A HISTORY OF

the State Department of Education in Minnesota

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MINNESOTA STATE DEPARTMENT
OF EDUCATION

Preface

This history of the Minnesota Department of Education was written as a portion of a project undertaken by the Study Commission of the Council of Chief State School Officers. The objective of the project was to make comprehensive studies of the development of the fifty state departments of education from the years 1900-1965. The epilogue was added to bring this particular document up to date. The Minnesota history was prepared under the supervision and direction of Farley D. Bright, Assistant Commissioner for Administration, who is a member of the Study Commission, and was written by Ralph R. Doty, Administrative Assistant to the Assistant Commissioner.

This history is the result of extensive help and cooperation from a large number of people, the names of whom are too numerous to individually mention. However, because of assistance well beyond the call of duty, special thanks go to T. C. Engum, retired staff member, who was formerly Chief of the Elementary and Secondary School Section; E. Raymond Peterson, Assistant Commissioner for Instruction; August W. Gehrke, Assistant Commissioner for Vocational Rehabilitation and Special Education and members of their staffs; and Dean M. Schweickhard, former Commissioner of Education. Additional thanks go to staff members at the library of the Minnesota Historical Society, and to countless others who kindly volunteered information and advice, both oral and written, to aid in the writing of this document.

Commissioner of Education

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ONE OF MINNESOTA'S early schools is pictured — this was the first schoolhouse in Red Lake Falls, Minn., built in 1878. This photo is from the excellent collection of the Minnesota Historical Society. Photos used throughout this book were obtained from the Society.

State Supervision of Education Prior to 1900

The evolution of the role of state supervision in the early years of the state was slow and deliberate. To the pioneer, so dependent on his own individual initiative, there was something suspicious about educational supervision from an office miles removed from his neighborhood schoolhouse. The eminent Minnesota historian William Folwell wrote:

> A study of the subject of state supervision of schools in the early years of statehood leaves the impression that for a long time the people of Minnesota wanted as little of it as possible and that they later grudgingly tolerated its expansion as school funds requiring guardianship increased.[1]

Territorial Days

In 1849 the territorial legislature enacted the first law pertaining to education: common schools were to be open to all persons between the ages of four and 21 years, and townships were to be divided into school districts when the districts contained more than five families. To support the schools, the law levied a general tax of 2 1/2 mills and supplemented it with 15 per cent of the funds collected from liquor licenses and fines for criminal offenses.

But formal education developed slowly — in 1851, there were only three schools in Minnesota, enrolling a total of 250 children. It was not unusual in these early years for the school year to be as short as three months. Most schools included courses in reading, writing, geography and some form of mathematics. The teachers* salaries averaged $13 a month for women and $21 for men.

Edward D. Neill, a Presbyterian minister and one of the ablest educators in the territory, was appointed the first of four territorial superintendents of public instruction in 1854. His annual salary of $100 was hardly enough to support a man and his family. When he resigned two years later, finding a successor was difficult; Territorial Governor Gorman announced in his 1856 annual message that he could not find anyone who would take the office at $100 a year. The following year a St. Paul lawyer accepted the position on a part-time basis.[3]

From Statehood to 1900

Minnesota became a state in 1858, and one of the first acts of the legislature was to provide for the appointment of a state superintendent of public instruction. Edward D. Neill, formerly the territory's first superintendent, was appointed.

In 1861 the legislature stipulated that every township would be a school district. The town supervisors were appointed school trustees ex officio, and the town clerks and treasurers were named school officials. This township plan lasted only a year, however, for in 1862 the legislature adopted the so-called neighborhood plan, which firmly established the district system of public schools — a system still in existence today.

Educational progress in the early statehood years was substantial compared to the slow development (hiring territorial days. In 1868 Governor William R. Marshall reported that Minnesota had more school buildings than any other state with comparable population and taxable property.

In the first decade of statehood, the emphasis was on two extremes; the common school for those who desired only the basics, and the university for those who desired an extensive education. Since usually only the well-to-do could afford the luxury of a college education, there was a real need to develop a syste-

matic and comprehensive intermediate program. Thus, in 1872, Superintendent Horace B. Wilson appointed a special committee to plan a course of study for the high school, frequently referred to as "the people's college." Wilson also directed the committee to study a way to establish a curriculum that would provide better preparation for those who planned to attend a college or university.

Superintendent Wilson's dream of a realistic high school program was realized in 1878 when the legislature enacted the first law recognizing the need for high schools: it appropriated $400 annually to each high school maintaining a minimum course of study. To enforce these regulations, the act established a high school board consisting of the superintendent of public instruction, the president of the University of Minnesota, and a third member to be appointed by the Governor.[5]

> This was the beginning of state supervision of high schools, although it is to be noted that supervision extended only to schools that desired to be placed *on* the 'accredited list' and to receive state aid . . . At first there could not be more than three state-aided high schools in any one county, but later this number was increased to five.

Originally, the high school board assigned the duties of inspecting these high schools to university faculty members without compensation. However, this was later changed and a full-time inspector was hired.

The legislature made another early effort to exert some control over the public schools' curriculum by conferring power on a board to recommend a list of textbooks for the schools. The state had been overrun with book agents in the 1860's, and it was clear that some form of regulation was necessary. To prevent chaos, Superintendent Mark Dunnell urged the legislature to set up a textbook commission to select books and assure minimal costs. But prices did not fall substantially. There were charges that textbook profit was 100 per cent or more and that a "textbook ring" was operating in the state.

In 1877, at the height of the textbook controversy, Daniel D. Merrill of St. Paul offered to supply the state with textbooks for 15 years at one-half the usual price and to put up bond to assure his contract. State Superintendent David Burt vetoed the offer, but nonetheless the legislature enacted it in 1877/ It was later charged that the books were cheap in quality as well as price.

The State Superintendent of Public Instruction

In 1861, the first superintendent of public instruction, Edward D. Neill, resigned to become a chaplain of the First Minnesota Regiment. He later became the first president of Macalester College. B. F. Crary, who succeeded Neill, resigned in 1862 to become chaplain of the Third Minnesota Regiment.

When the Civil War began to financially drain the state, there was an effort to economize. It was quickly decided that the office of the state superintendent of instruction could be abolished without harming the states educational system. The duties were given to the secretary of state, who performed them under protest until 1867, when Mark Dunnell was appointed state superintendent. Dunnell served until 1870, and it was during his term of office that the textbook controversy reached its height.

In 1870 Horace B. Wilson, a professor of mathematics and a former county superintendent of schools, was named superintendent of public instruction. During his term the office expanded greatly in scope and in prestige. He was succeeded by David Burt, who resigned in 1881, 24 days before his death.

In 1881 David Kiehle, the principal of the state normal school at St. Cloud and a former county superintendent of schools, assumed the office. Kiehle served for seven consecutive terms, the longest period of service of any superintendent up to that time. A foresighted educator, he did much to improve education and to correct the offices obvious weaknesses. Among other things, he established a system of summer training schools for teachers. As a regent, a position held by all state superintendents of public instruction in these early years, he formulated the plan for the University of Minnesota's School of Agriculture.

In his biennial report for 1883-84, Kiehle called attention to the large number of children not attending school. He recommended specific legislation dealing with this serious situation, and the following year, the Minnesota Legislature enacted a measure requiring every parent or guardian of a child between the ages of 8 and 18 to send him to a public or private school for 12 weeks each year. Disobeying the law was a misdemeanor. Its weakness, however, was in the exceptions allowed. In cases where the parent or guardian was too poor to clothe the child, when the child was physically or mentally unable to attend school, when the child was being taught at home or had already acquired the ordinary school training, or where there was no school within two miles of the home, school boards could grant excuses. More often than not, the children did not attend school. A parent who needed them for work on the farm was usually not reluctant to stretch the truth somewhat to obtain an excuse to keep the children home to do the many chores. The act of 1885, therefore, was actually little more than an expression of sentiment.[9]

In 1893 Kiehle resigned, and William Pendergast assumed the duties of state superintendent. Pendergast, a former assistant superintendent of public instruction, was principal of the School of Agriculture of the University of Minnesota at the time of his appointment.

Under Superintendent John Lewis, who was appointed in 1899 to succeed Pendergast, two significant developments occurred. First, at Lewis' suggestion, the legislature passed an act designed to strengthen the compulsory attendance law. It authorized school boards in cities and large villages to appoint truant

officers with power to arrest truants, take them to school, and to file complaints against their parents or guardians.[10] This attendance law also had its weaknesses: it did not affect the smaller villages and rural areas where the majority of children lived; and the act prescribed no definite procedure for its enforcement. Many children still remained out of school at the turn of the century.

A second significant development in Minnesota education during Lewis' term dealt with teacher qualifications. Prior to 1899 there were no meaningful requirements for the preparation of teachers. Frequently a classroom was staffed by someone with almost no education, and there was little the office of public instruction could do to require much more. But in 1899, the legislature required that prospective teachers take an examination prepared by the office of public instruction, and that upon satisfactory completion of the test the teacher be issued one of three certificates, depending on academic and professional preparation.

The primary duty of the state superintendent during the 19th century was the annual apportionment of interest from the school fund and the state school tax to the counties. Additionally, he classified schools according to law, regulated the examination of teachers and issued certificates, established specifications for school buildings, and approved all plans for school construction. As a direct result of the general mistrust of state supervision of schools, the state superintendent did not have the duty of supervision of the schools assigned to him. Instead, the duty evolved as a result of state aid to schools.

Financial Aid to Schools

The story of state financial aid to education prior to 1900 was one of sporadic assistance enacted only after it became clear that without such aid, education in Minnesota could not progress. The state constitution provided for a permanent school fund to be derived from the sale of lands granted by the United States for the use of schools within each township, the sale of swamp land, and other cash and investments. The interest from that fund was to be distributed according to the number of school age children in the district. By 1877 the fund had grown to nearly $3.4 million dollars, the fifth largest school fund in the United States.

In 1885 the legislature made two important steps toward state financial aid to schools. First, the mode of distribution of funds from the permanent fund was changed: it would be made in proportion to the number of pupils actually in attendance at a school and not according to a census of school-age children in the district. Second, the legislature proposed a constitutional amendment that would authorize loans from the fund for county and school buildings.[12] The amendment was authorized by the voters in 1887.

As mentioned earlier, the first state aid to education, per se, came in 1878 with the distribution of state monies to high schools which maintained a minimal program. After that legislation, it was not until 1895 that aid was granted to other schools. Legislation in 1895, 1897, and 1899 provided for grants of some type to practically every public school in the state. However, it must be noted that the aid was initially inadequate to meet the needs of the schools; more substantial aid was to come after the turn of the century.

Footnotes

[1] William Watts Folwell, *A History of Minnesota,* (St. Paul: Minnesota Historical Society, 1930), Volume 4, P. 139.

"Theodore C. Blegen, *Minnesota, A History of the State,* (Minneapolis: University of Minnesota Press, 1963), P. 186.

Ibid., p. 183.

Theodore Christianson, A *History of the State and Its People,* (Chicago: American Historical Society, Inc., 1935), Volume I, p. 411.

"Laws of Minnesota, 1878, Chapter 92.

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"Laws of Minnesota, 1877, Chapter 76.

"Report of the Superintendent of Public Instruction, (St. Paul: The Pioneer Press Company, 1884), p. 32.

Laws of Minnesota, 1885, Chapter 197.

Laws of Minnesota, 1899, Chapter 226.

Laws of Minnesota, 1899, Chapter 101.

Laws of Minnesota, 1885, Chapter 1.

The interior of a pioneer log schoolhouse, built about 1865.

The schoolmaster poses with several pupils at the first school in Effington, Minn., constructed about 1885.

II Organization of State Schools

In the early days of the territory, the legislature provided that every township with five or more families establish a school district. But because the township was considered too large and cumbersome for operation of a school, and because the early pioneers wished their schools close to their places of residence, in 1851 the county commissioners were allowed to establish smaller school districts, disregarding the formerly used township lines. In retrospect, this was an unfortunate move, for the establishment of the so-called "neighborhood common school" brought on a proliferation of school districts, most of which were inefficient, inadequate to the educational task, and financially unable to support education. Today there are many educators who maintain that if the state had continued with the larger township organization, Minnesota would not have experienced as many consolidation and reorganization problems in later years. In general terms, today's common school district in Minnesota is much the same as it was many years ago. It is usually a one room schoolhouse with an average of about 15 pupils.

Recognizing that areas of significant population density should have greater control over their schools, in 1865 the legislature granted incorporated cities, towns and villages the right to establish independent school districts, a second major form of district organization. Not only were the districts authorized to establish high schools, but they were given greater authority in electing school boards and more direct control over education in their areas.

At the request of several villages and cities, the Minnesota Legislature early in the state's history, enacted legislation establishing special school districts, a third major form of district organization. The reasons these areas desired a special classification were numerous. Primarily, however, special district classification provided for closer supervision by the local city government, permitted the districts to rule by their own charters, and gave them a degree of independence not available to other school districts. At one time there were about 50 special charter school districts, and the result was less than effective. Educational progress in these districts was often lacking because legislation regarding them was not uniform. Legislation applying to independent school districts (which constituted the vast majority of districts) did not always apply to the special districts; thus, unless the state lawmakers took special action for them, the special districts were not affected by legislation aimed at educational improvements.

The number of special districts has gradually decreased for several reasons. Most significantly, a special district may not annex property outside the city or village limits. Growth of the school district, therefore, is tied to the often slow expansion of the city boundaries. Additionally, a constitutional amendment ratified by the voters in 1892 prohibited further special charters for school districts.[13] In 1965, the total number of special districts was five, with the prospects bright that the number will decrease further in the next few years.

If one educational issue in Minnesota could be designated as that which stirred up more controversy than most others in the past 20 years, it would be school consolidation. At the turn of the century there were about 8,000 school districts in the state, a number with which the small staffs in the office of public instruction and the high school board found it difficult to maintain any semblance of contact. Thus, after much urging by several state superintendents, legis-

lation was passed in 1901, 1903, and 1905 enabling various forms of districts to merge.[11] But the efforts in these early years of the 20th century failed. Only a few districts merged, and by 1913 there were still 7,900 districts. One deterrent was the farmers' concern that consolidation would mean higher taxes.

It was left to Governor A. O. Eberhart to exert sufficient influence to obtain meaningful legislation affecting school district consolidation. Eberhart, a product of a one-room school house, felt his educational experience was less than adequate. "He feelingly recalled the old school with its little one-room building, bare walls, benches, wooden bucket and dipper, its narrow course of inferior teaching, its unattractive and unsanitary construction, and pleaded with the Legislature for state aid to encourage consolidation."

Noting that there were more than 2,000 one-room schools with less than 21 pupils, and another 300 with less than 11 pupils, he contended that unless legislation was soon enacted, educational improvement would continue to be dangerously slow.

In 1911, primarily due to the Governor's urgings and backing from the office of public instruction, the legislature passed a law offering a financial incentive to newly consolidated districts. The new districts were given one-fourth of the cost of erecting a building and were granted annual aid up to $1,500 a year if the school met eight months of the year and supplied transportation for pupils living long distances from the school building.[10] In the next five years 170 districts consolidated, representing a remarkable achievement in light of past progress.

Nonetheless, progress in reducing the number of school districts was not rapid enough. From 1915 to 1947 there was no legislation of significance aimed at decreasing the number of districts. Undoubtedly such events as World Wars I and II and the Depression preoccupied educators and legislators with more immediate needs. Whatever the case, it was not until 1947 that further consolidation again became a major educational goal. In that year, when there were still 7,679 districts, the legislature enacted a law that provided for the appointment of a state advisory commission on school reorganization by the state board of education. The commission was given the power to serve in an advisory capacity to the commissioner of education in conducting a program of district reorganization. In addition, local survey committees were created to formulate recommendations for reorganization to be submitted to the people in a referendum." The first election on reorganization under this program, on December 21, 1948, resulted in the merger of nine districts into one larger administrative unit with offices in Roseville, Minnesota. The primary weakness remained, however, in that reorganization and consolidation were still voluntary.

The first mandatory reorganization legislation was enacted in 1963. It provided for the automatic dissolution of all nonoperating school districts that did not join a district maintaining a high school. On the whole, the legislation was a success; most nonoperating districts voluntarily joined a so-called high school district. However, it was not expected that so many nonoperating districts would join common school districts maintaining only elementary schools. This development deferred and often complicated the later establishment of desirable school districts.

By July 1, 1965, there were 1,742 districts, a decrease of more than 5,800 in an 18-year period. Late in 1965, the department of education was formulating plans to present a proposal to the 1967 legislature which would require a district not offering secondary education to merge with a district maintaining secondary schools. Such a plan emanated from recommendations of the state advisory commission in reports to the Legislature in 1961, 1963, and 1965. (See Epilogue for legislative action).

Footnotes

Laws of Minnesota, 1893, p. 3

"Letts *of Minnesota,* 1901, Chapter 262; 1903, Chapter 277; 1905, Chapter 326.

Christianson, *op. cit.*. Volume II, p. 322.

Laws of Minnesota, 1911, Chapter 207.

Laws of Minnesota, 1947, Chapter 421.

Laws of Minnesota, 1963, Chapter 547.

III Organization of the State Department of Education

At the turn of the century, state supervision of education in Minnesota was relatively unorganized and disjointed. Coordination of effort among the multitudinous agencies was difficult, if not impossible. Duties and powers were divided among the office of public instruction, the high school board, the normal school board, the state library commission, the board of special schools, the county superintendent's offices, the local school districts, and others. It was left to Governor Van Zant, a forward looking chief executive, to propose a remedy. In 1901 the Governor suggested that a state board of education be established to achieve a unity of supervision designed to promote a greater efficiency and economy. Members of the board, under the proposal, would include the superintendent of public instruction, a representative of the university, a representative from the normal schools, and a person chosen by the rural schools. However, by 1912 the legislature gave little consideration to the proposal.

It was clear that unless a more concerted effort was made to promote the idea of a state board of education, the proposal would not win the approval of the legislature. Thus, in 1912 the Minnesota Education Association proposed that the legislature appoint a committee to study the state school situation and draft a new school code. The commission was formed the following year, and in 1914 it issued its report. The central theme was clear: the state needed unification of its educational effort. As expected, it was recommended that the legislature create a state board of education responsible for the duties and powers held by the office of public instruction, the high school board, the normal school board, the state library commission, and the board for the special schools for the deaf and blind.[20]

In spite of the report, however, the legislature did not act for five years. In 1918 the superintendent of instruction strongly urged the legislature to avoid further delay.[21] In 1919, with only slight opposition, a state board was established consisting of five members. Under its jurisdiction were all educational institutions except the normal schools and the university. To administer and enforce all school laws, the hoard was empowered to elect a commissioner of education for a six-year term. This executive officer was given the responsibilities of safeguarding the school funds, administering the department of education, and nominating all its officials and employees.[22]

The same legislature directed the state board of education to serve as the state board of vocational education. The action came on the heels of the creation of a division designed to train and instruct persons injured in industrial accidents. The new division was to cooperate with the department of labor and industry as well as federal agencies. The initial appropriation for the training and instruction program was $15,000.

Organization of the state board of education remained virtually unchanged until 1951, when the legislature added two members to the board and extended their terms to seven years. The former shorter terms tended to leave the board open to undue influence by a governor re-elected for several consecutive terms, thus enabling him to appoint a majority of its members. (See Epilogue for further changes).

The state board of education has broad powers over the development of education in the state. It administers, through the commissioner and the department, all laws relating to the public schools, libraries, and public educational institutions including the educa-

tional program throughout the state, supervises the payment of various school aids, submits to the governor and the legislature a biennial education budget, and prescribes rules or regulations relating to all plans of education. The legislature has directed that it meet annually on the first Tuesday in August, and hold quarterly meetings and special meetings as it deems necessary; it also meets periodically as the board of vocational education.

Commissioner of Education

The executive secretary of the state board of education is the commissioner. His role has evolved from one of general weakness to growing influence on the state's educational effort. The legislature of the early Civil War years abolished the office of public instruction, claiming that such action would not hinder the educational program of the state. When the office was restored in 1867 it remained one of gathering and reporting statistics, and its powers did not exceed the duty to make recommendations to the legislature concerning needed improvements. The weakness of the office was not surprising when one considers the diffuses authority delegated to it. With educational responsibilities divided among many agencies, it could hardly be expected that the superintendent couId exert significant influence.

It is indeed fortunate for the department of education that the first commissioner, under the organization of 1919, was James M. McConnell. Throughout his administration he provided the guidance needed to nurse the infant organization to adolescence. He served diligently until his death in 1933.

When McConnell died in the second year of his third six-year term, the state board of education elected E. M. Phillips, a staff member who had been with the department since 1911. However, the strains of office made extraordinary demands on his health, and after only one year in office he resigned. On August 1, 1934, the state's third commissioner was appointed to complete the still unexpired term of the late Mr. McConnell. By a 3-2 vote, John Gunderson Rockwell, a professor of psychology at the University of Minnesota, was appointed to serve until 1937.

In 1937 Commissioner Rockwell was re-appointed to another six-year term, which he never completed. The next three years were the stormiest in the history of relations between a board and a commissioner of education. Primarily because the composition of the board changed, frictions developed. The differences were kept, largely in the background until 1940, when the board dismissed the director of vocational education, Eugene Debs Carstater. The board maintained that Carstater was not qualified to hold the job. Rockwell protested the action. Moreover, the commissioner felt that the board added insult to injury when it appointed Harry Schmid as acting director. Rockwell maintained that Schmid did not meet his approval, but the board overruled him.

Further dissension occurred in November, 1940, when the board abolished the position of nursing education analyst in an effort to save money. Rockwell called this false economy as much of the salary was financed through federal funds. Again, he made no headway.

At several subsequent meetings the schism became deeper as the board and Rockwell clashed over such things as out-of-state travel expenses for department employees, which he thought to be exorbitant, and procedures in reviewing projects, in which he felt he was being bypassed.

The parting of ways came late in November, 1940, when, in the presence of Rockwell, board member Mrs. Raymond M. Gould moved the adoption of a resolution suspending the Commissioner for actions "inconsistent with the duties of his office." H. E. Flynn was appointed Acting Commissioner, and a hearing for the suspended Commissioner was set for December 26, I940.

Litigation surrounding the dismissal continued for most of the first half of 1941. On September 26, 1941, after lawyers for both sides had submitted briefs, the board issued its final and formal order of dismissal. After unsuccessful appeals to district court and to the Minnesota Supreme Court, the litigation ended.

It will probably never be fully known what prompted the action against Dr. Rockwell. Certainly some personalities were incompatible with others. But there are those who claim that the commissioner was the victim of political changes in the statehouse; others claimed that he was "used" by those surrounding him. Whatever the reason, the entire incident is still viewed as an unfortunate blot on the otherwise cordial relations which have existed between the board and its executive officer.

When Commissioner Flynn resigned in 1943, the state board of education elected Dean Schweickhard, who had served in the department until 1930 when he left to become assistant superintendent of schools in Minneapolis. He eventually served as Commissioner for 18 1/2 years, the longest term of service of any chief state school officer in Minnesota's history. (See Appendix)

When Commissioner Schweickhard retired in 1961, he was succeeded by Erling O. Johnson as the sixth Commissioner. He served until 1964, when he accepted the superintendency of schools at Anoka, Minnesota. The present commissioner, Duane Mattheis, was named to succeed Johnson, Mattheis, who was the youngest Minnesota chief state school officer at the time of his appointment, was superintendent of schools at Owatonna, Minnesota.

Today the commissioner of education holds a vital position in state education. Through the years he has been given the powers and duties which have provided for an educational system more highly organ-

ized and better prepared than ever to meet educational problems. He *is* administrative head of the state department of education, secretary and executive officer of the state board of education, member and secretary of the state college board, member of the board of trustees of the Minnesota Teachers Retirement Fund, secretary and executive officer of the state advisory commission on school reorganization, a member of the equalization aid review committee, member and secretary of the school loan committee, member of the board of the Minnesota State High School League, member of the Minnesota Liaison and Facilities Commission for Higher Education, and is an advisor to the youth conservation commission.

State Department of Education

Fifteen years ago Beach and Gibbs described three stages of development of most state departments of education: statistical, inspectoral, and leadership. Although the Minnesota State Department of Education still maintains all these functions, it is safe to state that the department has, in general, experienced the evolutionary process described by Beach and Gibbs.

During the early years of the department, perhaps until about 1900, the gathering, compilation, and reporting of statistics seemed to be the main preoccupation of the office of public instruction. Unfortunately, the lack of an adequate staff prevented the office from doing little more. At the turn of the century there were only two members on the professional staff, the superintendent and an assistant.

Although the compilation of statistics has never ceased to be a function of the state educational agency, it slowly became a secondary function following the turn of the century. With the employment by the high school board of an "inspector", efforts were exerted to enforce rules and regulations. In the early 1900*s the inspectors' reputation was one of a dictatorial, uncompromising "snooper", and thus many administrators in the outlying districts exhibited a negative reaction toward him.

Without discarding the functions of statistical gathering and inspection, the Minnesota Department of Education has begun to assume the role of leadership. In this stage, the department has become increasingly concerned with not only assuring minimal standards for schools, but also using its influence and expertise in improving schools to greater levels of excellence. Such a turn of events has necessitated the increased use of experts and specialists in education and within the department.

At the time the board of education was organized in 1919, there were six divisions in the new department: rural schools, high and graded schools, building and sanitation and special classes for defectives, library, employment bureau, and re-education and placement of injured persons. The total number of professional staff members was 20 1/2, and ten years later the number had increased to 30.

By 1936 it was clear that some form of reorganization was needed; the number of divisions had increased to 13, each with a director directly responsible to the commissioner. It was becoming impossible to maintain meaningful contact with these numerous directors. By 1938 reorganization had reduced the number of divisions to eight.

From 1943 until 1951 Commissioner Dean Schweickhard instigated numerous evolutionary changes in the structure and organization of the department, but by 1951 it was again clear that a major reorganization would be needed to keep pace with the rapidly changing structure brought about by major curriculum changes and a rapidly increasing enrollment. The new organization provided for six divisions: ungraded elementary schools, graded elementary and secondary education, business and legal, teacher personnel, vocational education, and vocational rehabilitation. Three years later the number of divisions was reduced to five by combining the ungraded elementary schools with the graded elementary and secondary education division.

The last reorganization of major significance occurred in 1957. After considerable study by the commissioner and the board, the department was reorganized into three divisions so as to:

"1. Give increased emphasis to basic education and the fundamental subjects of English, science, social studies, mathematics, reading and writing.

2. Provide more effective use of state aid by increasing the amount of high level management in the Department and including positions long recognized in good school administration for all school systems of the state.

3. Give new emphasis to four areas of education: Fundamental subjects for a basic education, libraries, handicapped children and vocational rehabilitation."

Thus, the board requested additional funds from the legislature to enable them to hire an assistant commissioner for the division of instruction, an assistant commissioner for vocational rehabilitation, a director of research, and a director of program planning. This last reorganization created three divisions: business and legal services, instruction and vocational rehabilitation and special education. (See "Epilogue for further reorganization).

There were numerous additions following the reorganization of 1957 with the advent of the National Defense Education Act, which provided for specialists in subject areas, civil defense staff, the Minnesota National Laboratory, the Manpower Redevelopment Program and the expansion of the vocational rehabilitation program.

During the past 65 years, and particularly in the past ten years, there has been a tremendous increase in the number of professional staff. By 1965 there were about 400 employees in the state department of education.

The expanding educational program in Minnesota combined with increased federal influence has drastically increased appropriations to the State Department in the last ten years. On salaries alone the appropriation jumped $350,000 during this period, excluding the salaries and expenses paid by federal programs. (See Epilogue for later salary information).

Despite generally cordial relations between the department and school districts of the State, there are times when local school authorities and officials of the department find themselves at odds. Such disagreement is to be fully expected when one considers the numerous contacts made between the number of people involved in education. The most notable difference occurred in 1931. When the Depression struck, the state was confronted with a serious shortage of revenue that began to affect numerous programs including education.

Partially as a result of the financial squeeze, many districts were unable to fulfill their duties. The department of education, overdiligently attempting to enforce regulations, raised the ire of many school districts across the state. As a result of this dissatisfaction and significant pressures from local school administrators, the Minnesota House and Senate established a joint committee to investigate the department. It questioned a number of witnesses, including members of the state board of education, the commissioner of education, his assistant, several department inspectors, and members of several of the school boards in the state. In its final report, the committee absolved the department of any malfeasance of office or violation of the law in the conduct of its affairs. However, in a subtle way the committee slapped the wrists of the department. It noted that in attempting to vigorously enforce their regulations, the department caused the people of some school districts to feel dissatisfied with the requirements of the department. It noted that such dissatisfaction was often caused by misunderstandings.

To the accusation that the board had withheld state aid from districts for failure to comply with the laws and regulations of the state, the committee said it could find no evidence of such attempts when the districts had reasonably attempted to find a solution to its problems. The committee recommended that the department be lenient with all districts experiencing financial difficulties because of delinquencies of tax levies.

Finally, the committee noted without comment that it was difficult during the hearings to secure testimony from complaining correspondents. Most frequently they claimed they feared reprisals. It was acknowledged by the committee, however, that the department had assured the prospective witnesses there would be no reprisals, but generally such assurances were to no avail. Though the events leading to the investigation were unfortunate, the investigation itself contributed toward clearing up differences which had developed between the department and many school districts."

If the office space allotted the state educational agency was any indication of the importance it had in the state governmental structure, then until a few years ago it was not too encouraging. In 1860 the state superintendent of public instruction conducted the business of the public schools from a single small office in the State Capitol Building. When state school inspectors were appointed, the lack of space forced them to establish offices in their homes.

Shortly after the turn of the century the superintendent's office was moved to the Historical Building where it was located when the state board of education was created. Rooms on the first and second floors of the south end of the building and in the basement and subbasement housed the state department of education.

In December 1932, the offices were moved to the third floor of the State Office Building where all but two divisions were located in 30 separate rooms. Two divisions were located elsewhere.

In 1960, the new Centennial Building was constructed and the department of education was established on the entire fourth floor. Although facilities in this building are spacious, they are becoming cramped as new programs and staff positions are added.

Footnotes

"Folwell *op. cit.,* p. 187.

Ibid,, p. 187.

[2]*Biennial Report of Department of Education,* (St. Paul: State of Minnesota, 1918), p. 14.

Laws of Minnesota, 1919, Chapter 3-34.

State Board of Education Minutes," July 20, 1940, p. 1119.

State Board of Education Minutes," November 14, 1940. p. 1163.

State Board of Education Minutes," November 30, 1940. p. 1184.

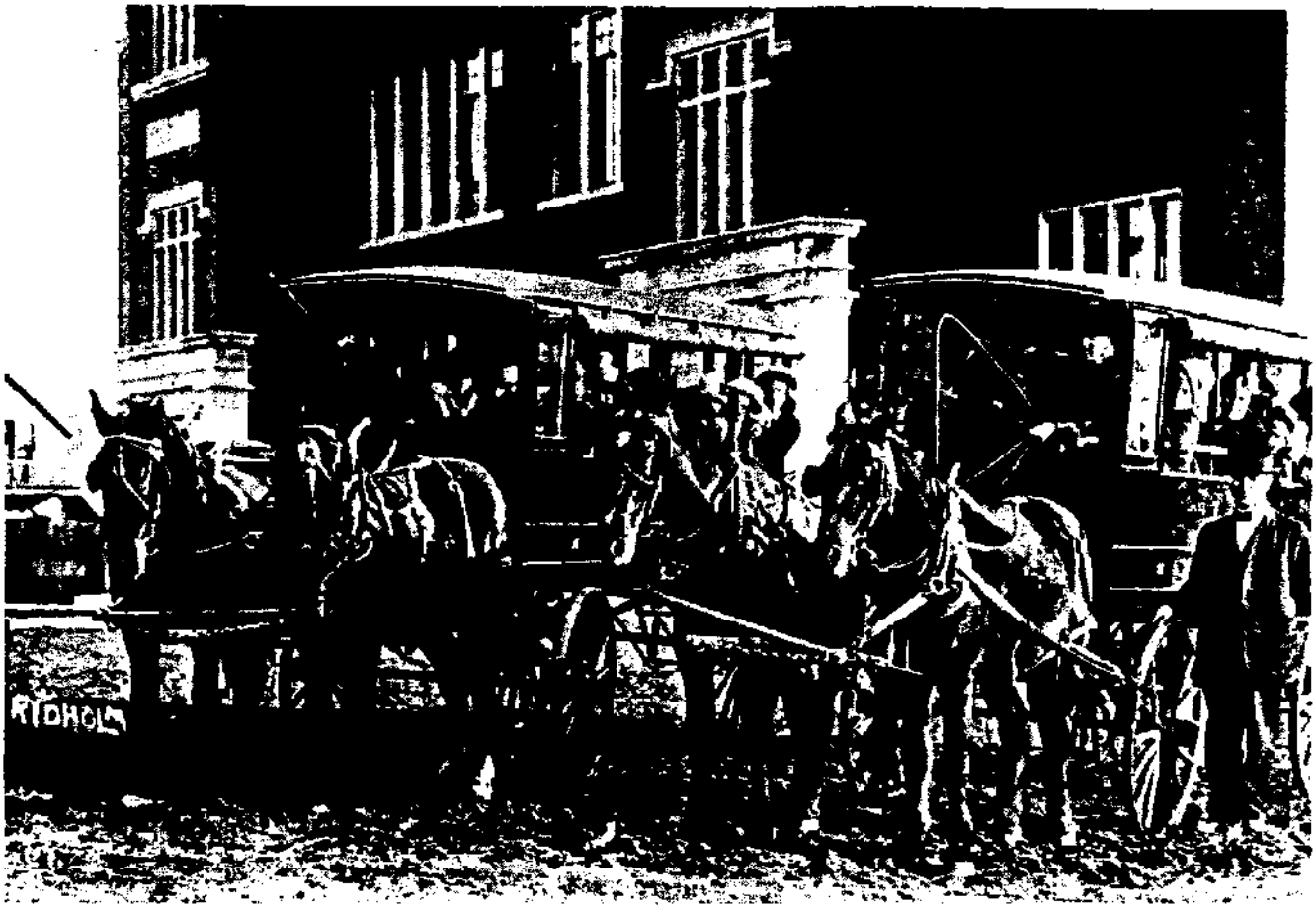
State Board of Education Minutes," September 26. 1941. p. 1268.

Fred Beach and Andrew Gibbs, *Personnel of State Departments of Education,* (Washington: U.S. Government Printing Office, 1952), cited by Roald Campbell, Gerald Sroufe, and Donald Layton, *Strengthening State Departments of Education* (Chicago: Midwest Administration Center, The University of Chicago, 1967).

State Board of Education Minutes," February 7, 1957, p. 9.

State Board of Education Minutes," April 29, 1921, p. 418.

Inadequate school facilities have been a constant concern of the State Department of Education. Problems in older school buildings included the lack of adequate plumbing in a rural school (left, photo taken in 1946) and the presence (in 195S) of toilet facilities directly above the lunchroom sink in an obsolete elementary school building.



Progress in transportation of pupils during the first third of the century is indicated in these photos. The motorized bus (right) on a Hennepin County road in the 1930s *offered swift service compared with the horse-drawn vehicles shown leaving the consolidated school at Sauk Centre around 1900.*

IV Supervisory and Consultative Services: Business and Legal Services

The next three chapters are patterned aft<;r the organization of the Department of Education in 1965, although obviously the organization and allocation of services were not always as described here.

Division of Business and Legal Services

In general terms, the function of this division is directing, planning, and coordinating the legal, legislative, administrative, and business activities of the department. It is one of three divisions in the department, and is headed by an assistant commissioner of education.

Legal services are the direct responsibility of the assistant commissioner in charge of the division, and became a function of the department of education for several reasons. First, the service tended to relieve the attorney general's office of routine legal matters pertaining to education. Second, it provided educators with a legal service administered by a fellow educator who not only was well versed in law but had insight into the educational implications of laws of the legislature, opinions of the attorney general, and regulations of the state board of education.

Whenever a question with legal implications arises, it is referred to the assistant commissioner for reply. When there is a legal question not answered by the statutes or a pertinent attorney general's opinion, a written request is made for an opinion from the attorney general's office. Upon receipt of the opinion, the interested parties are so informed, and the press is made aware of the new development.

Over a period of years the department has compiled a complete file of over 5,000 attorney general's opinions relating to educational matters. These, combined with a library of all the Laws of Minnesota passed since 1858, are the principal sources of legal information.

The assistant commissioner is also directly responsible for administrating laws and rules and regulations relating to the sale of textbooks. Minnesota statutes require that before any school textbooks may be sold, used, or exchanged in the state, the publisher or dealer must file a copy of the textbooks with the department of education. Moreover, a bond and price list of all textbooks sold in the state must be filed by the publisher with the department. These controls have effectively curbed the dubious textbooks sales practices mentioned earlier.

State Aids and Statistics Section

As indicated earlier, the first and primary duty of the office of public instruction was gathering and interpreting statistics. In the first annual report of the super intendent in 1860, the statistics included were extremely meager; inadequate returns from town superintendents and the lack of a systematic plan for gathering statistics by territorial superintendents resulted in a less than desirable report. The enforcement of a penalty of forfeiture of school money if district clerks failed to make reports resulted in more adequate returns by 1867.[30]

Prior to 1882, the state superintendents annual report was, for the most part, presented in narrative form. Beginning in that year, however, the annual

report contained a special section devoted to statistical tables. For educators in the state, the report was the only reliable, comprehensive account of the status of education. Today, to persons interested in the historical aspect of Minnesota education, the reports are a valuable source of information.

In the early years there was no department coordination of effort in gathering statistics; each division was responsible for collecting its own data. To meet the need for some form of central control of this function, the state board of education established the statistical division in 1929. The one-man division was headed by a statistician, T. J. Berning, who later became the assistant commissioner of education.

Throughout the years, the functions of the statistics division increased significantly. From 1933 to 1938, when the state board examinations were the responsibility of the rural division, the statistical division assisted in the preparation of statistical summaries for the examinations, established passing marks, designed tables indicating the number of pupils who passed and failed in the various school districts, and developed a question reservoir. In 1932 the division was given the responsibility of distributing courses of study. Finally, whenever a special study of education in Minnesota was prepared, the statistical division and later the statistical section played a significant role.

State law provides: "The State Board of Education shall supervise distribution of the school fund in accordance with the law. It may make rules and regulations consistent with the law for such distribution . . . including reasonable requirements for such reports and accounts as will assure accurate and lawful apportionment of state aids. The state aids and statistics section was given the responsibility for carrying out the above legislation. It is responsible for the calculation and distribution of state and federal aids, collection and analysis of various statistics, calculation of costs per pupil in average daily attendance, preparation of reports, collection and analysis of data on assessed valuation and tax rates, and the codification of forms and bulletins.

Administrative Services Section

From a department employing only several professionals and a few clerical workers at the turn of the century, the education department had expanded over the years until, by the mid fifties employees numbered about 300. Obviously, such growth brought growing pains. Such heretofore infant "departments" as bookkeeping, personnel, and procurement were experiencing phenomenal growth. Since all these personnel reported directly to the Assistant Commissioner of Business and Legal Services, the demands on his time were outstripping his ability to devote the necessary time.

In 1958, at the urging of Commissioner Dean Schweickhard — a strong advocate of departmental reorganization—the board of education created the administrative services section, with the supervisor directly responsible to the assistant commissioner of business and legal services. The supervisor was responsible for coordinating activities previously operated independently: budgets, accounting, auditing, disbursements, fiscal reports, payrolls, office supplies, office equipment, and incoming and outgoing mail.

With continued departmental growth there continues to be a substantial increase in duties assigned to this section, particularly in relation to the expanding educational role of the federal government.

School Plant Planning and Development Section

One of the earliest interests of the office of public instruction was school plant planning. Although a formal division for school construction was not formed until after the turn of the century, concern for adequate facilities received considerable attention. As early as 1860 the first superintendent of public instruction, Edward D. Neill, recommended in his first report to the legislature that they make provision for providing suitable school buildings and sites in the state.

That efforts to promote adequate school facilities were unsuccessful in the early years is an understatement. Secretary of State David Blakely, serving as the superintendent of public instruction, remarked in 1864 that "the schoolhouses are the worst that will at all answer to the name, many of them, indeed, being so wretchedly wanting in comfort as to render them unfit asylums in wintry weather even for the beasts of the field." As an example, he reported

> The Superintendent of Houston County states that of 89 schoolhouses in the county, 20 are built of logs. A few of these are good, but the majority are very poor affairs. Some are built of poles, badly chinked, and not plastered. Some are scarcely fit for barns or stables. One school was held in a straw-covered granary with one door and no windows. In another, the doors and windows were enclosed apertures in the logs. A third was a small barn, fitted with rude seals. while a fourth was held in a dwelling house scarcely fourteen feet square, *with a family of six persons living in the same room.*
>
> From Rice County the Superintendent writes: . . . "The schoolhouses are as a general thing . . . in a wretched condition. Many rich districts have none, and almost every schoolhouse in the county is a mere apology for what it should be.'[33]

In the ensuing years the reports of the state superintendents continued to call attention to the need for providing good physical facilities for housing public school pupils.

Periodic bulletins were issued providing guidelines for school districts planning construction or remodeling. For example, in 1908 the office of the superintendent of instruction released a bulletin describing requirements for the heating and ventilation of school buildings. In 1910, it published stock plans for one-, two-, and four-classroom rural school buildings.

Realizing, however, that the influence of the state could not be effectively exerted until some legal status was conferred upon a section or division responsible for school plant planning, the legislature conferred specific powers upon the state department of education in 1913. The legislation provided that a division of buildings directed by a commissioner of buildings be established in the office of public instruction. The division was directed to prescribe rules for erection, enlargement, and change of school buildings.[3]* Thirty-eight years later the law was amended to give the department specific authority to prescribe for school sites and mechanical equipment.[35]

As the construction of school facilities has increased, so has the influence of the school plant planning section. Primarily, the influence has been exerted through recommended construction standards contained in four comprehensive "guides" on school construction. The first three, published in 1928, 1947, and 1957, consisted primarily of minimum standards; the fourth, to be published in 1966, will contain minimum standards and recommended standards for those districts desiring to exeed the minimum. A cursory glance at these manuals illustrates the immense difference in emphasis. The 1928 guide, for example, expresses concern that "all toilet rooms have outside light... A southern exposure is always to be preferred in order to secure a maximum of sunlight in these rooms. If toilet rooms for both sexes are located in the basement, two separate stairways to such toilet rooms must be provided. To provide humidity in the classrooms the guide recommended "a suitable container for evaporating water . . . placed preferably on the heater. A pan attached inside of the casing will be accepted in lieu thereof." And, "In order to prevent the spread of communicable diseases, the use of common drinking cups in public places, public conveyances, and public buildings is hereby prohibited."[38]

Following World War II, a drastic increase in enrollments began to affect school facilities. As serious classroom shortages appeared, it became clear that an orderly program of construction was contingent on extensive long-range planning. From 1951 to 1953, at the urging of the school plant planning section, a school facilities survey was made of all school buildings in the state. Conducted by the Bureau of Field Studies of the University of Minnesota, under the direction of the department of education, the two-volume study was a milestone in providing a comprehensive overview of school building needs in Minnesota. The study and its implementation by the school plant planning section played a major role in accelerated construction across the state; from 1955 through 1961 more than $400 million was expended by local school districts for construction.

School Lunch Section

It is difficult to pinpoint where and when the first school-sponsored lunch program began. Recently discovered records indicate that a lunch program in Minneapolis in 1903 may have been the earliest. Another early program originated shortly after in Clark's Grove, Minnesota, with children bringing a portion of their lunch from home in mason jars. These jars of lunch (warmed in a kettle of hot water just before lunchtime), combined with a hot dish prepared by the teacher, was one of several unsophisticated, but significant beginnings in school-sponsored meals.

An early pioneer in the development of school lunches in Minnesota was Inez Hobart, a nutritionist at the University of Minnesota, who was most noted in those early years for her role in establishing a breakfast program in a Minneapolis school in the 1920's. The program began at an elementary school located on the west bank of the Mississippi River, near the spot where the newly constructed portion of the University of Minnesota is now located. School administrators were concerned about the unusually large number of mothers employed as cleaning women at night in downtown office buildings. Often they did not return home early enough in the morning to prepare breakfast for their youngsters. The school, with the assistance of Miss Hobart, established what came to be known as the "penny breakfast". Only after the child's family was visited and his eligibility determined could the youngster receive the meal. It was a bargain sought by most parents.[3]*

When the Great Depression struck, school lunch programs were an important part of many school districts* educational programs. To the youngster whose parents were unemployed, the school lunch was the only meal of sufficient nutrition. Though some of the ingredients used in preparation of meals — dry salt pork, sauerkraut juice, dried onions, dried raisins — may be unappetizing compared to todays meals, they were better than what could be served at home.

Primarily as a result of the Depression and the consequent financial strain on smaller units of government, the federal government assumed a role in school lunch programs in 1933 with the allocation of foodstuffs. Distribution of the commodities shipped into Minnesota was efficient of necessity. Many commodities were fresh; preventing spoilage made speedy distribution essential. Sometimes distribution was complicated because the food was placed in storage areas in courthouses rather than warehouses, and those schools desiring the food were compelled to travel to the county seat to obtain it.

Further federal involvement came with the Community School Lunch Program of 1943, the National School Lunch Act of 1946, and the Special Milk Program of 1954. The combination of federal aid and significant amounts of state aid has produced an effective, far-reaching program of school lunch support.

Supervision and control of the school lunch program in Minnesota was transferred from the state welfare

department to the department of education in 1943, although it did not become a legal entity until June, 1946. Since then the department's role has expanded rapidly. It reviews and approves applications and claims from schools, institutions, and welfare agencies for reimbursement aids for school lunch, special school milk, and donated foods programs. It approves school lunch programs and special school milk programs, distributes donated foods, assists in preparation of daily menus, visits schools, and conducts school lunch workshops. In 1964-65, more than 64 million lunches were served.[40]

Pupil Transportation

The role of the department of education in the transportation of youngsters to and from school has existed for many years. Minnesota remains one of the top ten states in expenditures earmarked for transportation. On the other hand, large geographical areas of population sparsity have resulted in ranking Minnesota well toward the bottom among all states in the actual number of pupils transported at public expense. Thus, Minnesota retains the dubious honor of having one of the higher per pupil transportation expenditures in the country.[41]

But despite these high expenditures, the transportation program has been markedly successful. The first state law on transportation came in 1901 as part of a bill designed to affect school consolidation. It gave consolidated districts authority to provide free transportation to the pupils of the district.[42]" In subsequent years other districts were given the same authorization.

It soon became evident, however, that the heavy costs of transportation were working an undue hardship upon many districts, and agitation for state aid was mounting. In 1915 the legislature passed the first statute providing for reimbursement aid for transportation or board and room. The aid, which went to consolidated districts, was limited to $2,000 a year per district.[43] Eventually reimbursement was granted to other types of districts and specifically to pupils with exceptional needs, such as handicapped children.

As the transportation program expanded, legal problems arose concerning the responsibilities of various school districts to bus pupils located outside their official jurisdiction. On December 10, 1938, the state board of education divided the state into high school areas to control the competition for nonresident pupils. Each school area was to have at least one classified public secondary school and could also serve parts of school districts as could be conveniently served by the secondary school of the area.[44]

In 1964-65, the state department distributed $14,-380,000 in state transportation aids, while the local districts expended $22,000,000 of their local funds to finance transportation for 47 per cent of the total number of pupils enrolled in the public schools in Minnesota.

The state board of education and the transportation section oversee a legion of busses, drivers and pupils. Enforcing qualifications for bus drivers, providing consultative services to school districts, conducting meetings on transportation, school bus inspection clinics and schools of instruction for school bus drivers, computing and administering the transportation reimbursement aids to school districts and ailproving pupil transportation routes — these and other duties constitute the work load of the transportation section.

Special Report to Minnesota House of Representatives Interim Committee on State Administration," (St. Paul: Minnesota Department of Education, 1944), (Mimeographed).

Ibid., pp. 75-76.

Minnesota Statutes, 1965, sec. 124.14.

Report of the Superintendent of Public Instruction, (St. Paul: Frederick Driscoll, Incidental Printer, 1865), pp. 5-7.

Laws of Minnesota, 1913, Chapter 550. *Laws of Minnesota,* 1941, Chapter 169.

Laws and Rules Governing School Buildings and Sites. (St. Paul: Minnesota Division of Building and Sanitation, 1928), p. 40.

Ibid., p. 33.

lbid,, p. 15.

Holt, *loc. cit.*

Annual Report to State Board of Education, 1965." p. 13.

Ibid., p. 26.

Laws of Minnesota, 1901, Chapter 262.

Laws of Minnesota, 1915, Chapter 238.

"Report of Department of Education, 1940-60," *op. cit.,* p. 24.

An Indian school at Grand Portage, just before the turn of the century.

Home economics students at St. Paul Central High School make Christmas candy in 1919 (right) . . . Pupils line up for school lunch at an Inver Grove Heights School in 1943.

V Supervisory and Consultative Services: Instruction

Division of Instruction

In general terms, this second of three divisions is responsible for directing, planning, and coordinating the programs in all public schools of the state from kindergarten through secondary school including adult education. The division is headed by an assistant commissioner of education.

Elementcny and Secondary School Section

The largest section in the division of instruction in terms of personnel and the number of units is the elementary and secondary section. Because the duties of this section are multitudinous, their historical development will be outlined according to sectional units.

Elementary and Secondary Units. Although these are two separate units within the elementary and secondary section, they are here considered together because their historical development is closely related.

These sections had their beginning in 1878 when the high school board was established. It was responsible for visiting and inspecting graded schools, classifying them, and approving the aid paid to them. Inspection of the common schools remained the responsibility of the office of public instruction.

By 1916-17, the staff of inspectors from the Office of the High School Board had increased to nine.

When the state department of education was established in 1919, the graded and high school division was created. It assumed all the duties of the inspectors and many of the duties of the office of public instruction. For all practical purposes this entire division handled, at one time or another, most of the responsibilities now handled by the numerous specialized units of the present elementary and secondary section and other divisions and sections in the department.

Today, the elementary unit is headed by two directors: one in charge of graded elementary, the other heading ungraded schools, Indian education and related duties. In general terms, the staff in the elementary unit provides consultative and advisory services on instructional and operational problems encountered in the elementary schools.

The secondary unit also provides advisory and consultative services, and additionally visits and recommends classification for secondary schools, assists in the preparation of administrative bulletins and manuals, and assists in in-service training workshops for teachers and administrators.

Curriculum Development Unit. When the department of education was established it was assumed that one of the department's roles would be to aid districts in curriculum development. In 1921, the state board of education distributed the completed manuscript of a course of study for elementary schools, the first such course of study with statewide circulation. A revision was approved by the board in 1928. Unfortunately, subsequent curriculum planning was primarily hit-and-miss. To correct the situation, the department called an educational planning conference in 1944, and the delegates in turn established the curriculum policy and planning committee. This committee set up procedures for producing a series of guides for curriculum development." Since then, curriculum development efforts have been more organized and have expanded as much as budget, number of personnel, and time will permit. Unhappily, today's curriculum development unit is handicapped by a lack of all three and there are those who claim that this factor

alone has worked great hardship on efforts of the department to influence curriculum development in school districts throughout the state.

In addition to preparing curriculum guides, the unit directs state testing and examination programs, evaluates elective courses not previously approved, and provides consultative service in genera! program planning and evaluation.

Adult Education Unit. Classes for adults in general school subjects and Americanization were authorized by the legislature as early as 1905. For many years these classes achieved relative success in obtaining their objective — a more literate society. However, when the Depression forced the state to discontinue aid for adult education, the federal government began distributing funds to keep the adult education programs alive. The Depression continued to take its toll, and many districts dropped their adult education programs as an economy measure. It should be noted, however, that throughout this period adult vocational education remained substantially intact.

In the early 1950*s the National Association of Public School Educators took note of a recently completed department survey which indicated that local districts were not eager to reestablish general adult education. In 1956 the Association granted $12,000 to the department to initiate a general adult education program at the state level; state funds were subsequently provided for the employment of a director.

In 1964 the Economic Opportunity Act provided funds for undereducated adults, particularly those in poverty stricken areas. Minnesota's allotment for fiscal 1965 was approximately $150,000. This money, plus other federal funds from the Manpower Development and Training Act, the Vocational Education Act of 1963. the Community Action Program of the Economic Opportunity Act, and the Elementary and Secondary Education Act of 1965 have made the adult education program funds in Minnesota an example of money wisely spent. In 1965 more than 75 per cent of the State's high school districts conducted adult education programs with enrollments estimated at 112,000. Public school adult education classes have increased 152 per cent in the past eleven years, while enrollment has jumped 132 per cent in the same period.

Physical and Health Education Unit. As early as 1878 the Minnesota Legislature required daily instruction in health, purity, temperance and cleanliness. Subsequent laws made it the duty of local school boards receiving state aids to instruct in physiology and hygiene, with required reference to stimulants and narcotics. Revocation of a teacher's certificate or the withholding of state aids to districts were the penalties imposed on violators.

With the advent of World War I came the revelation that the young men of this country were not physically fit. Draft rejection figures were scandalous at best. In 1923 the landmark Physical Education Law was enacted, and a division of physical and health education was created in the department of education. Formulation of regulations regarding the amount of such education was left to the state board of education.

In 1937 the division was assigned the additional duty of working with district recreation programs authorized by legislation of that year, and three years later the division was renamed the division of physical and health education and recreation.

When the Minnesota Safety Council was organized in 1927 the department of education closely cooperated with it in carrying out a program of safety education. In 1944 the division of physical and health education and recreation was given responsibility for safety education in the schools.

Initiation of the driver education program three years later added a major responsibility, and the present program is undoubtedly the Unit's primary responsibility in safety education. In 1965, 90 per cent of all secondary schools offered the complete program of at least 30 classroom hours and six hours of behind-the-wheel training. However, only 62 per cent of the eligible pupils were enrolled in the complete program.

Audio Visual Unit. Although audiovisual programs existed in many schools for a number of years, it was not until 1948 that the department of education established a unit for their supervision. The following year, with the assistance of the department, the Audio-Visual Coordinators Association of Minnesota was organized. Eleven years later the teacher certification section, in cooperation with the audiovisual unit, established a set of qualifications to assure competent audiovisual leaders in the schools, to become effective in 1962-63.

Today the audio-visual unit provides consultative and advisory services to schools, conducts several workshops and conferences, maintains a tape recording service for education programs, a library of tapes for distribution to schools, and a library of films, film strips and slides.

School Reorganization Unit. The role of the department of education in district reorganization and the difficulties in creating districts of efficiency and quality have already been noted. Suffice it to say at this point that through departmental efforts in the last 20 years, district reorganization has made marked progress. Since 1947 nearly 6,000 school districts have been merged or dissolved through legislation promoted by this unit and the department as a whole.

Subject Matter Specialists Unit. The concept of subject matter specialists in the state department of education is a relatively new one. By the mid-fifties an

increasing number of school district administrators were requesting information and guidance from the department on various academic subjects such as mathematics and science. Since there were no specialists in these areas on the staff, the department was unable to provide adequate assistance. Recognizing the desirability and the obligation of the state education agency to provide these specialized services, the department convinced the 1957 legislature to allot funds for the development of a program for talented and gifted pupils, for which a professional was subsequently employed.

Despite the value of the new subject matter specialist, legislative approval for additional specialists was often difficult. Eventually, specialists added to the department included a science consultant in 1958, mathematics and language arts consultants in 1959, and a modern foreign languages consultant in 1960. These consultants are responsible for reviewing each subject in the curricula of all schools and for making recommendations to expand and improve the courses ottered in elementary and secondary schools. In addition, federal funds from NDEA Title III have enabled these consultants to conduct in-service education programs for teachers in the state.

Indian Education Unit. Minnesota is one of several states with unique educational problems related to a relatively substantial Indian population. The first schools for Indian children were under the jurisdiction of the United States Army. When the Bureau of Indian Affairs was established in the Department of the Interior, the children were placed in boarding schools. However, the expense and results were unsatisfactory, and the children were then placed in public schools with the federal government providing the money.

In 1917 the Minnesota Legislature alloted the first state funds for Indians. Assistance went to public schools on Indian reservations where the taxable property was not sufficient to support public schools. The money was to be used only for teachers' wages and textbooks.[51] For 20 years thereafter the legislature made an annual although insignificant appropriation. In 1937 the legislature turned over the entire program to the department. It was authorized to execute contracts with the federal government and to hire a supervisor whose entire concern was Indian educations-

Today, the state works under an agreement with the federal government whereby the Bureau of Indian Affairs provides funds under the Johnson-O'Malley Act to supplement basic state school aids. When Public Law 81-874, providing aid to federally impacted areas, was broadened to include Indian children in 1958, the contribution of the Bureau of Indian Affairs was substantially reduced.

Although much more needs to be done to improve the educational programs for the Minnesota Indian, substantial progress has been made, in large part due to federal assistance. The federal government, under Public Law 815, Title IV, has given aid to local school districts with large concentrations of Indian children. Additionally, Indian children receive free noon lunches, teachers are better qualified, and scholarships for higher education have been granted by the legislature.

North Central Association. The North Central Association of Colleges and Secondary Schools.is the largest of six regional accrediting agencies in the United States. Geographically the area covers 19 states, and portions of overseas countries containing schools for children of American Armed Forces personnel. The Minnesota state director of NCA maintains offices in the department of education, and provides consultative and advisory services to the public and member secondary schools in Minnesota belonging to NCA. Minnesota had a total of 140 member secondary schools in 1965, representing about 25 per cent of all secondary schools in the state.

Vocational Section

Years before federal legislation was enacted to encourage state supervision of vocational education, Minnesota had taken action, albeit elementary, to provide some form of vocational training. In 1905 the legislature passed a law authorizing counties to establish county schools of agriculture.[53] However, there is no record of such aid having been paid even though the provision was not repealed until 1941.

The Putnam Act of 1909 and the Benson-Lee Act of 1911 provided for state aids for vocational or prevocational departments offering training in agriculture, manual training and domestic economy/* These two laws were subsequently repealed in 1915 and replaced with more comprehensive legislation.

However, the major incentive for vocational education came in 1917 when Congress passed the Smith-Hughes Act. Recognizing that without federal monies vocational education would not make the progress needed in a rapidly changing technological world, the government made the funds available to promote vocational education. Almost immediately, the Minnesota State High School Board was designated the Minnesota Vocational Board, and it prepared state plans for vocational education as required by the Smith-Hughes Act.

Without examining subsequent vocational laws in detail, it seems sufficient to state that Minnesota took significant advantage of federal legislation designed to improve vocational education. The years of greatest growth. from 1940 to 1960, saw the number of agricultural departments almost triple, the business education classes increase by more than 100, the home economics departments expand by almost 200 and the industrial arts classes grow to a total of 385. Distributive education, health education, and trade and industrial education made similar significant strides.

In 1941 Governor Harold Stassen issued an executive order accepting federal funds for defense training and gave to the vocational division the responsibility of administering and supervising the program. To facilitate this effort, the Minnesota Board of Education, acting as the vocational board, approved the separation of war production training from the vocational education division, and appointed a director for each unit. In June, 1945, with the victory of the allies, the war production program was terminated and the equipment was ordered transferred to school districts for disposition.

In 1945 the area vocational-technical schools were first authorized. The schools, which granted no degrees, were meant to fill the need of those who needed preparation for fobs in agriculture, home economics, health, office, distributive, trade and industrial, and technical occupations. The education is generally post high school in nature and is free to qualified persons under 21 years of age. Both graduates and nongraduates qualify, although every effort is made to persuade pupils to complete their high school education. In 1965, there were 19 such schools in operation and several additional cities had requested approval to operate Such an institution.

The vocational section is responsible for the development, supervision, and improvement of vocational, technical, and practical arts eduction. These programs include the areas of agriculture, homemaking, business and distributive education, and trade and industrial education. The section supervises private trade schools and veterans training, and directs and supervises the Future Fanners of America, Future Homemakers of America, and the Minnesota Diversified Vocations Club. It prepares standards and plans for each major field of vocational service, assists in the planning and preparation of instructional material, and determines and calculates federal and state vocational aids to schools. The section is divided into nine major units: agricultural education, distributive education, office education, guidance and counseling, homemaking education, trade and industrial education, private trade schools, area vocational-technical schools, and the Manpower and Area Redevelopment Act.

Teacher Personnel Section

One of the earliest concerns of state and local educators was to provide pupils with the best possible teachers. To say the task in Minnesota has been difficult is to understate the situation.

Efforts were exerted early to supervise the entry of teachers into the classroom. In 1849 township trustees were authorized to certify teachers for their own district. An 1862 law authorized county commissioners to appoint a person to certify teachers for each commissioner's district. But the certification was not very successful; a shortage of qualified teachers meant that in most cases school districts were compelled to hire the "least worst" teacher available. Certification was virtually meaningless. The situation was critical enough to prompt State Superintendent David Blakely to remark in 1864 that "the teachers (in Minnesota) are the cheapest that can be hired, when hired at all...

The Superintendent of Houston County remarked in the same year:

> They are . . . uneducated . . . leach for pay merely . . . have no interest in their calling . . . the main idea being to kill time and get the day's drudgery off their hands. The majority of our teachers are incompetent, and their own dullness seems to blunt the edge of intellectual desire in their pupils.[50]

For many years the certification of teachers was decentralized, accounting for numerous difficulties in enforcing regulations. In 1893 the legislature not only authorized the issuance of certificates by county superintendents, state normal schools, and state superintendent of public instruction, but also defined qualified teachers. But with the exception of a few modifications, the situation did not change appreciably until 1929. In that year the legislature, concluding it could not effectively continue to set standards for certification, repealed a number of laws regarding certification and vested sole authority for it in the department of education. The state board was charged with adopting supplementary regulations to certification laws remaining on the books." The 1949 legislature went one step further and gave the state board of education *sole* authority for determining the qualifications of teachers.

The problems directly or indirectly related to certification of teachers have been numerous. The primary concern is usually supply and demand, with the latter usually exceeding the former. Consequently. even today the teacher personnel section is forced to issue certificates to inadequately trained teachers to aid districts, usually small and inefficient, in placing a teacher in each classroom. In 1964-65 alone, 813 such certificates were issued.

Another difficulty has been the increased work load due to certification. Currently it takes from three to six months to process a request for certification. However, plans are now underway to hire additional staff and to eventually computerize the entire certification process. (See Epilogue for later developments).

To better serve teachers, the department established in 1913 the state teachers employment bureau. In 1919, the bureau was incorporated with the teachers* retirement fund under a single director. The arrangement did not improve efficiency, so the state board established in 1936 the division of teacher personnel. At the same time, the employment bureau merged with the certification section to form a single division.

Today, the teacher personnel section is divided into three units: certification, placement, and teacher preparation. The certification unit issues, renews, and

records all Minnesota teaching certificates and develops regulations relative to issuance and renewal of certificates for adoption by the state board of education. The teacher preparation unit evaluates teacher preparation programs of colleges and assists in developing teacher preparation programs of colleges. It works closely with the state advisory committee on teacher education in developing requirements on teacher education and certification to be submitted to the board. The placement unit is responsible for registering and providing placement services to teachers and administrators in schools of the state through the Minnesota Teachers Placement Bureau. In 1965, 1992 teachers registered with this unit. A total of 659 or 32 per cent of the registrants were placed in teaching positions.

Library Section

The first record of voiced sentiment for school libraries came in 1861 when Superintendent Neill specifically recommended that the legislature appropriate a thousand dollars for the purchase of library books, as "the masses must have an acquaintance with the general facts of history and the progress of events, to prevent them from falling a prey to crafty demagogues." Neill admitted the outlay of $1,000 was meager but said it should be so to "avoid extravagance." Schools should be encouraged to use much of their own money to finance libraries, for "that which costs nothing is not valued, and hence is not cared for." Shortly after Neill's plea, the Legislature permitted the establishment of school libararies and allowed local tax levies for their support.

County superintendents in those early years also recognized the need for books and libraries and were instrumental in collecting books. Teachers were compelled to contribute several dollars annually from their meager salaries for books to be shelved in the office of the county superintendent and then drawn out by the teachers.[62]

While progress was extremely slow in improving school library services, rapid progress was made in the development of public libraries. It was not until 1873 that a law was passed permitting a board of trustees in a school district to appoint a librarian and to make rules for a library, and there was no provision requiring a district to provide for either of them.*[3] On the other hand, tax supported public libraries were founded as early as 1868 and spread rapidly.

In 1883, the state appropriated money for the purchase of *a* Webster's Unabridged Dictionary for every school. In many cases, this dictionary and one or two books of general information constituted the entire school library.[6]* The State did not provide support for public libraries until 1957.

In 1887. generally viewed as the year of the first major breakthrough in improving school library services in Minnesota, the legislature passed the first state aid law for school libraries, providing $10,000 annually. In addition, they created the public school library commission to prepare lists of books for which state aid would be given.[05] But because the members of the commission were not librarians sensitive to the needs of the public schools, this group was not successful in fulfilling its function and it eventually was abolished.

In 1889 the public library commission was created to help establish and organize public and traveling libraries. By creating the office of advisor to school libraries in 1907, the commission rendered a valuable initial service in the development of sound school libraries.

The office of public instruction was not given its first control over school libraries until 1911, with the creation of the office of supervisor of school libraries. Although there was no direct authority over school libraries, the first supervisor, Martha Wilson, who was originally an employee of the public library commission, provided guidelines for schools which significantly improved many school libraries.

When the legislature created the state board of education in 1919, the functions of the public library commission were turned over to the state board and the organization continued as the library division. Through the evolution of numerous reorganizations, the library division has become a section in the division of instruction.

A perennial and disturbing problem has been the recruitment and retention of qualified librarians. In 1915, when the high school board ruled that library service must be provided in each high school by a person with some professional training, there were only three library school graduates working in school libraries in the state — two in Minneapolis and one in Rochester. To overcome this critical shortage, the University of Minnesota offered the first library courses for credit in the summer of 1923.[67] Most of its graduates at that time were employed in public libraries.

When certification of school librarians began, several liberal arts and teachers' colleges embarked on a well-planned and comprehensive training program in 1950. However, in spite of all these efforts, there still remains a serious shortage of qualified school librarians. In 1965, the supervisor of school libraries revealed that 168 or 20 per cent of all librarians had less than a minor or no training whatsoever in library science.[68]

Today there are three units in the library section. The school libraries unit is charged with the responsibility of providing consultation, advice, and supervision to all public school libraries regarding materials, programs, equipment, quarters and personnel. In addition, it is to provide for the visitation of schools, develop and issue guides and lists of mate-

rials, and assist the Teacher Personnel Section in the certification of librarians.

The second unit in the library section is the public library development unit. As indicated earlier, the state commission of public libraries became a part of the department of education in 1919. Today the unit provides advisory and consultative services to public libraries and encourages local citizens, public officials and library officials in the establishment, development, and improvement of public horary service. Since 1956 it has administered the Minnesota public library development program under the federal Library Services Act, and the new Library Services and Construction Act, both of which are combined with the correlated program of state aid to public libraries.

The third unit, rural libraries extensions, is charged with two primary duties. First, it provides reference and open shelf loans to libraries and to individuals without local library service. Second, it provides loans of books in quantity to newly established county and regional libraries to help them begin service. For sixty years beginning in 1900, this unit provided traveling library collections to schools and local libraries. The service to schools was discontinued in 1960, and traveling library service to small local public libraries was discontinued in 1964.

Minnesota National Laboratory[69]

The Minnesota National Laboratory was created in 1958 to carry out curriculum research on the effectiveness of the "new" mathematics when compared to the more traditional programs. Funds were provided by the Hill Family Foundation of St. Paul. The laboratory carried out its research as an agency of the division of instruction. When legislation was passed in 1959 in support of the laboratory, the MNL began to extend its activities, still within the field of mathematics. Over the years the laboratory has received support from the legislature through biennial appropriations for base operations and projects and has, in addition, received grants and contracts from such agencies as the United States Office of Education, the National Science Foundation, the Office of Economic Opportunity, and the Upper Midwest Regional Educational Laboratory.

The state department of education and the legislature have demonstrated their support of MNL and interest in educational innovations. In 1963, both agencies illustrated their broad concern by giving the laboratory freedom to work with agencies outside the state and by encouraging it to extend its research activities to areas of subject matter other than mathematics. The legislature enabled the Five-State Project for the Evaluation of Secondary Mathematics to become a reality and encourage the laboratory's broader range of activities, including work with social studies, music, and new approaches in beginning reading instruction. In the future, specialists in other areas may join the staff to carry on research activities, drawing upon MNL's experience with various research techniques and the new extensive data correction available.

The MNL serves five states, Minnesota, Wisconsin. Iowa, North Dakota, and South Dakota; the central staff is largely made up of psychologists and subject matter specialists. All of the professional staff have taught or now hold positions on the faculties of universities or colleges. Several staff members hold joint appointments at the University of Minnesota.

The laboratory's main function is evaluation. However, that term defies confinement to one particular definition or approach as it applies to the work at MNL. Basically, the laboratory most often is confronted with a gross question, such as the first the staff dealt with —are the new mathematics curricula effective? From this general, even unmanageable question are spun off many questions and consequent projects as psychologists, educationists, and experts in subject areas seek to determine what in a particular curriculum can and should be assessed.

In some cases, the laboratory is asked to handle certain aspects of evaluation which a curriculum development agency did not have sufficient funding or proper staffing to handle. In others, staff members start back even further with basic research to evaluate aspects of learning theory, or with an assessment of current practices in the school to see in which areas these projects need to be carried out to stimulate new development. These in turn can then be evaluated for their effectiveness in meeting discovered needs. However, no matter the starting point, a number of consequential questions and activities are spun off the central question.

The MNL is currently re-examining its role in the educational endeavor of the five-state area. As other agencies have been created to cope with problems similar to those handled by the laboratory, there has been a decrease in the number of projects under contract. While the laboratory is not in serious trouble. it is experiencing some financial difficulties, forcing its staff to re-evaluate its plans for the future.

"Report of Department of Education, 1940-60," *op. cit.,* pp. 35-36.

"Annual Report to State Board of Education, 1965," o*p. cit.,* no page.

Laws of Minnesota, 1878, Chapter 36.

LAWS of Minnesota, 1923, Chapter 323.

"Annnal Report to State Board of Education, 1965," *op. fit.,* no page. See Special Education portion of report.

Special Report to Minnesota House," *op. cit.,* p. 318.

Laws of Minnesota, 1917, Chapter 437.

[52]*Laws of Minnesota,* 1937, Chapter 139.

Laws of Minnesota, 1905, Chapter 314.

Laws of Minnesota, 1909, Chapter 247; *Laws* 1911, Chapter 91.

'Report of Superintendent, 1865, *op. cit., p.* 5.

lbid., p. 6.

Laws of Minnesota, 1893, Chapter 34.

Laws of Minnesota, 1929, Chapter 388.

Laws of Minnesota, 1949, Chapter 612.

Armual Report to State Board of Education, 1965," *op, cit.,* no page. See Division of Instruction portion of report.

"•'Annual Report of Superintendent of Public Instruction, (St. Paul. William R. Marshall, State Printer, 1961), p. 11.

Margaret Briggs, "The Development of Public School Libraries in Minnesota, 1961-1938." *Minnesota Libraries,* XV (December, 1948), p. 372.

Laws of Minnesota, 1873, Chapter 1.

Henry A. Castle, *Minnesota, It's Story and Biography.* (New York; The Lewis Publishing Company, 1915), volumes 1, p. 261.

Laws of Minnesota, 1887, Chapter 2.

"Briggs, *op. cit.,* p. 373.

Loc. cit.

Annual Report to State Board of Education, 1965", *op. cit.,* no page. See Division of Instruction portion of report.

All material for this section is from: "Educational Leadership Through Research," (St. Paul: Minnesota National Laboratory, 1966), and "Minnesota National Laboratory," compiled by W. W. Keenan, August, 1966. (both mimeographed).

Students are shown in a watch repairing class (above) at Boys' Vocational School and in an occupational class at Hammond School — hath schools are in St. Paul and photos were taken about 1925.

VI Supervisory and Consultative Services: Vocational Rehabilitation and Special Education

Prior to 1900, rehabilitation of the disabled in Minnesota, us in other portions of the country, was practically non-existent. That the need existed was evident; among other things, increasing industrialization had created conditions conducive to an increased accident rate among laborers. The expense and waste involved in industrial accidents became a public concent. After the turn of the century the problem became more acute as servicemen disabled from the ravages of World War I returned home.

In 1919, acting as the state board of vocational education, the state board of education adopted a plan of cooperation with the state department of labor and industry for the reeducation and training of persons injured in industrial accidents. The legislature's initial allocation of $15,000 was less than adequate, but it was an important beginning; few other states had made similar provisions.

The first general vocational rehabilitation act, passed by the United States Congress the following year, was to provide vocational rehabilitation to persons disabled and unable to return to gainful employment. Minnesota was one of eight states to immediately establish rehabilitation agencies as a result of the federal legislation. When the Federal Social Security Act made the office of vocational rehabilitation a permanent federal agency in 1935, the Minnesota Legislature enacted similar legislation at the state level. In these early years retraining was the basic service provided the handicapped individual. The division could make no attempt to restore a lost function or improve the physical capacity so the person might return to his former occupation. However, the limited training did enable him to become employable in some type of occupation.

In 1943 Congress made it possible for the rehabilitation agency to provide physical restoration services, prosthetic devices, more detailed and comprehensive evaluative procedures and a limited amount of tools and equipment for use by the handicapped. Moreover, the mentally ill and mentally retarded were classified persons who could benefit from vocational rehabilitation services.

The Vocational Rehabilitation Act of 1954 was a major milestone in federal legislation affecting the handicapped. It provided for a broad program of grants to facilities and training agencies, new support to state vocational rehabilitation agencies, and established a program of matching fund grants to community organizations to establish or improve rehabilitation centers of all types. Two million dollars has been spent in Minnesota under the fatter section. In 1954, the division of vocational rehabilitation maintained a professional staff of 23 located in six offices and rehabilitating about six hundred persons a year. In 1964-65, 6,297 disabled persons received services from 72 professional staff members.

Statistics alone cannot reveal the true development of rehabilitation in Minnesota. The increased staff, case service appropriations, and the rapid expansion of rehabilitation facilities in the state have enabled the section to greatly increase the scope of its service, both in terms of more severely disabled persons who can be served and more extensive services provided to clients. The section is no longer merely a training resource for handicapped persons but the coordinating factor that brings together all of the resources needed to help an individual make a successful social, psychological, and vocational comeback from dependency created by a disability.

Special Education Section

For many years the legislature enacted laws granting aids to districts which provided for the education of handicapped children. However, the state department of education had little control or influence over the direction of special education programs.

In 1915, at the urging of concerned educators and lay citizens, the legislature encouraged the establishment of special classes for handicapped children by granting fixed amounts of state aid to school districts for each enrolled child. Initial aid went to the deaf, blind, mentally handicapped, and children with impaired speech. Two years later aid was granted for crippled children. Financial aid was $100 per child per year. In succeeding years the legislature broadened the programs by increasing the financial assistance and adding such services as transportation and room and board.

However, in spite of increased appropriations for the handicapped, special education remained a "stepchild" in the statewide educational endeavor. In 1941 the responsibility for state supervision of special classes for handicapped children was a PART-TIME assignment of ONE member of the state department of education; it had been that way since 1915. A minor improvement was initiated in 1941 when a supervisor was assigned to special education with full-time charge of the work on a half-time basis."

In 1955, a turning point for special education in Minnesota, the legislature created the Interim Commission on Handicapped Children, and charged the group with making a comprehensive and detailed investigation of the problems of handicapped children. Chaired by State Senator Elmer L. Andersen, later governor of the state, the commission noted numerous major weaknesses in the educational program for handicapped children. It noted with dismay that special classes for handicapped children were available in only 30 of the state's 87 counties. In addition, only a few counties offered special classes or services for more than one type of handicap.[73]

The Commission recommended, among other things, the enactment of a law requiring every school district to provide special instruction and services to every handicapped child requiring them and providing for adequate state aid to implement the program. It also strongly suggested the establishment of a division of special education in the department of education to assist school districts in the development of special education programs, to establish standards for special education programs, to supervise the system of special education for exceptional children in local school districts, and to prescribe curriculum and courses of study for state operated residential schools. The legislatureof 1957 not only complied with these recommendations, but also created an advisory board on handicapped, gifted, and exceptional children consisting of twelve members to be appointed by the Governor. The board's charge was to aid in formulating policies and to encourage programs for exceptional children.[7]*

The new special education section in the state department of education was established under the jurisdiction of the division of rehabilitation and special education. By 1965 every county in the state had at least one type of special education program. In that year, there were 4,189 persons teaching the handicapped in Minnesota, compared with 25 teachers in 1915 when the state first passed legislation affecting special education. However, there are still a large number of school districts which have no special education program, and great numbers of handicapped children are not receiving appropriate instruction and services.[73]

Old Age and Survivors Insurance Program Section

Twenty-two years after the inception of the federal social security program. Congress initiated the payment of monthly disability benefits as part of the old-age survivors and disability insurance program. It was stipulated that the determination of disability should be made by state agencies under agreements with the Secretary of Health, Education, and Welfare.

In Minnesota, the contracting agency is the department of education, which acts as an agent of the federal government in evaluating disability. Costs of the program are borne entirely by the federal government, thus making the OASI section the only section financed entirely from federal funds. In providing that determinations for disability be made by a state agency. Congress intended that there would be rehabilitation contacts for every applicant and that the advantages of medical and vocational care development would be provided by an agency already working with the medical profession and the disabled.

The intent of the legislation was clear; to foster rehabilitation of the disabled. A person claiming disability benefits is referred by the Social Security Office to the OASI section in the department of education. Upon completion of evaluation of the claim, a team consisting of a doctor and a counselor determine the potential for vocational rehabilitation of the claimant. If the decision is made to refer the claimant to the vocational rehabilitation section of the department of education, it then becomes the responsibility of that section to determine the advisability of vocational rehabilitation for the claimant. In this office counselors apply their knowledge of employment opportunities, hiring policies, and rehabilitation resources in evaluating the potential of a claimant for some type of vocational rehabilitation.

In 1965. there were 18,196 disabled workers and their dependents receiving paid cash benefits amounting to $14,378,000 annually. In that same year, the

OASI section handled a work load of 8,013 cases, the largest since the program's inception. A total of 292 cases were referred to the vocational rehabilitation section. A staff of 13 professional members, 11 clerical workers, and six part-time physicians administered this federal-state program.

[70]Information for this section obtained from: August Gehrke, History and Philosphy of Rehabilitation," (St. Paul: Minnesota Department of Education, 1964), (mimeographed).

"Special Report to Minnesota House," *op. cit.,* p. 367.

Ibid., pp. 363-69.

Report of the Legislative Interim Commission on Handicapped Children, (St. Paul: State of Minnesota, 1957), p. 18.

"Report of Department of Education, 1940-60," *op. cit.,* p. 59.

""Summary of Annual Report, Special Education Section, 1964-65," p. 1 (mimeographed).

Arthur E. Hess, "Five Years of Disability Insurance Benefits: A Progress Report," *Social Security Bulletin,* (July, 1962), p. 5.

Ben R. Brainerd, "Disability Insurance Benefits and Rehabilitation," (St. Paul: Department of Education, 1960), p. 3. (mimeographed).

""Annual Report to Board of Education, 1965," op. cit., p. 1.

Participants in a summer institute for teachers at Detroit Lakes in 1891.

Blind pupils at Webster School, St. Paul, in 1931 with Braille reader and typewriter.

VII Epilogue

The history of the Minnesota Department of Education from 1900-1965 was originally a project of the Study Commission of the Council of Chief State School Officers. The department history from 1900-1965 will appear as a part of a series of limited circulation volumes containing the histories of all 50 state departments of education. To make the history of the Minnesota department more widely available in Minnesota, Title V ESEA funds have been utilized to print a separate history of this department. In addition, the 1965 cut-off date of the national publication eliminates several major developments during 1966 and 1967 and the purpose of this epilogue is to reasonably bring the history up to date.

Elementary and Secondary Education Act of 1965

Federal aid to education is not new. Since 1785, when the United States Congress enacted the Northwest Ordinance mandating that one section in every township be set aside for education, the federal government has periodically provided categorical aid for education. Until recently federal funds for education were modest in relation to total moneys expended for education at the local and state level.

However, in 1958 Congress allocated an unusually large sum of money for elementary and secondary education. The National Defense Education Act — a reaction to Russia's Sputnik — provided millions of dollars for such endeavors as strengthening elementary and secondary programs in foreign languages, mathematics, and science. Five years later Congress enacted additional legislation designed to better meet the needs of vocational education.

Newly perceived needs prompted the 89th Congress to pass the most comprehensive and costly elementary and secondary education bill in history. The Elementary and Secondary Education Act of 1965, P.L. 89-10, provided more federal money than was available for all other federal aid programs for elementary and secondary education. General responsibility for implementation of Titles I, II, III, and V were assigned to assistant commissioner Farley D. Bright who devoted most of his time during the first years of the programs making them operational.

To say that this legislation has had an impact on education in general, and the Minnesota Department of Education specifically, is an understatement. Its effect can be best illustrated by briefly reviewing various portions of this milestone legislation.

Title I

In general terms this portion of ESEA provides financial assistance to local educational agencies in areas with concentrations of low-income families. Its goal is to enable elementary and secondary schools to expand and improve educational programs designed to meet the special needs of educationally deprived children. Ninety per cent of ESEA funds were allocated to Title I. More than $25 million was allocated for Minnesota during the first year. The following school year Minnesota received slightly more than $19 million for the program.

Perhaps the most incredible aspect of Title I's initiation in Minnesota was the rapid, efficient implementation of the program. Probably never in the history of the department had a program become operational so quickly. Seldom had the department overcome so many obstacles in adding a new program.

The Elementary and Secondary Education Act was signed into law by President Lyndon Johnson in April, 1965. Although Congress did not appropriate funds until September 9, 1965, preliminary work in the department of education began months before. Because administration of the program was lodged in the department, Farley D. Bright, assistant commissioner for instruction, was appointed to act as liaison with the U.S. Office of Education.

Immediately Bright began preliminary work to implement the program. By August, when state school administrators met at a fall workshop at the University of Minnesota, Bright was able to report on the approximate amount of funds and the procedures for application even though Congress had not yet appropriated funds.

On September 16, 1965, a 33-member Title I advisory committee held its first meeting. The chairman

was L. V. Rasmussen, superintendent of schools at Duluth.

Although Congress appropriated funds in September, the program moved rather deliberately in the first few months. Absence of federal directives, lack of funding for state administration of the program, a dearth of printed forms, and newness of the program — these and other factors combined to make the first several months a period of uncertainty. Early proposals were, of necessity, being approved without federal guidelines; these didn't arrive until February, 1966. Throughout the first months of the program the staff used correspondance from the U.S. Office of Education, unofficial federal guidelines, the formal law itself and some guesswork in approving projects. It was a trying period.

There were other seemingly insurmountable problems. Not the least of these was a short supply of qualified personnel. Not until December, 1965 did the department receive authorization to hire the first Title I professional. Dr. Fred Roessel, a principal in the Minneapolis schools, was employed as director. The following month Jack Hanson was hired as assistant director. But other than these two top positions, it was practically impossible to hire people with essential qualifications. By early March, two of the five authorized positions were yet unfilled.

Another obstacle was an early backlog of proposals. There were two reasons for this situation: First, the vast majority of early project proposals were not approvable as submitted and individual conferences with school administrators were required to revise projects. Second, an incomplete Title I staff prevented efficient handling of applications. The Title I advisory committee learned in January that about 500 proposals were backlogged in the department of education. In late January applications were being received at a rate of about ten per day and were being approved at the rate of one per day. From January 28 to February 7 forty more proposals were received; only two were given full clearance. By March 14 the advisory committee remarked that "the deadline for next year's applications is approaching and the . . . problem has reached sizeable proportions. Energies are spent in details of paperwork and genuine leadership in program development is lacking."

The situation was aggravated by inflexibility within the department of education. The press of other matters prevented the department from reassigning existing professional or secretarial staff even on a temporary basis to help launch the program. However, several staff members volunteered to work overtime during evenings and on weekends to help process applications.

Clearly the primary obstacle to employment of an adequate staff was salary. Because compensation was tied to civil service, the annual pay for a senior consultant was not competitive with teachers' salaries. In its first annual report the advisory committee indicated that the pool of applicants was "not impressive."

To solve the dilemma, personnel from the department of education and civil service met to discuss contracting for Title I staff. Considerable discussion and negotiation eventually led to an agreement whereby the department was permitted to temporarily hire Title I personnel on a contractual basis. This procedure enabled the department to employ professionals as consultants at salaries substantially higher than under civil service regulations. A majority of these consultants were retired educators and they served on the Title I staff until the department and civil service agreed on a salary classification more conducive to the employment of a permanent staff.

It seems just short of a miracle that despite these many early obstacles the funds were so judiciously allocated. With more than $24 million available, the temptation might have been to approve all proposals regardless of merit to assure that the entire allotment was used.

The care exercised in the allocation of funds was not without its critics. For example, some school districts, apparently disgruntled at rejection of then-proposals, reportedly contacted the governor's office to protest. With political pressures as they are, the governor's office was quick to relay this discontent to the department, privately and publicly. During March and April, 1966, the department was the object of frequent criticism from the state's executive office. The essence of the criticism was that since the state had $24 million, all of it should be used.

At the conclusion of the 1966 fiscal year, $19 million of the $24 million was allocated for project proposals meeting the intent of the law, and all state department approved projects submitted to the U.S. Office of Education were approved.

The school year 1966-67 was less hectic but not without its problems. In his annual report to the state board of education, newly appointed director Jack Hanson — indicated that the most vexing problem during the year was the uncertainty of the entitlement and allotment figures available for grants to the school districts at the state. As early as April, 1966, indications were that the Title I allotment to Minnesota would be cut by at least 15 per cent. The actual cutback was 25 per cent. On July 1, 1967, the Title I staff consisted of eleven professionals.

Another problem was the addition of 13 per cent more children eligible for Title I assistance, but with no increase in funds. The effect was an actual decrease of funds available for each eligible child.

Title II

Teaching programs at all levels of education have become increasingly dependent upon effective school library materials and service, including a variety of

instructional resources. Basic courses in nearly all areas of instruction depend upon good school libraries and adequate collections of instructional materials.

That many school libraries are inadequate to the educational task is hardly disputed. Particularly at the elementary level too many libraries are closet-sized rooms with a few books. Title II is designed to promote improvement in this area. In effect the law strives for appropriate school library resources available on an equitable basis for the use of children and teachers in all schools, public and private, elementary and secondary.

The uniqueness of this portion of the law is that it is designed to benefit children rather than the schools. The "child-benefit theory" is utilized to the utmost. Although the aid is allocated to public schools, the materials may be loaned to children and teachers in non-public schools. The funds are used to supplement and, to the extent practical, increase the level of state, local and private school funds for instrumental materials. In no case may they supplant such funds.

The primary responsibility for administering the Title II program rests with the department of education. The Title III NDEA administrator is given the added responsibility of administering Title II ESEA. The department approves local school district projects but requires these districts to be responsible for administering the program for children and teachers in private schools within their districts.

Minnesota was allocated $1.98 million in fiscal year 1966. The following year funds were slightly increased to $2.01 million.

The most unique project undertaken by Title II personnel in the first two years of the program was the establishment of school library demonstration centers at Mankato and Brainerd. The centers are designed to provide the necessary professional, consultative, advisory, and technical services needed to strengthen, improve, and expand school libraries in the specific geographical areas. Essentially, the centers provide two basic services. They provide professional leadership, and relieve the local librarian of many technical-clerical jobs that restricted his ability to provide specialized kinds of library services to pupils and teachers.

Among other things, the centers provide in-service training, centralized processing and cataloging, additional consultative help in the schools or in the center, and supervision in the use of bibliographic tools and demonstration in the use of technological media. In addition, in each demonstration area several districts of various sizes have the responsibility for maintaining pilot schools. Each school was given $5,000 to enrich and strengthen its materials collection. Several schools used their funds to concentrate on a specific subject or area of the curriculum.

Title III

Title III of P.L. 89-10 is designed to encourage school districts to develop imaginative solutions to educational problems, to more effectively utilize research findings, and to create, design, and make intelligent use of supplementary centers and services. The primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs. It seeks to encourage the development of innovations, demonstrate worthwhile innovations in educational practice through exemplary programs, and supplement existing programs and facilities.

The department of education's role in implementing Title III has been rather insignificant, primarily because of the law itself. In the first two years of the program, all project proposals were sent simultaneously to the Minnesota Commissioner and to the U.S. Office of Education; the department of education's role was confined to a review and recommendation to the U.S. Office. Upon approval of a project by the USOE, funds were sent directly from Washington to the local district.

A bill to transfer control of the program from the U.S. Office of Education to state departments of education has been passed by Congress.

Title V

Historically, most state departments of education have not exercised an effective leadership role in the improvement of education. Departments are often able to merely enforce minimum standards; statistical compilation and inspection are their primary functions, usually because of an inadequate staff. However, in recent years the federal government has taken an increased interest in the quality of schools, and this interest has been manifested by large sums of money allocated to elementary and secondary education. The general concensus of the 89th Congress seemed to be that the most effective and efficient way to administer many federal programs was through state departments of education. Cognizant of this fact, Congress enacted Title V ESEA to strengthen state departments.

It would be difficult to over-emphasize the beneficial role Title V funds have played in strengthening the Minnesota Department of Education. In two years of operation, Title V funds have done more to promote the leadership role of the department than any other single piece of legislation, state or federal.

Although it is not practical to list all projects undertaken through the use of Title V funds, it seems appropriate to review some noteworthy projects undertaken in the first two years of the program.

(1) *General Planning and Administration* — The Title V staff conducted necessary administrative tasks, such as relating to the U.S. Office of Education, de-

veloping project plans, coordinating its activities with others within the department, and conducting surveys and studies relating to such areas as teacher certification, administrative office arrangements, file storage-retrieval, professional development programs, roles of state departments of education, and other diverse topics. It has been responsible for the organization of a department of education review, a department management seminar, and the operation of a professional development program.

(2) *Study of Minnesota Education* — Title V funds were used to finance a year-long study of elementary and secondary education in Minnesota. The extent and impact of the study will be summarized in a later section of this epilogue.

(3) *Dissemination and Implementation of the Study of Minnesota Education* — The department of education, with Title V funds, entered in a contract with the Metropolitan Area Educational Research and Development Council to provide widespread dissemination of the Minnesota Education Study.

(4) *Information System* — With Title V funds the department contracted with Applications Research in Electronics Systems Corporation. (ARIES) to perform a comprehensive study of the department's techniques of information secural, recording, retention, and dissemination. Sub-systems in several areas have been designed or are in the progress of being designed. Employing Title V funds, the department staffed a data processing section during fiscal 1967.

(5) *Administrative Analysis* — Title V funds were used to hire an administrative analyst who was added to the staff of the Director of Administrative Services.

(6) *Departmental Accounting* — Two professionals and one clerical employee were added to the accounting unit to permit the accounting staff to more effectively perform its mission within the parameters of existing conditions.

(7) *Personnel Management* — Through utilization of Title V moneys, the department added an assistant personnel officer and secretary to the employee personnel unit. A rapidly growing department necessitated these improvements.

(8) *Publications Services* - With Title V funds, the department of education created and staffed a publications section. The addition of this section enabled the department to improve communication with districts as well as within the department.

(9) *Teacher Certification* — Prior to the enactment of Title V, it typically took three months for an applicant for certification to receive certification. As the result of several studies both funded and performed by Title V, the problem was identified as requiring streamlined procedures and increase of staff. Accordingly, procedures were modified and six new personnel were added to the unit. Now, within a week to ten days, an applicant receives his certificate.

(10) *In-Service Staff Development* — Staff members may request opportunity for attending college and business school classes, conferences, workshops, seminars, and visiting exemplary education situations.

(11) *State Master Plan for' Special Education* — In anticipation that Congress would fund Title VI, ESEA, a federal program aimed at aiding special education programs, Title V allocated funds for the development of a master plan for special education in Minnesota.

(12) *School Transportation Cost Comparability Study* — A major controversy in several recent legislative sessions has been the comparability of costs of transportation in public and private schools. Title V funds conducted a study of this matter, and determined that cost comparability using existing data was not possible.

(13) *Interns*- During fiscal year 1968, Title V funds were used to hire two administrative interns who served as administrative assistants to the commissioner and the assistant commissioner for administration.

Education 1967

One of the perennial major problems confronting the Minnesota Department of Education has been the lack of long-range planning. Much information was available on the current status of education in Minnesota, but projecting future needs and programs was impossible because of a shortage of staff and state funds needed to accomplish such planning. A portion of the ESEA, Title V, is specifically aimed at assisting state departments of education to develop their leadership capacities and improve their services to local school districts.

The Title V advisory committee to the Minnesota Department of Education, headed by Dr. Donald E. Davis, recommended early *in* 1966 that the state board reserve a portion of the Title V funds to assess the current status of public education in Minnesota and develop long-range plans for providing an optimal education program. Following extensive planning by the Title V staff, headed by Dr. Davis who relinquished bis position as chairman of the advisory committee, the Minnesota Board of Education contracted with the Regents of the University of Minnesota for the Bureau of Field Studies and Surveys of the University of Minnesota to conduct a study of elementary and secondary education.

The major purposes of the study were to determine (1) the current status of public education in Minnesota; (2) the strengths and weaknesses in the major areas of educational program, organization, professional personnel, and finance; and (3) the criteria and recommendations for immediate and long-range planning to organize, operate, and finance an effective educational program to meet the needs of the state's children.

The statewide study focused on eight major areas: the instructional program of the elementary school, the instructional program of the secondary school, vocational-technical and adult education, the pupil population, the professional personnel, the state department of education, school district organization, and public school finance. The study staff included the director, Dr. Otto Domian, an assistant director, nine research assistants, and five nationally known educational consultants. For one year the staff surveyed the literature, scoured the records of the department of education, mailed and tabulated questionnaires, interviewed educators and lay citizens, and met with various educational, civic, and political groups.

Early in the fall of 1967, the 440-page report was presented to Governor Harold LeVander and the board of education. Probably at no time in Minnesota's history had a document on education been so widely anticipated. Because there were hundreds of findings, conclusions, and recommendations, it is not practical to list even a portion of them here. However, in general terms the report notes that Minnesota has too many school districts, that many small school districts are not offering and cannot offer the breadth of program desirable, and that the state department of education must be given a stronger role in the state's educational endeavor.

Although the report was generally favorably received, there were some voices of dissent over some recommendations. Many small school districts maintained that the report dealt too harshly with them; non-metropolitan districts contended that a recommended 10 per cent addition to the Basic Foundation Program Aid for cities of the first class was unwarranted; other districts felt that the recommended optimum size for school districts was too large. But in spite of this, educators throughout the state seemed to acknowledge that *Education 1967* was a much needed source of information on the status of education in Minnesota, and that many of the recommendations needed to be implemented as soon as possible.

More than any other previous educational report, *Education 1967* has been the object of much study and discussion. Shortly after the report was issued, the state board of education contracted with the Educational Research and Development Council of the Twin Cities Metropolitan Area to provide services for implementing the study. Among other things the council published a digest of the study's findings designed to inform the public about the report, prepared a study guide for discussion of the report, and in coming months will provide the services needed to assure as broad coverage and understanding of the report as possible. For example, plans are being completed for a statewide television program on the report and a film will be available for use by various groups.

A number of meetings were held by the Legislative Interim Commission on Elementary and Secondary Education late in 1967 and more are planned in 1968. Besides hearing testimony from the five study consultants, the commission plans to hear the reactions of educators and laymen to the report's recommendations. The commission's objective is to provide legislators with the comprehensive background needed in making important decisions on education bills to be introduced in the 1969 legislative session.

While every recommendation will not be enacted into law, there is a relatively high degree of optimism that *Education 1967* will play a significant role in educational progress in the next few years.

The 1967 Legislative Session

To objectively evaluate the significance of education legislation enacted by a legislature is a relative matter at best. A piece of legislation deemed important by one segment of the educational establishment is often regarded as insignificant by another. An act opposed by some educators may be vigorously promoted and supported by others.

Value judgments aside, however, it is generally agreed that the 1967 legislature excelled in the area of landmark educational legislation. This section is designed to review legislation which, it seems, had the greatest impact on education.

State Aids

That the cost of education has risen rapidly is not news. The growing expectancies from education, the vast increase in knowledge, the rising costs of salaries, facilities, and materials, all have combined to make education big business. The Minnesota Legislature, recognizing the need, passed a record state aid bill for the 1967-69 biennium. A total of $492 million was appropriated for the two-year period, nearly a $100 million increase over the previous biennium. In foundation aids alone (including the income tax school aid and apportionment aid), the increase was about $75,000,000 for the biennium, an increase of 22 per cent.

Department Personnel Budget

The department of education experienced the greatest growth in the 1965-67 biennium than in any single two-year period in several decades. In the 1967 session the legislature allocated 18 new positions for the department, (excluding vocational rehabilitation) compared with 7 new positions the previous session. In the vocational rehabilitation division, the growth was more phenomenal. A total of 55 new positions were funded, compared with two in 1965.

Salaries were also substantially increased. Excluding salaries for new positions, the legislature appropriated about 32 per cent more funds for salaries in 1967 than in 1965. Although the increase in funds was substantial, the actual average wage increase

amounted to about 21 per cent, a significant improvement.

School District Organization

As pointed out in the main portion of this document, Minnesota had considerable difficulty in reducing the number of school districts to economical, educationally sound units. For years the legislature was reluctant to mandate consolidation, although experience throughout the country indicated that unless district reorganization was mandatory it was generally unsuccessful.

By 1965, Minnesota still had more than 700 one-room school houses, and it was obvious that unless the state legislature took positive action, these obsolete educational institutions would exist for many more years. Several factors, including legislative reapportionment and increased promotion by the department of education and the Advisory Commission for School District Reorganization, influenced positive action. A bill was introduced in the legislature early in the session proposing that every school be located in a district offering education from grades 1 through 12 by the year 1971. In effect this would compel the common elementary school districts to consolidate with a larger district operating a 1-12 program.

The debate surrounding the bill often shed more heat than light. State department personnel, led by Commissioner Duane Mattheis, urged its passage; hundreds of citizens from common school districts trekked to the state capitol to attend committee hearings on the bill; rural legislators wavered between their loyalty to their constituents and the generally acknowledged fact that quality education was not possible in a one-room school house.

After considerable debate, the Minnesota House and Senate passed the bill. By 1971, the number of districts will be reduced by more than 800 from the number existing in 1967.

Teacher Tenure Act

Minnesota has two teacher tenure laws: one for cities of the first class and another for all other districts. A primary weakness of the latter law was in the area of service. Once a teacher obtained tenure by serving two years in Minnesota schools, he was no longer on probation regardless of whether or not he moved from one district to another.

In 1967, noteworthy progress was made in correcting this shortcoming. The legislature amended the teacher tenure law so the first two consecutive years of a beginning teacher's first teaching experience in Minnesota in a single school district is deemed probationary. Thereafter, if a teacher obtains a teaching position in another Minnesota school district (outside a city of the first class), the teacher must serve a one-year probationary period. Under the new law a school district hiring an experienced teacher from another district has one year to judge the competency of the new employee. The district will no longer be bound to keep an experienced new employee more than- one year if the teacher does not measure up to district standards.

Other weaknesses of the earlier law were the lack of specificity in establishing the reasons for which a teacher's contract may be terminated and the failure to spell out the procedure in determining whether and how a teacher should be dismissed. Both of these conditions have been essentially corrected by the new law.

Professional Teaching Practices Commission

It is generally recognized that except in very extreme cases of misconduct, it is practically impossible for a district to dismiss an undesirable teacher. In the 1967 legislative session a bill establishing a Professional Teaching Practices Commission was enacted. The law specifies that the governor will appoint a commission to "develop standards of ethical conduct for the guidance and improvement of the teaching profession and to provide measures through which the observance of such standards by the members of the profession may be promoted and enforced."

After formulating the code of ethics, the commission is charged with the responsibility of conducting a hearing if a complaint is lodged against a teacher for alleged violation of the code of ethics. The only exception is if the teacher desires to be heard directly by the state board of education. Upon completion of the hearing, the commission is to recommend action to the state board regarding the revocation of the teacher's certificate. Final action is taken by the state board of education.

Other Legislation

The 1967 legislature took other significant steps to improve education. It:

1. Established an Interim Commission on Elementary and Secondary Education. This commission is charged with the responsibility of studying and investigating elementary and secondary schools, with special emphasis on the findings and recommendations in the Domian report *(Education 1967).*

2. Enlarged the state board of education to nine members. Eight of the members represent each of the eight congressional districts, and one member is selected on an at-large basis. Three members are appointed every other year and three members must have had local school board experience.

3. Lifted the ceiling of $7800 on which a teacher can contribute to the teachers retirement fund. Under the new law, a teacher may contribute to the fund regardless of the size of income.

4. Set a uniform $5 processing fee for all teaching certificates.

5. Increased state aid for teachers of educable handicapped children from $4000 to $4400.

6. Amended the compulsory attendance law.

7. Established a uniform admission age for children entering kindergarten or first grade effective September 1, 1971.

Department Reorganization

By 1965 it was clear that the department of education's increased responsibilities were creating organizational dysfunction. Duty was added to duty, new responsibility was given to divisions unprepared to handle them.

Late in 1965 and early in 1966, three events occurred almost simultaneously which served to bring about major organizational change in the department. The most significant was a study by Schleh Associates of Minneapolis which provided an analysis of organization and management practices in the department. After months of study, the report was submitted in April, 1966. The study group's primary perception was that the regulatory and developmental functions of the department were not sufficiently separated. Generally the problem was centered in the division of instruction, where, said the report, "the administrative activities that are included in the (division) . . . have tended to diminish the effectiveness of the people who are trying to encourage and initiate change in the education process."

A second major influence for change was the Elementary and Secondary Education Act of 1965. One of the sections of the act, Title V, provided funds for strengthening the state department of education. A large portion of these funds was used to establish new positions needed for some time but never funded by the state legislature.

A final factor contributing to department reorganization was the transfer of the assistant commissioner for instruction, Farley D. Bright, to assistant commissioner for administration. In the former position, Bright had worked closely with many of the programs which the Schleh report advised be transferred to the division of administration. Thus it seemed an opportune time to move many administrative functions in the division of instruction to the division of administration.

The changes in the 1966 reorganization were significant. Functions transferred from the division of instruction to the division of administration included public libraries, district organization and teacher certification. Educational research, directly responsible to the commissioner, was combined with the statistics and state aids section and established in the division of administration. Sections added to the department and the division of administration due to Title V funding included information services, federal programs (combining Titles I and II, ESEA, and Title II, NDEA, formerly in the division of instruction), and publications.

Other changes affecting the division of instruction included the removal of vocational education from the division and the creation of a new division of vocational-technical education, the establishment of a learning resources unit combining the audio-visual and school libraries units, and the transfer of guidance from vocational education to the instruction division.

Appendix

To single out the accomplishments of a former commissioner of education in a publication of this nature is precarious because each commissioner has made unique contributions to the educational endeavor of Minnesota. However, Dean Schweickhard's long tenure in that office, combined with the many accomplishments during that time, are noteworthy.

Schweickhard was born and raised in Mankato, Minnesota. He attended the state normal school at Mankato, where he eventually took courses in teacher preparation. At the age of 19 he taught at Lyle, Minnesota, and the following year became principal of the Kinney elementary school on Minnesota's Iron Range.

In 19l7 he obtained his bachelor's degree and following World War I became an assistant professor at Purdue University. After three years as director of vocational education in the Clinton, Iowa, schools, he became Minnesota's state supervisor of trade and industrial education in 1922.

After serving thirteen years as assistant superintendent of schools in Minneapolis. Schweickhard was appointed Commissioner of Education, State of Minnesota, a position he held for three successive six-year terms, the longest tenure of any chief state school officer in Minnesota's history.

Schweickhard experienced the greatest difficulty during those eighteen years in departmental efforts to reduce the number of school districts. That a smaller number of districts was needed was evident to most educators; to convince residents of the districts of the need for consolidation was another matter. Department of education attempts to facilitate consolidation often brought charges that the commissioner was a dictator perpetrating revolutionary changes upon small school districts. It was not unusual for Schweickhard to be hailed into a courtroom to account for actions of the department. Although the department did not succeed in all court cases, the number of school districts decreased drastically.

In 1961, at the age of 69, Schweickhard retired. To the audience attending a gala dinner in his honor, it might have appeared that Schweickhard was ending a 49 year career in education. Such was not to be the case.

If he had any plans to take full advantage of retirement, his resolve was not strong enough. In 1962, he was given a special contract to conduct a special research project on state aids financed by a grant from the Hill Family Foundation of St. Paul. In 1964, the sudden death of the executive secretary of the state college board brought a call from that organization that he fill the position until a new executive secretary was appointed.

In 1965, when the Elementary and Secondary Education Act was enacted by Congress, voluminous work was created, and the department of education again called upon Schweickhard to lend his services. The following year Commissioner Mattheis, appointed Schweickhard as director of a research project on the roles and policymaking practices of state boards of education. The project, financed by a grant from the U.S. Office of Education, focused upon eleven states scattered throughout the nation and was sponsored by the National Association of State Boards of Education. Funds wore administered by the State of Minnesota.

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