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A History Of The Office Of Nevada'S State Superintendent Of Public Instruction, 1861 - 1985 (Job Description, Evolution Of Office, Significance, Role, Perception)

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A HISTORY OF THE OFFICE OF NEVADA'S STATE SUPERINTENDENT OF
PUBLIC INSTRUCTION, 1861 - 1985

University of Nevada, Las Vegas

Ed.D. 1985

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A History of The Office of Nevada's State Superintendent
of Public Instruction
1861 - 1985

A dissertation submitted in partial fulfillment of the
requirements for the degree of
Doctor of Education

by
Carolyn Sullivan Reedom

August, 1985

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August, 1985

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Contents

| | Page |
|--|------|
| Acknowledgements..... | 11 |
| List of Maps..... | v |
| List of Tables..... | vi |
| Chapter 1 | |
| 1. Introduction..... | 1 |
| Statement of the Problem..... | 4 |
| Scope of the Study..... | 5 |
| Significance of the Study..... | 7 |
| Assumptions..... | 8 |
| Limitations..... | 9 |
| Definition of Terms..... | 10 |
| Procedure..... | 11 |
| Organization of Study..... | 12 |
| 2. Review of Literature..... | 13 |
| Early History of the Office of State | |
| Superintendent..... | 13 |
| Beginnings + State Control..... | 15 |
| Early Duties of State Superintendent..... | 16 |
| Nevada Territorial Legislative | |
| Provision for School Administration..... | 23 |
| Provision of the Act of 1861..... | 23 |
| Territorial Superintendent of Public | |
| Instruction..... | 24 |
| Territorial Board of Education..... | 26 |
| County Superintendents..... | 26 |
| Board of School Trustees..... | 29 |
| Census Marshalls of School Districts..... | 30 |
| The Office During the Territorial Period..... | 32 |
| The Period of Statehood 1864-1907..... | 36 |
| The Reorganization Act of 1907..... | 75 |
| State Superintendent of Public Instruction..... | 76 |
| State Board of Education..... | 78 |
| School Census Marshalls..... | 78 |
| School Trustees..... | 79 |
| Deputy Superintendent of Public Instruction..... | 79 |
| Qualification of Deputy Superintendent..... | 79 |
| Powers and Duties of Deputy | |
| Superintendents..... | 80 |
| Salaries of the Deputy Superintendent..... | 81 |

| | | |
|----|--------------------------------|-----|
| | The Supervision Districts..... | 82 |
| | First Deputy Superintendent of | |
| | Public Instruction..... | 86 |
| | Peabody Formula..... | 95 |
| | Nevada Plan..... | 111 |
| | A Nation At Risk..... | 114 |
| 3. | Methodology..... | 119 |
| | Techniques..... | 119 |
| | Treatment..... | 122 |
| 4. | Report of Findings..... | 124 |
| 5. | Summary..... | 132 |
| | Conclusions..... | 140 |
| | Recommendations..... | 142 |
| | Primary Sources..... | 143 |
| | Secondary Sources..... | 145 |
| | Bibliography..... | 147 |
| | Appendixes..... | 152 |

List of Maps

| | Page |
|---|------|
| Territory of Nevada, 1863..... | 28 |
| State of Nevada, 1876..... | 43 |
| Education Supervision District in the State of Nevada, 1907..... | 84 |
| Educational Supervision Districts in Nevada, 1927 - 1935..... | 91 |
| State of Nevada, 1985..... | 157 |

List of Tables

| | Page |
|---|------|
| I Chief School Officers for Each State..... | 2 |
| II Evolution, Appointment, and Term of Office of the Chief School Officer of Each of the States..... | 19 |
| III List of Nevada's State Superintendents of Public Instruction..... | 31 |
| IV Comparative Yearly Salaries of Sheriffs, County Clerks and County School Superintendents in Fourteen Counties in Nevada in 1884..... | 58 |
| V Deputy State Superintendents of Public Instruction 1907 - 1947..... | 89 |
| VI Pupil Enrollment at End of First Two Weeks of School 1958 - 1962..... | 106 |

Chapter 1

Introduction

Every state in the union has an executive administrator of public schools. The term Superintendent is the most commonly used title for this officer. Fifteen states utilize the heading Commissioner of Education.

How this person obtains this position varies considerably throughout the nation. Nineteen states elect their chief state school officer. Of the nineteen, fourteen are partisan and five are non-partisan. Five chief officers are appointed by the governor and twenty-six by the State Board of Education. Table 1 on page 2 lists the Chief School Officer for each state, their titles, and whether it is an elected or appointed position. (44, 1984) Viable arguments for either the election or the appointment of this official have been presented and heatedly discussed at times in many states. (42, 1977) There also appears to be a lack of consistency, across the nation, in the purpose of the State Superintendent's role. For example, in South Dakota, the Commissioner of Schools serves a dual role and is also the Commissioner of Public Lands, while in Nevada, the role calls for supervision of schools.

In Harold Brown's History of Education in Nevada, Brown discussed how the state's principal educational

Table 1

Chief School Officers for Each State

| <u>State</u> | <u>Title</u> | <u>Elected or Non-Elec.</u> |
|---------------|--|-----------------------------|
| Alabama | Supt. of Pub. Inst. | Appointed |
| Alaska | Supt. of Pub. Inst. | Appointed |
| Arizona | Supt. of Pub. Inst. | Elected-Partisan |
| Arkansas | Supt. of Pub. Inst. | Appointed |
| California | Supt. of Pub. Inst. | Elected-Non-partisan |
| Colorado | Supt. of Pub. Inst. | Appointed |
| Connecticut | Supt. of Pub. Inst. | Appointed |
| Delaware | Supt. of Pub. Inst. | Appointed |
| Florida | Commissioner of Educ. | Elected-Partisan |
| Georgia | Supt. of Schools | Elected-Partisan |
| Hawaii | Supt. of Schools | Appointed |
| Idaho | Supt. of Pub. Inst. | Elected-Partisan |
| Illinois | Supt. of Pub. Educ. | Appointed |
| Indiana | Supt. of Pub. Inst. | Elected-Partisan |
| Iowa | Supt. of Pub. Inst. | Appointed |
| Kansas | Supt. of Pub. Inst. | Appointed |
| Kentucky | Supt. of Pub. Inst. | Elected-Partisan |
| Louisiana | Supt. of Education | Elected-Partisan |
| Maine | Supt. of Pub. Inst. | Appointed |
| Maryland | Supt. of Pub. Inst. | Appointed |
| Massachusetts | Supt. of Pub. Inst. | Appointed |
| Michigan | Supt. of Pub. Inst. | Appointed |
| Minnesota | Supt. of Pub. Inst. | Appointed |
| Mississippi | Supt. of Pub. Educ. | Elected-Partisan |
| Missouri | Supt. of Pub. Inst. | Appointed |
| Montana | Supt. of Pub. Inst. | Elected-Partisan |
| Nebraska | Supt. of Pub. Inst. | Appointed |
| Nevada | Supt. of Pub. Inst. | Appointed |
| New Hampshire | Supt. of Pub. Inst. | Appointed |
| New Jersey | Supt. of Pub. Inst. | Appointed |
| New Mexico | Supt. of Pub. Inst. | Appointed |
| New York | Supt. of Pub. Inst. | Appointed |
| N. Carolina | Supt. of Pub. Inst. | Elected-Partisan |
| N. Dakota | Supt. of Pub. Inst. | Elected-Non-partisan |
| Ohio | Supt. of Pub. Inst. | Appointed |
| Oklahoma | Supt. of Pub. Inst. | Elected-Partisan |
| Oregon | Supt. of Pub. Inst. | Elected-Non-partisan |
| Pennsylvania | Supt. of Pub. Inst. | Appointed |
| Rhode Island | Supt. of Pub. Inst. | Appointed |
| S. Carolina | Supt. of Education | Elected-Partisan |
| S. Dakota | Commissioner of Schools and Publi Lands | Elected-Partisan |
| Tennessee | Supt. of Pub. Inst. | Appointed |
| Texas | Supt. of Pub. Inst. | Appointed |

| | | |
|------------|---------------------|----------------------|
| Utah | Supt. of Pub. Inst. | Appointed |
| Vermont | Supt. of Pub. Inst. | Appointed |
| Virginia | Supt. of Pub. Inst. | Appointed |
| Washington | Supt. of Pub. Inst. | Elected-Non-partisan |
| W.Virginia | Supt. of Pub. Inst. | Appointed |
| Wisconsin | Supt. of Pub. Inst. | Elected-Non-partisan |
| Wyoming | Supt. of Pub. Inst. | Elected-partisan |

State Elected Officials and the Legislatures, 1983-84
 The Council of State governments, Lexington, Kentucky,
 1984

officer was handicapped in performing efficient administrative services.

The State Superintendent of Public Instruction is the highest ranking educational officer in Nevada. With this position should come the power, authority, and respect that is inherent in any position of this high rank. Over the years, the Superintendent's job responsibilities have changed considerably. As far as the writer had been able to trace, there had been no research carried on which dealt solely with the state superintendency in Nevada. In several histories of education in Nevada, chapters or sections of chapters were devoted to the State Board of Education or the Department of Education which briefly mentioned the Office of the State Superintendent. This office is of such importance it warranted historical study and investigation.

Statement of Problem

The purpose of this study was to trace the evolution of the office of the State Superintendent of Public Instruction in Nevada from the time of territorial organization in 1861 to the present date with emphasis on the role of the superintendency; definition of the role, the public's perceptions and the actual execution of the position.

With this purpose in mind the following questions served as the basis for the evaluation and analysis of the data:

1. How has the job description changed from 1861-1985?
2. What were the implications for the job during the territorial period, beginnings of statehood, intermediate period and modern period?
3. What factors have influenced the state Superintendent's role during each of the four periods?
4. To what degree have these factors been of significance in determining the superintendent's role during each of these periods?

Scope of the Study

The study showed the various stages of progress and change which the office has undergone in its four distinct periods of growth. It identified five distinct factors which have influenced the State Superintendent's role during each of the four periods. The five factors were: 1) level of authority based on statutes, 2) personal power of the individual holding office, 3) educational funding, 4) local vs. state control of education, and 5) transportation and technology. Each of these factors had been of significance, to various degrees, throughout the history of the state superintendent's office. This

study also detailed the problems, confusion, and lack of authority which were prevalent during each of the four periods.

The study dealt with the early development of the office of state superintendent in the United States and showed some of the more important obligations prescribed when this official was first provided by law. The writer felt that this background and early development was essential in the study for an intelligent interpretation of problems that occurred in Nevada.

In presenting this particular study the writer concentrated on four distinct phases of development:

- 1) the territorial period between 1861-1864,
- 2) beginnings of statehood from 1864-1907, when each county had its duly elected county superintendent of schools,
- 3) the intermediate period from 1907-1949 when the Reorganization Act of 1907 was established and implemented along with the Deputy Superintendent of Public Instruction, and
- 4) the modern period from 1950-1984 when the state went from 207 districts to 17 districts.

Each period was considered separately with a direct focus on the office of the State Superintendent of Public Instruction.

First, the study examined and analyzed the Territorial Law of 1861 which created the Office of state

Superintendent. The qualifications, duties, and powers vested in the early offices were discussed.

The second period, which was really a continuation of the first, but under state organization rather than territorial, was discussed in detail pointing out the unfavorable aspects inherent to such a system. Excerpts from the Biennial Reports of the State Superintendent of Public Instruction presented evidence which demonstrated that from inception the plan was inefficient

In the third period, criticisms of the deputy superintendent system was discussed. Also, the writer detailed how the establishment of this position had significant impact on the activities of the State Superintendent.

In the fourth period the writer discussed how the Peabody Plan which consolidated 207 school districts into 17 county school districts affected the State Superintendent's role. During the latter part of this period from 1960-1980 very few changes occurred in the Superintendent's role. The writer briefly discussed A Nation at Risk and other reports calling for educational reform. The State Superintendent's response to these reports is discussed.

Significance of the Study

The State Superintendent of Public Instruction has

8

served as the executive head of the Department of Education. He has executed, directed, and supervised all administrative and technical activities of the department. He has influenced the operation of the seventeen school systems within the state by facilitating the certification of teachers and administrators and attaining state financial aid.

This study was significant in that most work dealing with the educational history in Nevada have been general in scope. This study has presented a comprehensive picture of an important section of Nevada's educational structure.

Assumptions

For the purpose of this study, the following assumptions were advanced:

1. This study was valuable to historians, educators, legislators, and residents of Nevada.
2. The Superintendent of Public Instruction influenced education by being one of the chief spokesmen for education in the Nevada Legislature.
3. The Superintendent of Public Instruction, through his associates and office staff, was responsible for managing grants-in-aid to local school districts.
4. The Superintendent of Public Instruction expedited the certification of teachers and administrators

and thus has had an influential role in the state's educational programs.

Limitations

The following limitations are important to consider when reviewing the findings of this study:

1. The research design of this study was descriptive in nature and all analyses were limited to systematic description of the topic.
2. The study dealt with the State Superintendent in Nevada only.
3. The study was primarily concerned with the role of the State Superintendent of Public Instruction in Nevada.

Definition of Terms

1. State Superintendent of Public Instruction - The chief administrative public school officer in the state of Nevada.
2. Deputy State Superintendent of Public Instruction - appointed by the State Superintendent to serve as his assistant.
3. County Superintendent - the chief administrative public school officer for the county school system.
4. Ex-officio County Superintendents - district-attorney who served as county superintendent.
5. Positional power - level of authority given to state superintendents based on statutes.
6. Personal power - power brought to the office through the personality, leadership style, and professional motivation by each superintendent.
7. Local control of education - control lies within the county boards and county superintendent.
8. State control of education - control lies with the state school superintendent's office.

Procedure

In order to achieve the purposes of this study, the following procedures were utilized:

1. A search was made of related literature which traced the office of the Nation's first superintendent back to 1812, and Nevada's first superintendent back to 1861.
2. Critical evaluation and interpretation of this defined segment of the past was conducted. Careful judgement and appraisal of all available source materials were utilized.
3. Primary source documents such as Nevada Revised Statutes and annual and periodic reports written by state superintendents were studied to gather information relative to the State Superintendent and his job description.
4. Visits were made to the Nevada Historical Society in Carson City and Reno; State Library, State Archives, and State Department of Education in Carson City to study original documents written by State Superintendents.
5. Minutes of the State School Board from 1875 to present were studied.
6. The changes which the office has undergone in its four distinct periods of growth were analyzed, along with

the problems, confusions and lack of authority which were prevalent during each of the four periods.

7. Lastly, information was gained about the values of each state superintendent through interviews and/or his/her writings to determine how their values affected their roles.

Organization of Study

The information in Chapter 1 formed the basis for this study. The subsequent chapters of this study reviewed in more detail the related literature, reported findings and articulated the summary, conclusions and recommendations.

Chapter 2 in particular dealt with the review of the literature and interviews, Chapter 3 with the methodology, Chapter 4 with the findings and Chapter 5 with the summary, conclusions and recommendations of this study.

Chapter 2

Review of the Literature

Early History of the Office of State Superintendent

Not long after America won its independence, the people of this young country realized that it would take hard work and time to strengthen the nation which was exhausted from a costly war. They also realized that they had to not only preserve, but expand the recently acquired liberties and freedoms. Realizing the first phase of the problem could be solved by the fruits of hard work and time, it was the second phase which would be the greatest challenge.

The early founders knew that in order to have a nation governed by the people, its people had to be educated. They knew that illiteracy would breed discontent and disunity and would retard the progress of the nation.

During the second quarter of the nineteenth century, many fought for and against tax supported, publicly controlled and directed, non-sectarian schools. Church and private schools felt that their "vested rights" would be taken away from them if education were to become public controlled and non-sectarian. There were others who believed that the only way America could truly be an independent nation and a better nation was to have free

public education.

This issue, however, had to go before the legislature and the people. There were many lobbies for and against the issue. (31, 1921)

With the many arguments taking place, it was becoming clear that the proponents of public education were liberal and the opponents were conservative. (18, 1920)

Communities or neighborhoods which wanted schools and were willing to pay for them, could easily meet and organize a school district, vote to levy a school tax on their own property, employ a teacher, and organize and maintain a school. On the other hand, communities which did not desire schools or were unwilling to tax themselves for them could do without them and let the free school idea alone. As time progressed however, each state gradually organized a series of local schools. This marked the beginning of free public education.

In Vassar's Social History of American Education, Vassar pointed out that free public education came in stages, and the basic victory of this period was in the eradication of pauper education long practiced in the Colonies and in the states, and in the establishment by legislative or constitutional means of a system of free schools open to all classes. (62, 1965 p. 154)

Beginnings of State Control

Cubberly, in his book, "Public Education in the United States," wrote the following:

"The great battle for state schools was not only for taxation to stimulate their development where none existed but was also indirectly a battle for some form of state control of the local system which had already grown up. The establishment of permanent state school funds by the older states, to supplement any other aid which might be granted, also tended toward the establishment of some form of state supervision and control of the local school system. Under the early permissive laws all state aid for schools might of course be rejected, and frequently was, and usually large option and powers of initiative had at first to be left to the local units, but the state, once any aid from permanent state endowment funds or any form of state taxation was accepted by a community school system, was not in position to make and enforce demands in return for the state aid granted. In return for the state aid accepted the local school authorities must now make reports as to attendance, length of term, kind of teacher, and income and expenses, and must comply with the requirements of the state school laws as to district meetings, levying of local taxes to supplement the state aid, subjects to be taught, certificate for the teacher, and other similar matters. The acceptance of state aid inevitably meant a small but gradually increasing state control. The first step was the establishment of some form of state aid; the next was the imposing of conditions necessary to secure this state aid." (19, 1934, p. 156)

Thayer reported that New York, in 1812, was the first American state to create a state officer to exercise supervision over its schools. This marked the first State

Superintendent of Common Schools in the United States. Thayer also pointed out that this creation was uninfluenced by any other practice in any other country. It was the duty of the State Superintendent to monitor the establishment and maintenance of schools throughout the state. (61, 1965 p. 41)

Gideon Hawley was the first Superintendent of Public Instruction. But in 1821, he was removed from office because of his disagreeable attitude with politicians. The Legislature abolished the position and designated the Secretary of State to act, ex-officio, as Superintendent. In 1845, New York reinstated the separate office of Superintendent of Public Instruction. Table 2 shows when other states created the office of State Superintendent. (20, 1915. pp. 238-287)

Early Duties of State Superintendent

Cubberly, in his book, Public Education in the United States, described the early duties of the office of the State Superintendent:

"The office of State Superintendent of Common School, Superintendent of Free Schools, Superintendent of Education, Superintendent of Public Instruction, or Commissioner of Education - terms which are significant of the educational evolution through which we have passed - was thus evolved with us to represent the State in its dealing with the local school systems to which it now proposed to extend

some financial aid. At the time the office arose there were few of our present day problems to be solved, and the early function attached to the office were almost exclusively clerical, statistical, and exhortatory. The early functions have become crystallized in the laws and have formed the tradition of the office. Even more they have formed the traditions of the office of County Superintendent of Schools. To collect, tabulate, and edit the schools statistics as to attendance, teachers term, and finances demand by the law; to advise as to the law; to apportion the state aid to the school districts; to visit the different counties and advise the local school authorities; to exhort the people to fund and improve their schools; and to advise the legislature as to the condition and needs of the schools, - these constituted the chief duties of these early officials. With time, and with the gradual change in the popular conception as to the place and purpose of public education, so many new duties have been added to the office that it has now come to be conceived of in an entirely new light.

The creation of these new state officials came just at the time when the rising democratic consciousness and distrust of legislatures and governors had reached its heights, and when the belief in the ability of the people to select all their public servants had been reached, with the general attainment of full manhood suffrage, a maximum. The appointed city school superintendent had not as yet arisen to point the way to a better method of selection, - there were but ten such in the United States by 1850, - the analog to a state auditor or a county clerk seemed clear, the expert functions which now ought to characterize the office had not developed, and nomination and selection by the people seemed the perfectly natural method to follow. In consequence, almost everywhere these new state and county officials were placed in the elective column, instead of being appointed to the office. In the

earlier period when the duties of these new officials were far simpler than they now are, and when almost no professional functions had risen, the elective method of choosing a person to fill these educational offices naturally gave much better results." (19, 1934, p. 160)

Table 11

Evolution, Appointment, and Term of Office of the Chief
School Officer of Each of the States

| <u>State</u> | <u>Evolution of Office</u> | <u>Elected/Appt.</u> | <u>Years</u> |
|--------------|---|----------------------|--------------|
| Alabama | Supt. of Educ. 1854-67; State Comp. 1867-68; Supt. of Educ., since 1868 | E. | 4 |
| Arizona | Governor, 1871-79; Terr. Supt. Appt. 1879-1912; Supt. of Publ. Inst. 1912 | E. | 2 |
| Arkansas | Sec. of State, 1853-61; Supt. of Publ. Inst. 1867-74; Sec. of State, 1874-75; Supt. of Publ. Inst. since 1875 | E. | 2 |
| California | Supt. of Publ. Inst. since 1849 | E. | 4 |
| Colorado | Terr. Supt. of Common Schools, 1861-65; Terr. Treasurer, 1865-70; Supt. of Publ. Inst., since 1870 | E. | 2 |
| Connecticut | Sec. Board of Commissioners for Common Schools, 1839-42; Comm. of School Fund, 1845-49; Prin. Normal School, 1849-65; Sec. State Bd. of Educ., since 1865 | A. | Indep. |
| Delaware | State Supt. of Schools, 1875-87 State Auditor, 1898-1912; Bd. of Educ., State Comm. of Education since 1913. | A. | 2 |
| Florida | Registrar of Land Office to look after school lands, 1835-39; Sec. of State, 1845-49 Registrar of Publ. Lands, 1850-61; State Supt. of Publ. Inst. since 1869 | E. | 2 |
| Georgia | State School Comm., 1870-1911 State Supt. of Schools since 1911 | E. | 2 |
| Idaho | Terr. Controller, 1875-87; Supt. of Publ. Inst. since 1887 Comm. of Educ. since 1913 | E. | 2 |
| Illinois | Sec. of State, 1825-45; Supt. of Common Schools, 1845-54; State Supt. of Public. Inst. since 1854 | E. | 4 |
| Indiana | State Treas. 1843-51; Supt. of Publ. Inst. since 1851 | E. | 2 |
| Iowa | Terr. Supt. Publ. Inst. 1841-41 Supt. of Publ. Inst. 1847-57; Sec. State Bd. of Educ. 1857-64; Supt. of Publ. Inst. since 1864 | A. | 2 |

| | | |
|----------------|--|--------|
| Kansas | Terr. Supt. of Schools, 1857-59; E. State Supt. of Publ. Inst. since 1859 | 2 |
| Kentucky | State Supt. of Common Schools, 1837-50; E. State Supt. of Publ. Inst. since 1850 | 4 |
| Louisiana | Sec. of State, 1833-47; E. Supt. of Publ. Inst. since 1847 | 4 |
| Maine | Sec. State Bd. of Educ. 1846-52; A. Supt. of Publ. Inst. since 1854 | 3 |
| Maryland | Supt. of Publ. Inst. 1826-28; A. Supt. of Publ. Inst. 1864-68; Prin. of Normal Schools, 1868-1902; State Supt. of Publ. Inst. since 1902 | 4 |
| Massachusetts | Sec. State Bd. of Educ, 1837-1909; Comm. of Educ. since 1909 A. | 5 |
| Michigan | Supt. of Publ. Inst. since 1836 E. | 2 |
| Minnesota | Terr. Supt. of Publ. Inst. 1849-55; Chan. State Univ. 1860-62 A. Sec. of State, 1862-67; Supt. of Publ. Inst. since 1867 | 4 |
| Mississippi | Sec. of State, 1846-51; E. Supt. of Publ. Inst. since 1870 | 4 |
| Missouri | State Supt. of Common School, 1839-41 E. Sec. of State, 1841-53; State Supt. of Schools, 1853-61; Sec. of State, 1861-65; Supt. of Publ. Inst. since 1865 | 4 |
| Montana | State Supt. of Publ. Inst. E. since 1889 | 4 |
| Nebraska | State Librarian, 1855-61; E. Terr. Auditor, 1861-69 State Supt. of Publ. Inst. since 1869 | 2 |
| Nevada | Supt. of Publ. Inst. since 1862 E. | 4 |
| New Hampshire | State School Comm. 1846-50; A. Supt. of Publ. Inst. since 1867 | 2 |
| New Jersey | State Supt. of Publ. Schools, 1845-46; A. Same, for whole state, 1846-1911; Comm. of Educ. since 1911 | 5 |
| New Mexico | Terr. Supt. of Publ. Schools, 1863-1911 E. Supt. of Publ. Inst. since 1912 | 2 |
| New York | Supt. of Common Schools, 1812-21; Sec. of State, 1821-54; A. Supt. of Publ. Inst. 1854-1904; Comm. of Educ., since 1904 | Indep. |
| North Carolina | Supt. of Common Schools, 1852-66; E. Supt. of Publ. Inst. since 1868 | 4 |

| | | |
|----------------|---|---|
| North Dakota | Terr. Supt. of Publ. Inst. 1864-89; E. | 2 |
| | State Supt. of Publ. Inst. since 1890 | |
| Ohio | Supt. of Common School, 1837-40 A. | 4 |
| | Sec. of State, 1840-53; | |
| | Comm. of Common Schools, 1853-1914; | |
| | Supt. of Publ. Inst. since 1914 | |
| Oklahoma | Terr. Auditor and Supt. of Schools, 1891-1907; E. | 4 |
| | Supt. of Publ. Inst. since 1907 | |
| Oregon | Terr. Supt. of Common Schools, 1849-51; E. | 4 |
| | Governor, 1857-72; | |
| | Supt. of Publ. Inst. since 1872 | |
| Pennsylvania | Sec. of State, 1834-57; A. | 4 |
| | Supt. of Common Schools, 1857-73; | |
| | Supt. of Publ. Inst. since 1873 | |
| Rhode Island | Sec. of State, 1838-43; A. | 1 |
| | State School Agent, 1843-45; | |
| | State Comm. of Publ. Schools, since 1845 | |
| South Carolina | Comptroller of State, 1812-68; | |
| | State Supt. of Educ. since 1868 E. | 2 |
| South Dakota | Terr. Supt. of Publ. Inst. 1864-89; E. | 2 |
| | State Supt. of Publ. Inst, since 1889 | |
| Tennessee | Sec. of State, 1835-44; A. | 2 |
| | State Treasurer, 1844-61; | |
| | State Supt. of Common Schools, 1867-70; | |
| | State Treasurer, 1871-73; | |
| | Supt. of Publ. Inst. since 1873 | |
| Texas | State Treasurer, 1854-61; E. | 2 |
| | Supt. of Publ. Inst. 1869-76; | |
| | Sec. State Bd. of Educ. 1876-83; | |
| | Supt. of Publ. Inst. since 1883 | |
| Utah | Terr. Supt. of Common Schools, 1855-76; E. | 4 |
| | Terr. Supt. of District Schools, 1876-87; | |
| | Terr. Comm. of Schools, 1887-96; | |
| | Supt. of Publ. Inst. since 1896 | |
| Vermont | Sec. of State, 1827-33; A. | 2 |
| | State Supt. of Schools, 1845-51; | |
| | Sec. State Bd. of Educ. 1856-74; | |
| | Supt. of Education since 1874 | |

| | | |
|------------------|---|---|
| Virginia | Supt. of Publ. Inst. since 1870 | |
| Washington Terr. | Supt. of Schools, 1871-89; E. | 4 |
| | State Supt. of Publ. Inst. since 1889 | |
| West Virginia | | |
| | State Supt. of Free Schools, since 1864 | |
| | E. | 4 |
| Wisconsin | State Supt. of Publ. Inst. since 1849 | |
| | E. | 4 |
| Wyoming | Terr. Auditor, 1869-71; E. | 4 |
| | State Librarian, 1873-80; | |
| | Terr. Supt. of Publ. Inst. 1880-90; | |
| | State Supt. of Publ. Inst. since 1890 | |

Nevada Territorial Legislative Provisions for School Administration

As was pointed out earlier, the period of creation and almost universal adoption of the State Superintendent of Public Instruction in the United States occurred between 1812 and 1880. Following the example set by other states, the Nevada Territorial Legislature in 1861 passed legislation providing for this office.

In order to understand the situation in which the State Superintendent worked in territorial Nevada, a summary of school administrative organization is presented.

Provision of the Act of 1861. On November 29, 1861, an act establishing a common school system of the Territory of Nevada was passed and approved by the territorial legislature. In this law, the following was spelled out:

- a. What constituted the school fund,
- b. What were provisions for a territorial superintendent of public instruction,
- c. What were provisions for a territorial board of education,
- d. What were provisions for county superintendents,
- e. What were provisions for local boards of school trustees and
- f. What was the provision for the annual election of school census marshalls. (29, 1861, p. 273)

Territorial Superintendent of Public Instruction

Article II of the "Laws of the Territory of Nevada" passed at the first regular session of the Legislative Assembly in 1861 states:

Section 1. There shall be elected at the first special election in January, one territorial superintendent of public instruction, who shall remain in office, and perform the duties thereof, until his successor shall have been elected and qualified.

Section 2. It shall be the duty of the superintendent of public instruction, by and with the advice, and subject to, the supervision of the territorial board of education. First. To prepare and publish, in connection with this act, instructions and forms for the directions of the county superintendents, boards, trustees, marshalls, and teachers of the common schools, and to distribute to each county superintendent a sufficient number of copies of this act, and of the said instructions and forms, for the supply of the common schools officers in the county. Second. By all proper means in his power, to disseminate intelligence among the people in relation to the method and value of education. Third. To experience a general supervision over such schools as may be established by law in connection with the common school system. Immediately after the territorial auditor has made his semi-annual report, as required, to apportion to the several counties the amount of school moneys in the territorial treasury, to which each shall be entitled under the children residing therein, between the ages of four and twenty-one, as shown by the last previous report the county superintendents and school marshalls, or other officers, charged therewith, and make a record thereof in the book of records, to be kept by the territorial board of education, and furnish to the territorial auditor,

to each county treasurer, and to each county superintendent, an abstract of such apportionment, and, with each apportionment, to furnish to each county treasurer his order on the territorial auditor, under the scale of the territorial board of education, for the amount of school moneys in the territorial treasury to which such county shall be entitled, and to take such county treasurer's receipt for the same. Fourth. To present to the legislature, annually, on or before the tenth day of each session, a full report of the condition of public instruction in the territory, the number and grade of schools in each county; the number of children in each county between the ages of four and twenty-one years; the number of such attending common school established under the provision of this act; the amount of school moneys apportioned to each county; the amount of money raised and expended by any county, town, city or school district, for the support of common schools therein, together with suggestions as he may deem it expedient to make in relation to the construction of school-houses, the improvement and better management of common schools, the qualifications of teachers, the ways and means for raising funds for the support of common schools, and providing suitable school-houses, and for the promotion of the general interests of education throughout the territory. (27, 1861, p. 273)

The salary of the territorial superintendent of public instruction was twelve hundred dollars per year, to be paid quarterly, out of any money in the territorial treasury not otherwise specially appropriated by law.

Educational progress in the territory depended a great deal on the superintendent. His responsibilities were important; his salary was small. Performance of some of

the duties called for men with definite educational background and experience, yet the statutes did not require these qualifications.

Territorial Board of Education

Article III established a territorial board of education. The three members to serve on the board were: the Territorial Superintendent of Public Instruction, who was to be president of the board; the territorial auditor, who was to act as secretary; and the territorial treasurer. The Act did not specifically prescribe the board's duties. It was the duty of the board to make a report of its official acts by the first day of November of each year and to perform other such duties as shall be required by law. (27, 1861, p. 273)

The Territorial Board of Education of 1861 consisted of Perry Childs, (Territorial Auditor), John H, Kinkhead, (Territorial Treasurer), and A.F. White, (Superintendent of Public Instruction). (27, 1861, p. 275)

County Superintendents

Article IV of the 1861 Act created the office of County Superintendent. Ten sections of this act explained the selection procedures and duties of the officer. The only qualifications given the office were as follows:

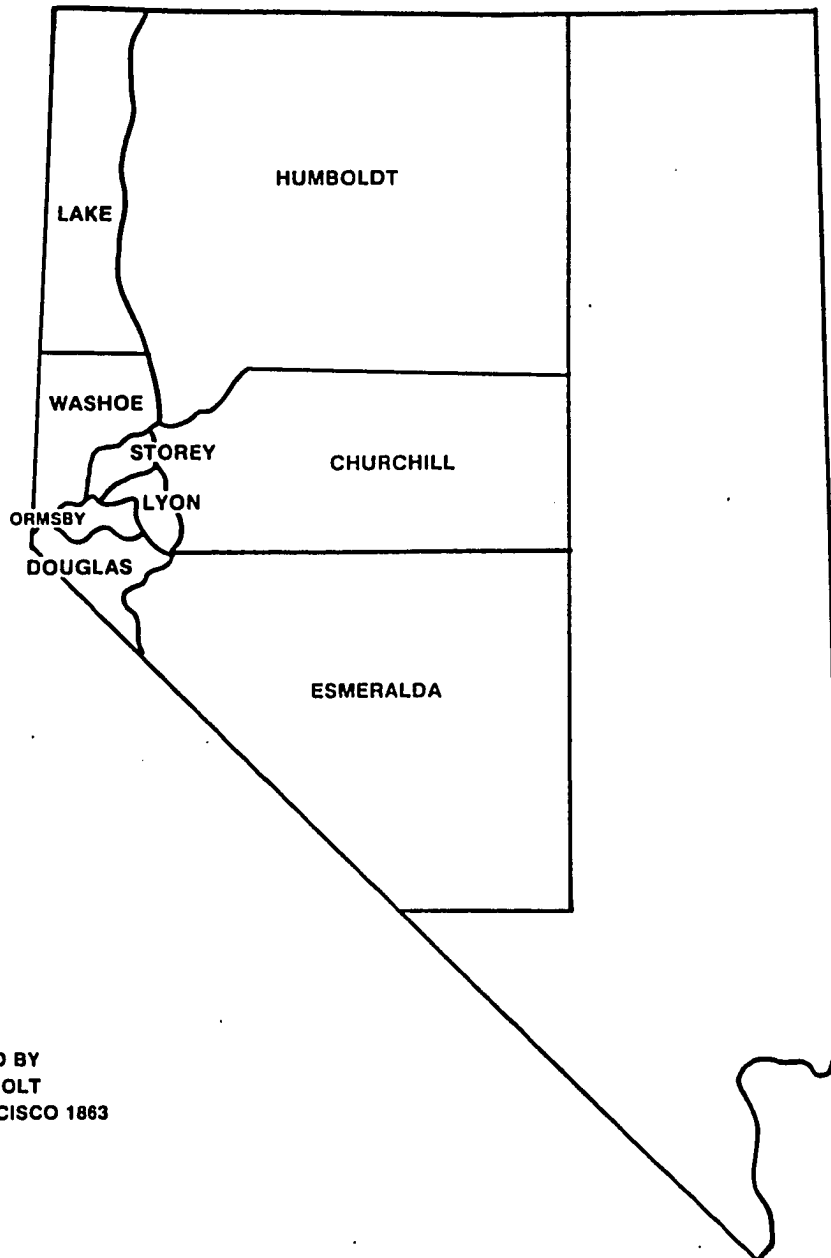
The superintendent shall qualify within ten days after notice of his election by taking an oath faithfully to discharge the duties of his office, and to the best of his ability, promote the interest of education in his county, which oath should be placed on file in the county clerk's office. (27, 1861, p. 276)

The county superintendent served as the chief educational officer for the county. He was elected by the voters for a period of two years. The salary, as stipulated in the Act, provided that the county superintendent of Storey, Lyon and Ormsby counties received a sum of \$200.00 per year; all other county superintendents received a salary of \$100.00 annually. That the larger salaries should have been granted the superintendents of Storey, Lyon and Ormsby counties was explained by the fact that the volume of their duties were greater, since over half the children attending school in the territory lived in these three counties.

The map on page 26 revealed the boundaries of Nevada Territory and its counties. The comparative size of the Territory and the State is also indicated. The duties of the county superintendents were provided by the territorial laws. These duties were as follows:

1. to define school district boundaries and create new districts
2. to give adequate notice that a new district had been created;

DEGROOT'S MAP OF NEVADA TERRITORY



PUBLISHED BY
WARREN HOLT
SAN FRANCISCO 1863

3. to visit all county schools once a year, and
"endeavor to promote the introduction of a good
and uniform system of school books throughout
the county,"
4. to make reports to the Territorial Superintendent
concerning the number of pupils in school, text-
books used and salaries paid teachers,
5. to apportion school monies in his county, and,
6. to collect monies due the county schools from all
sources. (27, 1861, p. 278)

Board of School Trustees

The territorial laws also provided for a Board of Education consisting of three members selected by the voters of the district for a period of one year. Local administration of schools was the board's primary responsibility. These boards were given the power to:

1. to call special meetings of the district when
necessary to purchase or lease a site for the
district school houses;
2. to employ teachers;
3. to dismiss teachers for proper reasons;
4. to visit the schools from time to time;
5. to punish students for disorderly conduct in
school;

6. to introduce a good and uniform system of school books in the district;
7. to furnish fuel for the school houses;
8. to level a special tax on the district to provide for necessary fuel;
9. to appoint a census marshall in October of each year; and
10. to file the school census report made by the marshall with the county superintendent of schools.

Because of the varied powers and duties vested in the local board, it seemed that the progress and welfare of the school depended to a large extent on the ability and the efficiency of those elected as school trustees. (27,1861. p. 275)

Census Marshall of School Districts

A school census marshall was appointed by one of the local trustees'. The census marshall was appointed on the first Monday of October of each year. The officer's duty was to count all of the children of four to twenty-one years of age residing in the district and entitled to attend school. The marshall's term of office expired after the school census was taken, and he received "Compensation as may be allowed him by the trustees." (27, 1861, p. 278)

List of Nevada's Superintendents

A list of Superintendents of Public Instruction who served from territorial organization in 1861 to 1985 follows. This list contains names memorable in Nevada's educational history.

| NAMES | YEARS |
|--------------------|-----------|
| Rev. A.F. White | 1865-66 |
| Rev. A.N. Fischer | 1867-74 |
| Rev. S.P. Kelley | 1875-78 |
| D.R. Sessions | 1879-82 |
| C.S. Young | 1883-86 |
| W.C. Dovey | 1887-90 |
| Orvis King | 1891-94 |
| H.C. Cutting | 1895-98 |
| Orvis King | 1899-1910 |
| John Edwards Bray | 1910-19 |
| W.J. Hunting | 1919-26 |
| Walter W. Anderson | 1927-34 |
| Chauncey W. Smith | 1935-37 |
| Miss Mildred Bray | 1937-50 |
| Glenn A. Duncan | 1951-56 |
| Byron F. Stetler | 1956-66 |
| Burnell Larson | 1966-72 |
| Kenneth Hansen | 1972-75 |
| John Gamble | 1975-78 |
| Ralph Desibio | 1978-79 |
| Ted Sanders | 1979-85 |

The Office During the Territorial Period

One of the many mysteries of the territorial period included one concerning the Superintendent of Public Instruction. The 1861 statute provided for a territorial superintendent of Public Instruction, to be elected at a special election held in January, 1862. Unfortunately due to the disappearance of some early territorial records, it is not known why a Superintendent was not elected, for we find that in 1862, Governor Nye appointed the Reverend A.F. White to be the first Superintendent, a position he was to hold for four years.

From this information taken from Superintendent White's Annual Report to Governor Blasdel, dated December 13, 1864, he stated, "Sir; Herewith I have the honor to present to you the third annual Biennial report." (Report of Superintendent of Public Instruction; 1865.) Unfortunately, both the first and second annual report could not be found. According to John Anderson, an employee at the State Archives in Carson City, many documents were stored in the basement of an old building. These documents were destroyed by water. (1, 1984)

In reading Reverend White's biennial report, he gave as accurate a picture as was obtainable concerning the schools of that period, and as far as the writer was able to ascertain, this report was the only source available which gives us any indication of the effectiveness of the

work of the county superintendent. The report was quite comprehensive in the matter of statistics, and many recommendations are made to the legislature for enactment of legislation for the betterment of the schools. Reverend White was truly dedicated to education and its progress. However, he was often frustrated with county superintendents' incompetence and unsatisfactory performance. When making recommendations to the legislature for enactment of legislation for the betterment of school, much of the information was furnished by the reports from the various county superintendents. These reports were often inadequate and prevented Superintendent White from giving a clear picture of the conditions which existed. With reference to those reports, he wrote:

"I have before alluded to the defects in the reports of the County Superintendents. These are so apparent in some cases that they seem almost unaccountable. In one instance, a list of names, ages, and places of nativity of the children in the district, taken by a census marshall, was sent to me with a remark about the completion of a school house, as the regular report of the superintendent. I happened to know many of the required facts in regard to the schools in the county, or I should not have supposed from the report that there had ever been one. A primary and intermediate school were sustained for six months during the year, and the county had received its proportion of the Territorial School Fund. In another instance, the census marshall's report with an account of the receipts and expenditures of the school monies, and a mere recapitulation,

with some general remarks, from all which I was politely requested to glean such facts as might show the condition and workings of the common schools for the past year, was all that was submitted. Among these reports I notice inaccuracies in spelling and errors in the addition of simple numbers. (38, 1864, p. 1)

The Superintendent was so disturbed over the inadequacy of many of the county reports and the inefficiency of some of the superintendents that he made the following recommendation to the legislature:

"As a remedy to this evil, it is recommended that the school law be so amended that the county superintendents be required, before they can draw their salaries, to present to the county commissioners a certificate from the State Superintendent that they have faithfully performed all their duties as required by law." (38, 1864, p. 5)

His recommendations were accepted, and approximately three months later, at the first session of the Legislature, the following section was included in the laws pertaining to the county superintendents:

"Section 19. If the County Superintendent fails to make a full report to the superintendent of public instruction of all statements required to be made by law, he shall forfeit his salary; and the Board of Commissioners are hereby authorized and required to deduct therefrom the sum aforesaid, upon information from the superintendent of public instruction that such returns have not been made; and in case said superintendent remains delinquent for a period of two months, it shall be the duty of the state superintendent of public instruction to give notice to the board of commissioners of such county of the removal from office of said delinquent, and the appointment of some other person to fill vacancy." (56, 1864, p. 418)

Reverend White visited every county in the Territory, and as often as possible, lectured upon the subject of education. He indicated that the lectures were largely attended. He felt that the tours gave him an opportunity to become acquainted with the practical operations of the common school law, and with the actual wants of the people a knowledge which enabled him to adapt many suggestions to the real necessities which existed. (38, 1864)

Reverend White saw a need for revising the school law. He stated:

"In adopting the present common school system which was designed and made to meet the wants of a Territory, to the provisions of the new State Constitution, so many changes will be required that an allusion to each one separately is unnecessary. It is therefore recommended to the Committee on Education for a full, careful, and thorough revision." (38, 1864, p. 16)

Superintendent White's true dedication to education is evidenced in his closing statements of this report which states:

"In closing this report, it may be proper to add that the recommendations which I have made are such as have occurred to me after an impartial review of the school law, and a most careful observation of its practical workings. They are submitted to your candid consideration with hope that the educational interests of our young State are fully appreciated. No other interests are so vital to our prosperity, and the perpetuity of our free institutions. No part of our country needs, more than Nevada, the advantages of an efficient,

well ordered, harmonious system of common schools. Education should be made universal, and as free, and as invigorating, as the air of our mountains."

A.F. White
Superintendent of Public
Instruction
Carson City,
December 12, 1864
(38, 1864, p. 17)

The Period of Statehood, 1864 - 1907

Nevada was admitted as a state into the Union on October 31, 1864. The office of State Superintendent of Public Instruction continued to exist under statute with the same basic provisions as were contained in territorial law.

Superintendent White was adamant in his recommendations for a properly constructed and mandatory oath for all people elected or appointed to administer and teach school. Apparently his recommendation was heeded by the Governor and passed on to Delegates of the Constitution Convention, for in Section 5, Article XV, that "all professors in said university, or teachers in said schools, of whatever grade, shall be required to take and subscribe to the oath as prescribed in Article XV of this Constitution."

Article XV, Section 2, Members of the Legislature, and all officers, executive, judicial and ministerial, shall, before they enter upon the duties of their respective offices, take and subscribe to the following oath: "I, , do

solemnly swear (or affirm) that I will support, protect and defend the Constitution and the government of the United States, and the constitution and government of the State of Nevada, against all enemies, whether domestic or foreign, and that I will bear true faith, allegiance and loyalty to the same, any ordinance, resolution of law of any state notwithstanding, and that I will well and faithfully perform all the duties of the office of _____, on which I am about to enter; (if an oath) so help me God, (if an affirmation) under the pains and penalties of perjury." (34, 1864)

In compliance with Article XI in the State Constitution, the first session of the State Legislature settled down to spell out the first State Statute on education. So detailed was the law that it took fifty-six sections to complete it.

Known as Chapter XCIV, "An act to provide for the maintenance and supervision of public schools," it was finally approved by Governor Blasdel on March 10, 1865.

Some of the highlights of this vast statute included funding, regulating officers, and salary.

Funding, during this time, was a worry to the Legislature and an additional burden on the taxpayer. At the State level it was decreed that:

1. the principal of all monies accruing to the state from the sale of lands given or bequeathed for educational purposes,
2. all fines collected under the penal laws of the state, not otherwise provided by law, should go into a separate fund for education,

3. two percent of the gross proceeds of all toll roads and bridges, along with,
4. all estates that may escheat to the State shall go into the education fund.

At the county level tax levies were not to exceed 30 cents, not less than 15 cents on each \$100.00 valuation of taxable property. This presumably was to be sufficient; however, we shall see later what Superintendent White had to say in his report to the Governor in 1866 and how the Legislature reacted that same year.

The 1864-65 Legislature authorized a State board of Education and selected the Governor as President, the Superintendent of Public Instruction as the Secretary and Surveyor General as a member. For compensating the Superintendent an annual salary of \$2,000.00 was authorized.

On the subject of "School Houses," Superintendent White was both enthusiastic and full of praise for the accomplishment made by Nevadans between 1862 and 1864. In his December, 1864, report to Governor Blasdel, Superintendent White writes as follows:

"Our citizens have, unaided by public funds built a large majority of the houses in which our schools are maintained and in almost every instance they have provided them with what convenience and furniture they have. In some districts where there is little wealth the people have shown their determination by laying foundations and by rearing walls hoping in time to be able to complete the work thus resolutely

begun. In Humboldt and Lander counties where building materials are at fabulous prices adobe houses are used with earthen floors, unplastered walls, and in some cases, with thatched roofs. I once visited a school where some twenty-five or more pupils were seated upon small boxes without desks or chairs or other furniture in the room. The inhabitants of the district had done all they could to provide a comfortable school house for their children. Their money failed. There was no public fund and impelled by a deep conviction of the absolute necessity of instruction for their families they gathered the boxes, employed a teacher, opened a school and then patronized it and there was pleasing evidence in the improvement of their children that their labor was not in vain. (38, 1864, p. 10)

The plight of the Territorial teacher was well illustrated in the 1864 "Report":

"For the last year (1863) if we omit Storey County in our estimate, the salaries paid the teachers of the public school in Nevada Territory average about fifty-eight dollars per month, less than one-half the wages received by the laborer who digs the crude oil from our mine." (38, 1864, p. 10)

White continues:

"The evils which grow out of this system are numerous. I shall only notice the frequent changes which occur among the teachers in our public schools. The majority remain in the same position only about three months. A few continue to the close of the second term and I have not been able to hear of more than three or four who have taught the same school during the year and in some instances persons have actually been employed by the month." (38, 1864, p. 13)

When State Superintendent White submitted his Annual Report to Governor Blasdel in 1865, he was filled with gloom. He prefaced his report with these words:

"Among the multitude of difficulties encountered, one of threatening aspects was the almost unprecedented financial depression which had fallen upon the State. Under these circumstances, rapid progress and a high state of prosperity could not be expected." (22, 1865, p. 15)

The gloom continues:

"Reports from the Superintendents, Board of Trustees and Census Marshalls in Nye, Churchill and Humboldt counties have not been received. I am informed that in the county last named, the schools are all suspended. Some months ago the Superintendent left the county. A successor was elected but resigned. The Commissioners appointed another, he too declined to serve, and the office remains vacant." (22, 1865, p. 11)

By the end of 1866 the State Superintendent's tone had changed. He was happy to report:

"By now there were school districts in every county, seventeen good substantial school houses, some of them made of brick and some of them of stone. Thirty-seven schools in operation and 1524 pupils enrolled on school registers." (23, 1866, p. 19)

The poetic flair of writing by Superintendent White periodically appears in his reports, to cite two excellent examples would be to include:

"During the years 1863 and 1864 there was a rapid increase of pupils, and a great advancement of all the material interests of the public schools. The little fountain that had been opened amid the desert had suddenly been swollen and

become quite a stream. There is no other state where teachers are so well paid, especially females - 28 out of 46 teachers employed were females - speaking of suitability of women as teachers: her active sympathies, her clear perceptions, her delicate sense of right, her gentleness, purity, soundness of judgment and refined tastes, enable her to win and retain the confidence of childhood, to restrain its waywardness, to awake and direct its aspirations for that which is good and noble with peculiar success." (38, 1864, p. 10)

Although the State Superintendent highly praised the female teacher, he would not go that extra step: place "the public schools wholly under the care and direction of female teachers." He did urge, however, "They must not be ignored and denied a field of usefulness to which experience has proven they are peculiarly adapted, and in which God designed they should reap an abundant harvest."

Among the several recommendations made by Superintendent White, in 1866, one was on domestic training of young ladies:

"There should be a model kitchen for the instruction of young ladies in the proper mode of preparing wholesome food, such as household bread; and knowing, not guessing, when things are sufficiently cooked; also, how to cook without the wasteful and unwholesome use of so much lard, and the advantages of boiling instead of frying constantly in grease." (23, 1866. p. 21)

When the results of the general election, in 1866, were known, it was recorded that S.N. Fisher was to be the

new State Superintendent of Public instruction. A position he was to hold until 1874.

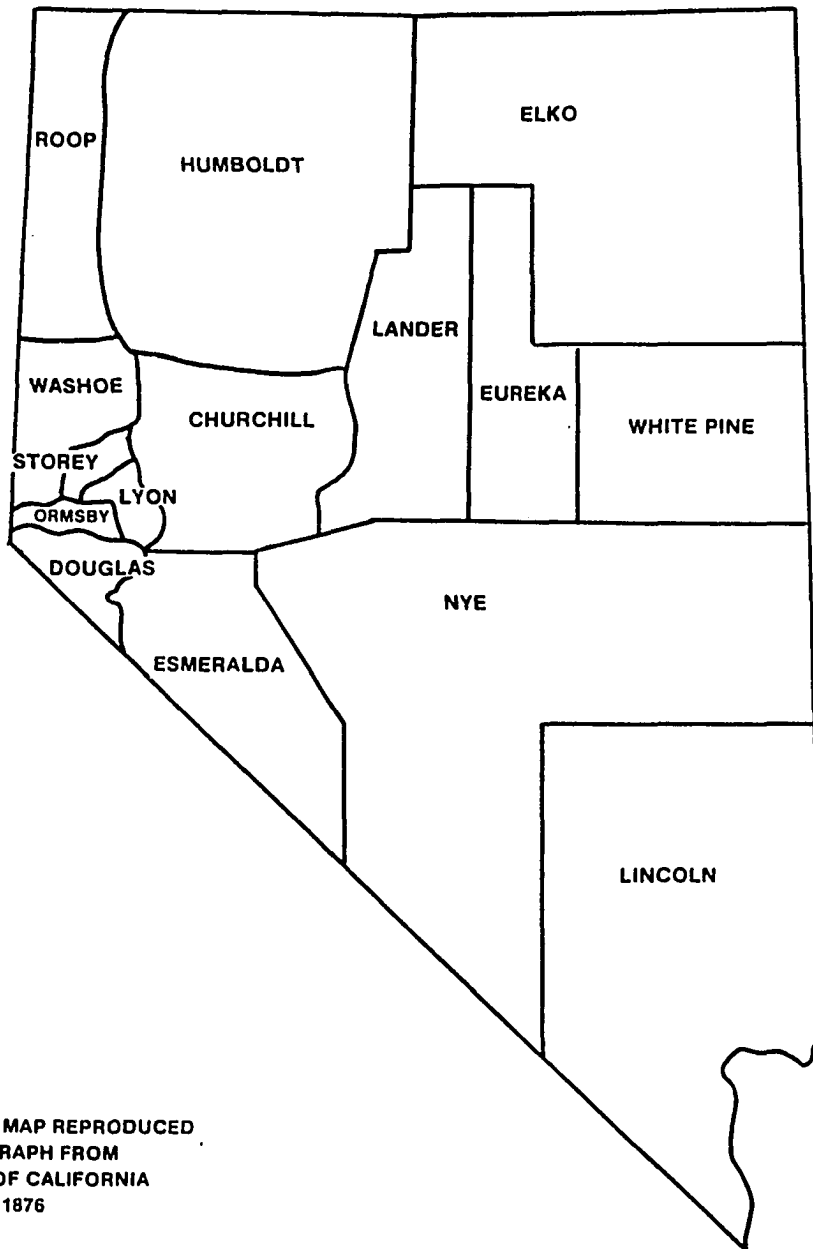
Four counties gained legal status between 1864 and 1889. They were Lincoln, February 26, 1861; White Pine, March 2, 1869; Elko, March 5, 1869 and Eureka, March 1, 1873. The map on page 43 outlines the boundaries of the counties.

During Superintendent Fisher's eight year tenure, he championed compulsory education in Nevada public schools, saw the creation of a State University at Elko, the admission of black children to public schools, pressed for a Normal School in Nevada and fought for a greater proficiency from teachers, particularly the young and less experienced.

Possessing the ability of writing poetic descriptions like his predecessor, Fisher, however, made his points, for example, on the integration question he writes:

"If the prevalent prejudices against a mixture of the races will not allow the abolition of the penalty for the crime of color, it is respectfully submitted whether it is not the duty of the Legislature to devise 'suitable means' of securing these unfortunates the advantages of intellectual and moral improvement."
(24, 1869, p. 14)

STATE OF NEVADA 1876



TAKEN FROM MAP REPRODUCED
BY CAMERAGRAPH FROM
HOLT'S MAP OF CALIFORNIA
AND NEVADA 1876

In describing the out-of-state applications for teaching positions in Nevada, Superintendent Fisher stated in his report:

"Appreciative of the advantages of pure air and mountain scenery, as supplemented by a remunerative salary, teachers in other states are seeking positions here, and some of the best among them are not unwilling to come." (24, 1869, p. 16)

Even with this statement, the Superintendent still was not satisfied with the overall caliber of teachers being employed in Nevada. As late as 1872 he recommended to Governor Bradley that:

"If the law could make certain the Examiners and Trustees shall be intelligent, honest, capable, and efficient; if nepotism could be placed under ban, and poverty be pronounced as insufficient qualification for a teacher's position, there would be promise of better results from our liberal expenditure. There is no lack of qualified applicants and as a rule, where there are faithful trustees there is an excellent school." (43, 1872, p. 6)

On the subjects of fund raising projects for public schools and religious influences in the schools, Fisher had this to say:

"Ticket selling for circus exhibitions given for the benefit of the public schools are discouraged. A school term closing with a 'childrens ball', is criticized because some parents might consider these activities hurtful and evil in tendency." - - - "If christian doctrine are excluded from the school room, shall unchristian practices or practices held to

be unchristian by a large portion of the church be admitted? Shall the door be closed against distinctive religious tenets, and thrown open to distinctive irreligious amusements?" (43, 1872, p. 14)

As late as 1872, the State Superintendent was still urging the establishment of a State University, even though the provisions were embodied in Article XI of the State Constitution. The dreams of White and Fisher were at hand. The State Legislature, in 1873, passed an Act locating the State University at Elko, Nevada. A fund was created for support of the school, in which tuition was to be free, and from which none were to be excluded on account of sex, race, or color. The building erected for \$15,000.00 was to accomodate 100 pupils. The University opened with six males and six females ranging in ages between 12-15 years old. (43, 1872, p. 16)

Delving into some thoughts of County Superintendent would be to mention a recommendation of the Superintendent for Storey County in 1872 that the: ("proceedings of Board of Trustees, especially the claims allowed, should be published in some newspapers. Nothing so surely restrains extravagance in the acts of official Boards as a knowledge that their doings will be well scrutinized by the public.") He further recommends that "sessions of the Boards should be public."

The year eighteen hundred and seventy-three saw the enactment of compulsory education in Nevada for children

between the age of eight and fourteen. Although, as we shall see later, enforcement was a problem, it was a major step forward in Nevada's educational system. Superintendent Fisher was elated. In a lengthy dissertation on the subject in his December, 1873, report, he related:

"Elementary education is a sacred privilege of every child, and that to secure the enjoyment of that privilege is the sacred duty of every State." "For the state to permit ignorance is unwise, and for the individual to foster it is a crime." "A better day has dawned, and our chief towns are being supplied with school edifices of which the State may be justly proud." (39, 2874, p. 6)

A new incentive was introduced into the Nevada education system in 1874, the "merit card". It increased the interest of the school children and, because it required the parents signature, increased the participation of the student's family. In the words of Superintendent Fisher:

".....supplied pupils with a valuable incentive to good behavior and faithfulness in study." (39, 1874, p. 6)

Again in 1874, the State Superintendent was still complaining of the caliber of some teachers within the state:

"Some of the teachers are young girls who ought to be pupils in the schools over which they preside. Under them, mental training is impossible. Themselves unaccustomed to thought, they cannot teach

their pupils to think. Their plan of education - as far as they have a plan - consists merely in an exercise of the memory of the pupil. There is no leading out by apt query; no illumination by happy suggestion; no exhibition of the relations of things; in short there is no mental culture. (39, 1874, p. 7)

Fisher's report went on to state:

"He who holds that 'anybody can teach little children' has but a pitiful idea of the office and work of the primary teacher. If the end in view was merely to familiarize the child with letters and words, then it may be conceded, that by dint of patient repetitions, ordinary ability might accomplish the task. If you have patience and perseverance even a parrot may be taught to chatter a little, and no great ability is demanded of the teacher; but the instructor of youth undertakes a widely different enterprise. Mere lingual acquirements are of secondary importance. The work of the schoolroom is to furnish the child with ideas about which to talk. The primary teacher is charged with the responsibility of developing nascent powers. Newly born intellectual activities are to be wisely directed; the perceptive faculties are to be cultivated; a symmetrical growth of all the mental and moral attributes of the child is to be initiated. Is this a work to be assaged by the illiterate and unskilled?" (39, 1874, p. 7)

Fisher continued pleading:

"- - - let there be normal or equivalent special training before the neophyte aspires to the dignity of a sacred profession and assumes the honorable title of teacher of the young."
(39, 1874, P. 8)

Fisher went on to criticize the County Board of Examiners for incompetent teachers. He reported:

"Applicants failing to pass a respectable examination of any branch of study are sometimes granted second grade certificates to 'save their feelings'. I find reason to believe that a large portion of the first named certificates were granted to persons applying for first grade certificates, and failing in the entire examination." (39, 1874, p. 8)

Fisher recommended a legal remedy for this problem:

"To be provided, protecting society from a foolish or wicked exercise of the function of trustee or examiner".

It must be admitted that to furnish adequate protection will require radical legislation; perhaps such as will involve departure from customs supposed to be essential to a pure democracy. The root of the evil lies in the fact that local school officials are permitted to be designated by popular ballot, under conditions which render it as liable to fix upon unworthy as upon worthy men. The law is further defective in that it provides no efficient supervision of the acts of its selecting agents and fails to punish any malfeasance in office. How to secure needed protection, and at the same time to avoid dangerous centralization of power, is a problem for legislative solution.

Meanwhile one entirely safe step towards reformation may be taken by establishing

State Board of Examination,

Which shall be authorized to issue State certificates and life diplomas. Such Board, if properly constituted, might render excellent service by creating a higher grade in the profession, and by affording reliable testimony as to the attainments of candidates of prominent positions. This Board might also be empowered to reexamine any holder of a county certificate whose ill authority - say the State Board of Education - and to annul any such certificate found in unworthy hands.

The erection of a State Board has been strongly urged by leading teachers of the State, and I am satisfied that if governed alone by a purpose to elevate the standard of professional qualification among us, it would prove highly beneficial. In constituting it, however, great care should be had that men (or women) be placed upon it who are competent, honorable, and laborious. Only such persons should be selected as are able and willing to devote five or six days in semi-annual session to the work of examination. If careless, or indolent, or inefficient, or preoccupied men are to compose the Board, it is better that we suffer on without any more machinery.

There is also another measure which, like the foregoing, has been advocated in previous reports, whereby needed assistance may be granted." (39, 1874, p. 8)

At the general election, November, 1874, the majority of votes went to Samuel P. Kelly as State Superintendent of Public Instruction. Although he served only one four year term, Mr. Kelly was able to secure a statute that his predecessors were unable to accomplish. That of "empowering the Superintendent of Public Instruction to convene a State Teacher's Institute annually".

The Statute contained the provision that the "Institution" should be held for at least five, but no more than ten days. The appropriation for the session - \$100.00. (56, 1876)

Superintendent Kelly was unable to conduct the conference for State teachers in 1875, 1876 or 1877 because the appropriation was grossly insufficient, however, in 1878 he made it. The "Institute" was financed from several

sources. The \$100.00 from the State appropriation, along with funds from County Commissioners of Storey and Ormsby County, contributions from private citizens and half fare tickets issued by the Virginia and Truckee Railroad.

The first session of the "State Teacher's Institute" was held in the Capitol Building, Carson City, on April 22, 1878, and lasted five days. Lecturers from both in and out of Nevada appeared and, as was noted by Superintendent Kelly: "The general public participated in the discussions and great interest was generated. The teachers were complimented on the success of the Institute." (40, 1876, p. 6)

During his tenure as Superintendent, Mr. Kelly attempted to take the examining of prospective teachers out of the hands of individual counties, but with no success. His recommendation was for the creation of a "State Board of Examination". The success of his efforts was to be borne by his successor.

Over the years, throughout the nation, legislatures had recognized a particular situation, and in order to agree on a solution, placed upon an agency added responsibility. This is reflected in the fact that the Superintendent of Public Instruction should become the ex-officio Curator of the "State Museum". He was to collect specimens of ores throughout the State, ascertain their value, catalog, and place them in the State Museum.

How was compulsory education working out in Nevada? Not too good. The Storey County Superintendent reported to Mr. Kelly that:

" - - - the compulsory school law has not proved a success owing to the impracticability of enforcing it. The only purpose it seems to serve is as a sort of bugbear with which to frighten children, who, as a general thing, are not easily terrified". (40, 1876, p. 14)

Even though the Virginia City report is in a negative vein, Superintendent Kelly reported:

"Storey is the banner County of the State, in the educational field. Virginia and Gold Hill are at least equal, if not superior, to any city or town on the coast. 3,000 children of school age in these two towns, 2,000 of whom are attending public schools". (40, 1876, p. 14)

It was during this period that the Fourth Ward School was erected.

January, 1879, saw D.R. Sessions as the new Superintendent of Public Instruction. During his four year tenure he attempted to upgrade the salary of the various County Superintendent's salaries and, like his predecessors, attempted to increase the \$100.00 allowance for the teachers institute - all to no avail.

In his report to Governor Kinkead, for the years 1879 and 1880. Superintendent Sessions strongly recommended that:

"County Superintendents should receive at least the average salary of the teachers in his county. The Superintendent of Lincoln County gets \$75.00 per annum, and of Ormsby \$100.00." (4, 1880, p. 6)

As to the good news of Mr. Sessions. He did secure an amendment to the education law which would incorporate a Kindergarten into Nevada's school system. A Miss E.C. Babcock, of Carson City, reported that she had an average of fifty pupils, within this category, in her class.

By 1880, the University of Nevada had a total of forty-eight students: 23 boys and 25 girls. (4, 1880, p. 9)

Incompetency, by certain teachers throughout Nevada, was still prevalent in 1882. In his report to Governor Jewett Adams, Superintendent Sessions stated:

"In going on his school rounds, when he sees a teacher who is incompetent, who is confusing the minds of bright boys and girls, and positively harming them by depriving them of that force of intellect which comes of unpampered natural wit, he ought to be authorized, upon proper and satisfactory showing to some properly constituted authority, to require the removal of such a teacher, who is, without exaggeration, one of the most shocking calamities that a community can be inflicted with. I do not make the suggestion specific. I merely throw out a general hint, upon which the legislature may act if it sees fit." (5, 1882, p. 4)

During Superintendent Session's tenure, it is most apparent that he felt that the position of a State Superintendent of Public Instruction was a relatively negative position. This is reflected in his report of 1881-82 in which he states:

"I would say, however, that as long as the state officer of Superintendent of Public Instruction is continued in existence, it should be vitalized. The incumbent should be vested with some authority. At present, officially, he is a man of straw. The most conspicuous thing that he has to do is to visit schools." (5, 1882, p. 4)

In 1882, Superintendent Sessions inaugurated a movement for legislative reorganization of the State Superintendent's office. The changes he advocated would have given this office far greater administrative power. But in the words of Mr. Sessions, his recommendations "encountered captious opposition and absurd prejudices" in the legislature. (5, 1882, p. 4)

The following four years, 1883 to 1886, saw C.S. Young occupying the position of State Superintendent. It was a period that thoughts and recommendations came to the fore, so far as the Counties were concerned. The many and varied problems of Nevada education were not even one quarter solved by 1886.

The tenure of Superintendent Young principally involved an in-depth study of the County situations, so far as education was concerned. Dated October 25, 1884, a letter was sent by Superintendent Young to each County Superintendent requesting them to "express their opinions on certain topics he felt would be of interest to the Legislature and the general public." The response was good in its contents but, not good in the total responses: six counties.

The answers varied, but in all cases they were highly critical of the office. C.W. Grover, Superintendent of Elko County wrote:

"The office of county superintendent under our present laws, is placed in such a condition that he is almost entirely deprived of the means of doing good as an overseer of the educational interests of his county..."

In order that the superintendent should be enabled to give the educational interests of his county the time and attention which the subject demands, he should be paid a living salary; a salary which would enable him to turn his whole attention to education." (6, 1884, p. 5)

The Lincoln County Superintendent, G.R. Alexander, had the following to say;

"The county superintendent should have more power; should have general supervision over the schools; should hire teachers and discharge them for cause (the trustees should attend only to the business of the district). He should be better paid; should have traveling expenses paid, up to a limited and actual amount, while visiting schools. Either this, or the office should be abolished." (6, 1884, p. 10)

John E. Bray, Deputy Superintendent of Schools for Storey County who later became State Superintendent stated:

"Provide a definite qualification for our county superintendents, give them more power and pay them reasonable salaries, and I believe their agency for good would be greatly increased." (6, 1884, p. 13)

The County Superintendent of Humboldt County, C. Chenoweth, in 1886, summed up his opinion of the position in these words:

"The office of county superintendent is a failure." (6, 1884, p. 7)

From Washoe County, the chief school officer, N.W. Roff expressed himself in this manner:

"The county superintendent should receive a larger salary and have more authority. He should be able to devote his whole time to his work." (6, 1884, p. 13)

Generally speaking, the conclusion which all of these men reached was that the office was ineffective, that the salaries were too low, and that either conditions had to be improved or the office abolished.

The 1865 School Act had empowered the county commissioners to set the amount of salary the county superintendent should receive. Under the provision, salaries remained exceedingly low as is attested by statements made by both state and county superintendents in almost every report from 1865 to 1889. In 1889 this law was amended, and the county school officers' salary was set by legislative act for several counties.

The salaries varied from \$900 in Storey County to \$75 paid the Superintendent in Lincoln County. Why there should have been such a wide variance in the amount paid is unaccountable. In view of the fact that the duties were the same, there is little justification for such inequality. In spite of the fact that the quantity of work in some counties may have been greater than in others, the difference must not have been as great in proportion as the salary range.

D.R. Sessions, in 1879, wrote that he believed county commissioners should be empowered to determine the salary of the superintendent, according to the nature and quantity of his labors. By the law of 1879, he continued fixing the salaries of county officers, the county superintendency in some of the counties, was practically abolished, the salaries therefore being placed as low as not to pay the actual expenses of the office. (57, 1883, p. 73)

Since the power to set the salaries of county superintendents rested in the hands of the legislature, salaries were frequently, by legislative enactment, changed by bills introduced by delegates of several counties. Table 3 on page 58 compares the salaries paid in 1884 by several counties to three county officers.

An examination of Table 3 discloses that the highest salary paid sheriffs was \$5,000 per year, the highest paid superintendent's salary was \$600, while the highest clerk's salary was \$3,000. The average yearly salary for sheriffs and clerks was \$1,186 and \$1,950 respectively. The average salary of the superintendents was \$330 per annum or an average of \$27.50 per month. Three of the county superintendents received a monthly salary of \$8.33 and one was paid the sum of \$6.25 each month. The table further indicates that almost ten times as much was expended for law enforcement as for county administration and supervision of schools. (6, 1884, p. 72)

Superintendent Young spoke bitterly about the salaries paid to county superintendents in his Biennial Report:

"Now, why is it that an officer whose duty it is to arrest the criminal and throw him into the dungeon, receives for such services annually \$3,186, while the officer whose duty it is to prevent crime through the profession of educating the children, receives for his services annually but \$330. Does the police officer require a more thorough education, superior skill and a purer character morally or is the care of criminals of greater importance to the State than the mental and moral training of our offspring. The combined salary of fourteen County Superintendents is less than that paid to the one Sheriff of Eureka County. The enormous salary of \$27.50 per month is paid to one County Superintendent of Schools, and yet by the infinitely wise this petty office is contemptuously referred to as a failure, and one that should be immediately abolished in the interest of economy. A failure! Yes, what office at that salary would not be a failure?" (6, 1884, p. 73)

Young stated in his report that in wealth, in magnitude, in the essentials to the perpetuity of our free institutions, there was no department of our State government that could compare with the school department; yet after the sovereign people had elected a head to this department by a vote highly complimentary, and a few days after that officer had been installed into office, the Legislature instructed him that his services were not wanted, and to be sure that he should not serve the people in accordance with the spirit of the constitution - the highest authority in the State - and as the Statutes

Table IV
Comparative Salaries of Sheriffs, County Clerks and County
School Superintendents in fourteen counties in Nevada in
1884

| <u>County</u> <u>Supt.</u> | <u>Sheriff</u> | <u>Clerk</u> | <u>School</u> |
|-------------------------------|----------------|--------------|---------------|
| Churchill | \$ 600 | \$ 300 | \$ 100 |
| Douglas | 1,800 | 1,000 | 100 |
| Elko | 4,000 | 2,400 | 600 |
| Esmeralda | 3,000 | 1,500 | 250 |
| Eureka | 5,000 | 3,000 | 600 |
| Humboldt | 3,600 | 2,400 | 500 |
| Lander | 4,000 | 2,000 | 400 |
| Lincoln | 3,000 | 1,800 | 75 |
| Lyon | 3,000 | 1,500 | 300 |
| Nye | 3,000 | 1,800 | 300 |
| Ormsby | 3,000 | 2,400 | 100 |
| Storey | 3,600 | 3,000 | 600 |
| Washoe | 3,000 | 2,400 | 400 |
| White Pine | 4,000 | 1,800 | 300 |
| TOTAL | \$44,600 | \$27,300 | \$4,625 |
| Average yearly | 3,186 | 1,950 | 330 |
| MONTHLY | \$ 266 | \$ 163 | \$ 27.50 |

imperatively direct, cut off the necessary running expense of the office. (6, 1884, p. 73)

Superintendent Sessions had reported before Young that the office of "State Superintendent was starving to death, starving in the midst of plenty, and prostrate becomes a disgrace to the intelligence of a free people."

Young reported:

"County school supervision in Nevada is a failure. The efficient supervision of our schools is as essential as is the supervision of our mines or railroads, or any private or other public enterprise." (7, 1886, p. 46)

Young did not find fault with the officers, but rather with the law fixing their salaries and defining their powers and duties. He recommended that the State be divided into three educational districts, rather than three judicial districts, and that one State Superintendent and two District Superintendents, by devoting their whole time to the work, would do vastly more to improve the schools than is now done by the fourteen County Superintendents.

In regards to State Supervision, Young had this to say:

The duties of the executive school officer are more arduous than is generally supposed. His service to the State is appreciated but by few. However, within the past two or three years this office evidently has been growing in favor with the people. Whereas a few years ago there was a general newspaper attack upon the office, it being charged that the office was useless and should be abolished, more recently it has received no words of censure from any source, but rather words

of encouragement and commendation. If the Legislature provide liberally for the salary and traveling expenses of the Superintendent, the best of our educators will seek the position, the office will grow in efficiency and in favor with the masses. The value of the office cannot be estimated in dollars and cents; its influence is silent, yet effective. It promotes a better educational thought, a better school system, a wealth of intellect - not a wealth of gold and silver. This, or a similar office, is recognized as a necessity in every State in this Union, and in every school system of every civilization on the globe. The proposed amendment virtually to abolish the office is an insult to the intelligence and good sense of the people of Nevada. In my judgement, it is in many respects for the people the most valuable office in the State government. If it has accomplished less for the people than it should have accomplished, it is because the Legislature has failed to pass the proper legislation. If there were passed at this session the right kind of legislation respecting State and County supervision, the school system of Nevada would be many times more effective for good than it is at present. The value at the present time of efficient school supervision, by progressive educators, would be incalculable. It is hoped that your Honorable Body will provide for our schools some supervision worthy the name. (7, 1886, p. 47)

In 1883 the office of county superintendent was abolished in Washoe County and the county clerk was made ex-officio superintendent of schools. The clerk received no extra compensation for the additional duties. This step was a drastic one as was the forerunner of an act passed in 1887 to abolish the office of county superintendent in all counties, and making the district attorney ex-officio county superintendent.

D. Allen, who served as ex-officio superintendent of Washoe County during 1883-84, expressed the results of the act in this manner:

"The last legislature practically dispensed with the office of county superintendent in this county by making the Clerk of the Court ex-officio superintendent. This was done in the interest of retrenchment - not of the schools - and savors of penny-wise and pound-foolish legislation." (6, 1884, p. 70)

Early thinking which finally resulted in state-wide abolition of the office in 1887 is found in Allen's report to the state superintendent. He wrote:

"While I recognize the efficiency of good county superintendents in thickly populated counties, in a State like Nevada, it is a question with me whether the educational interests could not be as well, if not better served, by dispelling with the office of county superintendent and a part of the routine of the office, and require the state superintendent of public instruction to devote his time and attention to practical educational work, including part of the duties of county superintendents, and, if necessary, to authorize him to appoint a deputy or deputies to assist in visiting schools, lecturing on educational topics, holding teachers' meetings and institutes." (8, 1888, p. 4)

Allen recognized the shortcomings of the county superintendents, and simultaneously recognized the necessity of some sort of supervision when he advocated the appointment of a "deputy or deputies" to aid the superintendent to do "practical education work".

The question of abolishment of the office had arisen as early as 1877 when in the seventh session of the Legislature, this problem was seriously debated before the committee on education in both houses with no definite conclusions being reached.

By 1887 the movement for abolishing the office of county superintendent had gained sufficient momentum that the advocates of a bill making the county district attorney ex-officio superintendent of schools succeeded in having it pass both houses of the legislature with only three dissenting votes in the assembly and none in the senate. The bill was sent to the governor, C.C. Stevenson, and subsequently signed by him on February 23, 1887. (3, 1887, p. 233)

The law provided that after the first Monday in January, 1889, county district attorneys should serve as ex-officio superintendents of schools in addition to their regular duties, and were not to receive additional compensation for the new work. Thus, the office of county superintendent of schools as a separate office ceased to exist.

The importance attached to the office of county superintendent in the state's educational organization was underestimated by the general public throughout the period 1884 to 1889. This tendency was shown in the qualifications of holders of the office, and the meagre salaries set by the board of county commissioners.

Generally, the low salaries failed to attract men of ability. Furthermore, the low wages necessitated that the office be part-time in nature, and thus important duties were either inefficiently performed or not carried out at all. Actually, the office did not accomplish the ends for which it was established. Schools received little or no supervision; statistical information to the state department was scant and educational leadership was practically eliminated. The chief service performed by superintendents was that required to compile annual attendance reports needed to apportion school monies.

This condition had a detrimental effect. It convinced the public that although county superintendents' salaries were low, the amount was commensurate to the service rendered. From this thinking, the idea finally evolved that the amount of work actually done could be performed as efficiently by some other county official.

Though the conclusion reached seemed logical, the main purpose of the office of county superintendent was being overlooked. Supervision was being sacrificed for financial economy.

C.S. Young served as State Superintendent until 1886, when W.R. Dovey was elected. The Law of 1887 was bitterly opposed by Dovey and other educators. Commenting upon the Act, State Superintendent Dovey wrote in his Report of 1888:

"The Act consolidating the office of County School Superintendent with that of District Attorney is, to say the least, a measure of doubtful expediency, and is generally so regarded by the friends of education. It may be that the District Attorneys are well qualified, yet the fact remains that the duties of the two offices are foreign to each other, and it may often happen that the duties as attorney would require his entire time when most needed in the supervision of school affairs.

The reason advanced in favor of the measure was that it was a measure of economy. The average monthly salary of the County Superintendent of Schools is \$28. It is not reasonable to suppose that there is a county that cannot afford to pay this paltry stipend, when it is remembered that there are nearly 10,000 children of school age in the fourteen counties of the State, that there are 230 teachers employed and that there was expended in 1888 the sum of \$163,852.39 by the State and the several counties for the maintenance of our public schools, This expenditure, far too small, must annually increase. It is clearly manifest that intelligent and well paid county or district supervision is the urgent need of the State today, and until that is provided, our school system cannot take that high rank to which it is entitled. This demand has been repeatedly made and as often ignored.

The legislature alone can remedy the evil and place Nevada's school system upon a basis of respectability. Retrenchment made at cost of efficient school supervision is not only doubtful expediency, but it is positively pernicious, and tends to impair the usefulness of the public school.

I would recommend the passage of an Act forming three school districts of the fourteen counties of the State, corresponding to the three judicial districts, prescribing qualifications of the District School Superintendents that will make all persons ineligible who, from lack of education or experience in

teaching, are unfit for this responsible position, and paying them salaries that will justify experienced educators of learning and ability to devote their entire time to the duties of the office." (8, 1888, p. 59)

The county superintendents looked with disfavor on the law. In a circular letter sent to county superintendents in 1888, W.C. Dovey asked for opinions concerning the consolidation of the two offices. Charles H. Groves, Superintendent in Humboldt County wrote:

"If our legislature can do no better work than this, we beg them to leave the school law alone. In my opinion, the two offices are so different in their nature that there is no wisdom in consolidating them." (8, 1888, p. 8)

George B. Sawyer from Lincoln County wrote:

"I do not think that the offices of county superintendent and district attorney should be consolidated; and base my opinion of the following reasons: The work is entirely different, and a good district attorney might make a poor school officer, and vice versa. The compensation of the district attorney is not sufficient in this state at present to warrant placing more burdens upon them without increasing their salaries." (8, 1888, p. 11)

Similar opinions were voiced by each county superintendent who reported.

The bill abolishing the office of county superintendent was enacted in the interest of economy. In view of this fact, it was interesting to note what State Superintendent W.C. Dovey had to say in his Report of 1888:

"This law was enacted in response to a popular demand for retrenchment in the

administration of the State and county government. What a mockery! The County Superintendents received in 1887 an average monthly salary of \$28. This would aggregate \$392 for the fourteen counties or \$4,704 per year for the whole state. No popular demand was made for retrenchment on this line. It was expected that retrenchment would begin with a reduction of salaries of State and County officers in which the salaries, are in some cases, out of all proportions to the services rendered. Now there are eight State dignitaries and several county officers whose annual salaries, together with fees, greatly exceed this sum formerly expended annually for the county supervision of the schools of the whole state.

No other step was taken that promised retrenchment. It was expected this stroke of economy would silence all complaint. We believe the educational system of no other state or territory in the Union has received such a stunning blow or has suffered such humiliation as that of Nevada. Why is it that when there comes up a cry for retrenchment, the legislature turns its eyes severely toward the department of education, as though it were a useless burden to the people? If county supervision hitherto has been largely a failure, it is because the salaries paid were so small that they evoked neither talent nor effort worthy of the cause." (9, 1890, p. 75)

The evils existing in the office of county superintendent from 1865-1889 continued. Duties prescribed for this administrator of school affairs were no more fully executed than they had been under the old system. (10, 1892, p. 8) Schools were no more supervised than they had been. The district attorneys, though well-qualified as attorneys, lacked professional training for educational leadership. Little interest was shown by them concerning the welfare of

the schools. Since the additional school supervisory duties attached to their own regular duties of attorneys and with no increase in pay, they treated the new work with a corresponding lack of enthusiasm.

Approximately thirty-six percent of the schools in the State received supervision. Incomplete, inaccurate and no reports continued to be on the line under the ex-officio system.

The district attorneys were quick to realize their personal limitations to render the schools any real service. They insisted that they were not only unqualified to perform the duties but were also handicapped by lack of time to visit the schools under their supervision.

To them the legal duties were of primary importance; the school duties, secondary, if of any importance at all.

Two quotations taken from reports of ex-officio superintendents summarize opinions held by the entire group. The superintendent of Humboldt County, E.L. Williams, wrote in 1892:

"By severing the office of superintendent from that of district attorney and giving him a good salary for the work to be performed in each county, and making it imperative on the superintendent to visit all the schools in the county at the beginning and close of each term, provision having been made for the expenses incident to making these visits, I think much benefit would be derived." (10, 1892, p. 8)

Ex-officio Superintendent Josephine Taylor of Elko County wrote:

The office of superintendent of public schools should in no case be consolidated with that of district attorney." (10, 1892, p. 7)

Dovey made the following recommendations to the legislature:

"During the two years that I have occupied the office of State Superintendent of Public Instruction I have made a careful study of the needs and defects of the Nevada schools, and as the results of my study and personal observation I ask the legislators to consider the following recommendations carefully and urge them for sake of the common schools to remedy the evils mentioned in the different recommendations.

First - A law should be passed prohibiting the issuance of certificates of any grade to applicants under eighteen years of age; and further, prohibiting School Boards employing teachers under the age stated under a penalty no less than the forfeiture of all school moneys of said district or districts.

Second - An amendment to the law appropriating or apportioning the County School Funds, reducing the number assigned to each teacher from one hundred to not more than seventy-five.

Third - An Act providing for the compensation of teachers while in attendance on Teachers' Institutes or educational meetings. Most of the States have laws on this subject. Teachers' salaries should be allowed while attending such meetings.

Fourth - Compensation of members of County Boards of Examiners, said compensation to be drawn from the General Fund of the county the same as jury fees. The law should not presume that men of education and ability, fitting them for this important duty; should be expected to give their time and attention to the public without compensation of some kind. The position is not an enviable one and they should at least be paid enough to pay their expenses.

Fifth - A law providing for school libraries and making it compulsory upon the School Boards to expend from \$15 to \$50 of the school money apportioned to each district in the purchase of books of reference, maps, charts and apparatus necessary for the proper furnishing and equipment of the schools.

Sixth - The office of County Superintendent of Schools should be re-created, and salaries commensurate with the duties of the office in the several counties should be allowed. If this cannot be done, the State should be formed into at least three Educational Districts, and a salary of at least \$2,000 a year, allowed to each of the three District Superintendents. Such an Act should provide that no one who is not qualified by education and experience as a practical teacher should be eligible for the position, and should further require this officer to give his whole time and attention to the duties of his office. The State cannot afford to economize at the expense of its greatest interest, education. There never has been a complaint from the people of Nevada that their schools were a burden, or that proper school supervision would be an expensive luxury, a burden too heavy to be borne. The people of Nevada are loyal to their schools, and hail with joy any measure that increases their proficiency.

Seventh - At least \$1,000 should be appropriated as the traveling expenses of the State Superintendent of Public Instruction, to enable him to visit all the school districts in the State. It should be remembered that Nevada is third in area in the Union, and that schools of some of the counties are very difficult of access, and can only be reached at great labor and expense, and, for this reason, have been neglected in the past, although they are the ones that need supervision the most.

Eighth - The State Superintendent of Public Instruction should be authorized to make contracts at Berkley, California, for the education of all deaf and dumb and blind children in the State of school age. These unfortunate children have a

strong claim upon our sympathy, and humanity requires that we should not leave them in a state of helplessness, at last to become a charge upon the State or beneficiaries of private charity. The State has made generous provision for the education of the State, regardless of race, color or previous condition.

What sound reason can be given for not providing for the education of children who are so unfortunate as to be blind, or deaf and dumb? If the expense is greater than it should be, remember that their necessities are infinitely greater.

Ninth - An appropriation of at least \$500 should be made for the purpose of holding State Teachers' Institutes during the years 1889 and 1890. Two State Teachers' Institutes should be held each year, one in the eastern part of the State and one in the western area, so as to give the schools of both sections equal advantages. The district is so great and the expenses so heavy that teachers cannot afford to go from one section to institutes held in the other.

Tenth - School supervision should be placed upon a footing of dignity and be as well paid as criminal supervision. Superintendents should be as well paid as Sheriffs, Constables, etc. The following will add force to the remark: Dr. Schouler of the Illinois Reform School says: "While the State of Illinois has less than six percent unable to read or write the commitments to the Reform School show nearly twenty-five percent unable to read and seventy-five unable to write."

Would recommend that the University and High Schools of the State be supplied with copies of the compiled laws.

Eleventh - Would recommend that the May Election Law be made general throughout the State so that it would apply to all districts, and that the maximum levy or rates be raised to seventy-five cents on \$100 valuation instead of fifty and that the minimum be placed at forty cents. This change is greatly needed in many counties of the State and would prove a benefit to all." (10, 1892, p. 81)

Few changes were made in the law concerning the office of county superintendent of schools from 1891 - 1907. Under the district attorney system, the only educational leadership available was centered in the state department of education.

Orvis Ring followed Dovey in 1891. He stated that there was a "crying demand" for better supervision in the state and that every Superintendent before him had advocated it. His Biennial Report of 1891-92 stated:

The consolidating of the office of County Superintendent with that of district attorney virtually abolished that office. Now to attach so many duties to the office of State Superintendent, or make him dealer in so many ex-officios, does away with that office, and the schools are left without any supervision whatever.

If forced to perform the duties of County Superintendent, will be neglect of duties of district attorney in order to pay the needed attention to the schools? School supervision is as much his duty as the pursuit of his legal calling; but were he to attend to that as he does to school supervision, he would be called to resign his office.

If the expense is too great to have separate County Superintendents, then divide the State into educational districts, and then have men appointed to fill the position of District Superintendents who are fitted for the calling, and pay them salaries commensurate with the duties they are called to perform." (10, 1892, p. 59)

Superintendent Ring, in his Biennial Report of 1893-94, discussed his duties as Superintendent of Public Instruction:

"The duties of the State Superintendent of Public Instruction, as prescribed by our statute, may be briefly summarized as follows:

1. To apportion school moneys.
2. To prescribe suitable forms and regulations for making all reports.
3. To cause the school laws to be printed and distributed to school officials.
4. To report biennially to the governor.
5. To visit each county at least once a year from the purpose of visiting schools and advising with school officers.
6. With the consent of the State Board of Education to hold institutes.
7. To examine the examination papers of applicants who desire to have their certificates made valid in all counties of the State.

In addition to all of the foregoing he has duties to perform as ex-officio Clerk of the Board of Directors of the Orphans' Homes and ex-officio Secretary of the State Board of Education.

There is an extensive correspondence with Superintendents, principals, teachers, would-be teachers, Trustees, book publishers, etc., and no provision made for a clerk. The Superintendent is his own deputy, clerk, stenographer, typewriter, porter, etc. There is no provision for paying any clerk or deputy.

It will be seen that the duties of the Superintendent are largely either purely clerical or purely advisory.

As will be seen by the above, the duties of the executive school officer are more arduous than is generally supposed. His services are appreciated by but few. During the past four years the duties of the office have largely increased.

Now, a strong system is possible only when it has a responsible head, with power to execute as well as to advise, with authority to carry out as well as to suggest measures.

It is to be hoped that the Legislature will provide for our schools some supervision worthy the name.

For four years I have held the office of State Superintendent of Public Instruction. I felt it an honor to receive the office at the hands of the

people, and I trust I lay it down now without any dishonor to myself or to the State.

I thank the people of the State of Nevada for the trust reposed in me.

As we look back over the field we see signs of progress. There are many earnest, true teachers in the State. We have worked in their ranks for more than thirty years, and hope we have tried to do our duty; that none are worse for our abiding with them.

For my successor, Hon. H.C. Cutting, I bespeak the same kind treatment, the same broad charity, I have received at their hands.

Respectfully submitted,

Orvis Ring,
Superintendent of Public
Instruction (11, 1894, p.55)

Before Ring left office, he produced Nevada's first State Course of Study in 1893. This course contained only brief outlines of study for each grade, but it was a course.

Orvis Ring turned his office over to H.C. Cutting in 1895, but returned in 1899. Cutting, during his term, was determined to prepare and present to the Legislature for adoption, a new school law for the State of Nevada. In his Biennial Report of 1895-96, he states:

"The greatest need of our schools today is a good, strong, wholesome code of school laws. The laws governing our schools are very defective, unintelligible and weak.

This demand has come from every county in the State and from every district, in the shape of numerous letters from citizens, school officers and teachers, and from conversations with our best citizens everywhere." (12, 1896, p. 3)

Cutting spent a great deal of his time preparing the new school law. Two years later in his report of 1897, he had this to say:

"Two years ago after a great deal of study of the conditions existing in the State and of the laws of other States I went to the trouble of preparing an entirely new school law for the State. The State Printing Office, not being able to print it, because of lack of funds, I even went to the trouble and expense of making one hundred mimeograph copies of the same, which was no small amount of labor, as it made a pamphlet of seventeen large pages of typewritten matter. After submitting these copies to all the leading educators and many of the leading citizens of the State, and also submitting the proposed new law to a committee appointed by the Teachers' Institute, held at Elko in December, 1896, which committee, composed of twenty of the principals and teachers of this State, thoroughly reviewed and amended the proposed law, it was again typewritten as amended and introduced to the last Legislature, as Assembly Bill No. 48, by Mr. Norcross. Although some effort was made by the Committee on Education of both houses to do something with the bill, it never received the attention which its necessities to our schools and the benefits which they would have derived therefrom had it become a law, deserved. Although the necessity for a new and complete code of school laws has been harped on by the heads of the educational department from time out of mind, and the fallacies and weaknesses of our present school law have been pointed out a score of times, the Legislature seems at all times very much disinclined to take action in the matter." (13, 1898, p. 34)

Orvis Ring returned to the State Superintendent's Office in 1899. He began his Biennial Report of 1899-1900, the same way he concluded his report of 1893-94, enumerating the duties of the State Superintendent. He

outlined the seven duties prescribed in the law, but he also mentioned the many other duties he had that were not spelled out in the law. To be specific: (1) he had to transport the students to the California Institution of the Deaf, Dumb and Blind, (2) he was ex-officio clerk of the Board of Directors of the State Orphans Home and Secretary of the State Board of Education, (3) extensive correspondence with Superintendents of other states, school principals, teachers, would-be teachers, publishers, etc., (4) he stated that "The Superintendent is his own deputy, clerk, stenographer, typewriter, etc.", (5) he made travel arrangements and obtained rates for teachers to travel.

Four hundred dollars per year had been cut from his salary. He indicated that teachers in the State were getting as much pay for ten months as he got for twelve months. (45, 1900, p. 1)

The Reorganization Act of 1907

Orvis Ring served as State Superintendent from 1899-1910. The most significant accomplishment during his term of office, and largely because of his leadership, was the passing of the Reorganization Act, 1907. The Act reorganizing education in Nevada was an accumulation of ideas and suggestions proposed by leading educators of the State over a period of more than twenty years.

Superintendents Young, Dovey, Cutting and Orvis Ring can be credited as having greatly contributed to the provisions it contained. Organizing their suggestions into a workable plan was done chiefly by Dr. Romanzo Adams, Professor of Education at the University of Nevada. (21, 1913, p. 521)

In 1906 the year previous to the passage of the Act, Superintendent Orvis Ring with the cooperation of Dr. Adams, who was also President of Nevada Education Association, carried on an intensive campaign of publicity, and when the bill was finally introduced to the Legislature, it was passed and approved on March 29, 1907. (59, 1907, p. 379)

The greatest change affected by the new school law was in the administrative agencies of the educational system. It was felt that defects which had existed for some forty years would be corrected. A brief consideration of the school administrative organization created by the law of 1907 follows. This showed more clearly the part the deputy superintendent was to take.

State Superintendent of Public Instruction. The state superintendent of public instruction was to be elected every four years, and was given several important duties:

1. he was to visit each county once a year for the purpose of conducting teacher's institutes;
2. he was to apportion monies from the state general school fund and the county funds;
3. he was to make biennial reports;

4. he was to prescribe forms and blanks to be used by the public schools and officials and make rules for the use of such forms;
5. he was to call state teachers' institutes biennially on the even-numbered years, and county institutes on the odd-numbered years;
6. he was to call meetings of the State Board of Education;
7. he was to appoint school trustees in school districts which failed to hold an election and fill vacancies occurring on the boards by appointment; and
8. he was to nominate deputy superintendents for appointment by the State Board of Education.

(59, 1907, p. 379)

Most of the superintendent's duties were similar to those he held previously. However, greater power concerning teacher institutes was invested in the office. He was also given the powers to appoint trustees in certain cases, and to nominate deputy superintendents for appointments were new. County superintendents filled all trustee vacancies prior to this act.

Power to nominate his deputy superintendents virtually gave him direct control of supervision throughout the State, and tended to centralize general control of schools in the Office of State Superintendents of Public Instruction and the State Board of Education.

State Board of Education. Under the new plan, the State Board of Education retained its former duties, but was granted additional powers. (59, 1907, p. 370) The board's new duties and powers included:

1. appointing deputy superintendents for a four year term;
2. prescribing duties for deputy superintendents in addition to those prescribed by law;
3. removing deputy superintendents from office "for evident unfitness or for conspicuous failure to perform the duties of the office";
4. issuing teachers' certificates;
5. appointing deputy examiners to administer teachers' examination;
6. seeking the advice of the attorney-general concerning the investment of school monies;
7. determining the amount of money which would constitute the district library fund;
8. approving a list of library books for school. (59, 1907, p. 381)

School Census Marshalls. In March of each year the school census marshalls were to be appointed by the local trustees. Their reports after being submitted to the Board of Trustees were filed with the state department. The state superintendent then removed from these lists, any name which the chief state school executive

decided to have been "wrongly" included. (59, 1907, p. 392) This is another example of centralized control of school administration.

School Trustees. There were very minor changes in the duties and powers of the trustees. The board continued to be as independent as it had been under previous school law. The trustees' chief duties were to maintain the school buildings and hire and dismiss teachers. (59, 1907, p. 389)

Deputy Superintendent of Public Instruction. The sections of the Reorganization Act providing for deputy superintendents were considered the most important aspect of the law, and it was a radical departure from laws which had governed the schools since Nevada was admitted to the Union in 1864.

Section 4 of the 1907 Act abolished the office of county superintendent "either as a separate office or as an ex-officio office", and the law was to become effective August 31, 1907. In lieu of county superintendents acting as school administrative officers between the State and local school districts, deputy state superintendents of public instruction were provided to do this work. The state was to be divided into five educational districts, each headed by a deputy empowered to supervise the schools within his district. (59, 1907, p. 381)

Qualification of Deputy Superintendents. For the

first time, an intermediate supervisory officer was required to meet certain educational qualifications.

Section 6 of the Act stipulated that:

Any person holding a teachers' certificate of high-school grade and who shall have had no less than forty-five months successful experience in teaching, at least nine months of which shall have been in the State of Nevada, shall be eligible to appointment as Deputy Superintendent of Public Instruction, and no others shall be eligible to such appointment. (59, 1907, p. 381)

The prior weakness of allowing persons with no practical experience or interest in education to hold the position of county superintendent was eliminated.

Powers and Duties of the Deputy Superintendents. The duties which the 1907 Law prescribed for this new educational officer were:

1. to visit each school district at least twice a year;
2. to examine the records and observe the work of the school;
3. to advise teachers concerning organization and management of teaching;
4. to inspect school buildings;
5. To confer with trustees and county officers concerning school conditions;
6. to hold teachers' meetings;
7. to assist at state and county institutes;
8. to be deputy examiner at teachers' examinations;

9. to examine records and financial accounts of each school district;
10. to assist the State Board of Education in preparing courses of study. (59, 1907, p. 381)

Thus, by the creation of this office, schools were to receive the professional supervision they had lacked. Trustees could look to the Deputy for competent advice in matters pertaining to education, and in general, all the schools would be brought into close coordination with the state's administrative agencies so that the school system was actually becoming one integrated unit.

Under the first school law, the county superintendent was only a part-time position. In relation to the superintendent's regular occupation, school matters were frequently of secondary importance. This state of affairs continued when district attorneys were ex-officio superintendents. To ascertain that deputy superintendents of public instruction would not continue this practice, the legislators carefully included the following section in the law:

The deputy superintendents of public instruction shall devote their entire time to school supervision and shall not engage in other work while holding office. (59, 1907, p. 381)

A full time administrator to aid the schools in their problems was now assured.

Salaries of the Deputy Superintendents. To defray costs of traveling expenses and salaries of these new

school officers, a separate Deputy Superintendent Salary Fund was established and maintained for each supervision district. The state superintendent of public instruction was instructed by law to estimate the amount of money necessary to pay the salary, traveling expenses and office expense of each deputy. When this sum had been determined, the proportionate amount due from each county served by the deputy was collected from the general funds of those counties. The basis used to determine the amount was the assessed valuation in the county of the preceeding years. These county assessments were made to the State and placed to the credit of the respective Deputy Salary Funds to be disbursed in the same manner as all other state expenditures. (59, 1907, p. 403)

Actually, the deputy superintendents were state officials working with the State Department of Education, but being paid by the several counties which they served.

An annual salary of \$2,000 was to be paid to each deputy except the deputy superintendent of District Number One who would receive \$1,200 per annum. Travel expenses of each deputy could not exceed the sum of \$500 per year. (59, 1907, p. 403)

The Supervision Districts. Five educational districts were established. District number one was comprised of Elko County; district number two, of White Pine, Lander and Eureka Counties; Humboldt and Churchill

Counties made up the third district; Washoe, Storey, Ormsby, Douglas, Lyon and Esmeralda Counties were included in the fourth district; and in district number five, Lincoln and Nye Counties comprised the district for supervision. The Map on page 82 outlines the original five supervision districts of 1907. In 1911 the legislature added Mineral County to the fourth district and Clark County to the fifth supervision district. (59, 1907, p. 404)

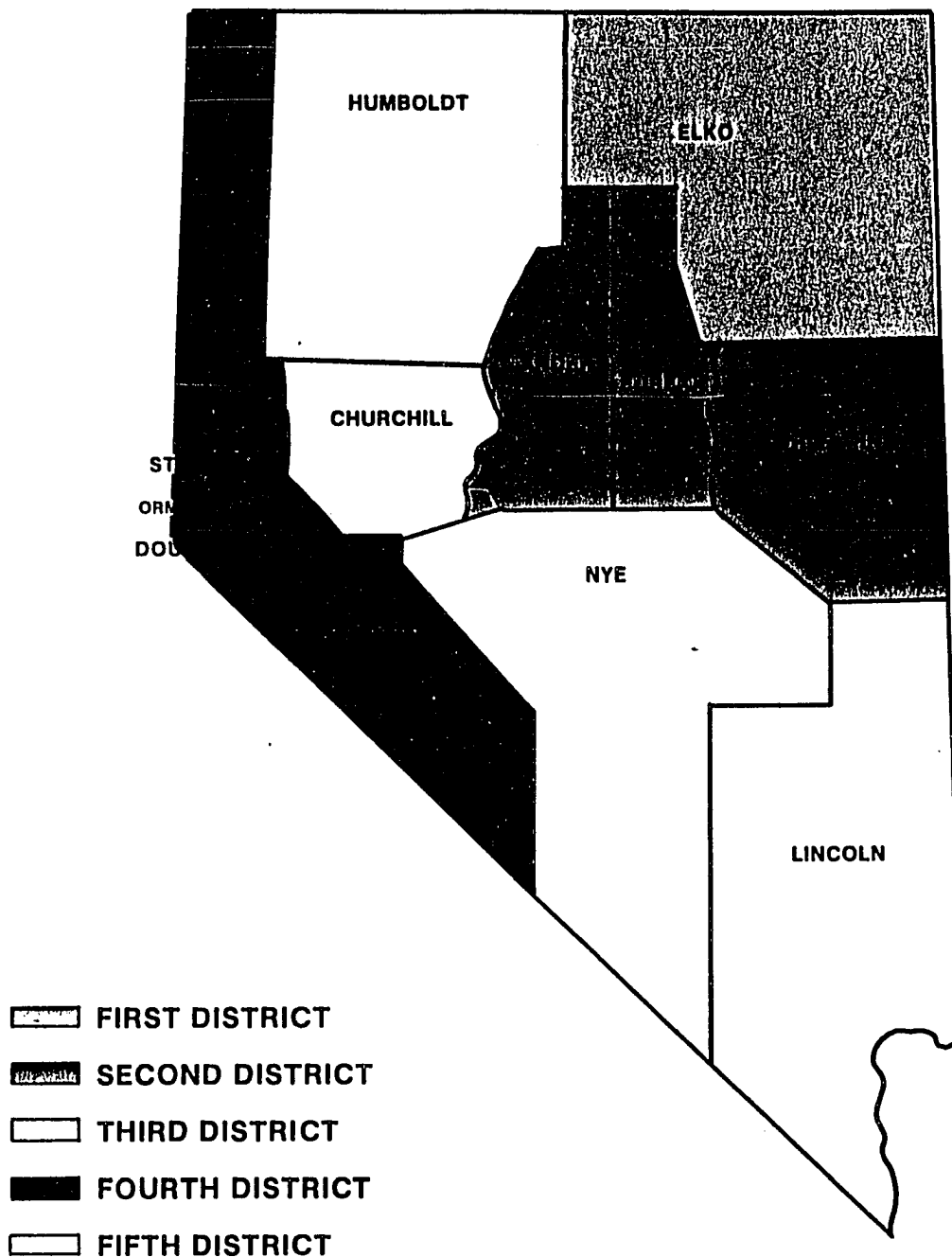
The deputy superintendent of the first district had fifty-six schools to supervise which were scattered over an area of 18,000 square miles. Sixty-five teachers were under his jurisdiction. (46, 1908, p. 17)

The second district comprised of Lander, Eureka and White Pine Counties. It was approximately 150 miles wide and 300 miles long and covered an area of 18,673 square miles. In these three counties there were forty-five school districts.

The third supervision district employed fifty-three teachers in thirty-eight districts which were located in an area of 20,000 square miles and made up of Humboldt and Churchill Counties. (46, 1908, p. 25)

In 1908 in the counties comprising the fourth district, there were seventy-seven school districts employing a total of 187 teachers. Though the area of 12,313 square miles was relatively small, the fourth supervisory district had the greatest number of schools and employed the most teachers. (46, 1908)

MAP OF NEVADA SHOWING THE EDUCATIONAL SUPERVISION DISTRICTS 1907



TAKEN FROM MAP REPRODUCED
FROM INTERIOR LAND OFFICE, 1908

Fifty-three school districts were in existence in the fifth district in 1907, and in traveling the two counties, Lincoln and Nye, to visit his schools, the deputy superintendent was required to traverse an area of 16,850 square miles.

Considering the vast amount of territory which each deputy was required to travel twice a year, and the travel conditions under which it had to be covered, the position of the deputy superintendent must have been most difficult. The arduous circumstances which the deputies encountered in travel is vividly expressed by James Comerford who served as deputy for the second supervision district. His annual Report of 1918 to State Superintendent John E. Bray was closed with the following paragraph:

In conclusion permit me to say that a deputy superintendent's life is, in some respects, a tramp's life, and while we do not mark fences with an X where bed and board may be had, nevertheless, I have marked in my mind a number of willow and paling fences that are symbols to me of both, and shall mark an X over the names of these places for the man that succeeds me, as an act of comradeship to him. It is a great life if you don't weaken, where you ship seas of dust over the starboard and port bows of your little desert whaler, and amidst too and where you fall into holes and ruts made by wheels of your predecessors. Truly, Byron was right when he wrote: "Man marks the earth with ruin." How true it seems when you are on a dusty desert road at the close of a weary day. Even to pursue the thought further, after a rain or a thaw: "Upon the watery plain the wrecks are all they deed." No one can realize it who has not been on the road in these broad, low

valleys in spring when ocean seems to have come back to his old silurian bed to rest. It would require the services of a French tank to pull you through the vast stretches of mud and water, which makes you feel like a fly in a bowl of molasses. Your resignation is definitely worded in your mind, but the nearest telegraph station is fifty miles away. David Warfield could never so vividly express, "Never, O Never Again," as the mud-swamped wayfarer can at such times." (47, 1918, p. 45)

First Deputy Superintendents of Public Instruction.

All of the men appointed to the new office in 1907 were school administrators with experience. G.E. Anderson of the First District, with offices in Elko, moved to the deputyship from the principalship of Elko County High School. A.B. Lightfoot, Deputy of the Second District, had been principal of Eureka schools. This office was located in Eureka. The superintendent chosen for the Third District was the former principal of the Winnemucca Grammar School, James F. Abel, and his district office was assigned to Winnemucca. For the Fourth District, John E. Bray, former principal of the Virginia City and Reno schools was made deputy superintendent with an office in Reno. (14, 1902, p. 69) When Gilbert C. Ross was appointed deputy in 1907 for the Fifth District, he was clerk of the board of school trustees in Tonopah with previous school experience. He had been principal of schools in Virginia City in 1904. (15, 1904, p. 67)

Thus, the people of the entire state, regardless of location, could start the school year, commencing in

September, 1907, with the knowledge that their schools would be supervised in all activities by experienced educators, vitally interested in all phases of school work. Table IV lists Deputy State Superintendents of Public Instruction from September 1, 1907, to August 31, 1947

With only a few variations, the state system of supervision of schools remained the same for approximately thirty-three years.

Upon Ring's death in 1910, John Edward Bray was appointed to fill the unexpired term and continue, through election, to serve until 1919. Bray stood out as an executive who urged mandatory legislation to compel school districts to levy a tax for schools. A mandatory local tax was not, however, to come until 1955, with legislation providing for state support under the Peabody Formula.

W.J. Hunting came into office in 1919 and was elected for two terms. Walter W. Anderson followed Hunting. Noting that State Courses of Study were no longer available, and considerably outdated, Anderson organized curriculum committees, and by 1934 produced a course of study for elementary and high school grades which would be a source of reference for the next twenty-five years.

In 1927 the boundaries of the Fifth Supervision District was reorganized to include Lincoln, Clark, Esmeralda and Southern Nye Counties - total area of about 30,900 square miles with a population of 12,550 people, an

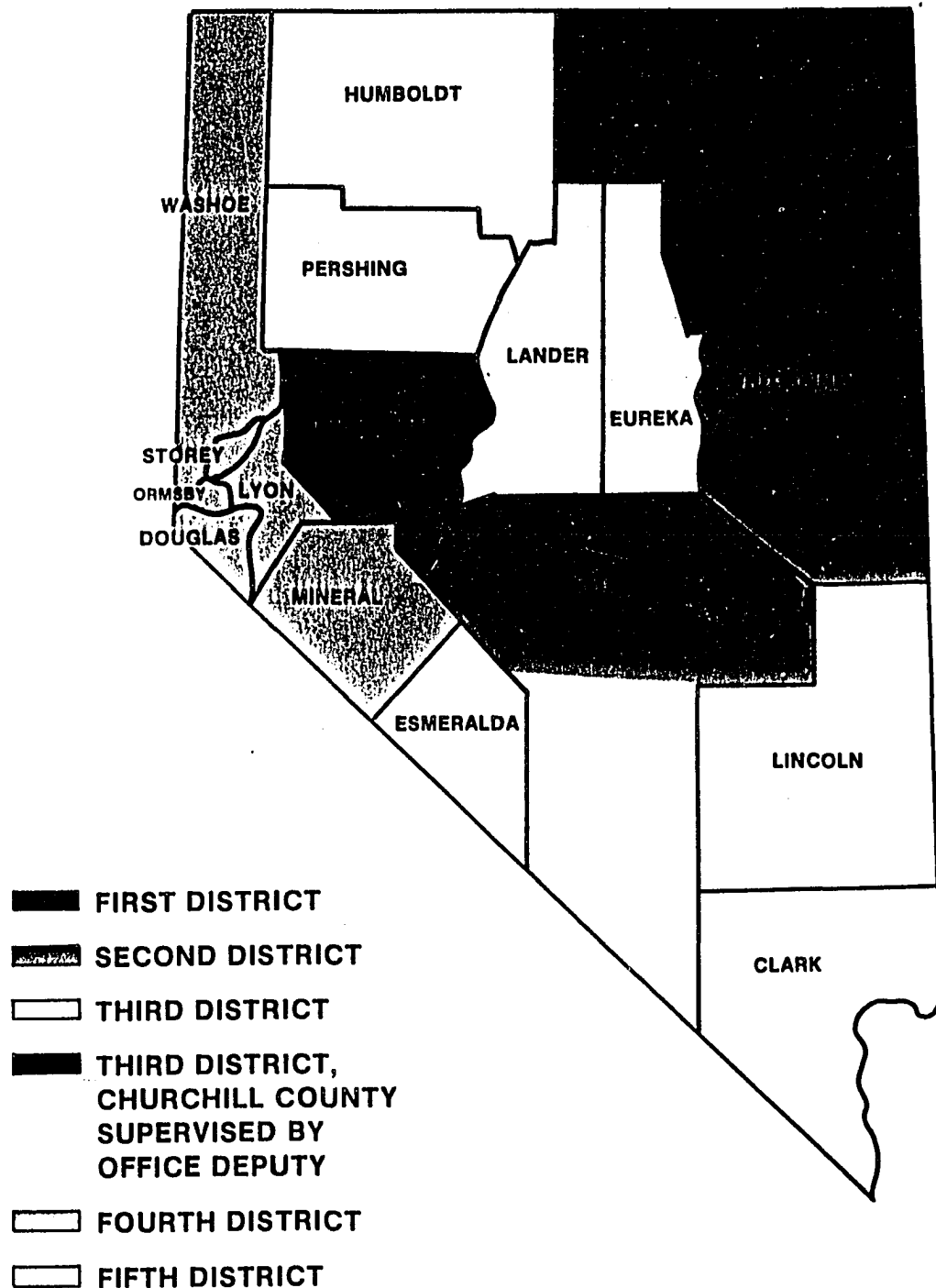
average of .0405 of a person to the square mile area. The map on page 89 shows these boundaries.

Table IVDEPUTY STATE SUPERINTENDENTS OF PUBLIC INSTRUCTION

| <u>District</u> | <u>1907-1911</u> | <u>1911-1915</u> | <u>1915-1919</u> |
|--------------------------|--|---|--|
| <u>FIRST</u> | G.E. Anderson Miss B. Knemeyer | Same | Miss B. Knemeyer |
| | <u>1919-1923</u> E.E. Franklin | <u>1923-1927</u> Same | |
| <u>SECOND</u> | <u>1907-1911</u> A.B. Lightfoot | <u>1911-1915</u> Same J.W. Palmer | <u>1915-1919</u> J.V. Comerford |
| | <u>1919-1923</u> J.V. Comerford G.A. Whitley | <u>1923-1927</u> C.W. Smith Mary S. Black | |
| <u>THIRD</u> | <u>1907-1911</u> J.F. Abel | <u>1911-1915</u> Same | <u>1915-1919</u> G.E. McCracken B. Bleasdale C.W. Smith |
| | <u>1919-1923</u> C.W. Smith | <u>1923-1927</u> T.W. Chapman J.R. Warren | |
| <u>FOURTH</u> | <u>1907-1911</u> J.E. Bray | <u>1911-1915</u> R.H. Mitchell E.E. Winfrey B.G. Bleasdale | <u>1915-1919</u> B.G. Bleasdale G.E. McCracken |
| | <u>1919-1923</u> M.J. Burr | <u>1923-1927</u> Same | |
| <u>FIFTH</u> | <u>1907-1911</u> G.C. Ross | <u>1911-1915</u> J.G. McKay B. Bleasdale G.E. Anderson | <u>1915-1919</u> G.E. Anderson |
| | <u>1919-1923</u> T.W. Chapman Maude Frazier | <u>1923-1927</u> Maude Frazier | |
| <u>OFFICE DEPUTY</u> | <u>1919-1923</u> C.H. Priest | <u>1923-1927</u> Same J.J. Beatty | |

| <u>DISTRICT</u> | <u>1927-1931</u> | <u>1931-1935</u> | <u>1935-1939</u> |
|------------------|---|---|----------------------------------|
| FIRST | E.E. Franklin <u>1939-1943</u> E.E. Franklin | E.E. Franklin <u>1943-1947</u> W.S. Smith Mrs. K. St. Clair | E.E. Franklin |
| SECOND | <u>1927-1931</u> J.C. Lambert <u>1939-1943</u> Mrs. D. Reichers | <u>1931-1935</u> Mrs. D. Reichers <u>1943-1947</u> Same | <u>1935-1939</u> Same |
| THIRD | <u>1927-1931</u> Mrs. F. Peacock <u>1939-1943</u> B.F. Stetler E.J. Gezelin | <u>1931-1935</u> Same <u>1943-1947</u> E.J. Gezelin R.H. Gomm Mrs. K. Sterliling | <u>1935-1939</u> G.E. Rehm |
| FOURTH | <u>1927-1931</u> Mrs. M.K. Henry <u>1939-1943</u> W.D. Johnson R.G. Gray | <u>1931-1935</u> Same <u>1943-1947</u> R.G. Gray E.J. Gezelin | <u>1935-1939</u> Ray Killian |
| FIFTH | <u>1927-1931</u> Miss A. Hanson <u>1939-1943</u> H. Dondoro Miss M. Snyder | <u>1931-1935</u> Miss B. Aiken Mrs. R. Crump Miss L. Wilson <u>1943-1947</u> Miss M. Snyder Miss R. Coenhaver | <u>1935-1939</u> L.W. Sledge |
| OFFICE DEPUTY | <u>1927-1931</u> Mrs. C.H. Luke <u>1939-1943</u> G.E. Rehm G.E. McCracken | <u>1931-1935</u> Miss A. Hanson <u>1943-1947</u> G.E. McCracken | <u>1935-1939</u> Miss M. Bray |

MAP OF NEVADA SHOWING THE EDUCATIONAL SUPERVISION DISTRICTS 1927-1935



Following Anderson's two terms, from 1927 to 1934, Chauncey W. Smith was elected to the office. His untimely death in 1937 resulted in Miss Mildred Bray being appointed to fill the unexpired term. She was elected for two additional terms and served until 1950.

Mildred Bray brought to the State Superintendent's office, a different concept and philosophy of education. She brought a human quality to the job. Under her administration, the kindergarten program was significantly expanded. A hot lunch program, health service and counseling were implemented. She brought harmony among the various educational groups. She prompted people to do kindly things. She was interested in educating the whole child - physical, mental, social, emotional and spiritual.

In Mildred Bray's Biennial Report of 1936-38, she writes:

"We are rapidly losing the old concept of a teacher as an assigner of lessons, conductor of recitations, sole judge of pupil achievement, and taskmaster. We now envision her as a constant guide who stands ever ready to stimulate, inspire, and encourage the child in every step of his learning process so that he may progress steadily to higher accomplishments and worthier achievement.

No longer is the school merely interested in cramming children's heads full of unrelated facts or trying to shape all children in the same standard mold. The acquisition of facts is, and always will be an important part of education; but development of independent thinking, initiative, creative ability, critical judgement of present conditions, the

ability to take responsibility, work cooperatively, respect individual differences, establish good daily health habits, the capacity to adjust themselves to changing conditions are now also recognized as part of the educational process. The school's responsibility lies in developing the whole child - physical, mental, social, emotional, and spiritual - that enriched life for individuals and for society alike may result. We recognize the building of desirable social and moral habits and attitudes in daily school life as a most important part of work. Being an institution of a democracy, our public schools must be democratic and provide the only proper defense for our democracy - liberal educations for all." (48, 1938, p. 1)

Mildred Bray worked toward raising the standards for certification in Nevada. She felt that if they were to have better instruction in the schools, then they should insist that teachers have more than one year of work above a high school education. (48, 1938, p. 9)

In Ms. Bray's Biennial Report of 1938-40, she noted that some progress had been made in raising the standards for certification; however, she indicated that the progress was only moderate. (49, 1940, p. 10) Two years of normal school or a B.S. or A.B. degree was required for a first grade certificate. (49, 1940, p. 11)

Health services were provided to public schools and developed extensively during the period of 1938-40. Thirteen nurses throughout the state visited schools in their respective districts regularly, making inspections and caring for the health needs of the school children. (49, 1940, p. 13)

Hot lunch projects advanced throughout the state during the period of 1939-40. There were forty-five hot lunch projects in the Nevada schools, which was an increase of twenty-two over the previous year. Two thousand two hundred and nineteen children benefitted from the hot lunches and a total of two hundred seventeen thousand four hundred and forty-six meals were served. (49, 1940, p. 12)

The problem of guidance in Nevada schools received increasing attention during the period 1938-40. Ms. Bray felt that every teacher should be a counselor in the sense that what she is doing should be done with the purpose of guiding those under her supervision. In the secondary schools it was her desire to have teachers receive guidance education. (49, 1940, p. 16)

The period from 1942-44 saw the development of youth centers under Mildred Bray. In practically every home fathers or older brothers were in the service or else close relatives and friends were serving their country. Under Mildred Bray's encouragement, several communities throughout the state established youth centers where young people could meet and enjoy games, dancing, and refreshments under wholesome circumstances.

Ms. Bray saw a need for a statewide adult education program following the war. She worked tirelessly toward implementing this program. (50, 1944, p. 26)

Through the untiring efforts of Mildred Bray, a law increasing the salary of deputies to \$3,300 was passed by

the 1945 session of the state legislature. This law delegated to the state board of education the power to determine the salaries of the various deputies, providing that the maximum amount set would not exceed \$3,300 for each district.

It is clear that Mildred Bray's administration brought about many humanistic programs to education. However, she was a tireless, dedicated administrator. She also saw her job as an enforcement arm of the legislature, making sure rules were followed, statistics were correct and programs were being implemented and carried out successfully.

Peabody Formula

Glen Duncan followed Mildred Bray as State Superintendent. It was during his tenure in office that a survey of public schools was made. A Governor's State Committee on Education was appointed. A team of educational experts operating under the auspices of the George Peabody College for Teachers conducted an extensive study of the education system in Nevada. This team reported to the Nevada Governor's Committee on Education in 1954; the Governor's Committee made significant recommendations to the 1955 session of the Nevada State Legislature. The 1955 session of the Legislature enacted legislation which resulted in some revolutionary changes in the educational organization and support for the schools.

The Peabody Formula called for consolidation of the 207 existing local school districts into 17 county school districts to operate under the jurisdiction of the newly elected county school boards. Under this plan the various school districts in each county were reorganized into one district with boundaries coterminous with those of the county. The new county district was under the direction of the county board of school trustees and administered by a county superintendent chosen by the county board. This plan reinstated the county superintendent.

The formula also called for more state money. Glen Duncan supported and worked for a sales tax in each county. A law providing for a sales tax passed during his tenure. While the income was not earmarked for public education, the tax money did increase state general fund receipts, from which monies were appropriated to the State Distributive School Fund in Nevada. This marked the beginning of another era in the history of public education in Nevada.

Glen Duncan, during his tenure as Superintendent, also worked to amend that part of Nevada's Constitution providing for an elected State Superintendent. Duncan urged the legislature and the voters to change the Constitution. In the November election of 1956, a favorable vote for the proposed amendment was cast.

Duncan believed that the position of State Superintendent had become too political. There was too

much time being spent out of the office campaigning. It was also clear that having an elected Board and an elected State Superintendent was not the ideal for having harmonious conditions.

Glen Duncan died on June 27, 1956. He is remembered by Marvin Picollo, who served as a County Superintendent, as an "out spoken, articulate individual who was not opposed to ruffling feathers." (35, 1984)

Byron F. Stetler, County Superintendent of the Elko County School System, was appointed by the Governor to serve until the next general election. Stetler filed for the office, was elected in November, 1956, and served until January, 1959, as an elected official.

On December 19, 1958, the State Board of Education, which the Nevada State Legislature had designated as the agency with the appointive power, selected Byron Stetler as the first appointed State Superintendent in Nevada's history. (60, 1957, p. 72)

In the Biennial Report of the Superintendent of Public Instruction, July 1, 1956 - June 30, 1958, Byron Stetler reported the following:

"Public education in Nevada, grades kindergarten through twelve, has experienced the beginning of another era in its history. The biennium ending June 30, 1958, marked the completion of two years' operation of elementary and high schools under a plan proposed by the Division of Surveys and Field Services of the George Peabody College for Teachers as revised by the Governor's School Survey Committee.

Under this plan the various schooldistricts in each county were reorganized into one district with boundaries coterminous with those of the county. The new county district is under the direction of a county board of school trustees and administered by a superintendent chosen by the board. The formation of these larger districts has resulted in a reduction from 207 separate school districts to 17, one for each county.

The figures and data shown in this report are a record of the first binennium of operation under the new plan.

School Improvement

Progress is evidenced by the increasing effectiveness of school programs. Many improvements have resulted from the larger school district with its wider base for support. The following are examples of these improvements. Attention can be directed to improved school housing facilities in nearly all of the areas. A more continuous and adequate school program of studies is being developed. School districts are providing supervisory services which could not have been attempted under the former small district plan. Transportation services are being expanded and through this service a number of smaller schools are being discontinued when the pupils can be transported to larger neighboring schools. Physical plant facilities have been improved in every school district. The preparation of teaching personnel has been upgraded through the changed certification standards and the ability of the school districts to meet the demand for increased salaries.

A number of the districts have inaugurated new programs for the education of the physically and mentally handicapped pupil.

It should be remembered that this is an ongoing program and these improvements and this progress will carry on to a more complete realization in the years ahead.

Building Problems

Many of the school housing problems have been solved through the construction of new classroom space. However, there are some school districts in the areas of large population increases where the classroom shortage will obtain for some time.

Continued requirements for added classrooms have place some school districts in the position of having a considerable amount of the property tax rate committed to the retirement of bonded indebtedness, thus precluding additional expenditures even though the voters are willing. Because of this, consideration might be given to the possibility of some type of state assistance in financing school house construction.

The employment of a School Plant Consultant, Dr. Charles Bursch, has resulted in an increasingly functional type of school plant. This checking and approval of school house plans is responsibility shared with the state Planning Board. The planning board has delegated to this department the authority to check all school construction of its adequacy from the education standpoint. Thus before construction is begun on any school plant, the plans and specifications must be approved for educational suitability by this office.

Assistance in planning in all stages of preparation is available to school districts from this department through the school plant planning section upon request.

Teacher Situation

The availability of funds and the expanded administrative unit under the new plan of organization have resulted in an improvement in the status of teacher's salaries. A survey of figures for the past five years is shown:

Nevada Classroom Teacher's Salaries

1953 - 54 Through 1957 - 58

| Average | *1953-54 | 1954-55 | 1955-56 | 1956-57 | 1957-58 |
|--------------|----------|---------|---------|---------|---------|
| Elem. & Sec. | 3,821 | 4,074 | 4,398 | 4,765 | 4,935 |
| Elem. | #3,720 | 3,977 | 4,284 | 4,687 | 4,810 |
| Sec. | 4,120 | 4,367 | 4,651 | 5,000 | 5,115 |

*Taken from July 1, 1952 to June 30, 1954 Biennial Report
 #Kindergarten and elementary average salaries shown separately in the Biennial Report. They have been combined here for this study.

The remaining average salaries were taken from the salary studies made in the fall of the year from data collected through teacher personnel forms.

This trend upward is expected to continue as the need for teachers becomes more critical. While this salary increase has been helpful in securing teachers the effect will change rapidly if Nevada should fail to maintain its placement with respect to adjoining states. A loss of status would result in a very serious teacher shortage. Nevada schools must depend upon other states for trained personnel inasmuch as the University of Nevada, College of Education, can be expected to supply only a minimum number of newly trained teacher each year. The teacher enrollment at the College of Education is showing a marked increase but the number of teachers graduated will not approximate the need for some time to come.

Growth Department

Reference to the data recorded in the latter part of this report will reveal a marked growth in the services rendered by the members of the State Department of Education.

In each division, bureau and service, there has been an upswing in the demands on personnel. This increased need for service has been met by greater effort and additional time spent. More often than not, increased attention was given at the expense of time from some other important function.

A need for additional personnel is evident in several instances.

Attending to the demands of curriculum planning calls for at least three more people. There should be an Assistant Curriculum Director and two Curriculum supervisors appointed as soon as possible to work with the present Curriculum Director in giving guidance to the program which must be developed to meet Nevada's needs.

The status of curriculum development has progressed to the stage where a new course of study has been prepared for grades K-8. This publication will be completed and distributed prior to school in September, 1959. Work is also going forward on a similar publication for the high school level. A curriculum guide, patterned after one published by the Commonwealth of Massachusetts, has been prepared for the education of the educable mentally retarded pupils.

The State's participation in the cost of pupil transportation and the assignment of responsibility for the approval of school building plans creates a situation calling for a person to whom the responsibility of checking can be delegated. It is recommended that a combination position of Pupil Transportation and School Plant Consultant be established. (51, 1958, p. 9)

It became apparent that with seventeen county school districts, each administered by the appointed County Superintendent and his staff, consisting, among others, of supervisors of instruction and with six State Deputies supervising the same territory, an overlapping of effort, and at times, a conflict of opinions concerning school supervision would occur. Consequently, the State Legislature provided in 1959 that the State Deputies assume new functions, that there would be as many Deputies as the State Superintendent and the State Board thought necessary,

and that these Deputies be located where the State Superintendent and the State Board desired. The new duties of the State Deputies were to consist mainly of functions of statewide nature such as participation in certification, administration, federal subsidies, transportation and driver's training.

Stetler reported:

The reorganization of the school district administration unit has, to some extent, presented a need for a redefinition of the place of the Deputy Superintendents of Public Instruction. Many of the services now given by the Deputy Superintendents will still be needed. However, it is believed these services can be given just as effectively under a somewhat altered program.

It is recommended that consideration be given to a change in the Statutes permitting the assignment of the duties of the Deputy Superintendents of Public Instruction by State Superintendent of Public Instruction and the State Board of Education. This would permit each Deputy Superintendent to be designated as a consultant in a special field on a statewide basis. It is recommended that the Deputy Superintendents, as specialists, work out of the Carson City office.

The demands upon each division for the preparation of many teaching aids and instructions have created a situation calling for services of personnel who should be doing regularly assigned tasks.

To assist in solving this problem, it is recommended that the department staff be increased to include a reproduction machine operator.

The Director of Vocational and Adult Education has also been serving as Supervisor of Agriculture in the individual high schools. The demands of these three assignments are more than one person can meet and do justice to each. It is recommended that a Supervisor of Agriculture be employed to free the

Director for more attention to Vocational Education and Adult Education administrative duties.

The Supervisor of Trade, Industrial and Technical Education has been assigned numerous additional duties, some of which are beyond the scope of the field. These assignments, such as driver training, have increased the duties of the position to the point where one person is overtaxed to adequately meet the demands. It is recommended that an additional person be added to assist the supervisor. More complete details will be found under the Vocational Education section of this report.

The Vocational Rehabilitation division is experiencing a very rapid increase in its case load in that agency and in the Old Age and Survivors Insurance section. Thus there is need for additional personnel to meet the demands. It is recommended that another counselor be added the first year of the biennium and another at the beginning of the second year.

Finances

The increased appropriation of funds under the new formula has, as previously stated, made possible the operation of the schools on a more adequate financial basis. However, the formula was developed and predicated upon the then current dollar value. Whenever this situation exists in an era of inflationary tendencies, sooner or later the former dollar values become unrealistic.

Study should be undertaken to determine just how much the formula has been affected and provisions made to place the financial status on a more realistic basis.

A very real need for facilities to take care of the education of the handicapped child presents two questions for consideration. First, the \$200 per pupil authorized to be apportioned as part of the basic need formula might be removed from the formula and the money appropriated directly. Including the money in the formula results in its

quantity being reduced in actual appropriation. Payment directly to the district would avoid this situation. Second, there is a need for a program to afford the "superior" pupil some special consideration. Thought should be given to the proposition that these pupils be included in the provisions for moneys in the special program for the education of the handicapped.

Adult Education

There is a most urgent need for an appropriation of State funds for assistance to school districts in conducting adult education classes. Instruction at this level has shown a remarkable increase and will continue to do so. At present, the classes which exist are financed by school district funds and reimbursed under the Vocational Educational program or through the collection of tuition. A State appropriation should be made for the support of adult education.

The biennium just passed has witnessed many changes in education in Nevada. These changes will continue into the present biennium and those changes of today will be supplanted by the solutions of problems of the future. It is significant that we can look forward to this kind of a program, for it is in this manner that the education process grows and adjusts to the needs and aims of the youth it is serving. (51, 1958, p. 11)

Stetler reported in his Biennial Report of 1958-60 that:

"With the passing of each school year the county school district organization becomes more generally accepted and the problems of operation becomes fewer." (52, 1969, p. 10)

In his report of 1960-62 he reports:

"The county administrative program has become an accepted pattern of school district organization and the problems are now operational in nature." (53, 1962, p. 7)

There is evidence to support the fact that Byron Stetler, because of his enthusiasm, dedication and support of the new plan, was a significant force towards the successful implementation of the Peabody Plan.

Stetler was faced with new problems, however. He states:

"The explosive increase in pupil population is the most difficult change with which to cope." (53, 1962, p. 7)

Table VI (page 106) shows pupil enrollment at the end of the first ten weeks of school for the years 1958-62.

This growth created an increase in needs in all areas of the educational program. Adequate school facilities being the most significant problem. The public responded however, by recognizing the need for new and better facilities and passed bond issues.

Byron Stetler believed the counties should have local control. Having been a county superintendent, he realized the importance of having the support of the State Superintendent's office. Stetler brought an understanding of local control to the office.

Table VI
Pupil Enrollment at the End of the
First Two Weeks of School

| County | 1958-59 | 1959-60 | 1960-61 | 1961-62 |
|------------|---------|---------|---------|---------|
| Churchill | 1,866 | 1,889 | 1,979 | 1,995 |
| Clark | 25,839 | 28,889 | 32,441 | 40,475 |
| Douglas | 694 | 798 | 855 | 952 |
| Elko | 2,932 | 3,059 | 3,127 | 3,295 |
| Esmeralda | 66 | 92 | 70 | 70 |
| Eureka | 141 | 144 | 157 | 179 |
| Humboldt | 1,240 | 1,376 | 1,436 | 1,599 |
| Lander | 379 | 393 | 386 | 393 |
| Lincoln | 661 | 619 | 625 | 648 |
| Lyon | 1,463 | 1,527 | 1,597 | 1,662 |
| Mineral | 1,703 | 1,755 | 1,734 | 1,706 |
| Nye | 776 | 826 | 908 | 922 |
| Ormsby | 1,533 | 1,784 | 1,984 | 2,175 |
| Pershing | 752 | 708 | 737 | 708 |
| Storey | 97 | 105 | 110 | 123 |
| Washoe | 16,356 | 17,975 | 19,165 | 20,755 |
| White Pine | 2,437 | 2,473 | 2,528 | 2,536 |
| Totals | 58,935 | 64,412 | 69,839 | 80,193 |

Burnell Larson was appointed in 1966. In his Biennial Report of 1964-1966, he states:

It becomes increasingly clear that the undertaking of the department must be to provide diversity in leadership, organization and coordination of the educational system; to identify standards of proficiency, quality control, and long range planning; to conduct research; to stimulate innovation; to offer consultative assistance and develop good informational systems on the facts and conditions of education.

This change derives not only from the statutes but the demands of the communities which foster and support the schools.

Accordingly, as the needs of the districts become apparent, and as the direction for organizational patterns becomes more evident through the current study of the department now being pursued, additional personnel will be requested. It is urged that the Legislature give every consideration to these requests.

The project, "Designing Education for the Future," an eight-state project, is financed by funds provided under the Elementary and Secondary Education Act of 1965.

Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming are the eight states participating in conducting this study which was initiated because the state superintendents and other nationally prominent educators believed that many of the problems confronting education in these states were common to all. The project is under the direct administration of a policy board, which consists of the eight chief state school officers. The project central office is located in Denver, Colorado.

Under direction of the State Superintendent, each of the eight states has a coordinator. As of June 1966, the project has been in operation in Nevada. A historical perspective on "Major Educational Changes in Nevada, 1861 to 1966," has been published. Interested citizens and educators from Nevada have participated in two area conferences. The

first, "Prospective Changes in Society in 1980," was held in Denver in July 1966. The second conference, "Implications for Education of Prospective Changes in Society," was held in October 1966, at Salt Lake City.

An advisory committee of competent lay citizens and educators has been organized to assist the project, and an out-of-state consultant has been obtained. At this time, the following areas are being studied by the staff and the advisory committee in Nevada: (1) obtaining from appropriate sources pertinent information on trends, developments, and projects that will be needed as a basis for evaluation and planning; (2) planning special studies that may be needed to provide information not presently available, and obtaining the cooperation of agencies, organizations, higher institutions, and individuals in a position to make such studies; (3) obtaining and summarizing reactions from educational and lay opinion leaders as to (a) the best features of the present educational program and organization for education; (b) the most serious weaknesses or problems; and (c) developing plans to assure widespread study and discussion in the State of the papers prepared for and the issues considered at the area conferences, with special attention to the possible implications for changes in the educational organization and program in the State.

The biennium 1964-66, was one of expansion in leadership, service, scope and personnel for the division of instruction. Early in the biennium, Title III, National Defense Education Act, was amended to include reading, English, and social studies. Two new consultants were added at this time and the work of other consultants was realigned to cover these programs. Late in the biennium the Elementary and Secondary Education Act programs were added to the division, expanding the staff by two more positions and making available to the counties in excess of a million dollars for certain education purposes.

The division expanded to cover almost all subject fields and consequently the service and leadership offered to the counties increased in both depth and breadth. The consultants worked in all counties to help improve instruction. During this 2-year period, the role of the division with the two large counties has become that of co-workers with the county staff. In the smaller counties, the consultants continued in the role of augmenting the limited county staffs. Under the leadership of the division, innovations and pilot programs were developed.

In-service work was conducted in all parts of the State in the various subject fields. These activities ranged from short workshops to long term university-type courses. The division was also engaged in increased activity in the promoting and conducting of regional conferences. These resulted in bringing to Nevada many nationally recognized leaders in education.

As a part of the service function, many publications, newsletters, and memos were distributed to the counties to keep them abreast of developments in the fields and to inform them of new programs.

The division conducted an extensive curriculum survey in Lander county and members of the division were involved in the accreditation evaluation of Western High School in Las Vegas.

During this period, the division has grown from a minor to a major component of the department. Through this division, the department has begun to assume the leadership for the instructional programs in the State, a function which was previously borne by the individual schools.

Driver education in Nevada received considerable expansion in the enactment of A.B. 77 (NRS 387,033). This established financial support for high school driver education and many new programs were started. Visitations and conferences with school administrators and driver education teachers were held in every school that offered instruction in driver education. Workshops were held in Clark, Washoe, White Pine, Churchill and Ormsby

counties to prepare teachers in driver education. Attendance was encouraged at university courses and many driver education teachers attended an advanced course during the past two summers.

In-service workshops were conducted in four school districts during the 1964-65 school year. These workshops were to implement the Nevada high school English course of study. In-service training sessions were held in a number of school districts involving all teachers of English at both the elementary and secondary levels. Courses of study were drawn up at the local level under the direction of the state English consultant and subsequently were published for the district. (54, 1966)

In an interview with Mr. Larson on December 28, 1984, Burnell Larson was found to be a very articulate, scholarly person. He began to interface the state with the nation and reinforced local control. He found administering the Department of Education very challenging. He stated that his biggest challenge was being able to promote educational ideas and influence people throughout the State. (26, 1984)

Mr. Larson felt that one of his greatest accomplishments during his tenure of State Superintendent was introducing computers to the State Department. He believed in administration by objectives, and these objectives were computerized. In his words, "this was a milestone and beautiful system for administration. It was very helpful in terms of accountability." (26, 1984)

Mr. Larson felt that the State Department of Education was a service department for the local school districts. He

felt that his administration went a long way in establishing itself in that respect. He felt very strongly about the difference in policy and management. He felt that policy makers should not administer. At one point in a board meeting, he made himself very clear when he told a board member not to tell him how to use methods or procedures. (26, 1984)

Nevada Plan

Burnell Larson believed that the "Nevada Plan" for financing public education in Nevada was another great accomplishment during his administration. The "Nevada Plan" superceded the "Peabody Formula". Basically, it operated as follows: to find State minimum requirements for a county school system, the weighted average daily attendance of pupils in grades K-12 was multiplied by the average cost per child in the county. To determine "local funds available" these figures were added: proceeds of a 70 cent county-wide tax on assessed valuation, 25% of funds from P.L. 874, and proceeds of a one cent local sales school tax. From the figure attained by finding State minimum requirements is subtracted the figure designated as the sum of "local funds available". The result represented the State's appropriation to a county's school fund.

The Nevada Plan became operative for the first time in 1967-68. Burnell Larson felt that this plan made financing of education in Nevada more equitable. (26, 1984)

Burnell Larson worked diligently for the establishment of a community college system. Howard Hughes wrote a check to Burnell Larson for \$250,000 to begin a fund for this endeavor. Along with the legislative support, this dream became a reality. (26, 1984)

One of the things Mr. Larson liked least about the job was the paper work. He had deputies to handle a large majority of the paper work which allowed him time to work in legislative matters and visit local districts.

He felt that there was a need for more money so that more could be done. He saw a need for better quality staff, more in-service training, and a larger staff to provide assistance to rural districts. (26, 1984)

Kenneth Hansen became the first person out of state to serve as State Superintendent of Public Instruction. He was appointed by the Board in 1972 (following Burnell Larson's retirement.) Very few changes were made during the time he served. According to Marvin Picollo, he was a writer, publisher, theorist and academician. He brought the concept of the Intermediate Education District (I.E.D.) to the state which stated that the state department should be streamlined and become the I.E.D. which would bring services to local districts. This concept was not looked upon very favorably and he was replaced by John Gamble in 1975. (35, 1984)

John Gamble's biggest challenge was to deal with the "growing ills" in the State and to bring things back

together again. He was also a believer in local control and keeping decisions at the local level. (25, 1984)

Gamble was a graduate of the University of Nevada, at Reno. He was an assistant superintendent under Byron Stetler, and a Deputy Superintendent under Burnell Larson.

He disliked the political aspects of the job and having to compromise to get things done. In our interview on December 28, 1984, he gave an example of this by stating:

"If I had organized the department the way the legislature wanted, I could have gotten more funds for education, but I refused to do it." (25, 1984)

In 1978 Ralph Desibio was appointed State Superintendent of Public Instruction. This was the second time the Board went out of state. Desibio was from New Jersey. He was extremely articulate, quick and bright. There was controversy over his doctoral degree. The news media covered the controversy which caused the public to have serious concerns concerning Desibio's qualifications and integrity. As a result of this he served less than a year and was replaced by Ted Sanders in January, 1979. Ted Sanders believed that the State Department had to play a more decisive role in education in Nevada. He believed that the State Superintendent should have more power and authority. (41, 1984)

In our interview on December 27, 1984, Sanders was asked, "What would you change in your job description?", his reply was, "That the superintendent had greater

authority to intervene when there is a non-responsive behavior in a local district." When asked, "How could your position be more meaningful?", Sanders replied, "To have greater power to generate greater resources to provide technical support to rural districts, become more visible and have more authority and to intervene when behaviors of local districts are non-responsive. (41, 1984)

Sanders said that his single most important role was that of working with the legislature. (41, 1984)

According to many, Ted Sanders was beginning to make significant gains to get more power and authority in the office of the State Superintendent of Public Instruction. When Ted Sanders wanted to make his department stronger, he was faced with massive budget cuts which affected what he was trying to do, because the Federal Government was backing out of education. (41, 1984)

A Nation at Risk

On April 26, 1983, the National Commission on Excellence in Education released its report, A Nation at Risk: The Imperative for Educational Reform. The Commission concluded that "the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a Nation and a people." (33, 1982)

The report put education at the forefront of national news for many months.

The interest in educational reform received additional

impetus during 1983 and 1984 through publications of other reports from prominent experts and organizations, including John I. Goodlod, TheodoreSizer, the Education Commission of the States, the College Entrance Examination Board, The Twentieth Century Fund, the Carnegie Foundation for the Advancement of Teaching, and the National Science Board. All in their own way and from their own vantage point, stressed the need to improve and reform American secondary schools. (32, 1984)

Ted Sanders pointed out that even though a "Nation at Risk" was a significant report, the State Department should not blindly make changes, but consider the uniqueness of Nevada.

Nevada's response to "A Nation at Risk" and other reports, is outlined in The Nation Responds - Recent Efforts to Improve Education.

Nevada's response is as follows:

A State survey found that all Nevada school districts had actively reviewed the National Commission on Educational Excellence (NCEE) report through public meetings and the formation of local planning groups. The survey found that many districts were launching school improvement projects as a result of the review, and that local planning efforts were broadly based.

The State Department of Education also was expected to make recommendations based on the NCEE report.

The State Board of Education is working with the Governor by offering recommendations culled from reports and studies and by identifying gaps in them that might be addressed at the State level. The Board is particularly interested in governance issues.

In addition, the Board has issued a list of priority considerations to be addressed, including: a summer program for the academically talented, a longer school year, teacher certification and recertification, teacher salary increases, and a school improvement project that is seen as an extension of the Department's principalship training efforts.

Task Forces

The Governor has established a Governor's Commission on Education. The Legislature has authorized a special committee to study education in the State, including a study of the NCEE report. Recommendations from both groups are due in the fall of 1984. The State Board of Education is serving as a clearinghouse for reports and recommendations from State and local committees and planning groups.

Curriculum Reform

A Joint Council for College Preparation was initiated by the University Board of Regents and the State Board of Education to ensure that high school graduates possess the skills and competence necessary for college work. Representatives from the State Board of Education and the University Board of Regents have developed a statement concerning this issue for spring dissemination to students, parents, and the educational community.

In addition, the Joint Council on Vocational Education has been created to provide linkage between secondary and postsecondary vocational education programming and to assure optimum success for students at the postsecondary level.

Graduation Requirements

Starting with the graduating class of 1986, students will be required to complete 20 units for grades 9-12. Requirements were increased from 1 to 2 in mathematics. An additional unit of mathematics or English will be required of students who fail to pass proficiency tests. The increase was approved in

1982. The State Board plans to review specific components of the plan in the summer of 1984.

Student Testing

The State Department of Education is increasing the difficulty level of minimum proficiency examinations in reading, writing, and mathematics. Plans are also under way to broaden the scope of the examination, which will require legislative action.

Ted Sanders officially resigned on January 11, 1985. He is now the Superintendent of Public Instruction for the State of Illinois.

Myrna Matranga, who served as Deputy Superintendent under Ted Sanders became the acting State Superintendent in January, 1985. According to Dr. Matranga, the most pressing issues facing the State Superintendent's office in the future were teacher shortages and educational funding. There had been a strong increase in enrollment in this state and a steady decrease in the number of available teachers. (30, 1984)

As pointed out throughout this Chapter, salaries for education had always been a problem with the State of Nevada. When Ted Sanders resigned in January, 1985, his salary as State Superintendent of Public Instruction in Nevada was \$44,000. His salary as State Superintendent of Public Instruction for the state of Illinois was \$75,000.

Throughout the history of the state superintendent's office there have been five distinct factors which have influenced the state superintendent's role. These five

factors were: (1) level of authority based on statutes, (2) personal power of the individual holding office, (3) educational funding, (4) local vs state control of education, and (5) transportation and technology. These five factors were to be analyzed and discussed in later chapters.

Chapter 3

Methodology

The purpose of Chapter 3 was to explain the methods and techniques used to achieve the results of this study. The final product of this process was a history of the office of the State Superintendent of Public Instruction in Nevada. Factors and related events in the evolution of the State Superintendent's role and job description were examined.

This proposal was also designed to present a comprehensive picture of an important section of Nevada's educational history.

Techniques

The historians methodology, often referred to as "documentary" research was employed in this study. The focus of this study was the historical development of the role of the State Superintendent of Public Instruction in Nevada.

A search was made of related literature which traced the office of the Nation's first superintendent back to 1812, and Nevada's first superintendent back to 1861. Critical evaluation and interpretation of this defined segment of the past was conducted. Genuiness and textual integrity of the source material was checked to determine whether it was admissible as evidence. For example,

information and events included in this study were acquired from primary source documents such as Nevada Revised Statutes and annual and periodic reports written by state superintendents. External criticism was used to establish the time, place and authorship of the documents used. For each document used, this information was obtained from reliable sources (such as Nevada Revised Statutes and Biennial Reports). Internal criticism was used to ascertain the meaning and trustworthiness of the data within the documents. Data and information was cross referenced to ensure its accuracy.

The primary sources used in this study were:

Annual Reports and Biennial Reports written by the
State Superintendents of Public Instruction

Laws and Statutes of Nevada

Minutes of Meetings of the State Board of Education

Memorandums written by:

Members of Nevada State Board of Education

State Superintendents

County Superintendents

Nevada School Code

Nevada Educational Bulletins

Nevada Educational Directory

Executive documents prepared by:

Federal Government

State Government

Local Government

Interviews with the following former State Superintendents of Public Instruction were conducted.

Byron Stetler 1956-1966

Burnell Larson 1966-1972

John Gamble 1975-1978

Ted Sanders 1979-1985

Myrna Matranga, Deputy State Superintendent and currently acting State Superintendent during 1980-1985

Also interviewed were: Marvin Picollo, Executive Director of the Nevada School Board Association and former Washoe County Superintendent and Harvey Dondarso, former Deputy Superintendent for Nevada Department of Education. Efforts were made to locate former state superintendents, Kenneth Hansen and Ralph Desibio, but they were not available.

Interviews were conducted to ascertain the State Superintendent's "real" job description. The former superintendents talked freely about their job. They discussed to what extent their real job deviated from the responsibilities stated in the statutes or expectations of the public. Questions were asked to determine aspects of the job that were meaningful and those aspects that were meaningless. The interview schedule is found in Appendix A.

Documents, written by former state superintendents, outlining their activities while in office were studied

with specific interest in the superintendent's job description and how it has evolved.

A review of the statutes which outlined the State Superintendent's job description was made to determine the extent to which his real job description deviates from the statutes. For example, Orvis Ring reported in 1892: "The Superintendent is his own Deputy, clerk, stenographer, typewriter, porter, etc." Ring reported that the duties were largely either purely clerical or purely advisory. This deviates significantly from the statutes.

Lastly, the characteristics and personality of each State Superintendent were analyzed through interviews and/or his/her writings to determine how the personality of the Superintendent affected his/her role.

Treatment

This study was descriptive in nature and therefore, utilized data which enabled a development of an accurate profile of the office of the State Superintendent of Public Instruction in Nevada.

The historical statutes were investigated. Documents written by State Superintendents were analyzed by studying the nature and relationship of the documents. The Superintendents' educational background, characteristics and values were studied.

Information was placed on a grid to illustrate how the law (positional power), personal power, educational

funding, local control vs state control, transportation and technology affected the role of the Superintendent. The results are reported in Chapter 4.

Chapter 4

Report of Findings

The intent of this study was to trace the evolution of the office of the State Superintendent of Public Instruction in Nevada from the time of territorial organization in 1861 to the present date. More specifically, the study traced and discussed the purpose of the role of state Superintendent of Public Instruction and how the job description has changed from 1861 to 1985.

Throughout the history of the State Superintendent's office in Nevada, there had been five factors as discussed in the review of the literature which were prevalent during each period and significant in determining the superintendent's job description.

These five factors were:

1. Level of authority based on statutes. The power of the superintendent based solely on his position and the law.
2. Personal power brought to the office through the personality, leadership style and professional motivation, by each superintendent.
3. Amount of funding for the office of State Superintendent.
4. Local versus state control of education.
5. Effect of transportation and technology of the office of State Superintendent.

The following grid shows in detail the historical events which took place for each of the five factors which have been identified.

The grid shows the five factors which were prevalent throughout the history of the State Superintendent's office. The grid also identified the four periods during the evolution of the office. Under each period a summary revealed how each factor and significant events related to each factor affected the Superintendent's role. Historical involvement was synthesized on the grid for each of the four periods. For example, the superintendent's level of authority based on Nevada Revised Statutes (positional power) changed significantly from the territorial period to the modern period.

Factors and Significant Events in the Evolution of the Office
of the State Superintendent of Public Instruction in Nevada 1861- 1985

| Factor | Territorial Period 1861-64 | Beginning of Statehood 1864-1907 | Intermediate Period 1907-49 | Modern Period 1950-1985 |
|---|---|---|---|--|
| Level of Authority Based on Statutes (Posi- tional Power) | Very limited Duties primarily clerical Important responsibil- ities Saw great need for revising school law Law did not give him power to deal effectively with inadequate performance | Changes in Statutes but did not affect level of authority Duties continue to be primarily clerical and non- supervisory Ex-officio county superintendents ineffective Superintendents very unhappy but had no power to make changes Continued work through legislature Brought about change with Reorganization Act of 1907 | Reorganizational Act of 1907 gave the superintendent greater authority Power to appoint trustees in certain cases Power to nominate deputy superin- tendents Virtually gave superintendent direct control of supervision throughout the state Abolish the office of County Superin- tendent and created the office of deputy superintendent to act as school administrative officers between the state and local school districts | Peabody Formula of 1955 resulted in revolutionary changes in the educational organization and support of schools Consolidation of 207 local school districts into 17 county school districts State Superinten- dent becomes an appointed position State Superinten- dent delegates many of his responsibilities Major role is to work with state legislature |

| Factors | Territorial Period 1861-64 | Beginning of Statehood 1864-1907 | Intermediate Period 1907-49 | Modern Period 1950-1985 |
|---|-------------------------------|-------------------------------------|---|--|
| Level of Authority Based on Statutes (Posi- tional Power) Continued | | | Position of State Superintendent becomes more political Period of greatest state control | County Superintendents reinstated Change in duties of deputy superintendents to reflect speciality field |

| Factors | Territorial Period 19861-64 | Beginning of Statehood 1864-1907 | Intermediate Period 1907-49 | Modern Period 1950-1985 |
|-------------------|---|--|---|--|
| Personal Power | <p>Brought to office dynamic effort to get office started</p> <p>Champion of education, dedicated to service</p> <p>Held in high esteem by the people</p> <p>Greatest factor in getting things done</p> | <p>Continues to be the greatest factor toward the successful operation of the office</p> | <p>Not as significant as in the two previous periods</p> <p>At intervals however, i.e. during Mildred Bray's term, changes that occurred and implementation of programs reflected her humanistic approach</p> | <p>Image problem of State Superintendent develops</p> <p>Ambiguity of role</p> <p>Small districts rely on State Superintendent's office much more than large districts</p> <p>With creation of county school districts more local control develops</p> |

| Factors | Territorial Period 1861-64 | Beginning of Statehood 1864-1907 | Intermediate Period 1907-49 | Modern Period 1950-1985 |
|---------|---|---|--|--|
| Funding | <p>Very, very limited</p> <p>Inadequate salary of State Superintendent</p> <p>Inadequate staff in terms of numbers</p> <p>State Department of Education consisted of one person, the Superintendent</p> | <p>Limited</p> <p>Increase in Superintendent salary from \$1,000 to \$2,000 but still inadequate</p> <p>Greater funds for building schools, textbooks, teacher institutes, etc.</p> <p>Salaries for county superintendents varied substantially which created many problems</p> <p>Salaries very inadequate</p> <p>No increase in staff</p> | <p>Significant increase as a result of the Reorganizational Act of 1907</p> <p>State Superintendent of Public Instruction determined the salary, traveling expenses and office expenses of each deputy superintendent</p> <p>Significant increase in Superintendent's office staff</p> | <p>Increased appropriation of funds under Peabody Formula made possible the operation of schools on a more adequate financial basis</p> <p>Rapid population growth in the sixties and the seventies created need for additional personnel in State Department</p> <p>Inadequate funding of salaries and additional staff to successfully carry out the many functions required by the small counties</p> |

| Factors | Territorial Period 1861-64 | Beginning of Statehood 1864-1907 | Intermediate Period 1907-49 | Modern Period 1950-1985 |
|-------------------------------------|---|---|---|---|
| Local versus State Control | <p>Counties reported to State Superintendent</p> <p>County Superintendent elected and was the principal educational officer of the county</p> <p>State Superintendent frustrated with county superintendents' incapacities and unsatisfactory performance</p> <p>County Superintendents in control, but ineffective</p> | <p>State Superintendents want to see county superintendents with greater control</p> <p>Control rested with county boards</p> | <p>Reorganizational Act of 1907 centralized general control of schools in the office of State Superintendent of Public Instruction and the State Board of Education</p> | <p>County Superintendents regained more local control</p> <p>State Superintendent supported local authority and perceived the state superintendent's office as a service department to the local districts</p> <p>In 1980, State Superintendent saw a need for more authority and greater State control</p> |

| Factors | Territorial Period 1861-64 | Beginning of Statehood 1864-1907 | Intermediate Period 1907-49 | Modern Period 1950-1985 |
|---|--|--|---|---|
| Effect of Transportation and Technology | <p>Large land area, scattered communities</p> <p>Sparse population</p> <p>Communications very limited</p> <p>Significant factor in terms of supervision</p> <p>Supervision by Superintendent almost non-existent because of poor communications and transportation systems</p> | <p>Continues to be a significant factor</p> <p>Supervision continues to be almost non-existent</p> | <p>Advancement in automation and technology brought about significant improvements in supervision</p> | <p>Computers introduced to State Department Administration by computerized objectives which aided in accountability</p> |

Chapter 5

Summary, Conclusions and Recommendations

This study traced the evolution of the office of the State Superintendent of Public Instruction in Nevada from the time of territorial organization in 1861 to the present date. The study focused primarily on the State Superintendent's job description during the stated period.

The initial legislation adopted by the Territorial Legislature created the position of State Superintendent of Public Instruction without providing any other support or service staffs. In 1861, when the office was created, little consideration was given for funding, qualification to hold office, level of authority based on statutes or limitations imposed by geography.

The evolution of the office was influenced by five major factors. These factors were: (1) level of authority based on statutes, (2) personal power of individual holding office, (3) educational funding, (4) local vs state control of education and (5) transportation and technology. Each has been of significance, to various degrees, throughout the history of the state superintendent's office. These five factors have also had direct impact on the superintendent's role or job description.

During the territorial period and many years following, even though the superintendent was charged with the major responsibility of organizing and developing a

system of public instruction in Nevada, his duties were primarily clerical. He had no secretary, clerk, typist or assistant. The superintendent's office consisted of one person, the superintendent. Teachers wrote directly to the superintendent for teaching certificates, and he responded. Copies of letters to H.C. Cutting requesting certification are illustrated in Appendix E, F, G.

Clerical matters such as this consumed a great deal of the superintendent's time which left little time for supervisory functions.

The ineffectiveness of the county superintendents created more problems. Lack of funds to adequately pay for the county superintendents resulted in many of them considering their job as county superintendent as little more than a second job or source of income. The lack of prestige and pay for county superintendents resulted in inadequate attention given to the needs of education in the counties. Little if any supervision was conducted by these men.

The law did not give the State Superintendent the power to deal effectively with inadequate performance, therefore there was a need for changes in the statutes.

The progress that was made in the State Superintendent's office during these early years was primarily as a result of the Superintendent's personal power. These men were champions of education and dedicated to improving education.

The first changes in the statutes, in 1864 when Nevada became a state, did little to improve the role of the State Superintendent. His salary increased from \$1,000 to \$2,000 and more funds were provided for building schools, purchasing textbooks and providing teacher institutes, but no changes in the statutes affected the superintendent's level of authority and his duties continued to be clerical and non-supervisory. The performance of county superintendents was deplorable. District Attorneys became ex-officio county superintendents which caused more problems. Virtually no supervision of schools was taking place during these early years of statehood. Control rested with county boards.

State Superintendents between 1864 and 1907 worked aggressively for a reorganization act to give the state superintendent more authority. With the passage of the Reorganizational Act of 1907, for the first time significant changes occurred in the State Superintendent's office. The level of authority given the state superintendent based on statutes was significantly increased. The office of county superintendent was abolished and deputy superintendents recommended by the state superintendents assumed the responsibilities of county superintendents. For the first time, control of schools was centralized and rested with the office of State Superintendent of Public Instruction. It was during this period, 1907-1949 that the State Superintendent had the greatest control.

Because of the superintendent's increased positional power, his personal power was not as much of a factor in shaping his role. However, personalities of the state superintendents continued to be present in recommendations and programs implemented by them. An example of this would be Mildred Bray who implemented programs that reflected her humanistic personality. For example, hot lunch programs and expanded kindergarten programs.

The Reorganizational Act of 1907 also brought significant increases in educational funding. This had an impact on the state superintendent's role because he was able to increase his office staff which allowed him to be more involved in administrative functions and less involved in clerical functions.

Administratively, the state superintendent worked closely with his deputies to ensure that the schools were more closely supervised. The sections of the Act providing for deputy superintendents were considered the most important aspect of the law, and it was a radical departure from laws which had governed the schools since Nevada was admitted to the Union in 1864.

The deputy superintendents of public instruction devoted their entire time to school supervision and could not engage in other work while holding office.

From the creation of the State Superintendent's position, the large land area, scattered communities and sparse population had a tremendous effect on the State

Superintendent's role. Supervision was almost non-existent because of poor communication and transportation systems. The appointment of deputy superintendents helped in terms of supervision but, the vast amount of territory which each deputy was required to travel twice a year, and the travel conditions, made the position a very difficult one.

With the passage of time and with advancement in technology, geography was no longer a significant factor in the State Superintendent's role. Technology, however, became a very significant factor from the 1950's to the eighties. The implementation of computers into the state department by Burnell Larson was felt by him to be one of his most significant accomplishments. He felt that this was a milestone for administration and accountability and had a significant impact on the superintendent's role.

The Peabody Formula of 1955 was the next significant legislative enactment which resulted in revolutionary changes in the educational organization and support of schools. The Peabody Formula called for the consolidation of the 207 existing local school districts into seventeen county school districts to operate under the jurisdiction of elected school boards. This brought about another major change in the superintendent's role. Under the Peabody Plan, county boards of school trustees elected county superintendents to administer schools. This brought control of schools back to the local districts. The State Superintendent became a service arm to local districts.

supervision of schools became the responsibility of county school superintendents and county administrators.

The role of deputy superintendents changed also. The deputies no longer supervised their districts. Their duties were changed to reflect speciality fields. In 1958 the deputy superintendents of the First, Second, Third, Fourth and Fifth districts were discontinued. They assumed other jobs in the State Department. R.H. Manning became the Assistant Superintendent in charge of personnel; Dwight Dilts, Assistant Superintendent, Finance and Statistics; Roxie Coperhaver, Assistant Superintendent, Curriculum; and Charles Ryan, Assistant Superintendent for Administration and Certification. The new assistant superintendents were staff positions. This was a major change from the line positions they held as deputy superintendents.

In 1959, Byron Stetler became the first appointed State Superintendent of Public Instruction. This change was brought about because the position was becoming too political. As Marvin Picollo, former superintendent in Washoe County and Executive Director of the State School Board Association, pointed out that having an elected state board and an elected State Superintendent was not the ideal for having harmonious conditions.

Byron Stetler, Burnell Larson, Kenneth Hansen, John Gamble, and Ralph Desibio were State Superintendents who felt their office should be a service department of the

local school districts. They felt that the control and supervision of schools should rest with local school districts.

In 1967, the Nevada Plan which dealt primarily with funding, superceded the "Peabody Formula". The weighted average daily attendance of pupils in grades K-12 was multiplied by the average cost per child in the county to find state minimum requirements for a county school system. To determine "local funds available" these figures were added: proceeds of a 70 cent county-wide tax on assessed valuation, 25% of funds from P.L. 874, and proceeds of a one cent local (sales) school tax. From the figure attained by finding State minimum requirements is subtracted the figure designated as the sum of "local funds available." The result represented the State's appropriation to a county's school fund.

During the period from 1967-1975, very little changes took place in the role of the State Superintendent. The State Superintendent's major responsibility was to work with the state legislature to secure adequate funding for education. This continues to be a main function.

Significant increase in the personnel of the state department made it possible to provide services to local districts as needed. Small rural districts required the services of the state department much more than the larger districts of Clark and Washoe Counties.

A major change in the Chief State School Officer's role has been caused by the emergence of two large county school districts in the state. Because of their size they do not expect the services of the smaller counties. The reason for this is their access to resources has enabled them to provide these services. They have also assumed a primary educational leadership role in the state of Nevada. Clark County often sets the pattern for the State Department and other county school districts. An example of this is the number of graduation requirements established by Clark County exceeded the number the state required. Recently the State added the same number that Clark County established.

An example of how the Clark County School District has usurped the role of the State Superintendent's office is by conducting their own in-service training and staff development activities for teachers and administrators. In small rural districts the State Superintendent's office provides much of the training.

To help answer some of the questions raised concerning the State Superintendent's responsibilities, Ted Sanders wrote the first "Position Description and Work Performance Standards for the Superintendent of Public Instruction in Nevada." This document is provided in Appendix D.

The office of the State Superintendent of Public Instruction in Nevada has undergone many changes from the time of territorial organization in 1861 to the present.

Conclusions

With all of the changes that evolved over the years, it was concluded that many of the issues and problems of the past were the same as today.

Salaries were a major problem in 1861 and continued to be a problem in 1985. Many teachers were leaving the profession because of inadequate salaries. It was getting more and more difficult to find qualified teachers in the fields of science and math.

Funding for education was a constant battle in the state legislature. The state office was understaffed and there were not enough resources to adequately carry out the responsibility of the state office.

Teacher competency was a concern and problem throughout the history of education in the state. A large portion of the certificates were granted to persons failing the examination and teacher competency currently continued to be a major concern.

Level of authority based on the State Superintendent's positional power (statutes) was a major concern in 1880 and it continued as of this writing. Superintendent Sessions said in his biennial report of 1880, "the incumbent (state superintendent) should be vested with some authority. At present, officially, he is a man of straw. The most conspicuous thing he has to do is visit schools." When Ted Sanders was asked what he would change in his job, his

response was, "to provide the State Superintendent greater authority to intervene when local districts are non-responsive." He gave the same response when asked how he could make his job more meaningful. Ted Sanders was unhappy with the fact that the State Superintendent lacked enforcement authority to require local school districts to comply with state department educational requirements. He lacked an effective sanction that could be used to force compliance.

Another major concern of Sanders' was insufficient funding to carry out his responsibilities and insufficient salaries for personnel. When Sanders left office in January of 1985, his salary was \$44,000. He became the State Superintendent of Illinois at a salary of \$75,000, plus benefits and expenses bring this to approximately \$100,000.

Myrna Matranga, the deputy Superintendent, did not apply for the job. She felt that the salary of \$44,000 was insufficient for the responsibilities the job entailed. She will be leaving her position of acting State Superintendent in July, 1985, to assume a teaching position with the University of Nevada, Reno.

In recruiting a replacement for Ted Sanders, the State Board was unsuccessful in attracting quality candidates the first time around at a salary of \$44,000. The salary was raised to \$56,000 and a second attempt is being made to hire a replacement.

The future role of the State Superintendent continues to hinge on the charisma and personal power that the individual brings to the office and bears directly on the political process to acquire resources for public education. The State Superintendent must be a visible leader with greater authority to carry out his responsibilities.

Recommendations for Further Study

The following recommendations for further study were made:

1. A comparative study of elected chief state school officers and appointed chief state school officers in the United States.
2. A comparative study of salaries among chief state school officers in the United States.
3. A complete examination of the State Department of Education to determine its value and need.
4. A comparative study of the role of chief state school officers in the Western United States.

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Appendix A

Interview Questions

1. From what period did you serve as State Superintendent of Public Instruction in Nevada?
2. Did you have a written job description?
3. What were your job responsibilities?
4. To what extent, and tell me how does your actual job deviate from your job description? Give me an example.
5. What do you like most about your job?
6. What do you like least about your job?
7. What changes would you like to see in your job?
8. How could your job (position) be more meaningful?
9. What significant events have occurred while you've been in office that affected your role as state superintendent?
10. Are you aware of significant changes which have occurred over the years? If so, tell me about them.
11. As a former state superintendent what impact do you feel you've had on education?
12. Is there anymore information you can provide that you feel might be helpful to my study?

Appendix B

The following is a summary of the qualifications of the State Superintendent from 1864 to 1921.

Qualifications of State Superintendents

From 1864 to 1921, State Superintendents of Public Instruction were elected, the statutes providing that they be voters of the state. Otherwise, there were no qualifications. It is not surprising, however, for but few people then realized that the position was one demanding educational leadership. In 1921, educational qualifications to hold this office were listed as follows:

1. graduate of the University of Nevada or college of equal standing.
2. holder of a Nevada teacher's certificate of high school grade.
3. attainment at time of nomination of at least 20 credit hours in education subjects.
4. successful teaching experience of not less than 45 months, at least 20 of which shall have been in the State of Nevada.

No legal change was made in these qualifications until 1957, when the law required:

1. the Superintendent to be 21 years at time of appointment and
2. hold a master's degree in the field of education of school administration.

These are the present qualifications for this office.

Appendix L

The following is a summary of the duties and powers of the State Superintendent from 1864 to 1985.

Duties and Powers of State Superintendent

The duties and powers of the State Superintendent of Public Instruction are best exemplified by including in this report a list of such powers and duties for selected years of the Statutes and of the School Code. This writer has chosen the years 1864-65 and 1907 of the Statutes, and 1935, 1947, and 1965 of the School Code. The session of the Legislature held in 1864-65 is chosen as it was the first one operating under the Nevada Constitution. In 1907, the schools were entirely reorganized giving to the State Superintendent new powers and new duties. The School Code of 1935, 1947, and 1965 are selected to show the rapid changes in the Superintendent's duties during these years.

The Statutes of 1864-65 list five:

1. To make annual report to Governor.
2. To visit each county once a year.
3. To convene a State Teacher's Institute annually.
4. To prescribe, prepare, and distribute forms and school registers.
5. To apportion school monies to counties.

The Statutes of 1907 list ten:

1. To visit each county.
2. To apportion State Aid.

3. To apportion county aid.
4. To report to the Governor biennially.
5. To prescribe rules and regulations for making reports and keeping the school register.
6. To convene State Teacher's Institutes biennially in even numbered years and District Teacher's in odd numbered years.
7. To call County Teachers' Institutes when necessary.
8. To appoint school trustees.
9. To nominate deputies.
10. To perform such other duties relative to the public schools as may be prescribed by law.

The School Code of 1935 lists the following eight:

1. To visit each County in the State at least once a year.
2. To apportion the State Distributive School Fund.
3. To apportion the County School Funds.
4. To report to the Governor biennially.
5. To prescribe rules and regulations for making reports.
6. To convene State Teachers' Institutes biennially in even numbered years.
7. To call County Teachers' Institutes.
8. To perform other duties relative to public schools.

The School Code of 1947 lists the following:

1. To visit each county at least once a year.
2. To apportion the State Distributive School Fund.
3. To apportion the County School Fund.
4. To report to the Governor biennially.
5. To prescribe rules and regulations.
6. To convene a State Teachers' Conference and five District Teachers' Conferences.
7. To perform other duties relative to the public schools.
8. To prepare and supply printed materials to school trustees and teachers.
9. To act on appeals.
10. To be a member and secretary of the State Textbook Commission.
11. To fill vacancies in school boards in accordance with law.

The 1965 Code, in its opening sentences, reads as follows: As executive head of the State Department of Education the superintendent of Public Instruction shall perform duties prescribed by law and also:

- (a) Execute, direct and supervise all administrative and technical activities of the department in accord with the policies prescribed by the State Board of Education,
- (b) Employ such personnel as are approved by the State Board of Education and as are necessary for efficient

operation of the department, (c) Be responsible for organizing the department in a manner which will assure efficient operation and service, (d) Be responsible for maintaining liaison and coordinating activities with other state agencies exercising educational functions.

In addition to these more general statements, the Code also lists the following:

1. Execute, direct and supervise all administrative and technical activities of the department.
2. Employ such personnel as are approved by the State Board of Education.
3. Be responsible for organizing the department.
4. Be responsible for maintaining liaison and coordinating activities with other state agencies.
5. The Superintendent of Public Instruction shall perform such other duties relative to public schools as may be prescribed by law.

In an earlier period in Nevada's educational history, State Superintendents felt their authority limited. Following the Peabody Plan, State Superintendents felt the powers and duties gave this official sufficient authority to exercise real leadership. In recent years, 1979-85, the State Superintendent did not feel he had sufficient authority or power.

MAP OF NEVADA 1985



Appendix D
Position Description
and
Work Performance Standards
For The
Superintendent of Public Instruction

| <u>Principal Assignments</u> | <u>Specifics of Assignments</u> |
|---|---|
| 1. Serves as the executive head of the Department of Education (NRS 385.010 and NRS 385.330). | <p>1. a. Executes, directs and supervises all administrative and technical activities of the department in accordance with the policies prescribed by the State Board of Education.</p> <p>b. Appoints professional staff and other personnel and assigns their duties.</p> <p>c. Organizes the department in a manner which will assure efficient operation and service.</p> <p>d. Maintains liaison and coordinating activities with other State agencies exercising educational functions.</p> |
| 2. Visits schools and consults with educators (NRS 385.180). | <p>2. a. Visits each county in the state at least once a year and conducts institutes, visits schools, consults, with school officers, or addresses public assemblies on subjects pertaining to the schools (may be carried out by delegation or staff)</p> <p>b. Consults and studies with school officers and educators of Nevada and other states on topics of school administration, school methods and school law.</p> |

3. Conducts conferences for teachers and school administrators. (NRS 385.190).
 3. a. Convenes teacher's conferences in the various sections of the state in such places and at such times he deems advisable.
 - b. Engages conference lectures and leaders.
 - c. Presides over and regulates the programs for all teacher conferences.
 - d. Convenes administrator conferences.
4. Prescribes and regulates the execution of certain reports (NRS 385.200 and NRS 386.370).
 4. a. Prescribes and modifies proper and necessary rules and regulations for making all reports and conducting all necessary proceedings under NRS 385.150 to NRS 385.270, inclusive.
 - b. Furnishes suitable blanks upon which the required reports shall be made.
 - c. Causes the blanks, with such instructions as shall be deemed necessary and proper for the organization and government of schools, to be transmitted to the local school officers, who shall be governed in accordance with the instructions.
 - d. Requires each local board of trustees to submit such reports as he deems necessary.
5. Prepares registers, pamphlets, and forms (NRS 385.210).
 5. a. Prepares a convenient form of school register for the purpose of securing accurate returns from the teachers of public schools, and shall furnish such registers to each school board to be delivered to each of the teachers of its schools.

5. Continued
5. b. Prepares pamphlet copies of the school law, and shall transmit a copy to each school, school trustee, and other school officers in the state. When additions or amendments are made to the school law, he shall have them printed and transmitted immediately thereafter.
6. Prepares a biennial report to the governor (NRS 385.230).
6. a. Prepares a biennial report, on or before December 1 in the year immediately preceding a regular session of the legislature, to the governor. The report shall contain:
- (1) A statement of the public school affairs in the state;
 - (2) A statement of the condition and amount of all funds and property apportioned and dedicated to the purposes of public education or under the control or supervision of the Superintendent of Public Instruction;
 - (3) The amount of public school monies apportioned to each county;
 - (4) The separate amount of money raised by county taxation and the sources thereof;
 - (5) The amount of money raised for building public schoolhouses;
 - (6) A statement of plans for the management and improvements of public schools;

- 6. Continued
 - (7) Such other information relative to the educational affairs of the public schools of the state as he deems proper.
- 7. Approves library books (NRS 385.22240).
 - 7. a. Approves or disapproves lists of books for use in school libraries, but such lists shall not include containing or including any story in prose or poetry the tendency of which would be to influence the minds of children in the formation of ideals not in harmony with truth and morality or the American way of life, or not in harmony with the Constitution and laws of the United States or of the State of Nevada.
- 8. Administers the higher education student loan fund.
- 9. Prepares and publishes, if directed by the State Board, a bulletin as the official publication of the department.
- 10. Appoints and directs the activities of the Deputy Superintendent and Associate Superintendent for administration.
- 11. Apportions the State Distributive School Fund among the county school districts (NRS 387.124).
- 12. At his discretion and when directed by the State Board, shall verify by independent audit or other suitable examination the enrollments and daily

attendance submitted by
any district (NRS 387.126).

13. Serves as the executive officer of the State Board for Vocational Education (NRS 388.340 and NRS 388.370).
 13. a. Employs personnel for such positions as are approved by the board and necessary to carry out properly the provision of NRS 388.340 relating to vocational education.
 - b. Carries into effect such regulations as the State Board for Vocational Education may require.
 - c. Maintains an office for the board.
 - d. Keeps all records of the board.
 - e. Reports biennially to the governor.
14. Serve, or designate someone to serve, on the State Textbook Commission (NRS 390.020).
 14. a. Certify members of the State Textbook Commission as having been actively engaged in school teaching or administration in a school district of this state for at least 4 years prior to appointment.
 - b. Designate a member of the staff of the Department of Education to serve as secretary to the commission.
15. File with the clerk of the board of trustees of each local school district a directory of all teachers and other educational personnel who hold certificates entitling them to draw salaries from the county school district fund and shall advise

the clerk from time to time of any changes or additions to the directory (NRS 391.108).

16. Appoint hearing officers to hear and make recommendations in cases of demotion, dismissal, or nonreemployment (NRS 391.110).
17. Issue certificates to all qualified persons under the regulations of the State Board of Education.

Appendix E

Oprington N.H.
Feb. 2nd '98

Wm. H. C. Cutting,
Carson, N.H.

Dear sir:-

I hope you will pardon me
for again bothering you, but I thought I
would again ask you about my certificate.

I suppose with your many other duties
it is very tiresome to be answering
my letters, but I have been very much
worried about my certificate, and Mr.
J. H. Beam, the Clerk of the Board, wished
me to write to you.

Hoping soon hear from you,
I am,

Yours very truly
Mae Palmer

To be granted a N. H. certificate
good for three years

Appendix F

Eureka Nevada,
Oct. 18 '98.

Mr. H. C. Cutting,
Carson Nevada.

Dear Sir,

I have sent my papers to you as requested. I intend leaving next week to take my school and would like you to please indorse as soon as possible. If you cannot have it done before election I wish you would please drop me a few lines, so I can show them to Maj. Treece, that it will be all right.

I have been working in your behalf already and think I have secured two votes and one is a Republican.

Hoping that the coming election will bring you great success,

I remain,

Respectfully yours,
Anna Mc Garry.

Appendix G

Austin, Nevada Sept. 1, 1898.

Mr. H. C. Cutting;
Supt. of Nev. State Bd of Education;

Dear Sir; -

I have been elected by the Board of Trustees of Austin, Lander County to teach in the Primary Department of their school for the ensuing term.

I am a graduate of a California Normal School and at present hold a valid Normal School Diploma granted July -, 1898. In my application for the position of teacher in this school, I stated fully and clearly in regard to my credentials, and on a fair representation of the same I was elected. After receiving my official notification of election to the position, I, at some expense, left my home in Oakland, Cal. and came to Austin (which town, by the way, is my birth-place, and the place where I received the greater part of my education.

After reaching this place, Mr. Jones, the County

Superintendent is in doubt as to whether he can legally grant me a certificate to teach in Nevada basing his refusal upon Art. VIII. Sect. I. of your compilation of School Laws, and I, hereby, make appeal to you in the matter, asking either that a certificate be granted me by your Board or that Mr. Jones be notified to grant me a certificate on or before September 5, 1898, that I may enter upon my duties as teacher on that day.

This Board of Examiners have heretofore granted certificates to without question to holders of California or other Normal Diplomas and at the present time graduates of our Normal Schools are teaching all over your State, and to you as an honorable gentleman I appeal for whatever rights may be mine.

Yours truly,

E. M. Price,

Austin,

Nevada.

A History of The Office of Nevada's State Superintendent
of Public Instruction

1861 - 1985

Abstract

The purpose of this study was to trace the evolution of the Office of the State Superintendent of Public Instruction in Nevada from the time of territorial organization in 1861 to the present date with emphasis on the role of the superintendency, definition of the role, the public's perceptions and actual execution of the position.

The study showed the various stages of progress and change which the Office has undergone in its four distinct periods of growth. It identified five distinct factors which have influenced the State Superintendent's role during each of the four periods. The five factors were: 1) level of authority based on statutes, 2) personal power of the individual holding office, 3) educational funding, 4) local vs. state control of education, and 5) transportation and technology. Each of these factors had been of significance, to various degrees, throughout the history of the state superintendent's office. This study also detailed the problems, confusions, and lack of authority which were prevalent during each of the four periods.

In presenting this particular study the writer concentrated on four distinct phases of development:

- 1) the territorial period between 1861-1864,
- 2) beginning of statehood from 1864-1907, when each county had its duly elected county superintendent of schools,
- 3) the intermediate period from 1907-1949 when the Reorganization Act of 1907 was established and implemented along with the Deputy Superintendent of Public Instruction, and
- 4) the modern period from 1950-1984 when the state went from 207 school districts to 17 districts.

Each period was considered separately with a direct focus on the Office of the State Superintendent of Public Instruction.