period of 70 years beginning with 1862 and show that the periods of development and growth coincide exactly with the longer administrations.

Twenty-two men and women have been appointed or elected to the office of superintendent of public instruction, of whom fifteen have served two years or less. These fifteen departments have left few footprints on the path over which the vehicle of education has passed, one a resignation, one a list of textbooks, and the thirteen, reports of varying sizes. Of the other seven, one served four years, four served six years, and two served eight years. Through two administrations under three superintendents one deputy maintained a continuing policy. Two other superintendents succeeded to the office after having served during the preceding administration. These periods of a continuing policy in the department have been our periods of growth and development. Here is the story:

One of the last official acts of President Buchanan was on March 2, 1861, when he signed the bill creating Dakota Territory and defining its boundaries. At that time there was but one school in the region, a log building at Bon Homme built in 1859, 14x16 feet on the ground with no floor but the prairie grass. The desks were made from a discarded wagon box and the seats were three-legged stools. Here Miss Emma Bradford taught four boys and five girls for three months and received \$45.00 for each twenty days. A granite shaft now marks the site of this primitive schoolhouse. I trust it was erected to the memory of the pioneer builder rather than to the pioneer building.

The first territorial officers were appointed by President Lincoln. The first provision for education was in an act for the legislation and support of common schools passed by the first legislature and approved May 13, 1862, but it cannot be learned that any acts were done under this law although some private schools were opened in the towns. Before crops were gathered, the Indian outbreak occurred in Minnesota. Terror was universal; with the exception of those at Yankton the settlers abandoned the territory and most of them never returned. The next school legislation was two years later, an act approved January 15, 1864, which made the territorial officers, governor, secretary, and treasurer, an ex-officio board of education required to appoint a superintendent of public instruction who should act as clerk of the board. No appointment, however, was made for eight months. Why did they delay so long? Benjamin Franklin said, "The longer I live the more convincing proofs

I see of the truth that God governs in the affairs of men." The board was waiting for a man to be sent to them, and he came in this wise:

The National Congress enacted the homestead law in 1862. Sentiment was awakened throughout the country favorable to the occupation of public lands, and movements were set on foot to organize colonies and emigrate to new sections of the west. Such a colony of one hundred families, numbering about 500 souls, was organized in Syracuse, New York, with Professor James S. Foster as secretary. Through correspondence he secured George D. Hill, surveyor-general of Dakota, and Major W. A. Burleigh, agent for the Yankton Indians, when on business trips to Washington, D. C., to come to Syracuse and address the members of the Free Homestead Association, with accounts of Dakota Territory. The word pictures of these two men made the members of the colony so enthusiastic they sent Mr. Foster and Mr. Ross Brown as ambassadors to spy out the land. Their report was unanimous and satisfactory and the members set about closing up their affairs and preparing to move west.

To the west, to the west, to the land of the free,  
Where the mighty Missouri rolls down to the sea,  
Where a man is a man if he's willing to toil  
And the humblest may gather the fruits of the soil.

This was the first organization in the United States to emigrate to the new territory of Dakota. Each member deposited \$25 and through their enterprising secretary secured a through ticket for \$31 which included meals on the boat from St. Joe, Missouri, to Yankton. The colony left Syracuse April 5, and entered Dakota the middle of May. In August, Mr. Foster was appointed secretary to the ex-officio territorial board of education, and maintained the office in his home in Yankton.

Within the next year Mr. Foster ascertained by personal interview and by letter that there were about 600 children in the territory of school age (4 to 21) and that about 300 had enjoyed school privileges in the private schools. There was no school tax levied and no school money collected. A per capita tax of \$1.00 had been authorized but no attempt made to collect it; the fines imposed for illegal sale of intoxicating liquors were not collected by the prosecuting officers of the five counties. In his first report, Mr. Foster states that a very respectable fund could be realized from these two sources, and a system of common schools set in motion.

Mr. Foster was reappointed five times and was indefatigable in activities to develop good schools. He promoted punctuality and compulsory attendance, gymnastics, school buildings, normal schools, and well qualified county superintendents who should be "as wise as serpents and harmless as doves."

The next two superintendents were elected, T. McKendrick Stewart, a Presbyterian minister, who resigned after a few months and left the territory, and J. W. Turner, who selected a list of textbooks. Mr. Foster was deputy during both administrations, which makes us question who was responsible for the number of McGuffey texts in the list.

The next three superintendents, E. W. Miller, J. J. McIntyre, and W. E. Caton were a lawyer, a minister and a politician respectively, and one suspects that the salary of \$600 a year which included livery hire, may have been the attraction. At this time, 1879, twenty years after our first beginning, there were 177 schoolhouses, 130 frame, 4 brick, 41 log, and 2 stone, with a total value of \$55,006.

In the year 1879 the legislature evidently gave a serious thought to education, for they directed the governor to appoint a superintendent, which appointment the legislative council should confirm. The governor selected William Henry Harrison Beadle, then serving as surveyor-general, and the appointment was confirmed for an unnamed period, and under this continuing policy, education in Dakota began to take form. That Dakota should have had at that critical period the benefit of the vision, wisdom, initiative, and force of Mr. Beadle is but another evidence that God governs in the affairs of men. His coming was in this wise: In 1869, ten years before, Mr. Beadle was a growing force in Grant County, Wisconsin, when the then incumbent of representative in Congress feared his growing popularity and made a determined and successful effort to have President Grant give him a western appointment, and he was sent to Dakota Territory as surveyor-general. This was fortunate for Dakota. For ten years as surveyor-general and six as superintendent of public instruction, Mr. Beadle might properly be denominated the general utility man of the Territory. He was not ostentatious, but the records show he was on the firing line in every necessary and commendable work. He was relief agency from drought and grasshopper affliction, as well as organizer, and publicity man. An enumeration of the public duties he has discharged in aiding the uprearing of Dakota's governmental fabric would require an abstract from the proceedings of town meetings, all through the varied boards and councils to the legislature, churches, schools, and colleges. All have been substantially benefited by his council and unselfish assistance. He is best remembered for the conservation of public lands for school purposes and he is credited with having written those sections in the enabling act reserving sections 16 and 36 in every section for the support of common schools.

So remarkable was the growth and development of education during his administration that the condition is a matter of comment in the report of the National Commissioner of Education for 1885 which found that Dakota led 22 of the states in the amount it expended for educational purposes; that Dakota had a schoolhouse for every 151 pupils within its borders; that the value of school property outranked 15 states, and in the number of teachers employed, 15 states. (In 1928, Dr. Peik found

that North Dakota was second among all states in per cent of income expended for public schools.)

Mr. Beadle's successor was a gentleman of culture and refinement, an ex-pennmanship teacher in a commercial college who read law in his spare time. His two annual reports to the governor are in longhand, beautifully written with an arm movement, and a pen from which the ink flowed readily. Each is more than one hundred pages. Mr. A. Sheridan Jones had served in the Civil War, wore long curly whiskers and suffered from consumption contracted in the army camps. His reports center around a recommendation for a Territorial Board of Education of three members, having proper learning, ability, and adaption for educational work, which he believes would be of superior advantage in the management of the school system, chief advantages being the selection instead of election of the superintendent, who should be secretary to the board, the organization of a unified school system from kindergarten to university, and the regular and orderly transaction of the school business of the state.

The next legislature gave serious consideration to this recommendation by providing for such a board and Governor Lewis K. Church appointed Eugene A. Dye, Mellette, Frank A. Willson, Bathgate, and George A. McFarland, Scotland, three men "having proper learning, ability and adaption for educational work," but the necessary element for a continuing policy was overlooked, for the term was for two years only and they had begun to be acquainted with the territory they were to serve when politics changed the personnel of the board. Early in the year 1889 Governor Mellette appointed three new and equally well qualified men, Leonard A. Rose, Fargo, A. T. Free, Deadwood, and C. M. Young, Tyndall, but the valuable experience acquired by the first board was lost to the schools. The second board served only a few months until the first state officer, elected October 1, 1889, when the state constitution was ratified, qualified for office immediately after President Benjamin Harrison signed the bill on November 2 which admitted North Dakota to the Union, thus the territory in its thirty years saw two periods of growth.

The same conditions have prevailed since statehood:

Three men held the office in the first four years, William Mitchell, who died suddenly in March, W. J. Clapp, Fargo attorney, appointed to complete the unexpired term, and John Ogden an uncle of Mr. Mitchell. Three men of unusual qualifications, but with no opportunity for leadership. The continuing policy during these four years was the deputy appointed by Mr. Mitchell, Mr. F. W. Cathro of Bottineau, who remained with Mr. Mitchell's successors. The recently adopted State Constitution directed that "the legislative assembly shall provide at its first session . . . for a uniform system for free public schools throughout the state beginning with the primary and extending through all grades up to and including the normal and collegiate course." The bills to carry out this

provision had been introduced when Mr. Mitchell died. The task was performed so thoroughly that our present system with only a few changes is the result, and it would have been better had no changes been made.

The absence of a continuing policy in the department of public instruction is very evident during the next ten years which period is within the memory of some here; Mrs. Laura J. Eisenhuth, Emma F. Bates, J. G. Halland, Joseph M. Devine, served in quick succession, four strong personalities supporting sound educational policies, but as varied in their outlook as their promoters were different in appearance. e. g. (Mr. Halland was ahead of the times in recommending combination of classes in one-teacher schools. Mr. Devine, up-to-date, labored to grade these schools by the standards used in town schools.) These differences made it difficult for the school system to remain at its farthest point of progress—indeed it slipped in several places. The administrations were separated by bitter personal and political campaigns which overshadowed in the minds of the people the educational objects and aims.

But these lean ten years in permanent accomplishments were succeeded by fourteen fat ones, a period of phenomenal growth and development under a leader with educational vision, coupled with zeal, youthful vigor, energy, and enthusiasm. Mr. Walter L. Stockwell, only a few years out of the University of Minnesota, selected for his deputy Mr. E. J. Taylor, another young man, whose personality and interests were complementary to those of his chief, thus forming a happy combination for effective work. The school system of the state expanded and blossomed and every community was enlivened and enriched as it accepted and welcomed the educational offerings through the agency of the public schools.

After eight years of tireless activity, Mr. Stockwell was succeeded by Mr. Taylor, who chose for his deputy Mr. W. E. Parsons, and these men had the satisfaction of preparing the bills for enacting into law not only the principles and projects which Mr. Stockwell had sponsored, but other progressive measures which developed in the next six years. Space does not permit enumeration of the points of growth but the range was wide, covering almost every phase of education from certification to ventilation, and state aid to "no party ballot." These fourteen years under a continuing policy in the department of public instruction might be said to be the "golden age" in the history of education in North Dakota.

In 1917, partisan politics suddenly interrupted the onward progress by attempting to introduce new cogs and wheels which did not fit into the educational chariot and N. C. Macdonald served but one term. Politics then attempted to repair the damaged machinery and during the four terms of Miss Nielson's administration "schools was news" always.

There was politically directed school legislation, followed by referenda of the new school laws; state-wide campaigns on better schools,

better teachers, good roads, minimum salaries, illiteracy, play days, hot lunches, grain grading, health, Parent-Teacher Associations. School activities were always in the headlines, and the people of the state became school conscious. The need of a continuing policy in the department of public instruction was increasingly evident and in 1921 Mr. Stockwell wrote in the *Quarterly Journal* for July: "What is now needed in North Dakota is an adjournment, without a day, of all politics in connection with education, and the enactment of a law which will give us a State Board of Education appointed by the governor and confirmed by the senate. This board should consist of not more than five members, appointed for long terms, without salary, and selected without reference to political affiliations, not more than three from any one political party and including at least one woman, and this board should be given the power to appoint the commissioner of education to be the executive head of the state school system of public education. Such commissioner should be chosen solely for educational qualifications and fitness for the position, without reference to residence . . . and removable only for inefficiency or palpable failure to perform the duties of his office." This was the original organic principle of the territory, and has been recommended repeatedly since territorial days. But because of the political short term, no educational leadership has been developed sufficiently strong to show the people of the state the advantages which would result to the school system from having in the department of public instruction a continuing policy of progress and development under stable leadership instead of the scattered and at times aimless efforts now possible under the present political system. If the state superintendent were appointed, state examinations, problems of irregular certification and other irregularities could be settled by reason and good judgment, but the influence of popular vote makes that impossible at the present time.

The illustrations showing this great need of our school system continue into the present administration. Your present superintendent served five years as assistant in the preceding administration, Mr. W. E. Parsons was with Mr. Stockwell and Mr. Taylor. This administration has builded upon the best in the past, always looking toward an integrated well rounded system which shall consider all the needs of all the children and young people of the state. North Dakota is the second most rural state in the union and yet the weak place in our educational system is the one-teacher school which offers more than half of all the teaching positions in the state, and where more than half of the children of school age attend. From these schools, boys and girls go directly to village and city grades and high schools. Improving these foundation schools, improves and strengthens the whole school system. In 1927, three points needed immediate attention: (1) a course of study which could be understood and followed by inexperienced, and untrained teachers and yet provide opportunities of enrichment for teachers with training and experience; (2) a program for improving teachers in service; and

(3) courses in normal departments to prepare teachers to meet the conditions in the one-teacher school. Of necessity, the program has been one of cooperation among school boards, classroom teachers, county superintendents and faculty members, and administrative officers and has advanced as rapidly as these agencies have recognized the need. The North Dakota Course of Study was organized, written, and distributed in ten months from the time of the first committee meeting, at no extra cost to the people of the state. It is rated by the office of Education and Teachers College, Columbia, one of the four best in the United States. (South Dakota began to prepare a course the same year which already has cost \$60,000 and costs each school \$14.00 for the pamphlets. It is not yet completed.) Our demonstration conferences for teachers which replaced the "round up" type of institute have been the subject of a special pamphlet by the Office of Education and the plan is copied in several states. The first year this reorganization was in effect it saved to the school districts \$90,000 (four days of each teacher's time on salary) saved to the teachers \$70,000 (travel to the county seat) and five days of room and board while attending lectures, and the average expenses to the individual counties dropped from \$108 to \$68. The professional value of the change to the teachers is summed up in this statement from one: "I learned more about how to teach by watching one hour of demonstration than I ever learned from listening to a week of lectures." The courses in rural education in all the normal departments are overenrolled; rural life is taking on a dignity and respect which is bettering conditions, improving environment and raising the standards of living.

While these three projects are developing, no opportunity has been overlooked to strengthen and help the classroom teacher. Study outlines for grade selections are sent out; a study of achievements of high school pupils in minimum essentials in English was made and the findings are used in all of our high schools and in freshmen English at the University. High school syllabi have been revised, rewritten, and prepared in new subjects; higher minimum requirements for certification have been secured; examinations for eighth grade and high school subjects have been professionalized and standardized under the director of tests and measurements at the University; the accounting system for school clerks and treasurers has been revised to conform to requirements for reports to the federal government.

Units of non-commercial play equipment have been organized, that children in unclassified schools may have the benefits from purposeful play. Equipment for providing hot noon lunches by the pint jar method has been developed. County superintendents have been helped with their problem of supervision and administration by annual work-play conferences centering around a week's study course in those subjects. The department of public instruction has been organized into bureaus with a responsible director at the head of each, making possible prompt

and competent service by mail and which is not interrupted by the field duties.

But the most important need has been the most difficult to get started, perhaps for the reason so often pronounced by Commissioner Wm. John Cooper that "our school system is governed by tradition." Our school systems everywhere give little or no consideration or opportunity for the young people who have mechanical ability and are manual minded. There is crying need for vocational guidance to direct active minds and eager hands in the use of equipment, tools, and material things. Training in the manual arts will do more toward building characters and creating right attitudes than printed pages of direction. It is unfair that the state should offer training in one occupation only. Each year we produce almost twice as many legally qualified teachers as there are available positions. It has been suggested that one or two of our teacher training institutions be closed as an economy measure.

But it is poor economy to let expensive buildings and good equipment stand unused when each June welcomes 5500 high school graduates, many of whom are eager for further training. It is good economy to reorganize that which we already have into that which we greatly need. Dr. Peik's survey emphasized this need and outlined the means by which it may be met without additional cost by reorganization of courses within our institutions. Students should be met at the door, as it were, by vocational guidance, consideration of natural ability and personal preference aided by vocational aptitude tests which should be the means by which to direct the individual to educational, vocational, or junior college courses. These last should be preprofessional in their organization of English, and science, or mathematics, or social studies. Such organization will intelligently and materially reduce the oversupply of teachers, many of whom are in the ranks because "there was nothing else to take," which reason is responsible for misfits. Perhaps you think I have digressed from the need of a State Board of Education in North Dakota, but you see the reason for the digression; we need a State Board of Education of not more than five members without salary who shall have at heart the need of the state for a unified school system, and who have the vision, the initiative and the power to bring about thorough reorganization of what we have for that which we need. A continuing policy in the department of public instruction is needed at this time perhaps more than at any time in our history. Those of you who are active in some of the present projects realize this. This body has gone on record favoring such a policy, and now is the time for every good member to come to the aid of that principle.

I have tried to bring to you this story of the past and present evidences, of the need of a continuing policy in the department of public instruction, for progress and development in education through a unified and integrated state school system directed by a State Board of Education, one of whose duties shall be to select and appoint a superintendent of public instruction.

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