

LEGISLATIVE CONTROL
OF
STATE NORMAL SCHOOLS



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THE LEGISLATIVE CONTROL OF STATE NORMAL SCHOOLS

BY

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CONTENTS

	Page
INTRODUCTION	7
CHAP. I. LEGISLATIVE PROVISIONS FOR THE CONTROL OF STATE EDUCATIONAL INSTITUTIONS	11
The Data	
Graphs	
Summary	
CHAP. II. SIGNIFICANCE OF DIFFERENT TYPES OF BOARDS OF CONTROL	86
The Function of a Board	
Types of Boards	
Multiple vs. Unit Boards	
Detailed Provisions for a Unit Board	
Summary	
CHAP. III. PROVISIONS RELATING TO TEACHER TRAINING AGENCIES PROPOSED FOR LEGISLATIVE ENACT- MENT	124
State Board of Education	
Distinctive Features of Proposed Legislation	
CHAP. IV. RESULTS OF SUGGESTED PROVISIONS	131
Details of Forms Recommended	
APPENDIX A. TYPE REPORTS	158
APPENDIX B. COMPARATIVE COSTS	163

INTRODUCTION

State-controlled institutions have at least two important parts in their make-up. The one part consists of certain regulative provisions made by the commonwealths which sanction the existence of such institutions, and which set forth in very general terms a few provisions for their control. The other part consists of the administrative machinery of the institution itself, its materials, programs, traditions, standards and methods. The latter part concerns many people; the first part comparatively few. The many often realize that the processes of the institution are influenced by the first part, but they fail to see or understand how, when, or why. The few people who are responsible for the first part are generally well-disposed towards the many and intend that all their actions shall work advantageously for them; yet they often fail to realize the effect of such actions upon the processes of the institution itself. The importance of the interplay of the two parts is often overlooked, and those working diligently in the one often wonder why the other is not more efficient. The public at large is interested in aims and results, and rightly views these two parts of institutional life as essential factors working as one unit to accomplish the originally conceived purpose.

For seven years the writer has observed, from two different positions within state educational institutions, the interplay of the two parts mentioned above. He has collected evidence that the efficiency of a state educational institution, particularly one whose duty it is to train teachers, may be affected by the legislative provisions made for its board (or boards) of control, by the board's conception of its own duties, and by the ideal which it sets for the personnel of the institution, especially for the chief executive. The problem, therefore, is to show how the provisions made by legislative enactment and the interpretation of these provisions, affect teacher training agencies. It is

taken for granted that a large part of the efficiency of any educational institution is due to the persons most intimately concerned with its work,—the classroom teachers and the students. More generally speaking, efficiency is accomplished through the teaching that the institution provides. It is our contention, however, that the teaching is vitally affected by the provisions for control, and especially by the interplay of board and executive head of school. Out of this accepted assumption, certain questions arise:—What is the best type of board that a state can provide by legislative enactment for the control of its teacher training agencies? What details should be included in the provisions of the law? What kind of organization should the board provide for its own work? What kind should it provide for the work within the institution itself? What evidences are there that many states need to modify their legislative provisions relating to the control of teacher training agencies? What advantages would come to these institutions from such provisions suggested by the answers to these questions?

Most of the material relating to legislative control of educational institutions is found in the statutes of each state. In every case the special compilation of school laws was consulted as a help in interpreting the statutes. The provisions for educational control were carefully charted as found in Chapter I; graphs were constructed showing the relationship of the different provisions such as found in Chapter II; these, together with certain other data used in the study were sent to two or more selected men in administrative positions in each state with the request that they check each item for accuracy, and supplement each part so as to make the study complete and typical for their own state. Much of the objective material used in Chapter III was collected while the writer was in administrative work in a state normal school and could secure it at first hand. Other schools were visited, new material collected and the old verified in this way. The forms suggested for use by boards of control and by institutions were constructed out of practical experience, and by comparing those used by the writer with similar forms collected from other state normal schools. These

forms, together with other material, are on file in Teachers College, Columbia University. Many of the opinions quoted in this study are frank statements made by one administrator to another rather than statements worded at the request of a student.

The statutory provisions relating to the control of educational institutions have been collected from forty-four states. Since the study is centered upon special teacher training institutions, primarily upon state normal schools, the states of Delaware, Florida, Nevada, and Utah are omitted because they have no typical state-controlled normal schools. The data contained in Table 1 are intended primarily to throw light upon the manner of controlling state normal schools; hence, the board controlling the normal is placed first in the outline. Boards controlling state universities are placed second, and are included because of the activity of universities in training teachers. The other boards listed are boards of educational or financial control, and are included in order to show the type of state control and because of their interrelationship with teacher training activities. The boards listed include practically all the boards provided by each state for educational control. Those omitted are minor ones which, if included, would not affect one's understanding of the state's type of control. At the head of each board in the list is placed the state superintendent or commissioner of education because of the relationship which he sustains to many boards of control.

The method of procedure in presenting the problem and its related questions was (1) to select and exhibit the data which are germane to the questions; (2) to present the advantages and disadvantages of the details involved; (3) to present authoritative opinions and studies in the field of educational and business control which have set certain criteria; (4) to judge by these standards and criteria the efficiency of existing forms of educational control of teacher training agencies; (5) to suggest provisions for future legislative enactment for the control of teacher training agencies; (6) to set forth certain advantages to a state-wide program for training teachers resulting from such legislative provisions.

CHAPTER I

LEGISLATIVE PROVISIONS FOR THE CONTROL OF STATE EDUCATIONAL INSTITUTIONS

SECTION A

THE DATA

The purpose of this section is to exhibit the main legislative provisions that relate to the control of state normal schools and state universities, and to the control of other state educational institutions. All existing legislative enactments relating to state normal schools are represented in the data. Most of the legislative provisions and constitutional enactments relating to state universities are included. Sufficient examples of legislation relating to other state educational institutions are given to set forth clearly the type of general educational control in each state. It should be noted that the outline presented in Table 1 provides seven items, each more or less important for the control of educational institutions, as will be shown later in the study. Under the name of each state will be found (1) the exact title of each governing body; (2) a brief statement of the function of that body; (3) the number of members, distinguishing between regular and *ex officio* members; (4) the qualifications (wherever they were listed in the statutes); (5) the method of choosing the members; (6) the length of term; (7) the compensation.

Wherever a blank space is found following the title of a governing body it may be inferred by the reader that the caption heading does not apply to the governing body, or that the information called for by the heading could not be secured through reasonable effort.

TABLE I.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS

Name of State, Title of Official School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
ALABAMA						
State Superin- tendent of Edu- cation.				Elected by popu- lar vote.	Four (4) Years.	
State Board of Education.	Full control and supervision of the public school system through the su- perintendent, and of the state insti- tutions except as shown below—su- pervises the educational work of char- itable, penal and reformatory insti- tutions and is the vocational board.	Eight (8)—the superintendent is the su- <i>ex-officio</i> chairman and the governor <i>ex-officio</i> membership. member.	Character and fitness—appoint- ees of the Board and not eligible to membership.	The six are ap- pointed by the governor.	Twelve (12) Years.	Ten (10) dollars a day and ex- penses. Pay lim- ited to 25 days.
Board of Trustees	Management and control of the Uni- versity.	Thirteen (13) —two members from each con- gressional dis- trict, Governor and Supt. <i>ex-of- ficio</i> members.		Vacancies filled by the Board it- self, and con- firmed by the senate.	Twelve (12) Years.	Actual expenses.
Board of Trustees	Management and control of Ala- bama Polytechnic Institute.	Fourteen (14)— Gov.; Supt. <i>ex- officio</i> member.		Appointed by the governor.		Actual expenses.
Board of Trustees	Management and control of Alabama Technical Institute and College for Women.	Fourteen (14)— governor and su- perintendent <i>ex- officio</i> members.	One from each congressional dis- trict and two at large.	Appointed by the governor.	Twelve (12) Years.	Actual expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
ALABAMA Board of Control and Economy	Has care and management of equipment, repairs, insurance, and accounting of all state property. Makes emergency purchases for state institutions—also stationery, books and supplies for counties when authorized to do so.	Three (3).		Appointed by the governor.	Chairman a four years—members two—or at will of Governor.	Chairman \$6,000; members \$4,000.
State Council of Education	To coordinate the educational efforts of the three state institutions of higher learning.	Ten (10) all <i>ex-officio</i> members.	The governor, state superintendent, two members of the state board of education, the president of each of the three state institutions, and a member of each board of trustees.			

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
ARIZONA						
State Superin- tendent of Pub- lic Instruction.				Elected by the people.	Two (2) Years.	
Board of Educa- tion (one for each normal school).	Management and control of the normal school.	Three (3) — the Supt. is <i>ex-officio</i>		Appointed by the governor.	Two (2) Years.	Four dollars per day, traveling expenses and 10 cents mileage.
State Board of Education	Designated as State Vocational Board—may order and direct retire- ment of teachers.	Eight (8) — the governor, supt., pres. univ. nor- mal principal are <i>ex-officio</i> .	The appointive members must be city supt., a county supt. and a high school principal.	Appointed by the governor.		Transportation and other ex- penses not to ex- ceed \$4 per day.
Board of Re- gents	Full management and control of the University.	Nine (9) — the governor a mem- ber <i>ex-officio</i> .	Not more than four from the same political party.	Appointed by the governor by and with advice and consent of senate.	Eight (8) Years.	Five dollars per day and 10 cents mileage.
State Board of Examiners	Examination of teachers and issu- ing certificates.	Three (3) — the supt. is <i>ex-offi- cio</i> .		The two are appointed by the superintendent.		\$300 per year and traveling expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
ARKANSAS State Superin- tendent of Pub- lic Instruction						
Board of Trustees	Management and control of the Normal School.	Seven (7)—the Supt., Auditor and Treas. are <i>ex-officio</i> mem- bers.	Competent per- sons.	Elected by the people.	Two (2) Years.	
Board of Trustees	Management and control of the State University.	Seven (7)—the Governor and Supt. are <i>ex- officio</i> members.		Appointed by the Governor.	Six (6) Years.	Mileage. Two dollars and fifty cents per day and neces- sary expenses.
Board of Trustees (one for each district ag- ricultural school)	Management of the district agri- cultural schools.	Five (5).	Intelligent far- mers.	Appointed by the Governor.	Ten (10) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
CALIFORNIA State Supt. of Public Instruc- tion						
Board of Trustees (local for each normal)	Educational control of normal schools, except control delegated to Board of Education. Finances are handled by the State Board of Control.	Seven (7)—the Governor and Supt. are <i>ex-officio</i> members.	None specified.	Elected by popular vote.	Four (4) Years.	Actual expenses including mileage.
Board of Regents	Management and control of the State University—financial and educational.	Twenty-two (22) Governor, State Supt., Speaker of Assembly, Pres. of Univ., Pres. of Mech. Inst., Pres. of Agr. Soc. are <i>ex-officio</i> members.		The five are appointed by the governor with advice of Senate.	Four (4) Years.	
				The fifteen are appointed by the Governor.	Sixteen (16) Years.	Fifteen dollars and expenses.
State Board of Education	Make rules and regulations for its own appointees, and for all schools receiving state funds except the University. Appoint a commissioner of elementary schools, one for secondary schools, and one for industrial and vocational education. Adopt and publish text books. Complete jurisdiction over all expenditures. Have authority to pre-audit every proposed expenditure in every state institution.	Eight (8)—the State Superintendent is chief executive and secretary <i>ex-officio</i> .	Appointees shall hold no salaried educational position.	The seven members are appointed by the governor.	Four (4) Years.	Ten dollars per day for committee work not to exceed \$2500 in any fiscal year.
State Board of Control		Three (3)	Members not to engage in any private business requiring personal attention between 9 a. m. and 5 p. m.	Appointed by the governor.		\$4000 per year.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
COLORADO						
State Superintendent of Public Instruction	Full management and control of the State Normal and State Teachers College.	Seven (7)—Supt. <i>ex-officio</i> member.	None specified.	Elected by the people.	Two (2) Years.	
Trustees of the State Normal and State Teachers College				Appointed by Governor and ratified by the Senate.	Six (6) Years.	Actual expenses.
Board of Regents	Full management and control of the educational and financial interests of the University.	Six (6).		Elected by the people.	Six (6) Years.	Four dollars per day and mileage.
State Board of Education	Issue diplomas and appoint Board of Examiners.	Three (3) members.	All <i>ex-officio</i> . State Supt., Secy, State, Atty. Gen.			
State Board of Examiners	Examine applicants for certificates.	Nine (9)—Supt. is president.	Citizen recommended by state educational institutions.	Appointed by State Board of Education.	Four (4) Years.	
CONNECTICUT						
State Board of Education	Appoint an executive secretary and through him manage and control the entire educational system of the state.	Eleven (11)—Gov. and Lt. Gov. are <i>ex-officio</i> .	One member from each county.	Appointed by the governor, on the recommendation of the county caucus.	Six (6) Years.	Expenses only.
Trustees	Connecticut Agr. College.	Six (6).		Gov. appoints three, St. Board Agr. elects one, Alumni elect one	Four (4) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
GEORGIA State Superin- tendent of Schools						
Board of Trust- ees (local board for each normal school)	Full management and control of the educational and financial inter- ests of the normal schools.	Seven (7)— State Supt. and chancellor of the university are <i>ex- officio</i> members.	None specified.	Elected by the people. The five are ap- pointed by the governor.	Two (2) Years. Four (4) Years.	Expenses only.
Board of Trustees	Management and control of the educational and financial interests of the University.	Twenty (20)— One from each Cong. Dist., four at large, two from Athens, two <i>ex-officio</i> .	Fitness and char- acter—twenty- five years of age —not trustee of any other male college.	Appointed by the governor.	Eight (8) Years.	Four dollars per day, mil- lage and expen- ses.
State Board of Education	Provide rules for supervision of all schools of the state—course of study for grades and high schools— decide appeals from Supt. and deter- mine his office force and the com- pensation of each employee.	Six (6)—Supt. is and execu- tive agent. Gov- ernor is <i>ex-officio</i> member.	At least three shall be men of high educational standing, and three years prac- tical experience in teaching in Georgia.	The four are ap- pointed by the governor.	Four (4) Years.	Each appointee \$250 per year and expenses not to exceed \$200.
State Board of Vocational Edu- cation	Cooperate with the Federal Board of Vocational Education.	Seven (7)—the chancellor of Uni- versity and Supt. are <i>ex-officio</i> members.	Two members shall be trustees of A. G. R. I. and Mech. schools— one other shall represent mfg. and commercial interests, one la- bor.	The five are ap- pointed by the governor.	Four (4) Years.	Four dollars per day and ex- penses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
IDAHO State Superin- tendent of Pub- lic Instruction				Elected by the qualified voters.	Two (2) Years.	
State Board of Education and Board of Re- agents for the University of Idaho	For the general supervision, gov- ernment and control of all state ed- ucational institutions now existing and which hereafter may be founded. Shall appoint a Commissioner of Ed- ucation, and other specialists and as- sistants. Also serves as the Voca- tional Board.	Six (6) State Supt. is a mem- ber <i>ex-officio</i> .	Must not have been connected with any state educational in- stitution.	The five (5) are appointed by the Governor.	Five (5) Years.	\$100 per year and necessary traveling expen- ses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
ILLINOIS						
State Superin- tendent of Pub- lic Instruction						
Normal School Board (within the Department of Registration)	Full control and management of the five normal schools.	Eleven (11) — Director of Reg- istration and Ed- ucation and Supt. are <i>ex-officio</i> chairman and sec'y respective- ly.		Elected by the people. The nine mem- bers are appoint- ed by the Gov. ernor.	Four (4) Years. Six (6) Years.	Expenses only.
Board of Trustees	Government and control of the State University.	Nine (9).		Elected at large.	Six (6) Years.	Director \$5000, Assoc. \$3,600, Supt. \$4000.
Director of Reg- istration and Education	Performs the duties of many local boards, including the three former normal school boards.	Three (3)—a Director and As- soc. Director and Supt. of Regis- tration.		Appointed by the Governor.		

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
INDIANA						
State Superin- tendent of Pub- lic Instruction				Elected by the people.	Two (2) Years.	
Board of Trustees of the Indiana State Normal School.	Full management and control of the normal school.	Five (5)—the State Supt. is <i>ex-officio</i> mem- ber.	"Competent persons."	The four (4) are appointed by the Governor.	Four (4) Years.	Five dollars per day and travel- ing expenses.
The Trustees of Indiana Univer- sity.	Government and control of the educational and financial interests of the University.	Eight (8).	Not more than one from the same county, ex- cept Monroe, 3 which may have two.	Five elected by the State Board of Education and 3 chosen by Alu- mni.	Three (3) Years.	\$6.00 per day and mileage.
Trustee of Pur- due University	Management and control of the institution.	Nine (9).	Two appointed by the State Bd. of Agr., one by Bd. of Horticul- ture, one by Pur- due alumni, and 3 by the Govern- or.	Three (3) ap- pointed by the Governor.	Three (3) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
INDIANA (Continued) State Board of Education	Constitute a State Teachers Training Board—control the entire system of licensing teachers—select text-books—appoint a committee to visit normal schools and report to Board of Trustees.	Thirteen (13)—Supt., Pres. of Purdue, Pres. of State Univ. to are <i>ex-officio</i> members.	Three city superintendents of 3 largest cities—3 citizens engaged in educational work, one county superintendent, a representative of employee and a representative of the employer.	The six are appointed by the Governor.	Four (4) Years.	Members \$5 per day, mileage and expenses.
Board of Visitors (Indiana University)	To examine property, course of study, discipline, and finances of the University.		The Governor, Lt. Gov., Supt., Speaker of House and Supreme Court Judges.			

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
IOWA	State Superintendent of Public Instruction			Elected by the qualified voters.	Four (4) Years.	
State Board of Education	Full management and control of the State University, College of Agr. and Mech. Arts, the Experiment Station, College for Blind and State Teachers College and College for Deaf. Maintains a business office at each institution.	Nine (9)—the Board appoints three additional members as finance committee	Not more than five from the same political party, nor more than three alumni of the institutions.	Nominated by the Governor and approved by two-thirds of Senate.	Six (6) Years.	Members \$7.00 per day and mileage. Members of the finance committee \$35.00 per year and expenses.
State Board of Vocational Education	Power to study and investigate pre-vocational and vocational education—aid in establishing same—appoint advisory committee of nine members.	Three (3) State Supt., President State Board and Com. of Bureau of Labor.	<i>Ex-officio.</i>			
Board of Examiners	Full management and control of the certification of teachers—may employ a secretary.	Six (6)—Supt. of University, Teachers College and Pres. Agr. College are <i>ex-officio</i> members.	One of the two appointees shall be a woman.	The two are appointed by the Governor.	Four (4) Years.	The appointees \$4.00 per day and expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
KANSAS						
State Superin- tendent of Pub- lic Instruction					Two (2) Years.	
The Board of Administration	Management and control of all the state institutions—employment of business manager for the scientific and economical administration of said institutions. Institutions under the control of the Board are: Univ. of Kansas, Agr. College, Normal schools, School for Blind and Deaf, Pittsburg Man'l Training School, and all penal, charitable and corrective institutions.	Four (4)—the Governor is <i>ex-officio</i> member and chairman.	Chosen for fitness without reference to party politics.	The three are appointed by the governor.	Four (4) Years.	Members receive \$3500 a year and traveling and necessary expenses.
State Board of Education	Appoint an expert secretary who shall serve under the direction of the Supt. He shall inspect colleges and universities accredited by the State Board of Education.	Nine (9), Supt., Press, Univ., Pres. Agr. Col., three normal school presidents, two county or city superintendents, and one county superintendent.	All <i>ex-officio</i> .	Appointed by the governor.	Two (2) Years.	Expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
KENTUCKY						
State Superin- tendent of Pub- lic Instruction				Elected by the people.	Four (4) Years.	
Board of Re- gents for Nor- mal School No. 1 and Board of Regents for Nor- mal School No. 2	Full management and control of the financial and educational inter- ests of the normal schools.	Five (5)—State Supt. is a mem- ber and chair- man <i>ex-officio</i> .	No two shall be appointed from the same county, nor more than three including the Supt. from the same politi- cal party.	Four (4) are appointed by the Governor.	Four (4) Years.	Six cents mil- lage and other necessary expen- ses.
Board of Trustees	Full government and control of the State University.	Fifteen (15)— Gov., State Supt., Com. of Agr.	"Discreet, in- telligent and prudent men."	Twelve (12) ap- pointed by the Governor	Six (6) Years.	Necessary ex- penses.
State Board of Education	Prepare rules and regulations for the common schools—prescribe course of study.	Three (3), State Supt., Sec'y. of State and Atty. Genl.	All <i>ex-officio</i>			
State Board of Examiners	Prepare questions and examine teachers for certificates.	Three (3)— State Supt. mem- ber <i>ex-officio</i> .	The two must be professional edu- cators.	Appointed by the State Supt.		

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
LOUISIANA						
State Superin- tendent of Pub- lic Instruction	Full management and control of the educational and financial inter- ests of the normal schools.	Nine (9)—Supt., Governor and normal are <i>ex-</i> <i>officio</i> members.	The six must be competent white citizens, one resi- dent and five from the five cir- cuits of the Court of Appeals.	Elected by the qualified voters of the state.	Four (4) Years	
Board of Administrators				The six are ap- pointed by the governor.	Six (6) Years.	Five dollars per day and other ex- penses.
Board of Supervisors	Manage and control Louisiana State University, Agricultural and Mechanical College.	Fifteen (15)— Gov., Supt. and Pres. of Univ. are <i>ex-officio</i> members.	Six of the fifteen shall have been students of the University.	Twelve appointed by the governor.	Four (4) Years.	Expenses in at- tending meetings.
Board of Trustees	Manage and control Industrial In- stitute and College.	Ten from each Congressional Dist. and two at large.			Four (4) Years.	
State Board of Education	Prepare rules and by-laws for the public schools of the state—adopt uniform text-books—extend certifi- cates. Govern and control schools for deaf and blind.	Six (6)—State Supt. a member <i>ex-officio</i> .		The five appoint- ed by the gov- ernor and hold degrees.	Five (5) Years.	Actual expenses and per diem equal to the members of the legislature.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MAINE						
State Superin- tendent of Pub- lic Schools				Appointed by the governor with the advice and consent of the council.	Three (3) Years.	
Board of Trustees	Management and control of the educational and financial affairs of the state normal schools.	Five (5)—the State Supt. is executive and secy <i>ex-officio</i> .	Not more than two from the same political party.	The four (4) are appointed by the Governor.	Four (4) Years.	A per diem and expenses.
Board of Trustees	Government and control of the University.	Eight (8).	Citizenship.	Appointed by the governor and confirmed by his council.	Seven (7) Years —the alumni members for three years.	Actual expenses.
State Board of Vocational Edu- cation.	To cooperate with the Federal Board of Vocational Education.	Three (3)— the State Supt. is chairman <i>ex- officio</i> .		The two (2) are appointed by the governor.	Three (3) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MARYLAND State Board of Education	Appoint a superintendent of pub- lic schools—manage and control the entire public school system, includ- ing state institutions.	Seven (7).		Appointed by the governor with the advice and consent of the council.	Seven (7) Years.	Expenses only.
MASSACHUSETTS Department of Education	Full management and control of all state educational affairs, includ- ing the bureau of immigration and nautical schools—the Commissioner of Education shall be the executive and administrative head of the de- partment, and organize such divi- sions and appoint directory boards as may be necessary.	Seven (7) in- cluding a Com- missioner of Ed- ucation.		All appointed by the governor.	The Commis- sioner for five years—members for three years.	The Commis- sioner not to ex- ceed \$7,500. Members serve for actual ex- penses.
MICHIGAN State Superin- tendent of Pub- lic Instruction State Board of Education	Manage and control State Normal College and State Normal Schools.	Four (4)—the Supt. is member and secretary.		Elected by the people.	Two (2) Years.	Three dollars per day and ex- penses.
The Regents of the University of Michigan	Independent and full control of the University of Michigan.	Ten (10)—Pres. and Supt. <i>ex- officio</i> .		Elected by the people.	Six (6) Years.	Actual and nec- essary expenses only.
State Board of Agriculture	Exclusive control of the Michigan Agricultural College.	Six (6).		Elected by the people.	Six (6) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MINNESOTA Board of Directors	Full management and control of the normal schools—elect from its own members a purchasing agent.	Nine (9)—the State Supt. is secretary.	One resident director for each school—no two from the same county.	Appointed by the governor and confirmed by the senate.	Four (4) Years.	Actual expenses.
Board of Regents	Full control and management of the educational affairs of the University and of the financial affairs through a purchasing agent appointed by the president of the Board.	Twelve (12)—the Governor, Commissioner and President of the university are <i>ex-officio</i> members.		The nine (9) are appointed by the governor and with consent of the senate.	Six (6) Years.	Expenses only.
State Board of Education	Elect a Commissioner of Education, who shall be the executive officer and secretary, term 6 years—appoint other heads of departments, administer laws, supervise libraries and institutions except the university and the normal schools.	Five (5).	Representative citizens.	Appointed by the governor and with the approval of the senate.	Five (5) Years.	Ten dollars per day and expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MISSISSIPPI State Superin- tendent of Pub- lic Education				Elected.	Four (4) Years.	
Board of Trustees	Manage and control the State Nor- mal College.	Ten (10)—the Governor and State Supt. are <i>ex-officio</i> mem- bers.		The eight (8) are appointed by the governor.	Six (6) Years.	Five dollars per day and expenses.
Board of Trustees	Manage and control University of Mississippi, Industrial Institute and College, Mechanical College, Agr. and Mechanical College.	Ten (10)—the Governor and State Supt. are <i>ex-officio</i> mem- bers.		The eight (8) —appointed by the governor.	Six (6) Years.	Actual expenses.
State Board of Vocational Edu- cation.	Provide vocational education—co- operate with Federal Board.	Five (5)—the Supt. is a <i>ex- officio</i> member.	Supervisors of white rural schools, super- visors of negro rural and first grade teachers with scholarship and successful experience.	The one ap- pointed by the governor.	Four (4) Years.	Traveling and necessary expen- ses for the ap- pointee.
Board of Education	Manage and invest school funds— serve as court of appeals from coun- ty superintendents.	Three (3)— the State Supt., Secy State, and Atty. General.	All <i>ex-officio</i> members.			

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MISSISSIPPI (Continued)						
State Board of Examiners	Provide for certification of teach- ers. To examine and select text- books.	Three (3).	First grade teachers with scholarship and successful expe- rience, character and ability in public school work.	Appointed by the State Supt.		. \$5.00 per day and expenses.
Mississippi Text Book Commis- sion		Nine (9)— Supt. <i>ex-officio</i> .				
Mississippi Agr. High School Book Commission		Five (5)— Supt. <i>ex-officio</i> .				

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MISSOURI						
State Superin- tendent of Pub- lic Schools				Elected by the people.	Four (4) Years.	
Board of Re- gents (separate board for each normal school)	Entire control of all financial and educational affairs of the normal schools.	Seven (7)— the State Supt. is member <i>ex- officio</i> .	The six shall reside in district which the school serves. One shall reside in the county in which the school is located.	Appointed by the governor and confirmed by the senate.	Six (6) Years.	Mileage and expenses while attending the meeting.
The Curators of the University of Missouri	Full management and control of the State University.	Nine (9).	Not more than one from the same congression- al district.	Appointed by the governor.	Six (6) Years.	Expenses.
State Board of Education	General supervision over the en- tire educational interests of the state —cooperate with the Federal Board of Vocational Education.	Four (4).	State Supt. is president—gov- ernor, secretary of state, and at- torney general are members <i>ex- officio</i> .			

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
MONTANA						
State Superin- tendent of Pub- lic Instruction						
State Board of Education	General control and supervision of University of Montana, Montana State Normal College, Agr. College, Orphans Home, School of Mines, Deaf and Blind, and Reform School. Appoint president and faculty for each institution.	Eleven (11) —the Governor, Supt. and Atty. Gen'l are mem- bers <i>ex-officio</i> .		Elected by popular vote. The eight are appointed by the governor.	Four (4) Years. Four (4) Years.	Expenses in- curred in attend- ing meetings.
Executive Board (local board for each state insti- tution)	Immediate direction and control, other than financial, of the institu- tion in such matters as conferred by the State Board of Education. Audit and pay bills, contract expenditures not to exceed \$250.	Three (3)—the Pres. of the in- stitution is chair- man <i>ex-officio</i>		The two (2) are appointed by the governor.	Four (4) Years.	Members not to exceed \$5.00 per day and ex- penses.
State Board of Examiners	Appoint a State Accountant for four years who shall examine the books of the treasurer and secretary of each institution controlled by the State Board of Education, and pre- scribe methods and details of ac- counting. Supervise and control all moneys appropriated, and all expen- ditures. May confer power on local executive boards as approved by the State Board of Education.	Three (3)— the Gov., Sec'y of State and Atty. Gen'l.	All <i>ex-officio</i> members.			The Account- ant \$1,800 per year.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
NEBRASKA						
State Superin- tendent of Pub- lic Instruction				Elected by the people.	Two (2) Years.	
State Board of Education	Full management and control of the normal schools.	Seven (7)— the State Supt. and Treas. are <i>ex-officio</i> mem- bers.		The five (5) are appointed by the governor.	Five (5) Years.	Expenses only.
Board of Regents	Full management and control of the State University.	Six (6).		Elected by the people.	Six (6) Years.	No compensa- tion but reim- bursed for act- ual expenses.
Board of Educa- tion Lands and Funds	Management of school lands and funds only.	Five (5).	Governor, Sec- retary of State, Treas., Atty. Genl., Com. of Public Lands and Buildings.	All <i>ex-officio</i> .		
State Board of Vocational Education	To cooperate with the Federal Board of Vocational Education.	Three (3)—the Governor, State Supt. and State Treasurer.	All <i>ex-officio</i> .			

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, School, Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
NEW HAMPSHIRE State Board of Education	Employ a Commissioner of Education—who shall be the skilful executive and secretary of the board—manage, supervise and direct all public schools of the state—appoint four deputy commissioners—assume duties of the Trustees of the Normals and Vocational Board.	Six (6)—the governor is <i>ex officio</i> member.	Not more than three members from the same political party—not technical educators but public-spirited citizens willing to serve without pay.	Appointed by the governor and the council.	Five (5) Years.	Expenses only.
NEW JERSEY State Commissioner of Education				Appointed by the governor and with advice and consent of senate.	Five (5) Years.	
State Board of Education	State Normal Schools—control and manage School for Deaf, Farnum Preparatory School, Training School for Colored, divide educational duties with the Commissioner, and cooperate with the Federal Board for Vocational Education.	Eight (8)—Commissioner is secy of board.	Resident male citizens—not more than two from the same party—no two from same county.	Appointed by the governor with the advice and consent of the senate.	Eight (8) Years.	Necessary expenses.
Board of Visitors	Manage and control the State University and Agricultural College.	Twenty-four (24)—two from each congressional district.		Appointed by the governor.	Two (2) Years.	Expenses.
Board of Examiners	Hold examinations and grant certificates to teach according to the rules and regulations of the State Board of Education.	Seven (7).	The Com., Asst. Com., the Co. Supt. and the City Supt. are principals, Co. Supt. and one City Supt.	The Com., Asst. Com., the Co. Supt. and the City Supt. are appointed by the State Board of Education.		Expenses and a per diem fixed by State Board.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
NEW MEXICO State Superin- tendent of Pub- lic Instruction				Elected.	Two (2) Years.	
Board of Regents (local board for each normal)	Full control and management of the State Normal Schools.	Five (5).	Qualified elect- ors and owners of real estate not more than three from the same political party.	Appointed by the governor.	Four (4) Years.	Five dollars per day and mile- age.
Board of Regents	Manage and control State Uni- versity.	Five (5).	Qualified elect- ors and owners of real estate, not more than three from the same political party.	Appointed by the governor.	Four (4) Years.	
Board of Regents	Management and control of the Agricultural and Mechanical College.	Five (5).	Qualified elec- tors.	Appointed by the governor.	Four (4) Years.	
Board of Regents	Management and control of the School of Mines.	Five (5).	Qualified elec- tors.	Appointed by the governor.	Four (4) Years.	
State Board of Education	Issue teachers certificates, select text-books, prescribe course of study for public schools, set standards of efficiency for business colleges and commercial departments.	Seven (7)— the Gov. and Supt. of Education are <i>ex-officio</i> members.	Head of some educational in- stitution, a coun- ty supt. and one other actually en- gaged in educa- tional work.	The five (5) are appointed by the governor with the advice and consent of the senate.	Two (2) Years.	Five dollars per day and mile- age.
Law changed— effective Jan. 1, 1921						

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
NEW YORK						
Board of Regents	Elect a Commissioner of Education. Exercise through the Commissioner legislative and executive powers concerning the educational system of the State.	Three more than the number of judicial districts (12 at present).	No employee of a state institution shall be a member. No <i>ex-officio</i> members.	Elected by the legislature on joint ballot of both houses.	Twelve Years.	
Board of Managers (local board for each school)	Immediate control and supervision of the normal schools, subject to the powers invested by the Regents.	Three (3) to thirteen (13).		Appointed by the Commissioner of Education.	During good behavior or may be removed by the commissioner.	Only Sec'y and Treas. receive an annual salary not to exceed \$400.
Board of Trustees	Management and control of New York State College at Albany subject to the Board of Regents.	Five (5)— <i>ex-officio</i> .		Appointed by the Commissioner, subject to approval by the Regents.		
Board of Trustees	Local Board of Managers for other state institutions.					

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
NORTH CAROLINA						
State Superin- tendent of Pub- lic Instruction				Elected by the people.	Four (4) Years.	
Board of Di- rectors (local board for each school)	Full management and control of the normal schools.	Six (6).		Nominated by State Board and confirmed by the senate.	Six (6) Years.	Four dollars per day and travel- ing expenses.
Board of Regents	Manage and control the Univer- sity.	One hundred (100).		Elected on joint ballot of Assembly.	Eight (8) Years	No compensa- tion per diem or traveling expen- ses.
State Board of Education	Handle the "literary fund"— power to legislate and make rules for the government of the public schools, and the management of the state educational fund.	Seven (7)— Gov., Lt. Gov., Secretary State, Treas., Auditor, Atty. Genl., Supt.		All <i>ex-officio</i> .	Four (4) Years.	
State Board for Vocational Edu- cation	Cooperate with the Federal Board for Vocational Education, and pro- mote education in agricultural sub- jects.	Four (4)—State Supt. is <i>ex-offi- cio</i> member.	One to repre- sent agriculture, one home econ- omics, one the trades and in- dustries.	The three (3) are appointed by the governor.	Four (4) Years.	
College Commis- sion	To issue license in institutions to confer degrees.	Five (5)—State Supt. is chair- man <i>ex-officio</i> .		The four are appointed by the governor.	Five (5) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
NORTH CAROLINA (Continued) State Board of Examiners and Institute Con- ductors	Plan, direct and supervise the training of teachers—provide and conduct county institutions—prepare questions and conduct teachers ex- aminations.	Seven (7)—State Supt. <i>ex-officio</i> chairman.	Three men and three women of recognized abil- ity.	The six are ap- pointed by the governor.	Four (4) Years.	Set by State Board of Educa- tion.
NORTH DAKOTA State Superin- tendent of Pub- lic Instruction	General supervision and control of all educational affairs, including all state educational institutions.	Five (5)—the State Supt. of Schools and the Com. of Agricul- ture are <i>ex-offi- cio</i> members.		Elected by the people.	Two (2) Years.	
State Board of Administration				The three (3) members are ap- pointed by the governor.	Six (6) Years.	The appointive member receives a salary of \$3,000 per year.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
OHIO						
Superintendent of Public In- struction				Appointed by the governor.	Four (4) Years	
Board of Trustees	Two boards—one for Normal at Kent and one for Bowling Green— full management and control.	Five (5).	Competent per- sons—not more than three from the same politi- cal party.	Appointed by the governor.	Five (5) Years.	Reasonable and necessary expen- ses.
Board of Trustees	Management and control of Athens University and Normal.	Twenty-one (21) —Governor and president <i>ex-offi- cio</i> .		The nineteen are appointed by the governor.	Life.	Necessary ex- penses.
Board of Regents	Manage and Control Ohio State University.	Seven (7).		Appointed by the governor.	Seven (7) Years.	Expenses.
Board of Trustees	Management and control of Miami University and Normal.	Twenty-seven (27).		Appointed by the governor.		
Board of Trustees	Management and control of Wil- berforce University.	Eight (8).		Five by the governor and three by Church Board.	Nine (9)—the	
State Board of Education	Cooperate with the Federal Board and administer vocational education only.	Seven (7)—the Supt. is Secy. and <i>ex-officio</i> member.	Not more than three of the six from the same political party.	The six are ap- pointed by the governor.		

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
OKLAHOMA						
State Superin- tendent of Pub- lic Instruction				Elected by the people.	Four (4) Years.	
State Board of Agriculture	Manage and control the agricul- tural schools.	Five (5).				
Board of Regents	Manage and control University, University Hospital, and College for Women.	Seven (7).	Non-partisan— Not less than two alumni.	Appointed by the governor.	Seven (7) Years.	\$3.00 per day and expenses.
Board of Regents	For Oklahoma College for Women.	Five (5)—State Supt. <i>ex-officio</i> .		Appointed by the governor.	Five (5) Years.	
Board of Regents	For School of Mines and Metallurgy.	Five (5)—Gov. and Supt. <i>ex- officio</i> .		Appointed by the governor.		
Board of Regents	For Miami School of Mines.	Five (5)—Supt. chairman <i>ex-of- ficio</i> .		Appointed by the governor.	Five (5) Years.	
State Board of Vocational Edu- cation	To cooperate with the Federal Board for Vocational Education.	Five (5).	Pres. Board of Agr., Pres. Univ., Pres. Agr., and Mech. College, <i>ex-officio</i> .	One member ap- pointed by gov- ernment.	Pleasure of gov- ernor.	Members re- ceive expenses— Sec'y. a salary.
State Board of Education	Manage and control the six nor- mal and the School for Blind and Deaf.	Seven (7)— State Supt. <i>ex- officio</i> .	Citizens—Prac- tical school men with at least four years' ex- perience.	Appointed by the governor	Four (4) Years.	Expenses while in session.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
OREGON						
State Superin- tendent of Pub- lic Instruction	Manage and control the State Normal Schools.	Nine (9)—State Supt., Governor and Secy. State are <i>ex-officio</i> .		Elected by pop- ular vote.	Four (4) Years.	
Board of Regents	Management and control of the University of Oregon.	Ten (10).		The six (6) are appointed by the governor.	Six (6) Years.	Actual expenses.
Board of Regents	Management and control of the Oregon Agricultural College.	Thirteen (13)— Members of State Board and Mas- ter of the State Grange.		Appointed by the governor.	Twelve (12) Years.	
State Board of Education	Prescribe course of study, rules and regulations for the schools, and authorize text-books.	Three (3)—the Supt. of Schools, the Gov. and Sec'y. of State.		All <i>ex-officio</i> .		
State Board of Vocational Edu- cation	Cooperate with the Federal Board and aid vocational education.	Seven (7)—State Board of Educa- tion <i>ex-officio</i> .	One represen- tative of agri- cultivators, one of employ- ers, and one woman.	The four (4) appointed by the governor.	Four (4) Years.	
Board of Exam- iners	Really two boards—one prepares questions, and other grades manu- scripts.			Appointed by the State Board of Education.		Five dollars per day.
Board of Higher Curriculum	Courses and departments in higher institutions.	Five (5).		Appointed by the governor.	Five (5) Years.	

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS.—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
PENNSYLVANIA						
State Superin- tendent of Pub- lic Instruction						
Board of Trust- ees (local board for each nor- mal school)	Manage and control the normal schools.	Nine (9)— eighteen until the school is ac- quired by the state.		Appointed by the governor with advice and con- sent of $\frac{2}{3}$ senate.	Four (4) Years.	
Board of Regents	For the University.	Twenty-five (25) —Governor is <i>ex-officio</i> chair- man.	Alumni may nominate.	The Board fills its own vacan- cies.	Indefinite.	No compensa- tion.
State Board of Education	Inspect and require reports from the public schools and the state in- stitutions—equalize educational op- portunities—encourage and promote agr. educ., domestic science and other practical education—inspect buildings and require sanitary equip- ment.	Seven (7)— Supt is member and chairman <i>ex- officio</i>	Successful ed- ucators of high standing.	The six are ap- pointed by the governor.	Six (6) Years.	Necessary ex- penses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
RHODE ISLAND Commissioner of Public Schools				Elected by State Board of Educa- tion.		
Board of Trustees	Manage and control Normal School.	Nine (9).	State Board of Education and the Commission- er.	All <i>ex-officio</i> .	Six (6) Years.	
Board of Managers	For Rhode Island State College.	Seven (7)—the Commissioner and a member of the St. Board of Agr. <i>ex-officio</i> mem- bers.	One member from each of the five counties.	The five are ap- pointed by the governor.	Five (5) Years.	Traveling ex- penses.
State Board of Education	Elect a Commissioner—establish libraries—adopt course of study for the public schools—provide education for the blind.	Eight (8)— Gov., Lt. Gov. are <i>ex-officio</i> members	One member from each coun- ty except Provi- dence, which has two.	Elected by the General Assem- bly.	Six (6) Years.	Expenses only.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
SOUTH CAROLINA State Superintendent of Education				Elected.	Two (2) Years.	
Board of Trustees	Manage and control the educational and financial affairs of the normal schools.	Eleven (11)—Gov., Supt. and chairman of Com. on Educ. in Genl. Assembly are <i>ex-officio</i> members.	Electors (white).	The seven are elected by joint vote of Genl. Assembly.	Six (6) Years.	Actual expenses.
Board of Trustees	Manage and control educational and financial affairs of Winthrop Normal and Industrial College.	Thirteen (13)		Seven (7) life members, and six (6) elected by the legislature.		
Board of Trustees	Manage and control the financial and educational affairs of the University and Normal and Industrial Agr. and Mechanical College.	Eleven (11)—Gov., Supt. and Chairman of education committees in house and senate.		The seven (7) elected on joint ballot of the Genl. Assembly.	Six (6) Years.	Actual expenses.
State Board of Education	Examine teachers, and award scholarships—select text-books and adopt course of study—advisory to State Superintendent.	Nine (9)—Gov. and Supt. are <i>ex-officio</i> .	One from each congressional district.	The seven (7) are appointed by the governor.	Four (4) Years. Four (4) Years	Four dollars per day and mileage—not to exceed 20 days pay.
Board of Trustees	Manage and control the financial and educational affairs of the Agricultural College (Clemson College).	Thirteen (13)—Six by the will and seven on joint vote of the Assembly.				

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
SOUTH DAKOTA State Superintendent of Public Instruction	Hold and manage all property for all state institutions, including the University, the State Schools of Mines, the Agricultural College, and the Normal Schools—employ faculty for each institution, and conduct the financial and business affairs.	Five (5).	Persons from different political parties of known probity and wisdom, who reside in different localities. No one to be from a county in which a normal school is located.	Elected by the people.	Six (6) Years.	\$1,000 each and actual expenses—the sec'y stenographer \$1,000 and expenses.
State Board of Vocational Education	Cooperate with the Federal Board for Vocational Education.	Seven (7)— President Supt., President Univ., President Agr. Coll., ex-officio members	Two of the four shall be members of the state normal schools, one a city supt. and one a county supt.	The four are appointed by the governor.	Four (4) Years.	Actual expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
TENNESSEE						
State Superin- tendent of Pub- lic Instruction				Appointed by the State Board of Education.	Two (2) Years.	
State Board of Education	Elect State Superintendent—em- ploy high school inspector—adopt source of study—prescribe rules for county supts. Manage and direct State Normals, AGT. and Ind. Normal, Poly. Institute, employ secretary of library.	Ten (10)—Supt. is <i>ex-officio</i> sec- retary.	Three from each grand division of state.	The nine (9) are appointed by the governor.	Six (6) Years.	Five dollars per day and travel- ing expenses.
Board of Trus- tees	Manage and control the Univer- sity of Tennessee.	Fourteen (14) Gov., Com. AGT., Pres. Univ., Supt. <i>ex-officio</i> .		Appointed by the governor.	Twelve (12) Years.	Actual expenses.
State Board of Examiners	Examine and certify teachers.	Ten (10)—Supt. is chairman.	The State Board of Education and the Supt. are members <i>ex-offi- cio</i> .	<i>Ex-officio</i> .		
State Text-Book Commission.	To select and adopt text-books.	Ten (10)—Chair- man of State Board is chair- man. Supt. is sec'y.	The State Board of Education and the Supt. are members of the Board.	<i>Ex-officio</i> .		

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
TENNESSEE (Continued) Sub-Text-Book Commission	Examine text-books submitted by the Commission.	Five (5).	Teachers, city and county Supts. actually engaged in school busi- ness. One from a congressional district.	Appointed by the commission.		Four dollars per day, not to exceed 60 days.
TEXAS						
State Superin- tendent of Pub- lic Instruction				Elected by the people.	Two (2) Years.	
Board of Regents	Manage and control the normal schools.	Six (6) State Supt. is presi- dent.	Good education —high moral character, known to be friends to the normal school.	Appointed by the governor with the advice and con- sent of the sen- ate.	Six (6) Years.	Five dollars per day and expenses.
Board of Regents	For the University.	Nine (9).	Qualified vot- ers.	Appointed by the governor.		Five dollars per day and expenses.
Board of Regents	For the College of Industrial Arts.	Six (6).	Three may be women.	Appointed by the governor.		Five dollars per day and expenses.
Board of Directors	For the Agricultural and Mech. College.	Nine (9)—Gov. <i>ex-officio</i> .		Appointed by the governor.	Eight (8) Years.	Expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
TEXAS (Continued)						
State Text-Book Commission	Select and adopt text-books.	Nine(9)—Gov. and Supt. <i>ex-officio</i> .	Two women—one member of elementary school experience.	Appointed by the governor.	Two (2) Years.	Five dollars per day and expenses.
State Board of Education	Manage and control the school fund.	Four (4)—Supt. is secretary.	The Governor, Sec'y. of State, Comptroller, and Supt. of Schools.	All <i>ex-officio</i> .		
State Board of Control	Full control of almost any institution and the power to purchase all supplies for state institutions.	Three (3).	Citizens.	Appointed by the governor.	Six (6) Years.	\$5,000 per year.
VERMONT						
State Board of Education	Employ a Commissioner—have supervision and management of the public educational system—enforce laws and supervise the expenditure of money—locate and establish a normal or school of education; appoint superintendents and supervisors.	Five (5).		Appointed by the governor.	Five (5) Years.	Necessary expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
VIRGINIA						
Compensation Superintendent of Public Schools				Elected by the people.	Four (4) Years.	
The Virginia Normal School Board	Manage and control the four normal schools at Farmville, Harrisonburg, Fredericksburg, and Radford.	Fourteen (14)—Gov. and Supt. are <i>ex-officio</i> .	Citizens of the state. One from each congressional district and two at large.	Appointed by the governor and confirmed by senate.	Four (4) Years.	Traveling expenses only.
Board of Visitors	Manage and control the University.	Ten (10)—the Supt. is <i>ex-officio</i> .		The nine are appointed by the governor.		
State Board of Education	Appoint division superintendents—manage school fund—select textbooks, appoint directors for library fund—prescribe duties of the State Supt.	Six (6) — the Supt., Gov. and Atty. Gen. are <i>ex-officio</i> .	The other three from faculties of three institutions.	Elected by the senate.	Four (4) Years.	
Board of Visitors	Full control of William and Mary College.	Eleven (11)—Supt. is a member <i>ex-officio</i> .		Appointed by the governor.	Four (4) Years.	
State Board of Examiners	Prepare questions and issue certificates.			Nominated by Supt. and appointed by State Board of Education.		

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State. Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
WASHINGTON						
Superintendent of Public In- struction.				Elected by the qualified voters of the state.	Four (4) Years.	.
Board of Trust- ees (local board for each nor- mal)	Full management and control of the normal schools.	Three (3).		Appointed by the governor.	Six (6) Years.	
Board of Regents	Full management and control of the State University.	Seven (7).		Appointed by the governor.	Six (6) Years.	Actual expenses.
State Board of Education	Approve entrance requirements to the Univ., State College, State Nor- mal—approve courses of study for higher and elementary schools—cer- tify teachers, examine and ac- credit high schools, cooperate with Federal Voc. Board.	Six (6)—Supt., Pres. Univ., Pres. State College are <i>ex-officio</i> mem- bers.	One appointee shall be a dis- trict supt., one a county supt., one a high school principal, all holding life di- plomas.	The three are appointed by the governor.		Actual expenses.
Board of Regents	Management and control of State College.	Five (5).		Appointed by the governor.	Two (2) Years.	Actual expenses.
Board of Control	For Reform School—School for Deaf, and School for Blind.					

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
WASHINGTON (Continued) Joint Board of Higher Curricula	Consider matters of efficiency and economy in state institutions—survey courses of study, costs, etc., and report to the boards in charge.	Nine (9).	President of Univ. and two regents.—President of State College and two regents, President of one normal and a member of each board of trustees from the other two normals.		Two (2) Years.	
WEST VIRGINIA State Superintendent of Free Schools State Board of Education	Manage and control the educational interests of the twelve state educational institutions.	Seven (7)—the Supt. is member and chief executive.	Not fewer than three actively engaged in school work, not more than three from same political party.	Elected by the people. Appointed by the governor.	Four (4) Years. Six (6) Years.	Active members \$1,000 per year and expenses.
State Board of Control	Full power to manage, direct and control all State penal, charitable and correctional institutions, and to have charge and control of the financial and business affairs of the State educational institutions.	Three (3).	Not more than two from the same political party.	Appointed by the governor.	Six (6) Years.	\$5,000 per year and expenses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

Name of State, Title of Chief School Official and Administra- tive Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
WISCONSIN						
State Superin- tendent of Pub- lic Instruction						
Board of Regents	Educational and financial control of the normal schools.	Eleven (11)— the Supt. is a member <i>ex-officio</i>	One shall be a woman.	Elected by the people. Appointed by the governor.	Four (4) Years. Five (5) Years.	\$5.00 per day and expenses.
Board of Regents	Full educational and financial con- trol of the University.	Fifteen (15)— the Supt. and Pres. of the Uni- versity are <i>ex-</i> <i>officio</i> members.	One member from each con- gressional dist. and two at large —two shall be women.	Appointed by the governor.	Six (6) Years.	Actual travel- ing expenses.
State Board of Education	Exclusive charge and management of all financial affairs of the educa- tional activities of the state—exam- ine and study the business methods and management of and the ex- penditure of public funds for the common schools, and other state in- stitutions.	Nine (9)—the Gov., Supt. and Sec'y. of State are <i>ex-officio</i> members.		One appointed by regents of the Univ. and one by regents of the normal schools	Two (2) Years.	Eight dollars per day and ex- penses.

TABLE 1.—SHOWING LEGISLATIVE CONTROL OF STATE EDUCATIONAL INSTITUTIONS—(Continued)

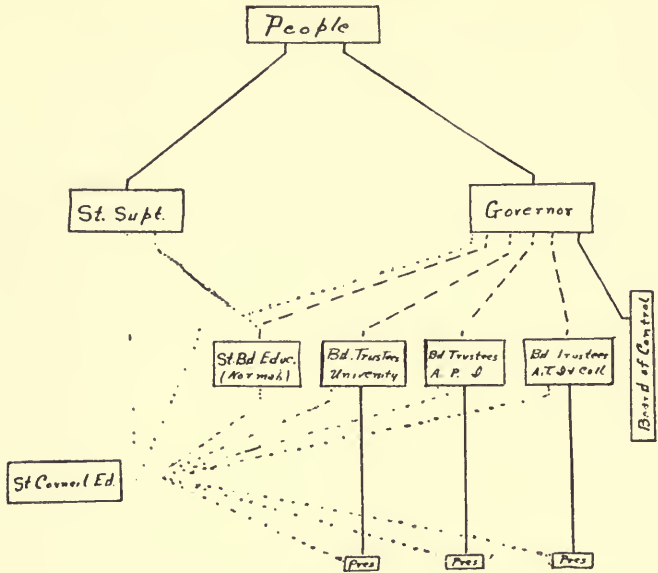
Name of State, Title of Chief School Official and Administrative Bodies	Function	No. Members	Qualifications	How Chosen	Length of Term	Compensation
WYOMING						
State Superintendent of Public Instruction				Elected by the people.	Four (4) Years.	
State Department of Education (State Board of Education.)	Appoint a Commissioner who shall be chief executive—full charge and control of the school system through the commissioner—control of the normal in the University, and of other teacher training agencies—courses of study and examination of teachers.	Seven (7)—the Supt. is <i>ex-officio</i> .	Three must be actively engaged in educational work.	Appointed by the governor.	Six (6) Years.	Traveling expenses.
Board of Trustees	Full management and control of the State University.	Eleven (11)—the Supt. and Pres. are <i>ex-officio</i> members.	Only three from Albany County.	The nine are appointed by the governor.	Six (6) Years.	Actual expenses.

SECTION B

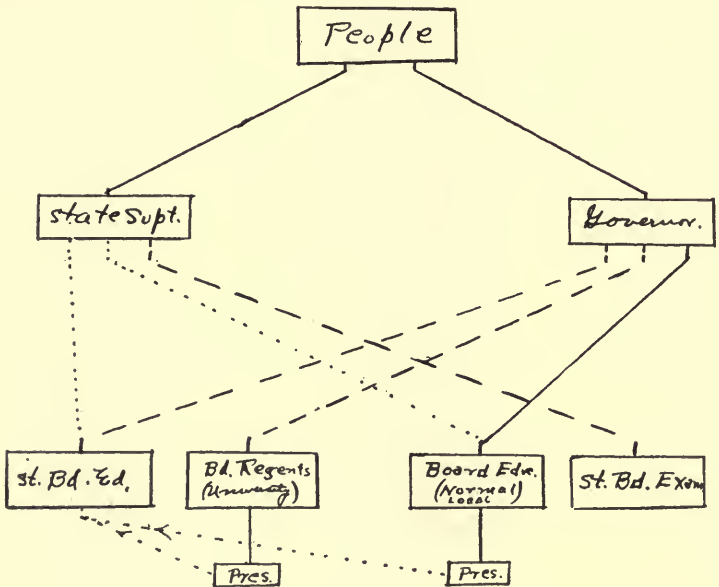
GRAPHS ANALYZING THE DATA

In Section B will be found a series of graphs made by analyzing the data in Section A, showing the source of authority, how each board is provided, the relationship which these boards sustain to each other, and the relationship which the state superintendent and governor sustain to each board. A continuous line ————— in the graphs indicates at its beginning the source of authority and at its end its creation through election or appointment. A broken line — — — — — shows at the beginning its source of authority, and at its end its creation, but in each case the source of authority retains an *ex-officio* relationship to the board created. In some cases he is *ex-officio* president, in some he is secretary, and in others he is a member. A dotted line indicates *ex-officio* relationship only; it may be that of president, secretary, or member. Thus, in Alabama the people elect the governor and the state superintendent. The governor appoints the state board of control. He also appoints four other boards and retains an *ex-officio* membership in each. The state council of education is made up entirely of *ex-officio* members. The state superintendent is an *ex-officio* member of the state council of education, and of the state normal school board. In comparing the different graphs the different state attitudes towards educational control will readily be noted. A striking contrast may be seen in the unit *vs.* the multiple type of control by comparing Vermont and Mississippi.

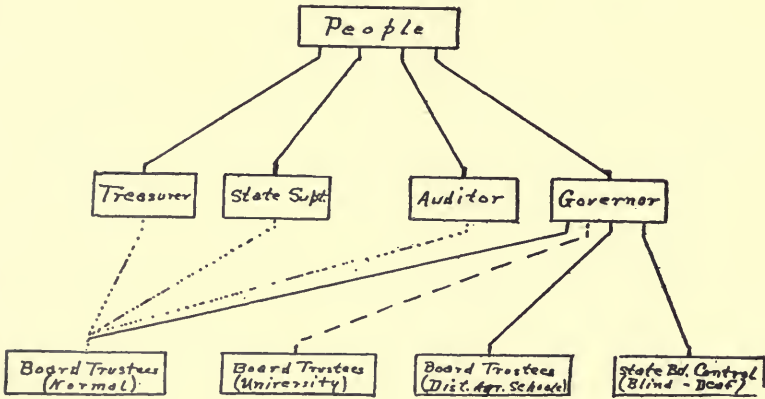
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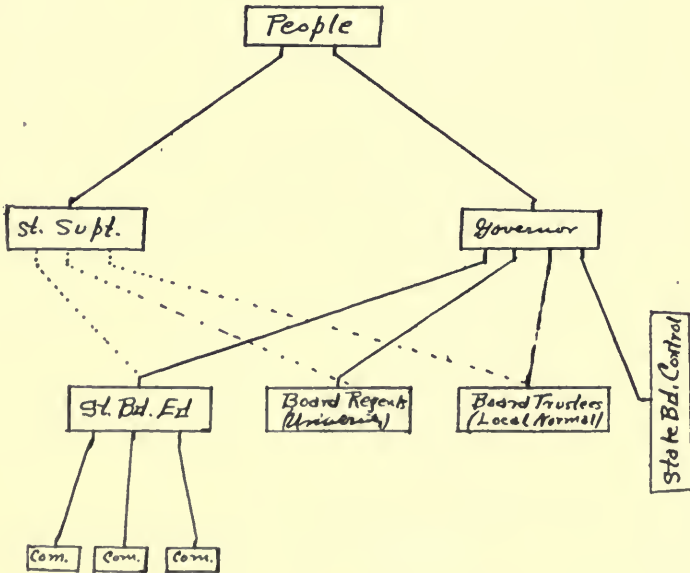
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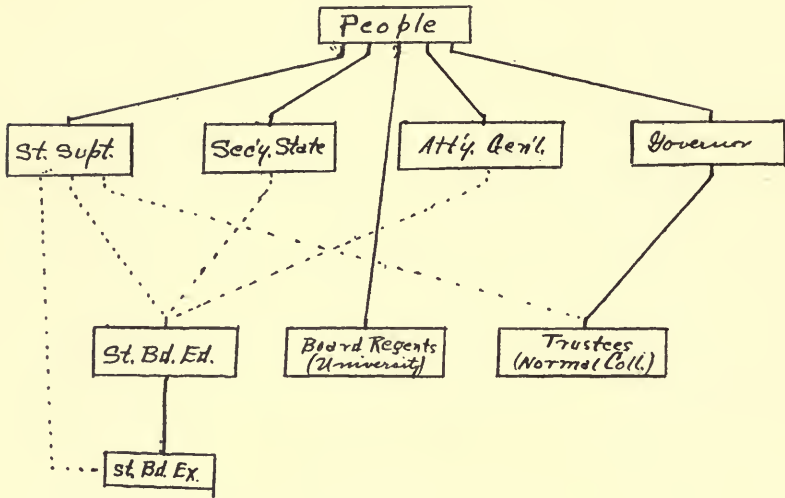
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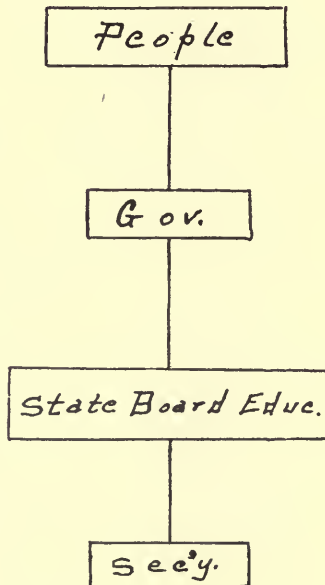
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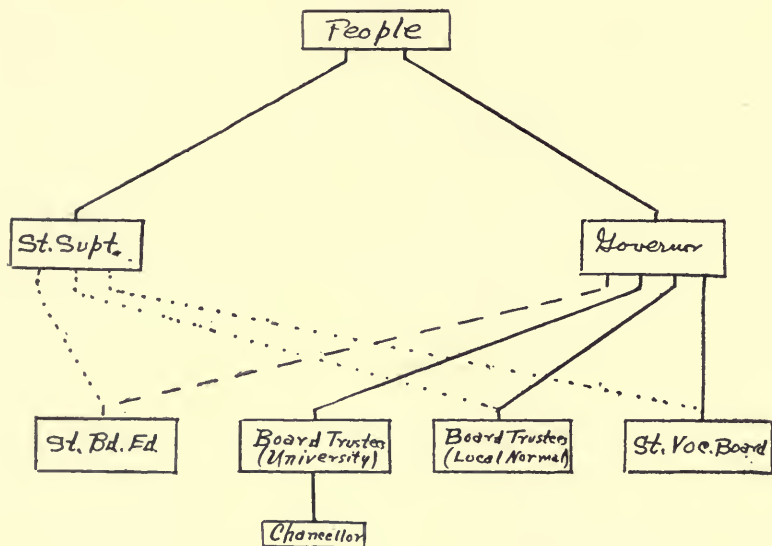
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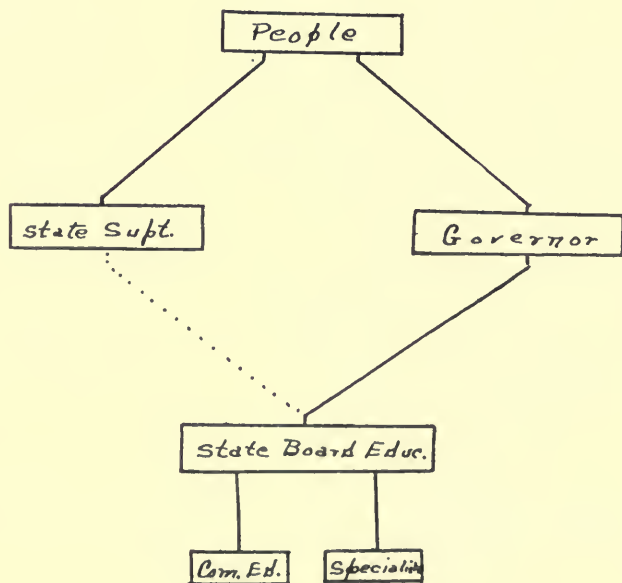
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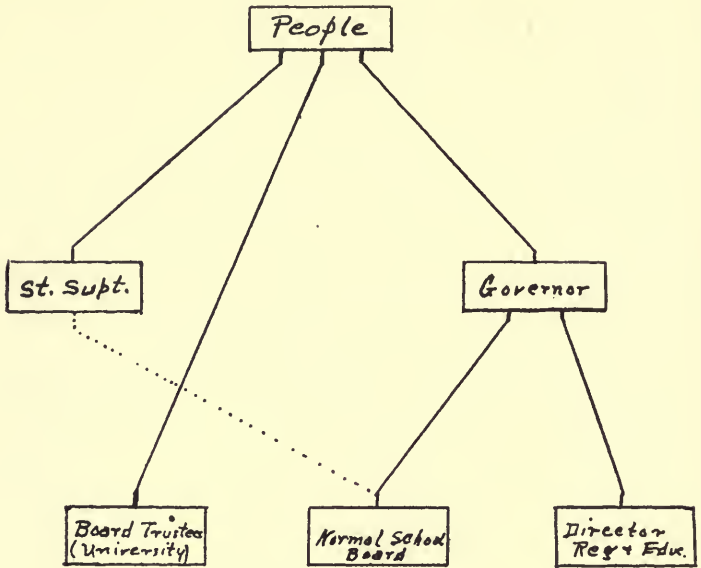
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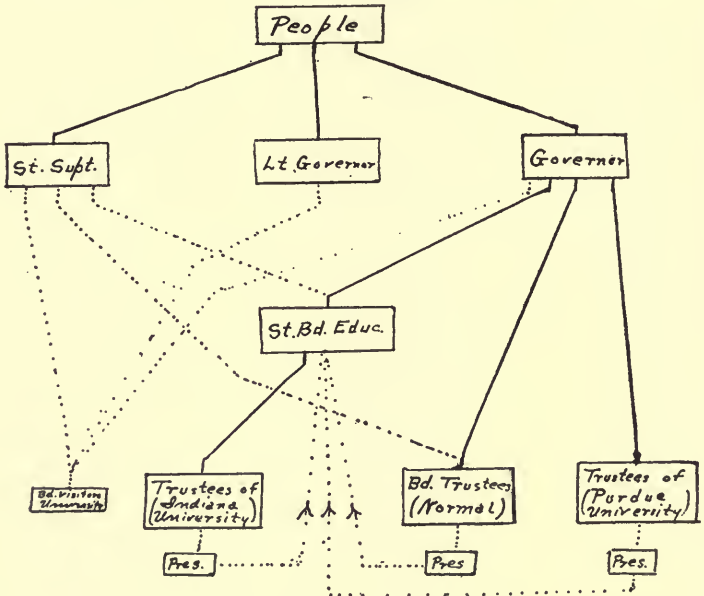
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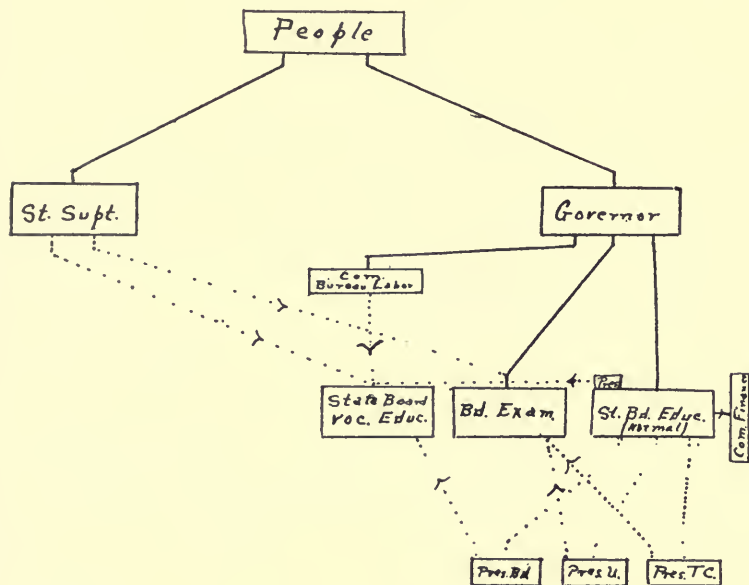
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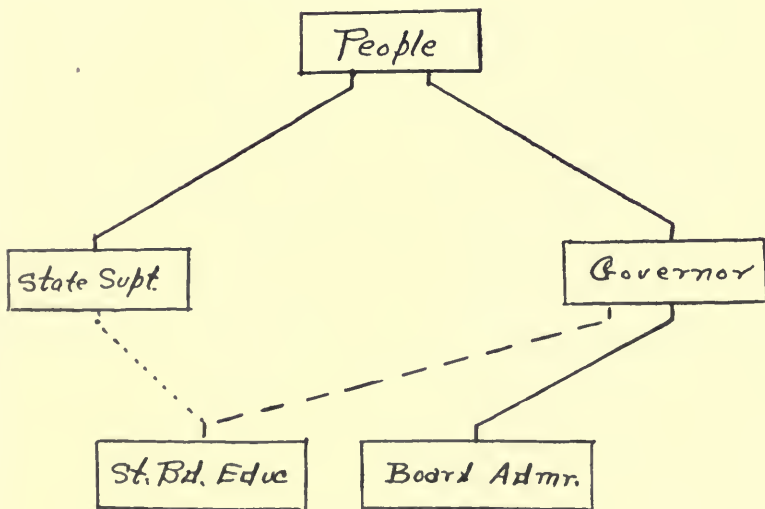
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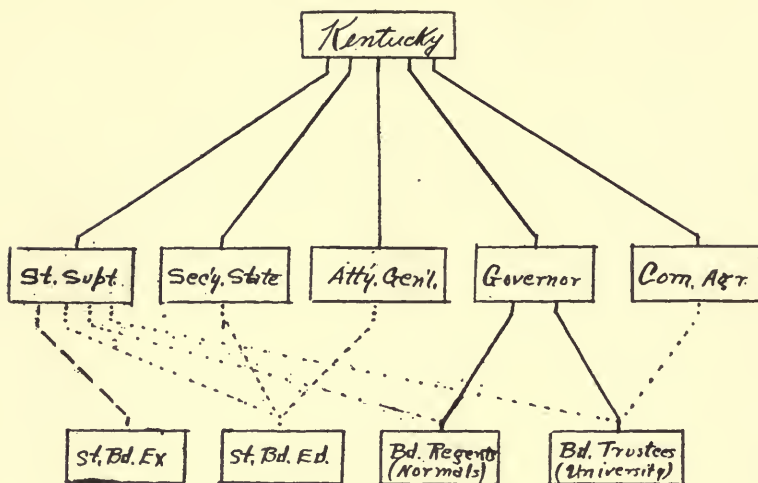
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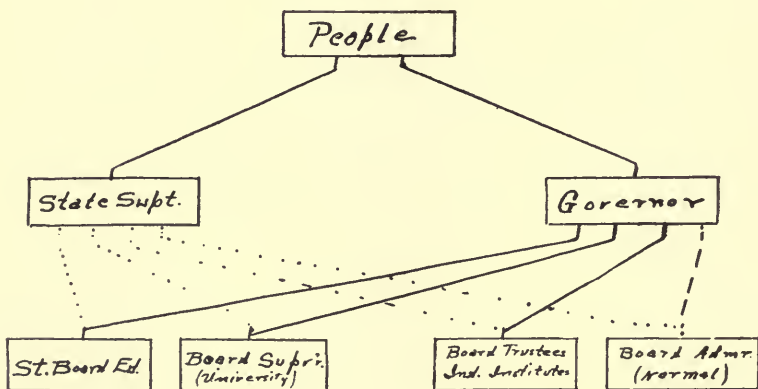
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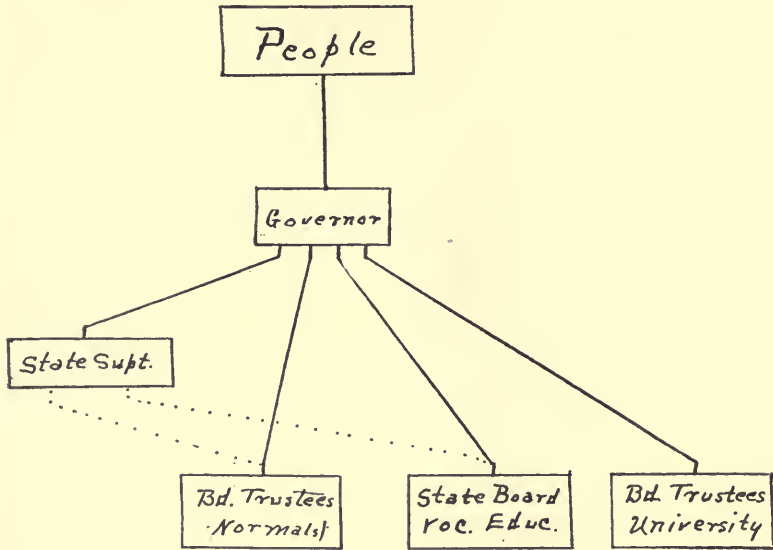
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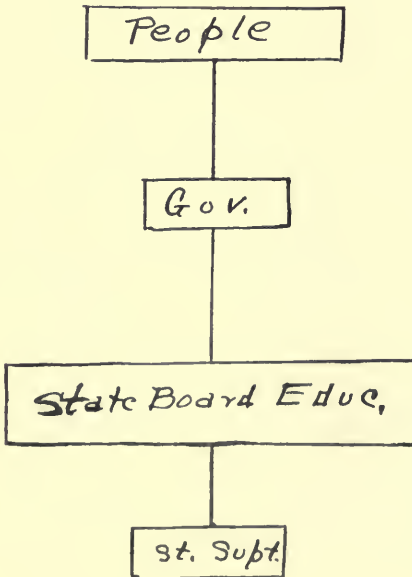
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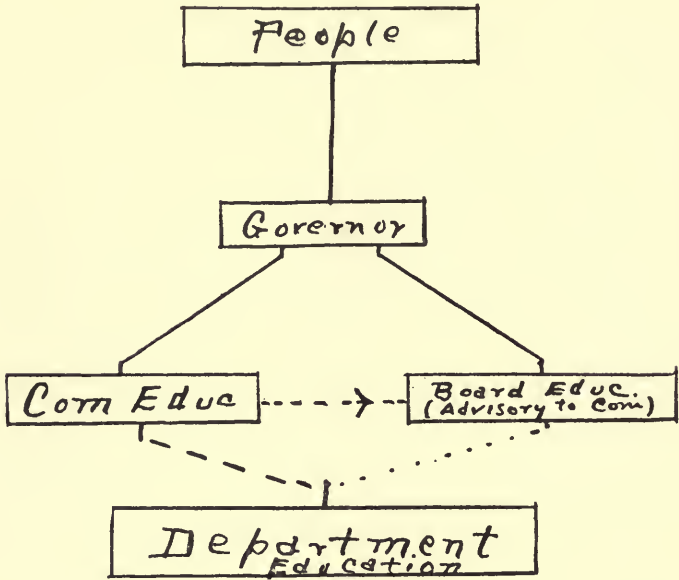
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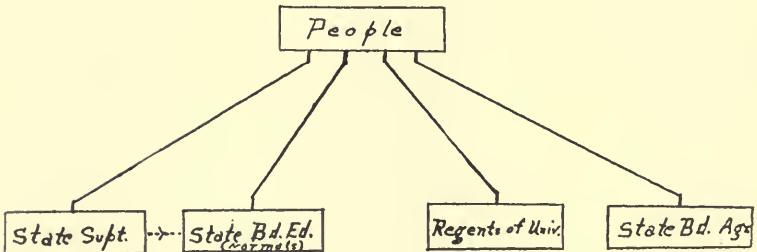
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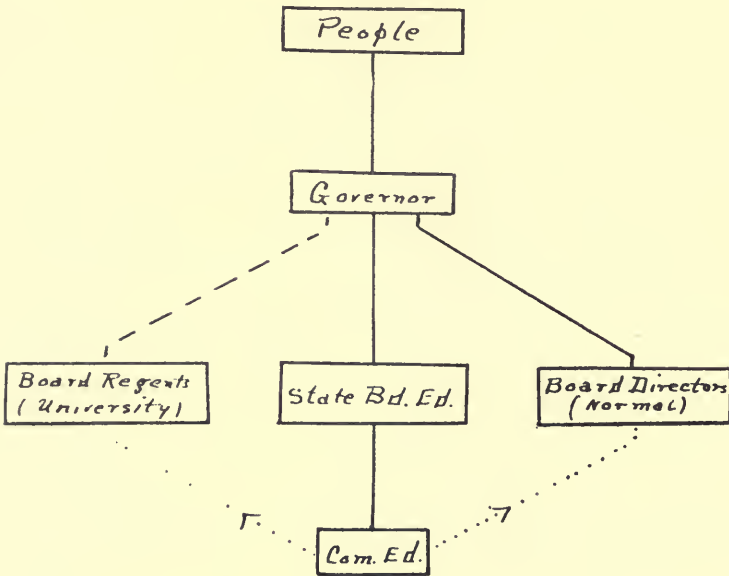
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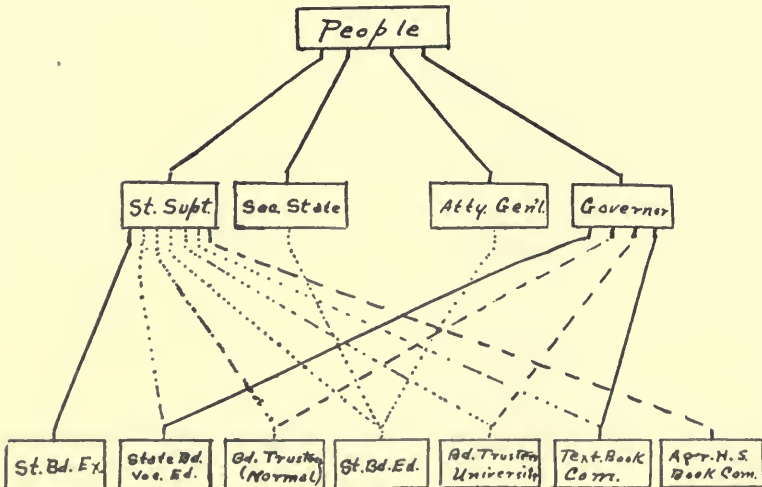
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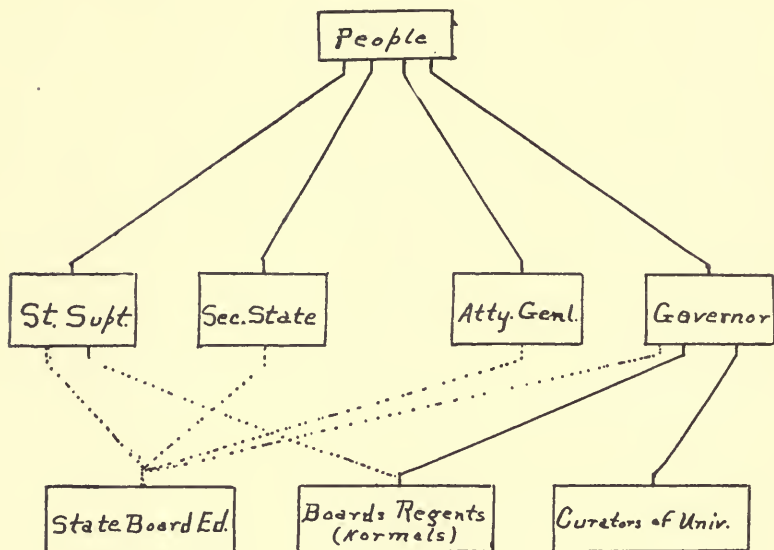
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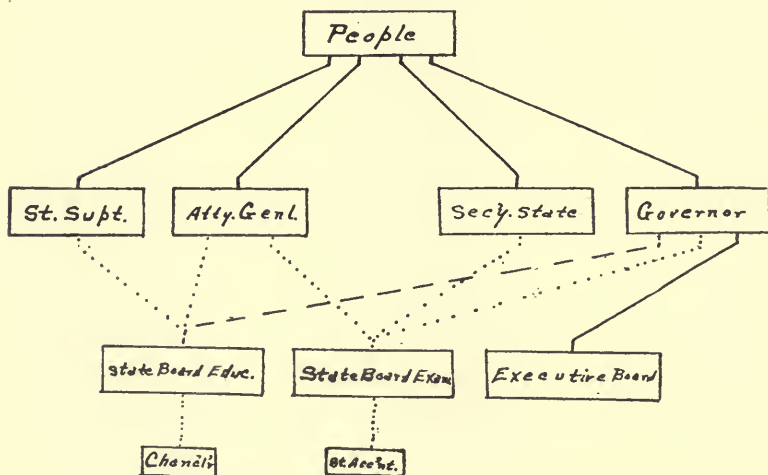
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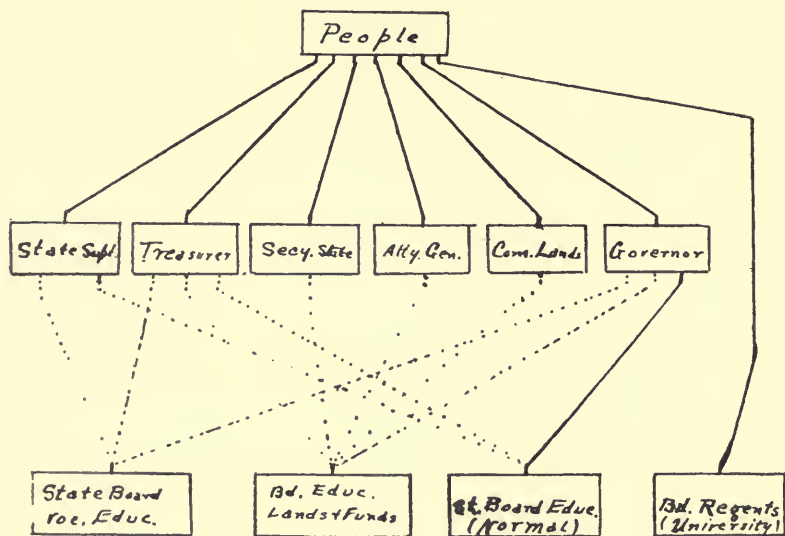
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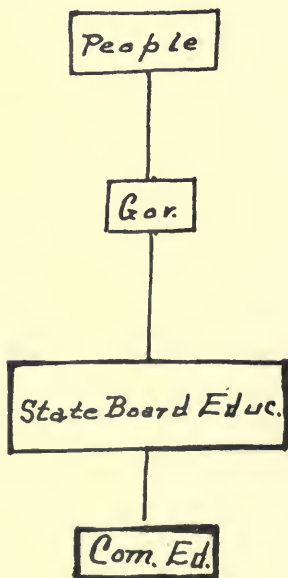
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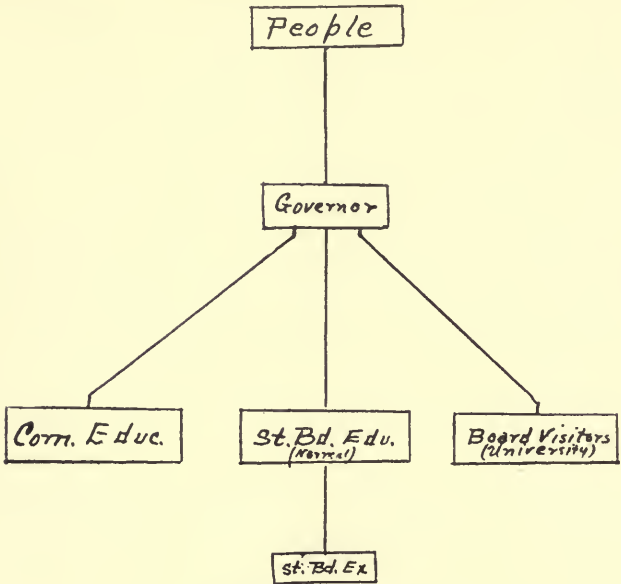
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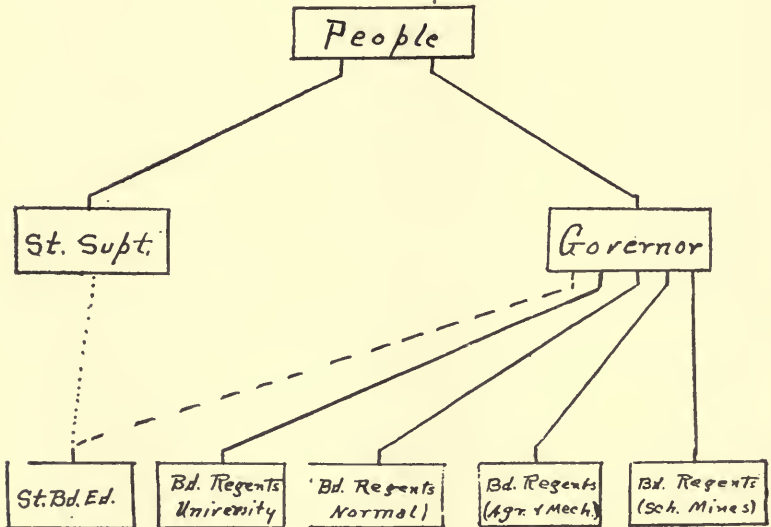
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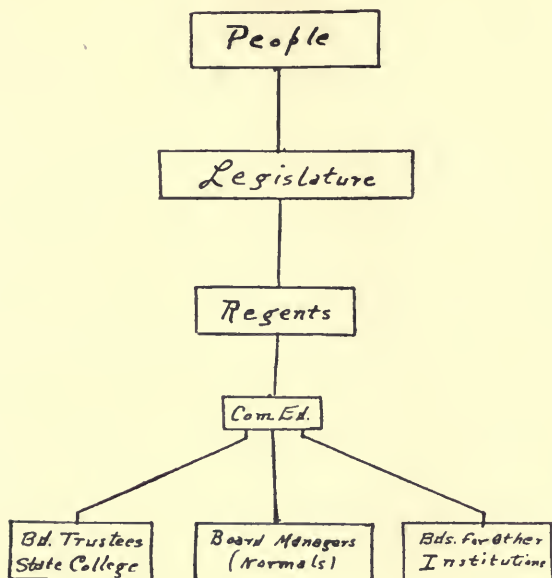
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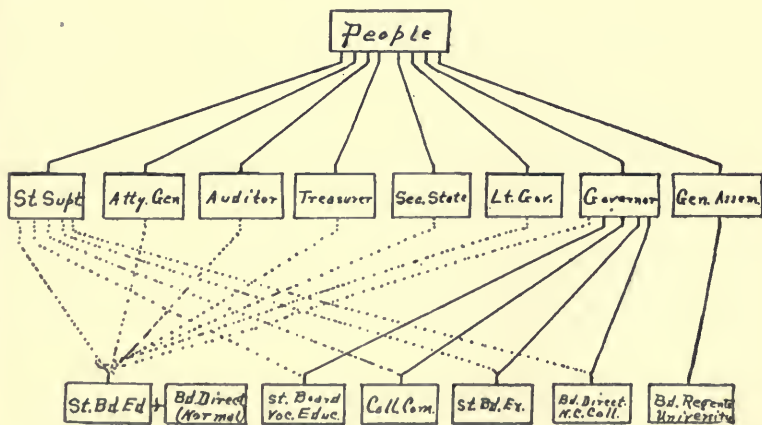
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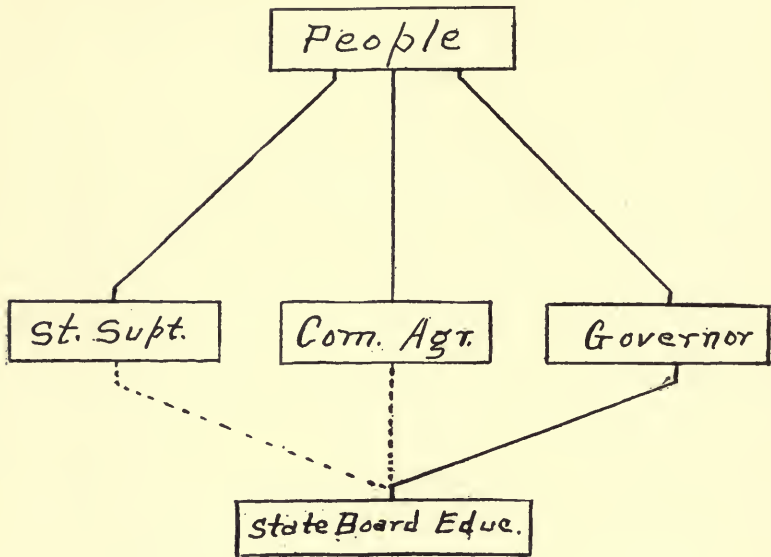
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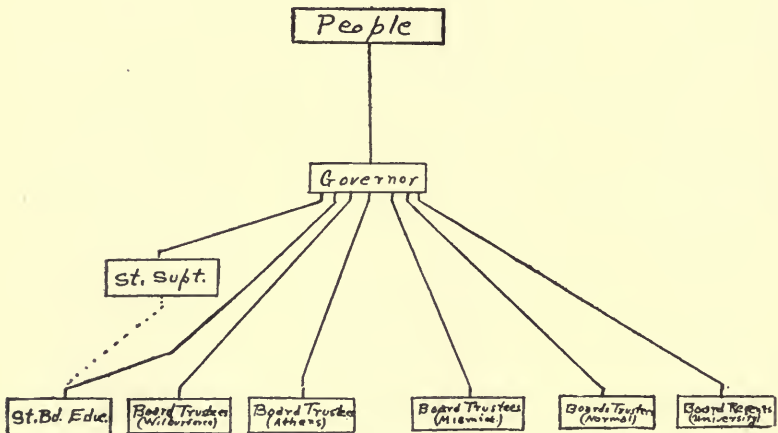
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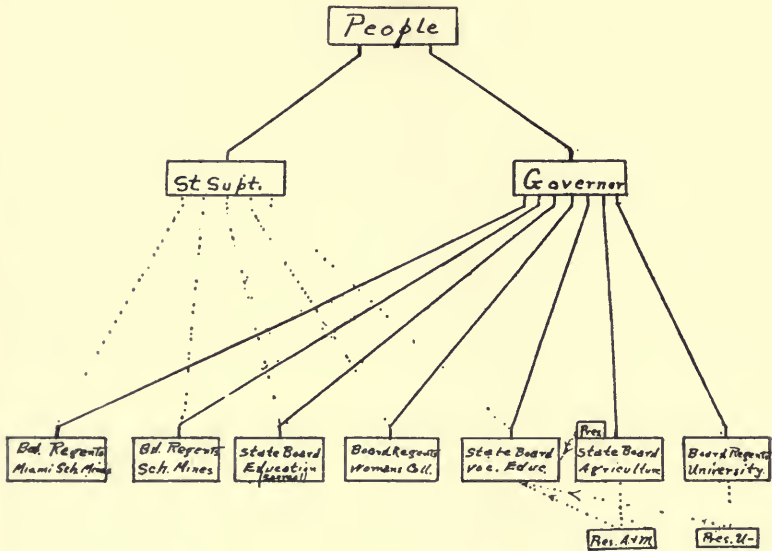
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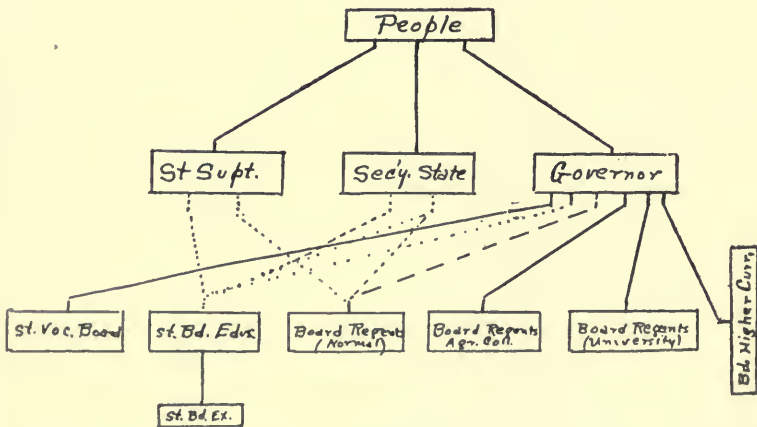
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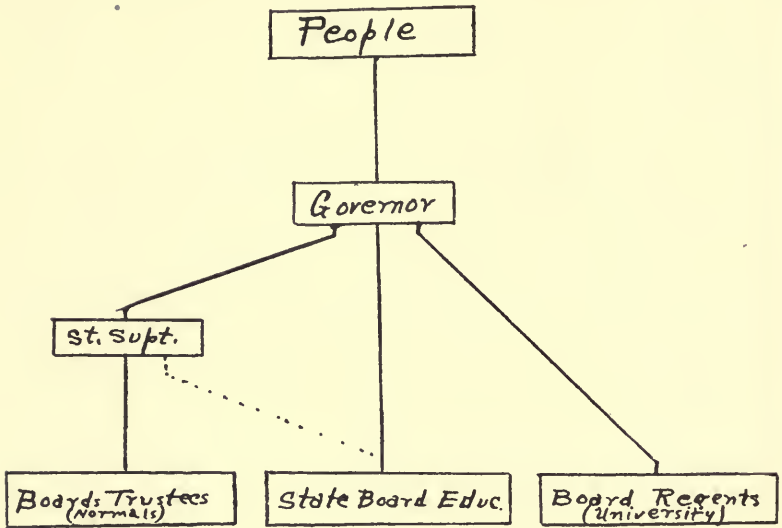
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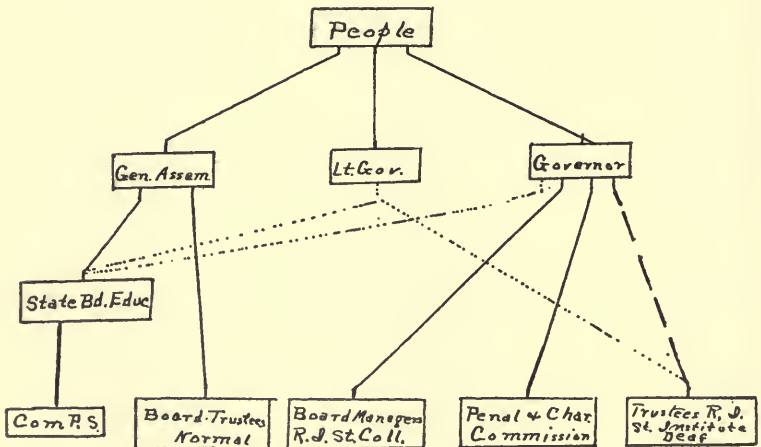
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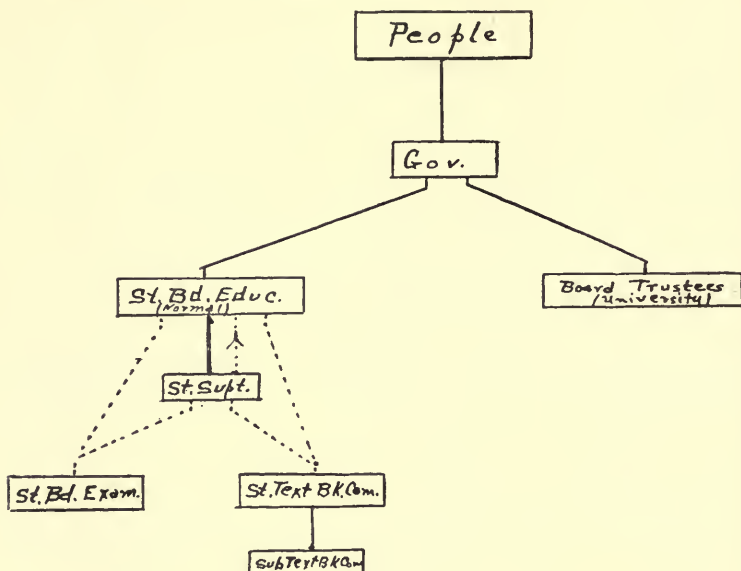
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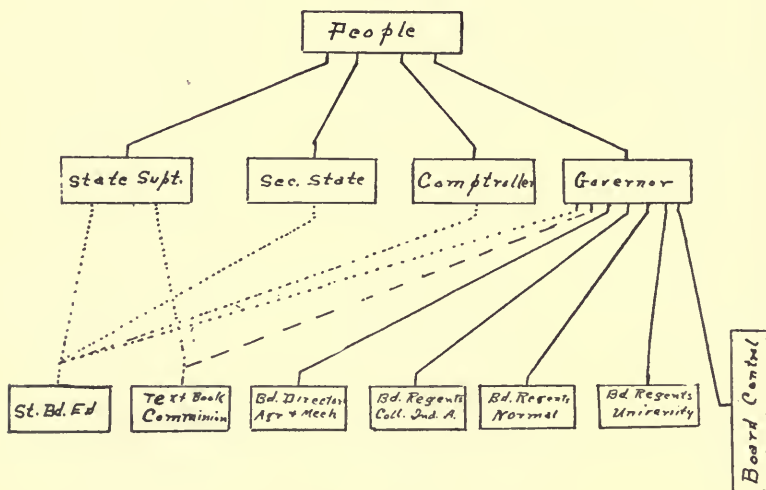
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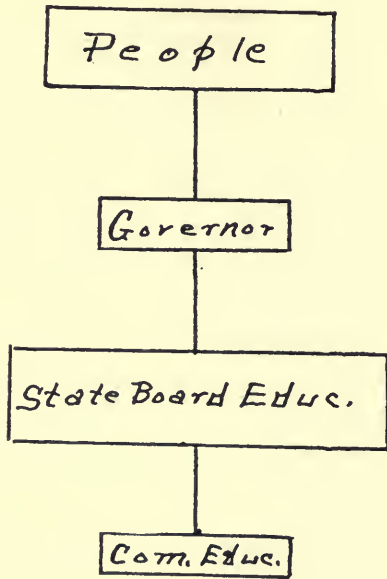
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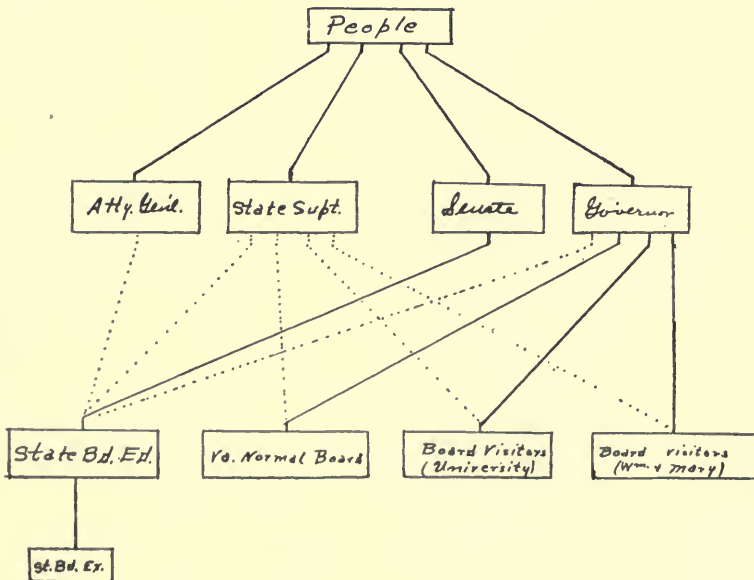
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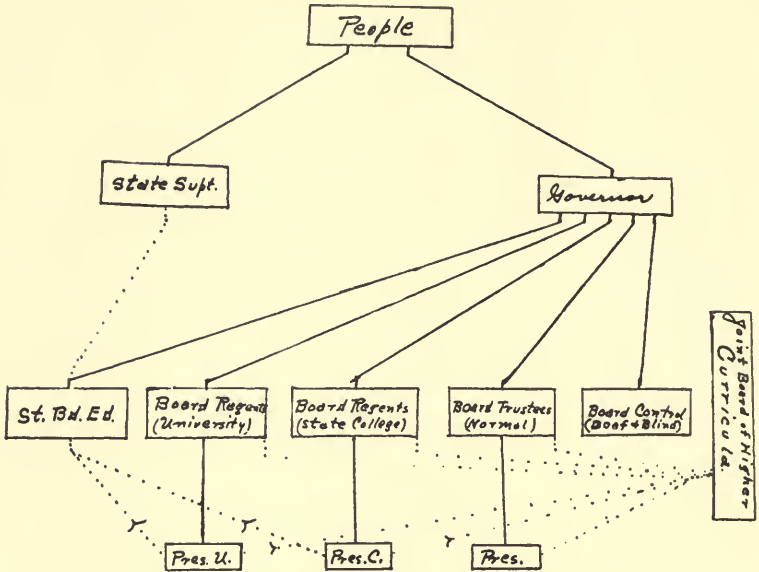
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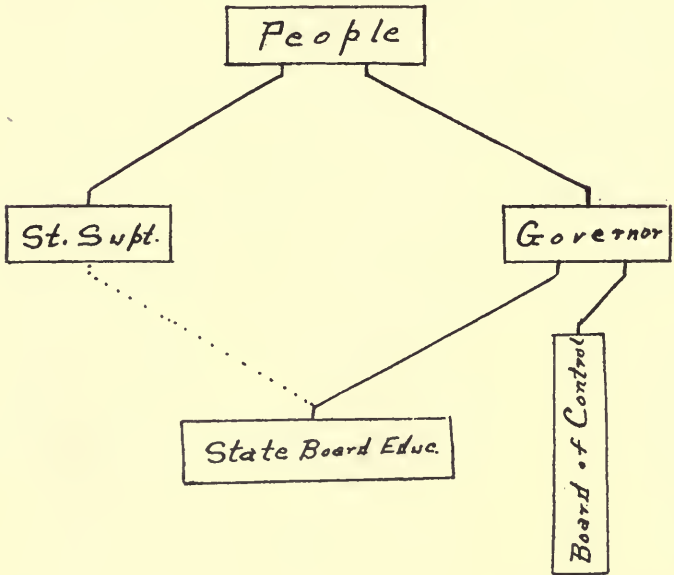
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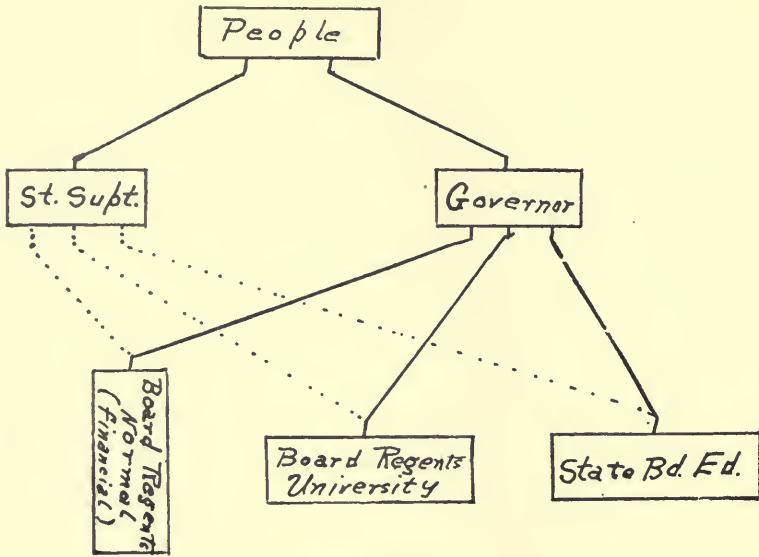
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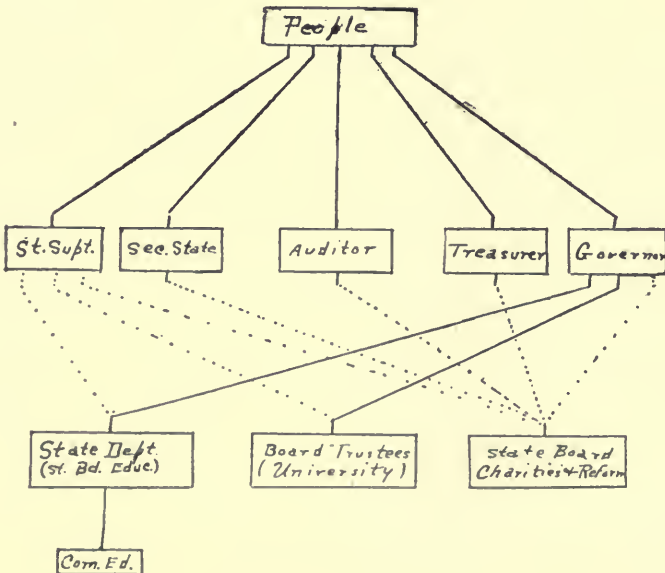
WEST VIRGINIA



WISCONSIN



WYOMING



SECTION C

SUMMARY OF THE DATA

In this section will be found tables showing a summary of the data presented in detail form in Section A, and of the salient points shown in graphic form in Section B. An attempt has been made to select and arrange the facts so as to throw light upon the questions raised by the study.

In Table 2 will be found the main types of institutional control. These are, in the main, state or local, unit or multiple. These types hold for the general control of all state institutions, for the general control of all teacher training agencies, and for the control of special teacher training agencies such as departments of education and normal schools. Later in the study a form of multiple control will be referred to as a dual multiple type. This cannot be shown in this table, but will be described in its proper setting.

In Table 3 the different methods of choosing board members, the number of members and the length of term will be found listed by states. This table should read: Alabama has a normal school board composed of six regular and two *ex-officio* members appointed by the governor for a term of twelve years; a financial board composed of three regular members appointed by the governor for an indefinite term. Tables 4, 5 and 6 will present frequency distributions of the facts presented in Table 3 under the head of number of members and length of term. The first part of each division in Table 4 should read as follows: One state has two regular members on its normal school board, two states have three regular members; fourteen states each have one *ex-officio* member, seven have two each; two states have each a total of three members, two have four; in one state the length of term is two years, in one the term is four years.

Owing to the part which the unit type of board of control plays in this study the states which have this type of control are exhibited in separate tables. Such an exhibit will be found in Table 7, followed by a frequency distribution of the number of members and length of term in Table 8.

TABLE 2

SUMMARY OF TYPES OF STATE INSTITUTIONAL CONTROL
STATE (S) VS. LOCAL (L) AND UNIT (U) VS. MULTIPLE (M)

	General				Teacher Tr'g Agencies				Spec. Teacher Tr'n'g Agn'es						
	S	L	U	M	S	L	U	M	Depts.	Educ.	Nor.	Schools			
Alabama.....	X			X	X			X	X			X	X		
Arizona.....	O	O		X	O			X	X			X	X		
Arkansas.....	X			X	X			X	X			X	X		
California.....	O	O		X	O			X	X			X	X		
Colorado.....	X			X	X			X	X			X	X		
Connecticut.....	X	X		X		X		X	X			X	X		
Georgia.....	O	O		X	O			X	X			X	X		
Idaho.....	X	X		X		X		X	X			X	X		
Illinois.....	X			X	X			X	X			X	X		
Indiana.....	X			X	X			X	X			X	X		
Iowa.....	X			X	X			X	X			X	X		
Kansas.....	X			X	X		X	X	X			X	X		
Kentucky.....	X			X	X			X	X			X	X		
Louisiana.....	X			X	X			X	X			X	X		
Maine.....	X			X	X			X	X			X	X		
Maryland.....	X	X		X		X		X	X			X	X		
Massachusetts.....	X	X		X		X		X	X			X	X		
Michigan.....	X			X	X			X	X			X	X		
Minnesota.....	X			X	X			X	X			X	X		
Mississippi.....	X			X	X			X	X			X	X		
Missouri.....	O	O		X	O			X	X			X	X		
Montana.....	X			X	X		X	X	X			X	X		
Nebraska.....	X			X	X			X	X			X	X		
New Hampshire.....	X	X		X		X		X	X			X	X		
New Jersey.....	X			X	X			X	X			X	X		
New Mexico.....	O	O		X	O			X	X			X	X		
New York.....	X	X		X		X		X	X			X	X		
North Carolina.....	O	O		X	O			X	X			X	X		
North Dakota.....	X	X		X		X		X	X			X	X		
Ohio.....	X			X	X			X	X			X	X		
Oklahoma.....	X			X	X			X	X			X	X		
Oregon.....	X			X	X			X	X			X	X		
Pennsylvania.....	O	O		X	O			X	X			X	X		
Rhode Island.....	X			X	X			X	X			X	X		
South Carolina.....	X			X	X			X	X			X	X		
South Dakota.....	X	X		X		X		X	X			X	X		
Tennessee.....	X			X	X			X	X			X	X		
Texas.....	X			X	X			X	X			X	X		
Vermont.....	X	X		X		X		X	X			X	X		
Virginia.....	X			X	X			X	X			X	X		
Washington.....	O	O		X	O			X	X			X	X		
West Virginia.....	X			X	X			X	X			X	X		
Wisconsin.....	X			X	X			X	X			X	X		
Wyoming.....	X			X	X			X	X			X	X		
Totals.....	36	8	9	35	36	8	11	33	44			36	8	32	12

S—State
L—Local
U—Unit
M—Multiple

O—Partly State and Partly Local
X—Type of Control Shown by Heading.

TABLE 3—Continued

	Methods of Choosing Members												Number of Members												Length of Term											
	Appt. by Governor				Appt. by Other Authority				Elected by People				Regular				Ex-Officio				Total															
	N	U	F	O	N	U	F	O	N	U	F	O	N	U	F	O	N	U	F	O	N	U	F	O	N	U	F	O								
Ohio.....	X												5												5				5							
		X											27												27								9			
		X											8												8								7			
		X											7												7											
Oklahoma.....	X												6				1								7				4							
		X											7								7				7				5							
			X														4												5							
			X														4												5							
			X														4												5							
			X														1								4				5							
			X														1								4				5							
			X														1								4				5							
Oregon.....	X												6				3								9				6							
		X											10												10											
			X														9																			
			X														4																			
			X														3																			
			X														4																			
			X														3																			
Pennsylvania....				X									9												9				3							
				X													6								1				7							
				X																																
Rhode Island....	X							X					3				6				2				2				5				8			
								X																												
								X																												
								X																												
South Carolina..				X		X							8				3								11				6							
				X		X							8												11				6							
				X		X																														
				X		X																														
				X		X																														
				X		X																														
Tennessee.....	X							X					9				1								10				6							
		X						X					10								4								14				12			
								X									5												5							
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TABLE 5

SHOWING FREQUENCY DISTRIBUTION OF REGULAR, EX-OFFICIO, AND TOTAL NUMBER OF MEMBERS OF COLLEGE AND UNIVERSITY BOARDS; ALSO THE LENGTH OF TERM

<i>Regular</i>		<i>Ex-Officio</i>		<i>Total</i>		<i>Term</i>	
Frequency	No.	Frequency	No.	Frequency	No.	Frequency	No.
1.....	3	2.....	1	1.....	5	1.....	2
3.....	5	6.....	2	2.....	6	2.....	3
2.....	6	5.....	3	4.....	7	2.....	4
3.....	7	1.....	4	4.....	8	10.....	6
6.....	8	1.....	7	5.....	9	3.....	7
6.....	9			3.....	10	4.....	8
2.....	10			2.....	11	1.....	9
3.....	12			2.....	14	2.....	12
1.....	15			1.....	15	1.....	16
1.....	20			1.....	20		
1.....	27			1.....	22		
1.....	100			1.....	27		
				1.....	100		

NOTE: The four financial boards found in this study have three members each; no *ex-officio* members; the members serve for terms of six years.

TABLE 6

SHOWING FREQUENCY DISTRIBUTION OF REGULAR, EX-OFFICIO, AND TOTAL NUMBER OF MEMBERS OF BOARDS OTHER THAN NORMAL SCHOOL, COLLEGE AND UNIVERSITY BOARDS; ALSO THE LENGTH OF TERM

<i>Regular</i>		<i>Ex-Officio</i>		<i>Total</i>		<i>Term</i>	
Frequency	No.	Frequency	No.	Frequency	No.	Frequency	No.
1.....	1	16.....	1	9.....	3	4.....	2
6.....	2	7.....	2	1.....	4	1.....	3
8.....	3	5.....	3	12.....	5	18.....	4
6.....	4	5.....	4	8.....	6	5.....	5
10.....	5	1.....	7	6.....	7	5.....	6
6.....	6	1.....	9	2.....	3	1.....	8
3.....	7	2.....	10	6.....	9	1.....	10
3.....	8			1.....	10	2.....	12
1.....	9			1.....	11		
1.....	10			3.....	13		
2.....	12			2.....	14		

TABLE 7

SHOWING METHODS OF CHOOSING BOARD MEMBERS, NUMBER OF MEMBERS, AND LENGTH OF TERM IN STATES WHERE THE UNIT TYPE OF CONTROL FOR TEACHER TRAINING AGENCIES PREVAILS

	Method of Choosing Members			Number of Members			Length of Term
	Appt. by Gov.	Appt. by Other Auth'y	Elect.	Regular	Ex-officio	Total	
Connecticut	X			9		9	6
Idaho	X			8	1	9	5
Iowa	X			9		9	6
Kansas	X			3	1	4	4
Maryland	X			7		7	7
Massachusetts	X			6	1	7	3
Montana	X			8	3	11	4
New Hampshire	X			5	1	6	5
New York		X		12		12	12
North Dakota	X			3	2	5	6
South Dakota	X			5		5	6
Vermont	X			5		5	5
West Virginia	X			6	1	7	6
Total	12	1	0	Median 6	Median 1	Median 7	Median 6

TABLE 8

SHOWING FREQUENCY DISTRIBUTION OF NUMBER OF MEMBERS, AND LENGTH OF TERM IN STATES WHERE THE UNIT TYPE OF CONTROL PREVAILS

<i>Regular</i>		<i>Ex-Officio</i>		<i>Total Number</i>		<i>Term</i>	
Frequency	No.	Frequency	No.	Frequency	No.	Frequency	No.
2.....	3	5.....	1	1.....	4	1.....	3
3.....	5	1.....	2	3.....	5	2.....	4
2.....	6	1.....	3	1.....	6	3.....	5
1.....	7			3.....	7	4.....	6
2.....	8			3.....	9	1.....	7
2.....	9			1.....	11	1.....	12
1.....	12			1.....	12		

CHAPTER II

SIGNIFICANCE OF DIFFERENT TYPES OF BOARDS OF CONTROL

By reference to Table 2, Section C, Chapter I, it will be seen that boards for the general control of state educational institutions, for the control of all state teacher training agencies, and for the control of special teacher training agencies, may be classified as state or local, unit or multiple boards. In a few states both state and local boards are found, that is, state boards for some institutions and local boards for others. For the general control of state institutions this is true in Arizona, California, Georgia, Missouri, New Mexico, North Carolina, Pennsylvania and Washington. The other thirty-six states have typical state boards for the control of their state educational institutions. For the control of state normal schools the same thirty-six states provide some form of state board of control while the eight mentioned above have local boards. Thirty-two states have unit boards for the control of state normal schools while twelve have multiple boards of one form or another. In this connection it must be noted that only thirteen states provide a unit board for the control of all state teacher training agencies, while thirty-one states have multiple boards for such institutions. A list of the states having unit boards will be found in Table 7, page 85.

THE FUNCTIONS OF A BOARD

Before attempting to answer our first question, which has already been stated,—What is the best type of board a state can have for its normal schools and other teacher training agencies?—it is necessary to review the best authoritative opinions and studies on the duties of boards of control. The number of such opinions and studies relating to boards whose particular functions are to control teacher-training institutions is limited, yet such as relate to similar boards are significant.

Cubberley says:

"A school board is elected primarily as a board of school control, to determine school policies, select experts, approve new undertakings, and determine expenditures. . . . Freed from the details of school organization and administration, and from the pulls and influences which surround detailed work on many of the larger features of the administrative problem, the board is now free to devote its energies to the problem of its work as a board for school control. These relate to the selection, from time to time, of its expert advisers . . . the selection of school sites, always with the larger future needs in mind; the determination of the annual budget and the tax levy; the consideration of the expansion of the school system; the prevention of legislation by the city or by the legislature which is against the best interests of the schools under their control; and the proper presentation to the people whom they represent, of the work and needs of the schools and the policies of the school department."¹

One of the most significant studies relating to the duties of a city school board was made by W. W. Theisen, who, with the assistance of eighty students in educational administration and other schoolmen, prepared a list of nineteen duties which boards of education are supposed to perform. This list was submitted to and ranked by 531 judges. The first eleven duties are given here in order of their importance:

1. Select the chief executive officer and support him in the discharge of his duties.
2. Pass upon the annual budget for maintenance prepared for the chief executive and his assistance ("budget including sources and amount of revenue available as well as expenditures").
3. Debate and pass upon recommendation of chief executive for additional capital outlays—building sites, improvements, and determine the means of financing such outlays, e. g., bonds, loans.
4. Advise with the chief executive, affording a group judgment, on his recommendations for extensions or readjustments of the scope of educational activities.
5. Appoint—upon nomination and recommendation of the chief executive—the teachers, principals, and supervisors.
6. Determine, after consultation and discussion with the chief executive, the schedule of salaries.
7. Require and consider report of the business transacted or pending and of the financial status of the system.

¹Cubberley, E. P., *Public School Administration*, pp. 118-19.

8. Require and discuss the report of the chief executive concerning progress of the schools—in terms of achievements of the pupils, teachers, supervisors.
9. Adopt, upon consultation with the chief executive, a set of by-laws or rules for the government of the school system, i.e., designate authority of executive and administrative officers, and duties to be performed by the board or its committees.
10. Pass upon architect's plans, approved by the chief executive and his assistants, for buildings that have been authorized.
11. Represent needs of the schools before city authorities or the legislature.

Theisen further states that "When the judgments of business men and board members are considered separately, though insufficient in number to warrant positive conclusions, we find little change from the order above in the relative rank of the different duties."²

In a study based upon an examination of the tax-supported normal schools in the state of Missouri, we find this statement: "The all-important business of a board is to keep a first-class executive at the head, and then the less government the better."³ In the same publication there is a quotation from a former board member who says: "It is also its [the board's] duty to lead the community to recognize what is best in education. As the board represents a culture higher than the general culture of the community, and as its closer relations with the school and supervising officers give it a wider and better view than the view of the community, the work of the board becomes directly educative, and its duty, manifestly, is to inform and direct the community."⁴ The report further affirms that "If these principles hold of a municipal school system, they should be doubly sacred in a higher professional institution."⁵

Applying these principles to state-controlled teacher training agencies it would follow that the main duties of the board, in addition to selecting the chief executive, are to secure and make available the funds for running the institution; to educate the community (in the large) to the eager support of the institu-

²Theisen, W. W., *The City Superintendent and the Board of Education*, p. 31.

³Bulletin No. 14, p. 46, The Carnegie Foundation for the Advancement of Teaching. ⁴*Ibid.* ⁵*Ibid.*

tion; to assist those closely connected with the instructional processes in redefining the purposes of the institution in the light of the state-wide experience they are able to bring; to provide ways and means of handling in a most economical and effective manner the details of their own office and the office of the chief executive. Further reasons for the acceptance of these principles will be seen in the presentation of the advantages and disadvantages of the different types of boards of control.

In order to show clearly that these principles are not recognized in the provisions for the control of teacher training agencies made by legislative enactment, we shall present types of such provisions, from two states, and excerpts from others.

The Arizona legislature makes the following provisions for the duties of the board controlling its normal schools:

"Said boards shall have power to appoint a principal and an assistant to take charge of their respective schools, and such other teachers and officers as may be required in such schools, and fix the salary of each, and prescribe their several duties. They shall also have power to remove either the principal, assistant, or teachers, and appoint others in their stead. They shall prescribe the various books to be used in said schools and make all regulations and by-laws necessary for the good government and management of the same.

"The said boards shall have power to ordain such rules, regulations, and requirements, for admission of pupils to their respective schools as they shall deem necessary and proper. They may in their discretion require any applicant for admission to sign and file with the board governing the institution to which admittance is sought a signed declaration of intention to follow the business of teaching schools in the state. The said boards shall have power to prescribe any tuition, fees and charges, that may be necessary or expedient in their respective schools.

"The course of study leading to graduation from the regular teachers course of the Arizona normal schools shall be uniform in the amount of work, and shall be prescribed by the boards of education. . . . Every such training school shall at all times be under the supervision, control and management of the governing board All teachers employed to teach in such training schools shall be employed by the governing board and the trustees of the school district acting jointly. The governing board and the trustees shall jointly prescribe from time to time such rules and regulations as they may deem proper governing the admission and attendance at such training school."⁶

Vermont provides as follows:

"The State Board of Education shall have the care and management of the state normal schools and shall exercise such powers as are

⁶*Arizona Civil Code*, 1913, Chap. IV, Art. 4513 *seq.*

necessary for the proper conduct of such schools and shall make such regulations in respect to such institutions as the interests of the state demand. Said board shall, through the commissioner of education, prepare courses of study to be given in such schools and may revise the same when necessary. Said board shall determine the conditions for admission to and graduation from such schools, shall select and employ all such teachers for such schools and may dismiss them when the interests of the school requires. All moneys received from tuitions or otherwise in connection with such schools shall be turned into the treasury by said board and same may be used by said board in the care and management of such schools. Said board shall, in its report to the general assembly, state the condition and progress of such schools and the moneys received and expended for the same."¹

A study of the provisions made by each state shows these to be common expressions: have full control and management of normal schools may employ secretary maintain practice school determine salaries receive and distribute funds make biennial report secure sites provide buildings course of study elect principal and teachers fix admission and graduation requirements visit and inspect the school, etc. As will be seen in Table 9 all such provisions have been listed and grouped under four headings in an attempt to find out the legal duties of these boards. The groupings have been made more or less arbitrarily, yet they will show clearly that the principles now recognized as governing the duties of a board are not contemplated in these legislative provisions. From Table 9 it may be found that, according to our classification, 3.4 per cent of the board's duties relate to legislative action, 56.7 per cent to executive work, 16.7 to professional work and 23.2 to clerical work. It will be admitted that some of the duties listed as executive should be performed by the board. It will be necessary for the board to elect a president and fix salaries; instead of the board electing the teachers it would be more economical to confirm the selection made by the president. Those duties listed as professional evidently belong to educational experts; those listed as clerical should not consume the board's time, as we know they do, but should be left to its paid office force. It can readily be seen

¹*Vermont Civil Code*, 1917, Chap. 71, Sec. 1399.

TABLE 9

DUTIES OF NORMAL SCHOOL BOARDS AS SHOWN BY LEGISLATIVE PROVISIONS

Name of State	Legislative				Executive								Professional				Clerical											
	Org. & admr. left to faculty	Direct general policy	General rules and regulations	By-laws	Elect president	Elect teachers	Fix salaries	Fix fees	Report to legislature	Provide supt. of schools	Establish model school	Elect secretary	Confirm nominations	Visit and inspect	Appoint board visitors	Fix admission	Adopt course of study	Receipts and expenditures	Prepare forms	Purchase apparatus	Purchase text books	Secure sites	Plans and specifications	Exam. and aud. accounts	General business	Grant diplomas	Cost of board	Repairs and improvements
Alabama					1	1	1		1	1			1	1		1	1											
Arizona	1				1	1	1																					
Arkansas		1			1	1	1		1								1	1	1	1								
California			1		1	1	1		1		1	1		1														
Colorado					1	1	1		1		1						1											
Connecticut					1				1		1					1	1			1								
Georgia																												
Idaho					1	1	1				1					1	1		1									
Illinois					1	1	1		1																			
Indiana					1	1	1		1		1	1				1	1			1	1	1		1				
Iowa					1	1	1		1																			
Kansas					1	1	1																					
Kentucky		1			1	1	1												1	1								
Louisiana					1	1	1																					
Maine				1	1	1	1		1								1											
Maryland					1	1	1										1											
Massachusetts					1	1	1										1										1	
Michigan									1		1					1	1		1									
Minnesota					1	1	1		1					1	1		1										1	
Mississippi					1	1	1						1															
Missouri					1	1	1		1						1		1			1								
Minnesota					1																							
Nebraska					1	1			1																			
New Hampshire					1						1						1										1	
New Jersey					1	1	1				1					1												
New Mexico					1	1	1																					
New York					1	1	1		1		1																	
No. Carolina					1	1	1																					
No. Dakota					1	1	1										1											
Ohio					1	1	1				1						1											
Oklahoma					1	1	1		1																			
Oregon			1	1	1	1	1																					
Pennsylvania					1	1	1		1							1	1		1								1	1
South Carolina					1	1	1																				1	
South Dakota					1	1	1		1		1	1		1	1													
Tennessee					1	1	1		1		1																	
Texas					1	1	1									1												
Vermont					1	1	1										1											
Virginia					1	1	1																					
Washington					1	1	1																					
West Virginia					1	1	1		1	1																		
Wisconsin					1	1	1		1	1					1		1										1	
Totals	1	1	4	2	34	33	31	4	17	1	5	10	3	4	6	9	20	24	1	4	3	3	7	3	1	7	1	1

that the first group of duties should receive much more attention by the board and the others considerably less. This important principle is not recognized even in the latest enactments relating to the state educational boards. In February, 1919, one of the states consolidated some of its boards by the following provisions: “. . . . board shall have general control and management of (names of all the state educational institutions) shall exercise such authority and perform such duties as may have been delegated heretofore to the state board of regents, to the state board of education as now constituted, to the state school book commission, and to the state vocational board.”⁸ By way of explanation it should be said that in this particular state the state board of education has performed numerous detailed duties relating to the certification of teachers; it is unnecessary to state that a state text-book commission has details to perform. Now, if these numerous duties fall to the state board of education in addition to others, and the board considers it its duty to perform them rather than to employ experts, it is not surprising that it finds little time for large constructive educational policies.

TYPES OF BOARDS

Local vs. State Boards. The history of the different prevailing types of boards follows in the main the general development of educational administration. At first the control was well centralized, as in West Virginia and Missouri; later it became extremely local, and now it is slowly swinging back towards a highly centralized type. The local boards now in existence vary from those whose duties are merely nominal to those with complete control of all educational and financial matters. The main advantage claimed for the local type of control is that its members, by assuming the responsibility for the institution, become more interested in its progress and transmit this interest to their fellow-citizens; thus the entire community becomes a unit in the support of the local institution. The second advantage urged is that the board from its community point of view may sense needs which the presi-

⁸*Code of West Virginia*, Chap. 45, Sec. 7.

dent or a state board cannot know. Against the latter contention it may be said that the community's view is narrow and usually this narrow view handicaps rather than promotes real efficiency. When the state normal schools of West Virginia were under the control of local boards the entire faculty of one school was dismissed because of local pressure. This was proved when the state board which then had the power to review the action of the local board simply transferred the faculty to another institution and sent that institution's faculty to the former one. Even if the advantage of greater interest does not radiate from the president and his faculty, it can be secured through a local committee made up of representative citizens—men and women—who are merely advisory to a state board.

The chief disadvantage of a local board for the control of any teacher training agency is that the board, in composition, lacks vision; hence, all questions are almost certain to be considered from the sectional point of view. It is possible, too, that the purpose of the school, as has often happened, will be subordinated to mere enrollment, which, in turn will secure a larger appropriation from the state and larger financial benefit to the local community; thus a large material plant is built up, perhaps at the expense of some other institution the function of which is identical and the needs of which are greater. Second, the local board may coincide with the president and work in harmony with his plans or may work contrary to his policies whether they be right or wrong; at any rate, such a board cannot inspire the president to do his best constructive work for the school. Third, rivalry, with all its attendant evils too well known to consume time here, is sure to be present where the local type of control prevails.

The advantages of a state board of education inhere in the fact that the members may be drawn from the different parts of the state and thereby bring a wider experience than is likely to be found in any local board. Second, in approving courses of study, appointing presidents and faculties, and determining their tenure, local bias will be eliminated; this fact alone means much to the efficiency of any educational institution. Third, a state board of education will cooperate more readily with other state

boards in working out state-wide programs. This cooperation is especially necessary in the training of teachers. These advantages, together with the inherent disadvantages of a local board, indicate rather clearly that some form of state board is best for normal schools.

Multiple vs. Unit Boards. A summary of the data found in Chapter I, Section C, reveals the fact that out of forty-four states only nine have unit boards for the management and control of all state institutions; twelve have unit boards for all state teacher training institutions, while thirty-two have such boards for state normal schools. Since the training of teachers for a state is a "homogeneous undertaking,"⁹ or at least should be, it seems reasonable that one board should control and unify this state-wide function. Where multiple boards exist for the control of different institutions with like functions the same disadvantages inhere as in the local boards, except in a somewhat less acute form. Each desires to obtain an appropriation which will make a creditable showing for its particular institution, and expenditures are often made regardless of the function of the institution in the system as a whole. The rivalry among multiple boards controlling institutions, the functions of which are alike, may be equal to the rivalry among local boards. It reminds one of children who want the same toy at the same time, or the same slice of cake when there are others just as large and as good. Departments of education within universities have prospered in training secondary teachers; normal schools oftentimes have tried to build up their attendance by imitating the departments, regardless of their immediate opportunity to serve the state well in the training of elementary teachers. As a result there has been an uneconomical expenditure of money and time.

It is not urged here that the field of the normal school be limited or that a monopoly be given to the university in the training of secondary teachers, but rather that there should be a central authority to assist in defining and

⁹Bulletin No. 14, The Carnegie Foundation for the Advancement of Teaching, p. 63.

adjusting the aims of the different teacher training institutions. In addition to the aims and programs there are certain details, such as determining entrance requirements, graduation requirements, exchange of credits, credit for extension work, latitude to the mature student, and variation in the curriculum to suit local needs, which only a unit board can manage intelligently. Out of these considerations it seems reasonable to contend that all state teacher training agencies should be placed under one board. This obviously leads to the conclusion that all state institutions, particularly those which have anything at all to do with education, should be placed under this same unit board. It is beyond the limits of this monograph to present data or further argument to substantiate this position. Concerning the teacher training high schools let it suffice to say that the state should, as it is doing in many places, exercise strong supervisory control as long as the present teacher shortage makes the existence of such training necessary. Coffman says: "The system was established in the first place because the central educational machinery and the state normal schools were not meeting rural needs, and it has grown because it does supply an immediate need in an immediate way. At the time when it became an institution the people of the state were not used to acting in unison on such questions; without doubt, were the problem to be solved anew with the educational machinery now organized in the state, another solution more efficient and more economical would be found."¹⁰

Other Types of Multiple Boards. Further Disadvantages. Multiple boards may be further classified as local-multiple boards such as now exist in Arizona, California, Georgia, Missouri, New Mexico; or as state dual boards such as are found in West Virginia and other states having two boards with different functions in control of the same institution. The latter type will be discussed here, since it involves a form of multiple control now receiving attention and likely to become prevalent because of its possibilities for scientific management.

In West Virginia this dual-multiple control is felt within the

¹⁰Coffman, L. D., *Teacher Training Departments, Minnesota High Schools*, p. 79.

state educational institutions. According to the new code of 1919 the State Board of Education consists "of seven members, one of whom shall be the state superintendent of schools *ex-officio*, and the other six members shall be appointed by the governor, as herein provided from the two dominant political parties . . . shall have the general control and management of the educational affairs of the West Virginia University, the state normal schools, the West Virginia Trades School, the West Virginia Vocational School . . . and of any other state educational institution which may hereafter be created by law."¹¹ "The state board of control . . . shall consist of three members, not more than two of whom at the time of appointment shall belong to the same political party, to be appointed by the governor and with the advice of the state senate . . . shall have charge and control of the financial and business affairs of the West Virginia University . . . the state normal school and its branches . . . and have such other control and management of said institutions as are in this act provided."¹²

These statutory provisions create a peculiar relationship between the two boards in the management and control of the same institutions. The State Board of Education may employ presidents or teachers in any institution, but the salaries cannot be paid unless approved by the State Board of Control. The former may employ a teacher of agriculture or home economics, but the latter may say that there are no funds for equipping the laboratories. Expensive apparatus, including scientific books, and even magazines may be needed for a certain institution, but funds may be lacking according to the interpretation of the needs of the institution by the State Board of Control. In other words, efficiency and economy, in the eyes of one board, may mean a little greater expenditure of funds, while in the eyes of the other it must always mean less expenditure of the available funds. According to this dual type of control it is possible for these two extreme ideas to be found in each board.

Legally, then, the State Board of Education becomes little more than a sub-committee of the State Board of Control. In actual practice, however, it must be said that they have worked har-

¹¹*West Virginia Code*, Chap. 45, Sec. 4. ¹²*Ibid.*, Chap. 15, Sec. 1.

moniously in the state since their creation in 1909. The Board of Control in its biennial report of 1912 says, "We are glad to state that this Board [the Board of Regents, now Board of Education] has given us generous cooperation in our work for the educational institutions, and the relations at all times between the two Boards have been harmonious and helpful."¹³ It is generally acknowledged that harmony has been brought about, not by any virtue inherent in the type of control, but because the members of both boards have been broad, liberal-minded men, and, as has been said of the system, it has worked because those identified with it have determined to make it work. This dual-multiple type control is a most unfortunate one, the evils of which future legislation cannot afford to overlook. It may be that these two boards will work in harmony in this state for years, but the future development of state institutions is a matter of too great importance to leave such to chance. This danger must be present wherever there are two parallel boards whose powers and duties overlap, or more especially where one has control of the financial affairs and the other of the educational. Wherever anything savoring of so-called scientific management is introduced it should be safeguarded so that the financial interests do not obscure the educational. The solution is self-evident; namely, there should be one board with the general oversight of the powers and duties now lodged in the two boards. The details should then be placed in the hands of experts, and there should be one state board for all educational institutions. The principle advocated here is referred to in the report of the survey of the Binghamton school system which says: "The board of education has no control over budget estimates or disbursement of funds. The lack of financial control has often meant also lack of power to fix educational policies."¹⁴

The disadvantages naturally inherent in the various types of multiple boards and in local boards can be overcome only by a unit board for at least all institutions which have to do with the unified problem of training teachers. This unit board should have the full management and control of the normal schools, the

¹³*Biennial Report*, 1912, West Virginia State Board of Control.

¹⁴*A Report of the Survey of the Binghamton School System*, p. 36.

schools of education in state colleges and universities, and incidentally we suggest the supervision of all such work in the private and denominational colleges, the city training schools, and the high schools. The chief reasons for the unit board may be summarized by saying that the problem of training teachers for the state is a unit problem; the present division of the problem among different institutions differently controlled is historic and not at all inherent in the nature of teacher training itself. This essential integration can be maintained only by a single board whose vision is state-wide and whose purpose in this respect is single, namely, to supply the state with an adequate supply of trained teachers.

The disadvantages of such a type of control should be clear:

First, the specific work of each institution would be outlined with reference to the one great problem. Each school would then feel that its assigned work was important, that it was rendering a great service to the state and that undesirable competition with other similar schools was unnecessary nor necessary to maintain courses in fields where there was not sufficient demand for the returns to justify the expenditure. The board would assume responsibility for the results of each school in comparison with the other schools.

Second, entrance credits, graduation requirements, flexibility for mature students, extension credit and courses, can be adopted by the board through its experts.

Third, local interests in all phases would become subordinated to the real purpose of the school. Local pride would find expression in a desire to furnish the greatest possible number of trained teachers to the state rather than to attract many students to the local town in order that local merchants, boarding-house keepers, and owners of rooms may increase their incomes.

Fourth, the unit board would give an opportunity to employ expert service in all phases of its work. It can employ an expert business manager and equip his office. It can employ the chief executive of the institution and give him sufficient office help, so that he may contribute his services to the instructional side of the school. Under the multiple or more especially the

dual type of control for the same institution the chief executive is between two fires.

Fifth, the unit board would assume the responsibility of all appropriations and distribute the same among the various institutions under its control according to their several purposes and needs. Just here a plausible argument can be found for extending this type of control to all state institutions. Log-rolling in legislatures, which leads to all forms of bad ethics and uneconomical effort, would be stopped.

Sixth, the plan would give an opportunity for the classification and explanation of receipts and expenditures. In the Appendix of this study will be found some of the advantages of such a classification.

Seventh, the presence of *ex-officio* members on many boards indicates that there is a recognized need for unity of control. This need is further exemplified in the Joint Board of Higher Curricula of the state of Washington, in the Council of Education of Alabama, and in other similar boards. The functions of the former "are threefold: 1. To consider matters of efficiency and economy in the administration of the five institutions of higher learning supported by the state, and to make recommendations to their controlling boards. 2. To approve or disapprove of the introduction of new major professional or applied science lines in the various institutions. 3. To survey the several institutions, investigating the enrollment, attendance and cost of instruction, and to report biennially to the governor."¹⁵

The Alabama Council of Education was created at the suggestion of the survey commission which said it "should be organized as a clearing-house board to have charge of and settle all educational matters of common interests to the schools directed by the State Board of Education, and to the schools under the three boards of the higher educational institutions."¹⁶ This board is composed of the governor, the state superintendent of schools, two members of the state board of education, the

¹⁵*First Biennial Report of the Joint Board of Higher Curricula*, p. 6.

¹⁶*An Educational Study of Alabama*, U. S. Bureau of Education, Bull. No. 41, p. 63.

presidents of each of the three institutions, and a member of each of the three boards of trustee. In it the desire for centralized control can readily be seen.

Eighth, practically all recent legislation favors some form of more centralized control than was found in the legislation it displaced. The Alabama State Board of Education, created in 1919, displaced five boards of trustees, a state board for vocational education, the state high school commission, state text book commission, and the illiteracy commission.¹⁶ New Mexico's new law, effective 1921, created a board to "manage and control all state educational, charitable, penal or reformatory institutions."¹⁷ It likewise displaces four boards of regents and a state board of education.

Wisconsin, recognizing the principle of unity in its educational system, has established a state board of education whose duties are "to present to the legislature budget estimates which will represent a state view of the educational problem and not merely a local view. . . . To secure the best available information to serve as a basis for an educational policy which will offer the widest possible educational opportunity to the people of the state for the funds expended. . . . To make unnecessary and to prevent an unseemly scramble for legislative funds, and lobbying in the interest of special legislation for particular schools or parts of the educational system. . . . To keep educational institutions from unduly expanding their functions, prevent duplication of work adequately provided for in other institutions, and promote harmony in the educational system and single-minded devotion to the entire educational interests of the state."¹⁸ To this end several propositions defining the duties of the several state officers, commissions and boards for the cooperation and execution of the state's work have been adopted.

Ninth, many authoritative opinions favorable to the unit board may be cited. The most significant is found in *The Professional Preparation of Teachers for American Public Schools*: "Whatever steps may be taken in Missouri or elsewhere in the name of progress in educational organization, it is safe to say

¹⁶*New Mexico Statutes*, 1919.

¹⁸*Wisconsin's Educational Horizon*, Vol. I, pp. 4-5.

that they will represent in some form the present inevitable tendency toward simplification, by centralizing power and responsibility in the hands of a few individuals—and those fitted to use it.”¹⁹ The survey further states: “The foregoing section was devoted to a plan whereby these schools (normal schools) should be given their natural place in the university organization, with their executives in charge of the whole problem of the preparation and supply of teachers for the state. Informed opinion will likewise agree that it is a serious weakness to have a state superintendent elected by the people as a partisan, and that he should be replaced by a skilled officer, chosen solely for his ability, on a tenure of good behavior, and responsible to a group of intelligent laymen. The absolute need for concerted action between these two authorities—the one responsible for training in state institutions, the other for administration at large—suggests at once the advisability of placing both functions under one board of representative citizens.”²⁰

Tenth, a unit board would be more economical. At present this must remain in an assertive form because of lack of comparative data of the multiple and the unit types. An ex-governor recently said: “Our present system of controlling state institutions, even though we still have a dual type and pay each of the three members of the state board of control \$5,000 per year, each of four members of the state board of education \$1,000 per year, is undoubtedly less expensive than our old multiple type of control.” If this is in any measure true where the boards are highly salaried officials, it should certainly be true where such boards serve, according to a well established American principle in education, for expenses or for a small per diem and expenses.

DETAILED PROVISIONS FOR A UNIT BOARD

The question, What is the best type of board a state can provide by legislative enactment for the control of its teacher training agencies, having been answered in favor of a

¹⁹Bulletin No. 14, The Carnegie Foundation for the Advancement of Teaching, p. 274.

²⁰*Ibid.*, p. 65.

state-unit board we shall now proceed with the detail of such a board. This topic calls for an examination of the methods of choosing members, the length of the term for which each member is chosen, qualifications for membership, the number of members on the board, *ex-officio* membership, and the compensation.

Methods of Choosing Board Members. Reference to the data will show that of the seventy-seven different boards represented in the study governing state normal schools fifty-eight, or seventy-five per cent, are appointed by the governors of the different states. Over twenty-three per cent are appointed by the legislatures, the state board of education or some other authority, while about two per cent are elected by the people. The question concerns itself with how to secure the most efficient persons for this particular position. If we should attempt to draw our standard from city school administration we would find opinion divided, leaning somewhat toward the election plan. Strayer and Engelhardt say:

"The principles which govern in the case of the county board of education, or of the city school board are identical. . . . A board of education elected at large, consisting of from five to nine members, whose terms of office equal in length the number of members of the board, serving without pay, has been found most acceptable in most American cities."²¹

Cubberley says:

"A plan tried in some of our cities, but one less in favor now than some years ago, is that of having the mayor of the city appoint the board members instead of their being elected. This plan is especially favored in large cities. In small cities there is no question but that election at large by popular vote is the more desirable method, and even for large cities experience seems to indicate that the results are about equally satisfactory."²²

In a footnote following the above quotation we find:

"Election by the people and at large has certainly given better results in Boston, St. Louis, and Portland, Oregon, than has been the case under appointment by the mayor in New York, Chicago or San Francisco."²³

²¹Strayer and Engelhardt, *The Class Room Teacher*, p. 37.

²²Cubberley, E. P., *Public School Administration*, p. 96.

²³*Ibid.*, p. 461.

²⁴*Ibid.*

However, the same author in speaking of the application of city school administration to state educational organization says that for general control, "There should be a state board for educational control, consisting of a small number of representative citizens of the state, to be appointed by the governor and for relatively long terms. A board of five or seven members, with the term of one expiring each year, represents in many respects a desirable form of organization."²⁴ The Alabama survey commission says: "The consensus of opinion both within the state and throughout the country is strongly in favor of the governor appointed board."²⁵

The objections to electing a state board of education are practically the same as those frequently urged against electing the state superintendent in that way, namely, that the true issues involved in the election are so clouded by the so-called larger political questions that the slate, following the name of governor, goes through regardless of the qualifications of its candidates. In other words, educational ideals and policies are entirely obscured in the political muddle. This disadvantage might be overcome by having a separate election. It is questionable whether the extra expense would be justified by the results obtained. Perhaps the appointive power of the governor can be so regulated that equally good results will be secured. In reply to the argument that extreme centralization of power takes away the just rights of the people, it may be said that the real citizens in a true democracy are more concerned with having equal educational advantages and opportunities for their children than expressing their opinion on matters upon which they are unformed, and, upon which, during times of great political agitation, it is impossible to secure information. For these reasons it may be well to adhere to the standard now set by the seventy-five per cent in the matter of securing efficient boards for the management and control of our state teacher training schools.

Length of Term. A summary of the results in Table 4 shows that the length of term for normal school board members varies from two years to twelve, with an average of

²⁴*An Educational Study of Alabama*, U. S. Bureau of Education Bull. No. 41, 1919, p. 432.

5.3 years, the exception to this being Arizona and New York where members may be appointed for life or during satisfactory service. It is difficult to set as a standard an exact number of years for membership on a teacher training board. It would be difficult to prove that membership should be for twelve years rather than nine. However, in choosing between nine years and four there should be no difficulty. It is agreed by all authorities that the length of term should be relatively long, at least longer than that of the appointive power. The following reasons for this seem valid: If the appointive power, the governor, say, should be tempted to appoint at the beginning of his term a political follower for political purposes, and the length of the term of the member appointed be longer than that of the governor, such appointment might act as a boomerang and defeat the ulterior purpose of the governor. In this connection it should be said that the terms should be so arranged that no one governor shall appoint many new members. Further, worthy state-wide teacher training programs demand a series of years for accomplishment. If the board is changing rapidly within the time required it is certain that the original program will never be carried through. It is true that institutions and institutional life should be modified with the changes in society, yet there must be maintained a thread of stability if society is to perpetuate itself; only board members who serve many years can maintain the stability of institutional life. Many citizens standing on the outside of an institution think that it should be rapidly reformed. They may be right, but a sane decision demands careful and continuous study in close contact, and this requires a greater length of time than two or three or probably four years.

Qualifications for Membership. As will be seen from the data there is no uniform procedure among the states on the specifications of qualifications. In some of the provisions none are specified. In some there is a geographical distribution, such as a limited number from the same county or one from each congressional district. A few prohibit membership by the appointees of the board, thus excluding all connected with

the state institutions for which the board exists; others limit membership to schoolmen. A number mention political party affiliation. The fallacy inherent in some of the specifications is evident. The mention of the congressional district, or any other geographical distribution, is probably of political origin. To tell an intelligent governor who has the appointive power, or citizens who cast the ballot, that the eligible candidate for board membership must have "character and fitness," is a waste of printer's ink. An ex-governor, whom the writer consulted, who has made a study of boards of control for educational institutions, said that it might be of some assistance and a protection to the governor in making the appointments if the law specified at least a bi-partisan board. If the details are handled by a sufficient number of experts, as will be recommended later in this study, it might be well, in order to prevent an inbreeding of ideas, to exclude the educational appointees of the board, since their recommendations will at all times be before the board in its deliberations.

Number of Members. In this investigation it has been found that normal school boards range in number from two to twelve, excluding the *ex-officio* members; the median is six. The number who hold *ex-officio* relationship to such boards ranges from one to three; since twenty-five of these boards have one *ex-officio* member, it may be said that the typical normal school has a membership of seven. Of the many studies now available concerning the work of committees and their relationship to their boards, most of them lead to the conclusion that committee service is time consuming in its usual form and that it is overworked as an educational policy. This point is made clear by Cubberley in *Public School Administration* (page 112).

Theisen, in his recent study, finds a positive correlation of plus .56 between the number of committees and the size of the board for city schools. All who have had to do with boards of any kind know that a small board of from three to five members is far more effective in handling any kind of business than a board composed of larger membership.

Ex-Officio Membership. As a principle of city school administration *ex-officio* membership would not be tolerated. It may be surprising to find that forty-three normal school boards have from one to three representatives who are there because of other relationship to the school or the political system. By reference to the graphs, Section II, Chapter I, of this study, it will be seen that the most frequent *ex-officio* member is the state superintendent; the next is the governor. It is difficult to understand why the governor should retain a place on such board except as a matter of custom. In a decentralized system of control for all state educational institutions it can readily be seen that the state superintendent has been considered the logical connecting link. His exclusive control over the public school system and the intimate relationship which the normal school bears to it again make it seem reasonable that the superintendent should occupy a place on the board of control. Exact data would be difficult to obtain concerning the effect of the superintendent as *ex-officio* member on the normal school board. This study does not offer such data. However, our contention is that the unit plan for governing state teacher training institutions will make this condition unnecessary in states where the superintendent can be appointed by the unit board. In others, it may be wise to retain the superintendent in some such relationship, until a constitutional amendment gives the board the authority to make the appointment.

Compensation of Members. Our data show that the "unpaid board" is typical in nearly all states. This conforms to the opinions of the best educational authority on the subject. A few states have salaried boards for the control of normal schools and other state institutions, but the experiment is too new to furnish any evidence that such a procedure is necessary in American education.

After providing a board for the control of teacher training agencies of this type, including the details suggested by the preceding discussion, namely, a state-unit board composed of from three to five members appointed by the governor, or elected at a separate election, with terms of service at least longer

than that of the governor, and serving without compensation, it is then well to ask the question: Is efficient control of the institution insured? An affirmative answer can be given only in so far as this board has a clear conception of its duties, looks carefully to its own organization, and provides the administrative machinery which will inspire and make economical use of the personnel of the institution or institutions which it controls. Anyone at all familiar with the work of a board of control and with the institution or institutions knows the numerous details necessarily involved in the successful operation of both. Since, according to the principles already advocated by this study, the board can neither as a whole nor through committee action afford to do the actual details involved in its own office, the alternative is that it must employ experts for the details in order that it may use its own time judiciously. At least two experts will be needed—one will be an educational expert—in addition to the state superintendent, the other will be the financial or business expert with an adequate office force. Others may be needed, and still others may be called for special services, such as educational surveys, special problems, and the location of professional schools. Reasons for the employment of these experts will be indicated later in the study.

Relationship of the Board to the School. The provisions made by the board for the organization and administration of the school deserve careful attention. The relationship between the board and the institution should be one of mutual understanding, sympathy, and helpfulness. When there are misunderstandings and cross purposes both fail to function properly. This relationship can best be seen by grouping the work of the institution under two groups of activities. The first group, which may properly be called major activities, concerns the technical process of classroom instruction and the personal relationship of faculty and student body. With this group the board seldom concerns itself. The second group of activities, since it exists primarily for the first, may be called a minor one, yet it is extremely essential, and oftentimes its management

conditions to a great extent the efficiency of the entire institution. It might be termed the business side of the school, and is concerned with publishing reports, supervising and planning grounds, ordering supplies, and paying bills. These functions must be discharged by someone, and unfortunately they oftentimes are assumed willingly by the president of the normal school.

The Board's Concept of the President's Duties. When the board fails to furnish sufficient office force, the president becomes a mere office automaton, ordering supplies, signing checks, and paying bills. This is especially true if there is a financial board or committee which does not see the real aim of the institution nor recognize the function of a president. What teacher or visitor has not had difficulty in obtaining a conference with the president because he has been busy with the above named duties?

The following quotation will illustrate the true situation with respect to the president's view of his own functions:

I realize that the president must be responsible for the property of the state, for the purchase of supplies, to some extent for the equipment, etc. I know the importance of routine, but nevertheless there should someone in the school able to give time, strength and consideration to the higher problems of the school. You do not know how much office work there is connected with normal schools. It is work that must be done by someone. I expect the larger portion of the president's time is now taken up with office work.²⁶

In answer to the question concerning professional assistance received by instructors from the president, the Wisconsin report states: "One hundred seventy-eight conferences with instructors brought out the fact that the president had never visited any classes in 49 cases. In replies to the questionnaire 51 reported visits; 37 reported no visits. In two schools it was apparent that the presidents had exercised a strong influence on classroom work. In others there was little evidence of constructive supervision. This is due largely to the fact that the presidents are so occupied with administrative details and problems that their professional duties have been neglected. The appointment of a business manager in the general office of the board should help correct this condition. Further steps should

²⁶*Wisconsin Survey of Normal Schools*, pp. 86-87.

be taken to relieve the presidents of routine clerical work so that they may devote themselves to the professional supervision of their schools."²⁷

Since this study is concerned primarily with the best type of board for a state normal school, and with the provisions made by the board for the business details of the institutions it was decided to select a well-known activity of the president and find out what the board expects of him relative to this activity. The one selected was the method of ordering supplies and paying bills. Since the latter follows closely the former, i.e., when the president is closely identified with the process of ordering supplies he is also expected to see that the details of payment are looked after, only the data on ordering are presented. This is summarized in Table 10. During the school year 1915-16 data on ordering supplies and paying bills in the various normal schools in the United States were collected by a personal letter to the presidents of the schools. It was found that in thirty-five states out of the forty-four it was customary to place practically the entire responsibility on the president. Similar data collected in the same manner in the spring of 1920 show that twenty-five states make some kind of provision for shifting the responsibility. Table 10 shows that five states have financial boards; seven have purchasing agents; ten provide for the secretary, finance committee, or the business agent to take part or all the responsibility; in eight states there is mention of the president's secretary, or the heads of departments participating in ordering supplies; in thirty-one the president seems to be still tied closely to this activity; even in the other plans which have been inaugurated he makes the small purchases.

The main plans for shifting this responsibility may be described as follows: "The president of the school prepares and sends to the Board of Control, about a month in advance of the issuance of an order, an estimate of the cost of all supplies needed by the school, based upon competitive bids. The Board approves or disapproves. On receiving the approval the president enters the order. At the end of each month the bills are sent

²⁷*Ibid.*, p. 31.

TABLE 10
METHODS OF ORDERING SUPPLIES

STATE	Supplies Ordered by				
	President	Secretary or Head Dept.	Sec. Board Bus. Agent Finance Com.	Purchasing Agent	Financial Board
Alabama.....	X				X
Arizona.....	X				
Arkansas.....	X				
California.....	X			X	X
Colorado.....		X	X		
Connecticut.....	X			X	
Georgia.....	X				
Idaho.....	X		X		
Illinois.....	X				
Indiana.....	X				
Iowa.....		X	X		
Kansas.....			X		
Kentucky.....	X				
Louisiana.....	X			X	
Maine.....	X				
Maryland.....	X				
Massachusetts.....	X				
Michigan.....	X			X	
Minnesota.....			X		
Mississippi.....		X			
Missouri.....	X				
Montana.....	X		X		
Nebraska.....	X				
New Hampshire.....	X			X	
New Jersey.....		X			
New Mexico.....	X				
New York.....	X				
North Carolina.....					
North Dakota.....	X				
Ohio.....	X				
Oklahoma.....	X		X		
Pennsylvania.....	X				
Rhode Island.....	X				X
South Carolina.....	X				
South Dakota.....		X	X		
Tennessee.....	X	X			
Texas.....					X
Vermont.....				X	
Virginia.....	X				
Washington.....	X	X	X		
West Virginia.....	X				X
Wisconsin.....				X	
Wyoming.....		X	X		
Total.....	31	8	10	7	5

to the board for approval. They check them and order the bill paid by the secretary of the school. An emergency fund—called a revolving fund—is allowed by law. The State Board of Control has complete jurisdiction over all expenditures. They have the authority to pre-audit every proposed expenditure of every state institution.” The correspondent further says, “In general the system is a satisfactory one. Sometimes we find the red tape that must be unraveled an annoyance. Under a board composed of unreasonable members we could be annoyed beyond measure.”

“Supplies for normal schools are purchased through a purchasing agent upon requisition signed by the principal and auditor. All the bookkeeping is done at the central office. It is good in many ways; the only drawback is the delay in obtaining supplies.”

Another correspondent, in speaking of purchases made by a business agent of the board, says: “Requisitions are made by the president and sent to the board; if it approves the requisition is sent to the board of affairs; if it approves it places the order. A copy of the order is sent to the president. The creditors make sworn claims in triplicate which the president O. K.'s and sends to the board; it passes them and sends to the board of affairs which retains one copy and sends the other to the auditor who may approve or disapprove; if he approves he has a warrant drawn for the bill. Perhaps no greater amount of red tape has ever been found in the United States.” “The president and his secretary attend to all the buying. All orders are placed on order blanks, and checks are sent out on the tenth of each month. The checks are approved by the president and signed by the treasurer. Each month the bills are made into a budget, checks issued, and the executive board [president, one member, and treasurer] approves these bills. At the regular meeting [quarterly] of the board the action of the executive committee is approved. We find this system satisfactory for the reason that it allows the buyer to take advantage of low prices at his discretion, and at the same time keeps a rigid check on all the bills paid by the institution.” From a school where the president is held directly responsible we have this information: “Sup-

plies are ordered by the president of the school. Bills are paid upon the approval of the president when certified to by him.”²⁸

Before considering the merits of these plans in detail the chief duties of a normal school president should be considered. F. M. McMurry, in speaking of the duties of a principal in a city school system, says: “Two kinds of duties whose relation to each other is of the highest significance confront him from the start. On the one hand he has to look after the condition of the building, the janitor service, and the fire drills; to consult with parents and children about tardiness, truancy, other misconduct, and the health of the pupils; and to advise with teachers about these same things, together with the lighting of rooms, adjustment of seats, care of desks, and books. On the other hand, he is responsible for such an organization of the school as will secure a high moral tone and for such assistance to the teachers as will place the instruction on a high plane. In other words, there is a very large class of duties, largely mechanical, that belong to the general manager and business man in distinction from the educator. There is another large class dealing with instruction and the formation of good habits, that are technical in character, calling for skill as an educator. Not all of the principal’s duties fall easily in one or the other of these two groups, but in the main the distinction is valid.

“Which of these two shall dominate the other and occupy the greater portion of his time, is one of the first questions to consider in judging the efficiency of a principal. If he is primarily a business manager he should be judged as such. If he is primarily a professional leader, he should be judged very differently. The purpose of the school leaves no doubt about the proper decision of this question, for it makes the business management of the school only a prerequisite to its more important work of education. Proper attention to physical conditions, and to numerous other details of general management, secures only the conditions on which effective instruction and government depend; and it is, therefore, merely a means, while the latter are the ends. A principal of a school must be closely identified with

²⁸Personal correspondence.

instruction; and he must be judged primarily as a leader in that field, i.e., as a supervisor of instruction.’²⁹

McMurry further says: “The manifold duties of principals should be classified into three groups: (1) Those that are purely clerical; (2) those that concern instruction more or less, but that are largely routine and therefore require little special ability; (3) those that require the technical ability of the educational specialist. Such a classification having been effected, the simpler tasks in (1) and (2) should be assigned to minor officials in such a way that the principal has very little responsibility in regard to them. Then a very definite understanding should be reached that the principal shall identify himself primarily with the duties listed in group (3).’³⁰

Theisen, after examining “the provisions made by city boards of education for centering authority in the hands of the chief executive, i.e., the superintendent and his assistants,” and by a brief examination of the rules and regulations of business concerns for centering authority, concludes that “the form of administration which makes for efficiency in these fields is centralized or coordinated. It is one in which professional leadership is recognized and in which executive functions are assigned to experts.’³¹

It is readily admitted that the president of a state normal school is neither a principal in a city system nor a city superintendent, but we maintain that his duties are sufficiently similar to permit the application of the same principles of administration. To substantiate this position we quote again from the Missouri survey of state normal schools. Under the heading, “Modern Conception of a President’s Duties,” we find: “As educational institutions have become larger and more complex, the mass of intersecting relations has made it imperative that the guiding mind be set free, for close, detached study of the principles that govern all this and other institutional procedure; that time be provided for abundant outside observation, comparison, and reflection; and that he be so lifted above detail as

²⁹McMurry, F. M., *Elementary School Standards*, pp. 175-76.

³⁰*Ibid.*, p. 210.

³¹Theisen, W. W., *The City Superintendent and the Board of Education*, p. 100.

to serve steadily, without waste or hurry, his main function—to be the inspiring power and illuminating interpreter behind the whole organization. . . . Missouri state normal schools, with certain exceptions, are an interesting study in the respect just noted. Administrative perspective is largely lacking; all powers, great and small, radiate directly from the presidents. In one the president runs the book store, revises the registration of every student, and superintends the outlay of every penny; in another, the president registers every student in so far as this is physically possible. . . . He has recently arranged for aid in checking up each student's record for graduation, but passes finally on each himself, often reversing or modifying the conclusions of his assistant. . . . At a third school the credit records of all graduates for the decade or more that the enquirers studied were laboriously worked out in the handwriting of the head of the institution. Administration of this type can have but one result; the guiding officials impress one as constantly immersed in endless affairs of surprising littleness; the schools seem truncated, lacking clear, fresh, and comprehensive thinking at the top.'³²

The president of the state normal school has a large opportunity to influence the educational forces of the state. A normal school is strictly a professional school with a single purpose to accomplish: “. . . institutions established by the state to prepare teachers as public servants for its schools should make that their sole business and concern.”³³ If the purpose is as herein stated and if the duties of the president are as outlined in the preceding discussion, it is quite evident that the president should keep close to the processes of instruction. True inspiration comes from saturation with the concrete processes of the profession. The concrete processes of teacher training are concerned with professionalized subject-matter courses, with an analysis of the teaching qualities in prospective teachers, and with the highly technical processes of the effect of each course upon the qualities possessed by the candidate. The

³²Bulletin No. 14, The Carnegie Foundation for the Advancement of Teaching, p. 274.

³³*Ibid.*, p. 78.

president cannot therefore radiate that professional spirit unless he closely identifies himself with the teaching processes of the institution.

When the board of control recognizes the importance of relieving the president of the details of the office so that he may put his energy where it properly belongs, it still faces the important problem of providing for the efficient handling of the necessary office details within the school. Some attempts at relief have been made in part because of a recognition of the facts recited above, but largely because of a desire to introduce so-called scientific management into educational institutions. Suffice it to say that most of these attempts have originated in the offices of the existing financial boards. As already pointed out by the data in Table 10, there are financial boards, purchasing agents, finance committees, secretaries to presidents for handling financial details; there is also evidence that the president assumes the entire responsibility. How is a financial board organized with respect to the normal school and other boards? The Board of Control of West Virginia, the Board of Control and Economy of Alabama, the Board of Control of Texas and the State Board of Control of California, are type of financial boards.

By way of illustration, the first named board consists of three members and is appointed by the governor for a term of six years. This board receives and disburses appropriations made by the state, and all moneys collected by all state institutions. The heads of these institutions are required to report to the Board of Control every penny collected, according to a prescribed form which shows (a) date of collection, (b) name of person or firm from whom collected, (c) purposes and period of time, and (d) itemized and total amount. This board has a secretary who looks after its publications, forms, records, and general correspondence; it also has a purchasing agent, a superintendent of buildings and construction, an expert accountant, and an office force of considerable size. Each of the three members receives \$5,000 per year.

From this description it will be seen that all expenditures, including repairs and improvements, or purchases of any kind,

must be decided upon by correspondence with the board, by a visit of some member or employee of the board to the institution, or by the principal to the board. The only exceptions to this are in the case of small items needed for immediate use in the laboratories, and of supplies for the dormitories which must be purchased locally. For these emergencies the principal at the beginning of his administration is given a small sum, usually \$100 or \$200, which is called "an advance allowance." From this fund the principal pays these emergency bills, taking

TABLE 11

SHOWING COMPARISON OF PRICES ON ARTICLES NEEDED BY A SCHOOL DORMITORY

Name of Article	Paid by Board	Local Retail	Local Wholesale
Fine granulated cane sugar	\$.07½	\$.09	\$.07½
Kellogg's toasted corn flakes	2.85	2.97	2.85
Black pepper .....	.15	.18	.15
Old Reliable coffee, cwt.	24.71	30.00	24.71
Vinegar .....	.13	.25	.22
Octagon soap .....	.04	.04	.04
Full cream cheese .....	.17	.20	.17½
Gold Medal flour, bbl.	7.00	8.00	7.00
Water White oil .....	.12½	.15	.12
Diamond oyster crackers .....	.06	.07	.06½
Breakfast bacon .....	.18⅔	.22	.21
Pure lard .....	.11½	.13	.14
S. C. hams .....	.17½	.22	.21
California evaporated peaches .....	.08	.12½	.07½
Sweet mixed pickles, 8 kg. 10 gal.	5.25	9.00	7.00
Lima beans .....	.09¼	.08½	.09
Rolled oats, cs.	2.85	3.00	2.90
Arbuckle's roasted coffee, cwt.	19.00	21.00	19.00
Standard corn, doz. ....	.75	.90	.75
Puffed rice, cs.	2.85	5.00	4.25
Early June peas, doz. ....	.90	1.00	.90

receipts in duplicate, one of which he files in his own office, the other he sends to the board which reimburses him to the amount of the expenditure. However, all supplies of any consequence must be ordered in advance by requisition upon the board.

The advantages claimed for Boards of Control are as follows:

A. That they are economical, i. e., *the Board of Control saves considerable money in purchasing supplies.* Table 11 shows that

there is not a great deal of difference between the prices quoted by one wholesale store and the prices paid by the board of control on food supplies for the dormitory. There is, however, a wide difference between the local retail price which the former local board paid and the wholesale price now paid by the board of control on food supplies. There is also a greater difference where permanent contracts are made for different kinds of school supplies. This is shown by several typical examples:³⁴

	School Price	Board Contract Price
Remington typewriter	\$ 50.00	\$ 35.00
Auditorium chairs (800)	ea. 1.35	1.15
Knabe grand piano	485.00	395.00
Quality of coal	ton 4.25	3.85
Laboratory furniture	960.00	827.00

B. *That by being state-wide instead of local, the same basis may be used for the classification of receipts and expenditures among the different schools of the state.* This fact makes it possible to say that school A has spent ten per cent or five per cent more for office supplies than school B. In like manner all other expenditures may be compared. The disadvantage in not having a common basis for the classification of receipts and expenditures may readily be seen by any one who attempts to compare items of expenditure as reported by most state institutions. Reference to Appendix B will substantiate this claim.

C. *That the system removes the school largely from local prejudice and factional fights needs no argument.* The interest of the community as a whole is much greater in the normal school, for all realize that the board of control acts for the interests of all citizens and not for a chosen few. If supplies are purchased locally the purchaser is generally accused of favoritism; when supplies are purchased by a state board the school avoids this criticism.

D. *That the system offers an opportunity for expert administration has already been stated, but should be mentioned as a particular advantage.* As now organized in W. Va. the Board of Education and the Board of Control have men of high

³⁴Normal School Records, Athens, W. Va.

educational and business standing. The secretary of the Board of Education has made a special study of educational problems, and the president of the Board of Control is a man of recognized business ability. The buyer, the superintendent of buildings and construction, the accountant and other employees are specialists in their fields.

The disadvantages of such boards are as follows:

A. *The system works slowly, and the time lost in operating it can hardly be measured in dollars and cents.* Table 12, relating to purchases for one institution and covering a period of six months for each of three years, shows exactly the time which elapsed between making the requisition and the notice of purchase. The date of receiving the article is, of course, always much later. It will be noted that the time varies anywhere from two days to 210 days. Items upon which the board asked for competitive bids naturally require considerable time, but in practically all cases the time seems unnecessarily long; no doubt part of the delay was caused by the great amount of executive attention as well as detailed work required of the board.

Sometimes there is so much delay in the payment of bills that creditors become impatient. This is especially true of farmers, who like to turn their produce into ready cash; if they cannot do this they prefer to sell elsewhere, or charge the school a price which will compensate for the delay. Business firms, too, become impatient and it is sometimes necessary to ask them to extend the thirty-day discount period on bills. For example, if items are purchased on the first or second of the month the bill is approved and sent to the board the thirtieth of that month. By the time it goes through the routine of the office of the board several days have elapsed before the check is returned to the office of the institution which approved the bill; it must then be mailed to the creditor. Table 13 shows the time elapsing between sending the bill to the board for payment and the time of sending the check to the creditor from the principal's office. From this table it will be noted that the time when the checks arrive from the board is very irregular, varying from five to twenty-seven days, with a median of eighteen. This fact

TABLE 12

SHOWING TIME REQUIRED TO SECURE SUPPLIES THROUGH BOARD OF CONTROL

<i>Item Needed</i>	<i>Date of Requisition</i>	<i>Date of Notice of Purchase</i>	<i>Time Req.</i>
Office chairs	July 10, 1912	July 12, 1912	2 da.
Catalogues	" 17,	Aug. 1,	15
Folding chairs	" 19,	" 23,	4
Janitor supplies	Aug. 23,	Sept. 3,	11
Chemicals	" 14,	Mar. 4, 1913	210
Cooking utensils	" 24,	Dec. 24, 1912	122
Teachers class books	" 27,	Aug. 29,	2
Food supplies	Sept. 4,	Sept. 12,	8
Gasoline	" 17,	Oct. 1,	15
Creamery butter, 50 lbs.	Oct. 1,	" 8,	7
Tools for janitor	Sept. 25,	" 11,	17
Magazines for Library	Oct. 5,	" 23,	18
Carbide	" 7,	" 9,	2
Typewriter ribbons	" 8,	" 11,	3
Kerosene	" 8,	" 11,	3
Microscopes	" 12,	" 23,	9
Books for Library	Dec. 18,	Jan. 23, 1913	44
Food supplies	Aug. 12, 1913	Aug. 20, 1913	8
Coal	" 13,	Sept. 3,	21
Chemistry supplies	" 15,	" 3,	19
Crayon and erasers	" 18,	Aug. 21,	3
Window shades	" 28,	" 30,	2
Physics supplies	Sept. 16,	Oct. 20,	34
Magazines and papers	" 27,	" 14,	14
Microscopes	Oct. 2,	" 14,	43
Cooking utensils	" 7,	" 20,	22
Cooking utensils	" 7,	Nov. 8,	32
Covers for pianos	" 27,	" 12,	16
Maps	Nov. 15,	Feb. 2, 1914	79
Steel ladders	" 25,	Dec. 8, 1913	8
Food supplies	Dec. 2,	" 9,	7
Floor oil	" 4,	" 6,	2
Books for Library	" 9,	Feb. 19,	64
Kerosene	" 13,	Dec. 27,	4
Brooms	" 16,	" 18,	2
Catalogs	May 19, 1914	July 8, 1914	50
Office supplies	July 6,	" 15,	9
Coal	" "	Sept. 1,	52
Furniture for not later than Aug. 20	" 11,	" "	" "
Laboratory supplies	" 20,	Aug. 12 to Aug. 31	22
Office supplies	" 27,	" 29, 1914	33
Office supplies	" 30,	" 18,	19
Food supplies	Aug. 7,	" 19,	12
Seed for crops	" 7,	" 21,	14
M. T. supplies	Sept. 4,	Sept. 22,	8
Desk telephone	" 8,	" 17,	9
Carbide	" 8,	" 10,	2
Gasoline	" 14,	" 22,	8
Food supplies	" 15,	" 17,	2
Magazines and papers	Sept. 16, 1914	Sept. 29, 1914,	13 da.

	Sept. 16 1914	Sept. 29 1914	13 da
Magazines and papers			
Subscription to Curr't Evt's. and World's Chronicle	" 30,	Oct. 2,	3
Ref. books for Library	" 30,	Oct. 2,	3
Carbide	" 30,	Oct. 2,	3
Lumber for Man'l Tr'g.	Oct. 3,	Oct. 5,	2
Concrete walk	July 11,	July 21,	10
Repairs at Dormitory	" 18,	" 21,	3
Paint for Dormitory	" 18,	" 25,	7
Window shades	" 29,	Aug. 13,	15
Window glass	Aug. 30,	" 8,	9
Dem. Sci., Chem. and Agri. Labs., plastered and fitted	Oct. 3,	Oct. 5,	2

TABLE 13

SHOWING DATE OF SENDING BILLS TO THE BOARD, AND DATE OF RECEIVING CHECKS FOR SAME

<i>Sending Bills</i>	<i>Rec'd Checks</i>	<i>No. Days Elapsing</i>
1913	1913	
April 2.....	April 21	19
May 3.....	May 15	12
June 4.....	June 26	22
July 5.....	Aug. 1	27
Aug. 4.....	Aug. 18	14
Aug. 25.....	Aug. 30	5
Oct. 2.....	Oct. 23	21
Nov. 4.....	Nov 22	18
Dec. 2.....	Dec. 22	20
Dec. 20.....	1914	
1914	Jan. 9	20
Feb. 2.....	Feb. 18	16
March 4.....	March 17	13
April 3.....	April 16	13
May 1.....	May 15	14
June 1.....	June 15	14
July 6.....	July 20	14
June 18.....	June 25	7
Aug. 1.....	Aug. 20	19
Sept. 4.....	Sept. 24	20
Oct. 2.....	Oct. 16	14
Oct. 31.....	Nov. 13	13
Dec. 2.....	Dec. 10	17
	1915	
Dec. 20.....	Jan. 9	11

makes it impossible to promise a creditor his check at any particular time. The Board says, "It is impossible for us to set a certain date at which we can promise to forward checks to you for payment of your bills. Our accounting department is en-

gaged practically all of the month in paying off all the bills of the different state institutions under the management of this Board, and in fact sometimes scarcely gets the bills for one month paid before those of the next month begin to come in. Some months the bills for an institution are paid early in the month, and the next month the bills for the same institutions are paid considerably later. We have no regular order in which the bills of a particular institution are paid.”

The above disadvantage could be overcome, first, by care on the part of the principal to anticipate the needs of his school several months in advance, and not month by month or day by day, as is often the case; second, by the Board giving the principal a larger advance allowance fund, and by allowing him to pay all small local bills promptly; third, by keeping a larger office force in the Board's offices so that all supplies could be ordered immediately upon receipt of the requisition.

B. Another disadvantage is the fact that it is *difficult for any board operating at a great distance from an institution to see the needs of the institutions, and to allow expenditures in proportion to these needs.* To call the Board by telephone from one institution which is the median distance for all institutions, in this particular state, costs ninety cents for a three-minute conversation. For a member of the Board to make a trip to the institution referred to above, or for the principal to visit the Board, costs for transportation as follows:

Railroad fare—Charleston to Princeton	\$3.50
Chair car .....	.65
Hack or automobile, Princeton to Athens .....	.75
Return trip	\$4.90
<hr/>	
Total (exclusive of hotel bills).....	\$9.70

The following shows the visits to the institution covering the period indicated by the dates:

VISITS BY BOARD OF CONTROL

November 5, 1909.....Member	September 8, 1910.....Member
December 17, 1909.....Member	March 3, 1911.....Member
March 21, 1910.....Member	July 2, 1911.....Member
April 6, 1910.....Pres. and Member	November 25, 1911.....Member
May 7, 1910.....Two Members	April 12, 1912.....Member
August 18, 1910.....President	

During the school year 1913-1914 a certain normal school had one visit by the president of the Board and one by the Board's engineer. In the summer of 1914 it had one visit by the engineer, and no visits from September to January. From the foregoing it is evident that it is very difficult for the Board to keep in close touch with the needs of the school, and for the principal to get action upon any question in a reasonable length of time.

Thus we have seen that a state-unit board controlling educational and financial policies with experts for each type of service is the only type of board which can fulfill the real functions of a board as they relate to teacher training institutions. The local multiple or dual type is deficient in many respects. Since the president of the normal school is a large factor in its efficiency, he must be free to ally himself with the professional interests of his school. The financial board, which has many of the defects of a state purchasing agent, or a finance committee, and others besides, is not a professional asset to a normal school. Educational ideals and financial support go hand in hand and must be controlled by the same central authority.

SUMMARY

Our problem for this study has been to show how the provisions made by legislative enactment and the interpretation of these provisions affect teacher training agencies. In answering the question it was necessary to exhibit data on the different states having typical state normal schools. Forty-four states have such schools, and the data relating to the legislative control of these schools, with similar data for most of the other educational institutions found in each state, were given in outline form in Section I, Chapter I. An analysis of these data as a whole revealed the fact that there were distinct types in several states. These types of control have been referred to as local, state, multiple, and unit with a slight variation in a few states.

The problem was then broken into parts and at the beginning of Chapter II these questions were raised: 1. What is the best type of board a state can provide for its teacher training

institutions? 2. What details should be included in these provisions? 3. What kind of organization should the board make for its own work? 4. What kind of organization should the board provide for the work of the institution it controls?

In answer to question 1 we have tried to make it clear that since the teacher training problem is one big unified task for the state, namely, that of supplying an adequate supply of trained teachers for all its schools, there should be a definite policy leading to a state-wide program. This program can be carried out economically and efficiently only through a state-unit type of control. In answer to question 2 we found that if certain details were included or omitted from legislative enactments the efficiency of the board thus created would probably be increased. These details refer to methods and time of appointment or election, number of members chosen, length of term, number of *ex-officio* members, and the compensation.

Question 3 was answered by emphasizing a well-established principle which makes the real duties of a good board largely legislative. Since there are details relating to the educational interests of the state and business details within the organization of the board, we recommend that these be left to the respective experts in each field. By an analysis of the work of the institution we found two kinds of activities necessary. One is purely educational, the other business. The former is always taken care of by the teachers; the latter generally by the principal or president. Through authoritative opinions and argument we tried to establish the fact that the president's main functions in a teacher training institution relate to the professional aspects of the school; therefore, in answer to question 4 it may be said that the board must provide sufficient office force to take care of all necessary details.

CHAPTER III

PROVISIONS RELATING TO TEACHER TRAINING AGENCIES PROPOSED FOR LEGISLATIVE ENACTMENT

From the conclusions arrived at in the preceding chapter the following provisions for the control of state teacher training agencies are proposed for legislative enactment.

STATE BOARD OF EDUCATION

Section 1. Name. Number of Members. There is hereby created a State Board of Education which shall be a corporation and as such may contract and be contracted with, plead and be impleaded, sue and be sued, and have and use a common seal. Said board shall consist of five members.

Section 2. Appointment. Term. The members of this board shall be appointed by the governor of the state for the following terms: one for two years, one for four years, one for six years, one for eight years, and one for nine years. Thereafter the governor shall, at the expiration of each term, make an appointment for the term of nine years.

Section 3. Salary. Expenses. No member of this board shall receive a salary for his services, but each may receive a per diem of not more than ten dollars per day and not to exceed twenty days in each school year, and actual expenses incurred while attending the meetings and performing any other duties of said board.

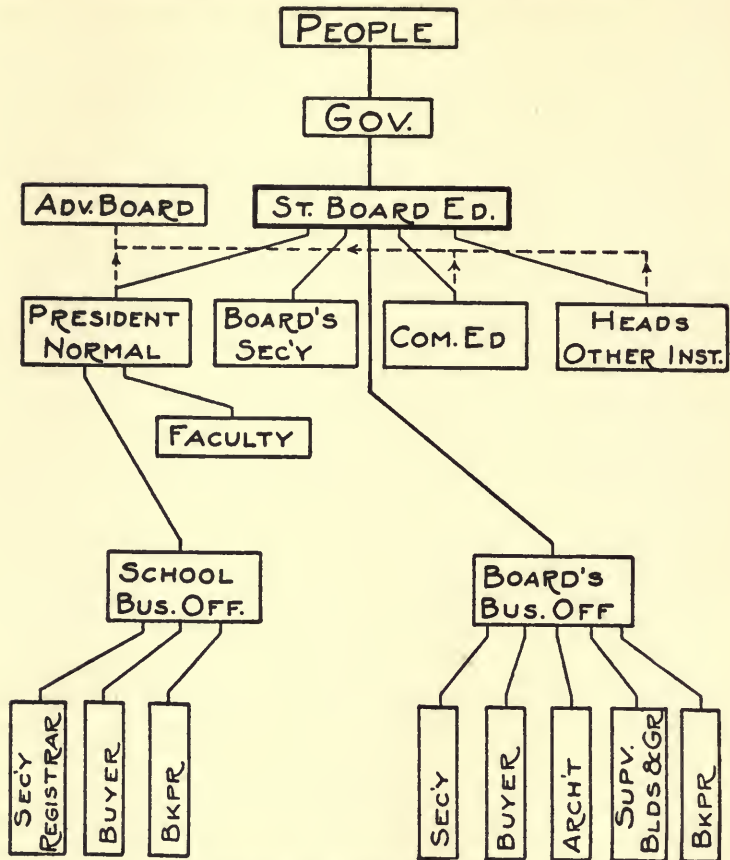
Section 4. Duties. The board shall have full power and control of all the educational and financial interests of all state teacher training agencies, now including the state normal schools, the department of education in the university, and similar departments in any other state institution now existing or hereafter established. It shall, upon the recommendation of its expert employees and officers, prescribe rules and regulations for teacher training work in private and denominational schools and

colleges, and the high schools within the state, and through its commissioner supervise such work.

Said board shall make full provision for the financial and business routine of its own office, and for the educational and business activities of the institutions it manages and controls. In so doing it shall appoint and determine the salary of a secretary who shall be an educational expert and who shall cooperate with the heads of the institutions and with the commissioner of education in matters concerning the board, the institutions, and the public schools of the state. It may also appoint a business manager, a buyer, and such other clerical help as may be necessary in performing its duties. It shall appoint the heads of the teacher training institutions. It shall appoint the heads of the institutions, who shall at all times act as an advisory committee to the board. The board shall also provide sufficient office help within each institution to carry on the business details, and shall with the advice and consent of the above named advisory committee determine what details are to be handled at each institution and what details are to be handled in the central office of the board. After the above executive duties are attended to the chief work of the board shall concern the aims, purposes, and policies of the institutions in respect to the service that each renders the state.

DISTINCTIVE FEATURES OF PROPOSED LEGISLATION

The above is an attempt to provide a board for the effective control of state teacher training agencies. This study does not undertake to present data on the policy of a unit board for all state educational institutions, yet almost every step points towards such a board. Hence these provisions have been constructed so that they may be easily converted into such a board as shown by the graph on page 126 and such a procedure would certainly be of no disadvantage to the teacher training institutions. Reasons for the details of the above provisions have been found in the study. It should be noted particularly that an attempt is made to define the main duties of the board in its responsibility for the large constructive educational measures which concern the problem



TYPE OF BOARD SUGGESTED FOR STATE TEACHER TRAINING AGENCIES, ITS ORGANIZATION AND ITS RELATIONSHIP TO THESE INSTITUTIONS

of training teachers. Authority, however, is centered in this board for all financial and educational details. Clerical help is provided for all financial details, and the educational policy is secure in the hands of educational experts with a lay board for endorsement. Provision is made for statewide purchases whenever they can be made to advantage, and clerical help for computing unit costs and uniform accounting. Sufficient help is given to the office of each institution to manage in an efficient manner the details which naturally fall to it. With the ad-

vice and consent of the heads of the institutions the board should agree upon the distribution of business details between its office and the offices at several institutions. With such a plan the main duties of the board must concern the large constructive measures as they relate to each institution, and the head of the institution must give his time and energy to professional rather than business details. The Committee on Normal School Standards and Surveys of the National Council of Normal School Presidents and Principals says:

The administration and control of normal schools obviously depends upon what the state has established by action of its legislature. Naturally this control is different in different states. Every typical form of administrative control that has been tested out by human experience has revealed disadvantages and defects. It is probable that in the future as in the past changes in the type of administrative control will be made. The tendency toward centralization of control will probably be extended in many states to include the normal schools. The normal schools have nothing to fear from centralized control *per se*. If the centralized control were biased in its judgment or were controlled by influences uniformed and unsympathetic, the normal school might temporarily suffer. It would not, however, permanently suffer because it is so close to the source of all social power and so serviceable to public education. Therefore, it may be fairly said that the normal school is largely indifferent to the type of administrative control which the state may adopt. Yet it is our belief that the normal schools secure the best means and opportunity for free development when the board of control is composed chiefly of laymen rather than of professional educators.

An efficient board for teacher training agencies would, therefore, contain at least the following provisions:

1. A single unit board having control of and being responsible for all educational and financial matters.
2. The members appointed by the governor or elected at a separate election.
3. The number of members should be small.
4. There should be no *ex-officio* members.
5. The length of term should be reasonably long, at least longer than that of the governor of the state.
6. The members should serve without compensation.
7. Their duties should be mainly those relating to constructive policies, rather than those relating to professional, business, or clerical details.

As a matter of interest and by way of throwing more light upon the legislative provisions relating to state normal schools

as they now exist, Table 14 has been constructed from the seven points listed above. To each point is assigned a credit of 10, making a possible total of 70 credits for any state having provisions for controlling its state normal schools approximating the above outline. Let it be understood that this is not an attempt at scientific measurement, but merely a device to show wherein each state's provisions are weak in comparison with the ideals advocated in this study. By reference to Tables 1 to 8, the data for such comparison will be found.

Since some variation is found on these points in some states it is necessary to give extra credit or deduct according to the standards advocated in the study. If a state has a unit board for all its state normal schools, it is given a perfect score of ten. If it has the dual type of control, i. e., a financial board also, it is scored 5. If it has a joint board of higher curricula, or council of education, it is given five additional points. If it has two *ex-officio* members, it is given zero; if one and that the state superintendent, it is given 5. In scoring on the length of term the median of the states is accepted. This is approximately five years. For a shorter term than this zero is given, while one-half credit extra is given for every year longer than the median. In the number of members again the average is taken rather than the ideal which we have established. If the state board has fewer than six members an extra credit of one-half is added, if more than six one-half is deducted for each member. A salaried board is one that receives more than expenses and a reasonable per diem. The most important point and yet the most difficult to rate upon is the distinction of duties. Since only four states indicate any intention to define the duties as to kinds, it was necessary to give these a little extra credit and rate the others uniformly low on this point. A credit of two and one-half points was decided upon. It seems reasonable that the board may rightfully spend one-fourth of its time upon executive matters, the other three-fourths upon constructive measures, and none at all in clerical business or professional details.

Table 15 has been constructed from Table 14, and shows the relative rank of the forty-four states included in this study.

TABLE 14

	Unit Board for Normal Schools—Educational and Financial	Appointed by Governor or Elected at Separate Election	Not more than Six Members	No Ex-Officio Members	Term at least Five Years	Per Diem and Expenses Only	Duties $\frac{1}{2}$ Legislative and $\frac{1}{4}$ Educational	Total Scores
Alabama.....	10 5	10	10	0	10 3½	10	2½	61.
Arizona.....	0 4	10	10 1½	5	0	10	5	45.5
Arkansas.....	10	10	10 1	0	0	10	5	46.
California.....	0	10	10	0	0	10	5	35.
Colorado.....	10	10	10	5	10 ½	10	2½	58.
Connecticut.....	10	10	8 ½	0	10 ½	10	2½	51.5
Georgia.....	0	10	10 ½	0	0	10	2½	33.
Idaho.....	10	10	9	5	10	10	2½	56.5
Illinois.....	10	10	8 ½	0	10 ½	10	2½	51.5
Indiana.....	10 4	10	10 1	5	0	10	2½	52.5
Iowa.....	10	10	8 ½	10	10 ½	10	2½	61.
Kansas.....	10	10	10 ½	5	0	0	2½	38.
Kentucky.....	0	10	10 1	5	0	10	5	41.
Louisiana.....	10	10	10	0	10 ½	10	2½	53.
Maine.....	10	10	10 1	5	0	10	3	49.
Maryland.....	10	10	9 ½	10	10 1	10	2½	62.
Massachusetts.....	10	10	10	5	0	10	2½	47.5
Michigan.....	10	0	10 ½	10	10 ½	10	2½	53.5
Minnesota.....	10	10	9	5	0	10	2½	46.5
Mississippi.....	10	10	9	0	10 ½	10	2½	52.
Missouri.....	0	10	10	5	10 ½	10	2½	48.
Montana.....	10	10	9	0	0	10	2½	41.5
Nebraska.....	10	10	10 ½	0	10	10	2½	53.
New Hampshire.....	10	10	10 ½	5	10	10	2½	58.
New Jersey.....	10	10	9 ½	5	10 ½	10	2½	57.
New Mexico.....	0	10	10 ½	10	0	10	2½	43.
New York.....	10	10	7	10	10 3	10	2½	62.5
North Carolina.....	0	10	10	10	10 ½	10	2½	53.
North Dakota.....	10	10	10 3	0	10 ½	0	2½	45.5
Ohio.....	0	10	10	10	10	10	2½	52.5
Oklahoma.....	10	10	10	5	0	10	2½	47.5
Oregon.....	10	10	10	0	10 ½	10	2½	53.
Pennsylvania.....	0	10	8 ½	10	0	10	2½	41.
Rhode Island.....	10	10	10 1½	0	10	10	2½	53.6
South Carolina.....	10	0	9	0	10 ½	10	2½	42.
South Dakota.....	10	10	10 ½	10	10 ½	0	2½	53.5
Tennessee.....	10	10	8 ½	10	10 ½	10	2½	56.5
Texas.....	0	10	10	5	10 ½	10	2½	48.
Vermont.....	10	10	10	10	10	10	2½	62.5
Virginia.....	0	10	7	0	0	10	2½	29.5
Washington.....	0 5	10	10 1½	10	10 ½	10	2½	59.5
West Virginia.....	5	10	10	5	10 ½	0	2½	43.
Wisconsin.....	10	10	8	5	10	10	2½	55.5
Wyoming.....	10	10	10	5	10 ½	10	2½	58.

TABLE 15

STATES RANKED ACCORDING TO TOTAL SCORES (BASED ON TABLE 14)

Vermont	62.5	Indiana	52.5
New York	62.5	Illinois	51.5
Maryland	62.	Connecticut	51.5
Iowa	61.	Maine	49.
Alabama	61.	Texas	48.
Washington	59.5	Oklahoma	47.5
Colorado	58.	Massachusetts	47.5
New Hampshire	58.	Missouri	47.5
Wyoming	58.	Minnesota	46.5
New Jersey	57.	Arkansas	46.
Idaho	56.5	Arizona	45.5
Tennessee	56.5	North Dakota	45.5
Wisconsin	55.5	West Virginia	43.
Michigan	54.5	New Mexico	43.
Rhode Island	53.5	South Carolina	42.
South Dakota	53.5	Montana	41.5
Louisiana	53.	Pennsylvania	41.
Nebraska	53.	Kentucky	41.
North Carolina	53.	Kansas	35.
Oregon	53.	California	35.
Ohio	52.	Georgia	33.
Mississippi	52.	Virginia	29.5

CHAPTER IV

RESULTS OF SUGGESTED PROVISIONS

As a possible outcome of the conclusions reached in this study it is hoped: First, that the unit type of board will be provided for at least all state teacher training agencies, and that these boards will have the supervision of all other teacher training agencies which may exist in the state. Second, that the duties of the board will be confined largely to legislative and approval measures and that all educational and business details will be placed in the hands of experts. Third, that the board's concept of the duties of its chief educational expert (president of the normal school) will be such that it will provide a business organization which he needs merely to supervise, and that it will allow him to spend the major part of his time with the professional activities of the institution. Fourth, it is further believed that these principles will make possible and lead to the adoption of a classification of receipts and expenditures and of other business forms which will give much aid in studying the educational problems relating to teacher training agencies and other institutions.

The Committee of Eleven, in speaking of a plan for normal school statistics, says: "State normal schools are now more numerous and probably more essential and more appreciated than any other kinds of state educational institutions. . . . Their organization is simple, their support is direct. . . . A proper study of statistics, a proper classification of organized efforts, a proper conception of what is being done everywhere in the endeavor to train and to educate teachers must enlarge the horizon of these schools, must compel them to recognize their chances, must urge them to enlarge their field of usefulness and power, and must enable them to enter upon activities and possibilities that would make it possible for them to participate in the remarkable development that the United States is receiving. . . . Without this knowledge of what is going on elsewhere,

without this touch of comparative standards and undertakings, without this chance to keep abreast of the times, this kind of educational work will remain provincial, theoretical, and indeterminate.”

If the ideals of this committee and the possibilities contained in the legislation proposed in Chapter III of this study are to be realized there must be adopted a system of classifying receipts and expenditures as well as the use of uniform business forms by boards and principals of state normal schools. An examination of many systems now in use reveals similarity in meaning but such great diversity in terms that it is practically impossible to tell whether a certain item of expenditure has been made for operating a boarding house or for paying a teacher's salary. A careful comparison gives evidence that all receipts may be classified under three main heads: (A) Capital Expenditures; (B) Maintenance; (C) Operation.

An appropriation made by the legislature could be made under these three headings as easily as under (*a*) buildings and grounds, (*b*) repairs and improvement, and (*c*) current expense, as is now customary in some states. All other receipts could be placed by the board under one of these divisions. For all expenditures the same classification could be carried out with many sub-divisions.

The classification of expenditures as given below in the first division includes everything which is new and which will not be consumed in operation. Maintenance includes all repairs and replacements which keep the property in usable condition. When an article is replaced by something better, the difference in cost may be charged to capital. Operation includes all expenditures made for carrying on the work of the institution.¹

¹The writer is especially indebted to the secretary of the Board of Regents of Wisconsin for many of these suggestions in the following outline.

A. CAPITAL EXPENDITURES

- I. Land.
Cost of new land.
- II. Land Improvements.
Grading, fences, driveways, roads, gutters, curbing, sewers, laying pipe, trees, new lawns, landscape gardening.
- III. Buildings and Fixtures.
All work on new buildings, or additions. Cost of material used, including transportation. Fixtures which cannot readily be removed.
- IV. Machinery.
All machinery not used for educational purposes, as engines, boilers, motors, hoists, and lawn mowers—not machinery used for educational purposes.
- V. Educational Apparatus.
Chemical, physical, physiological, agricultural maps, charts, models, implements, tools, benches, machines, forges used in manual training; dishes for domestic science—not articles that are easily broken or lost, as test tubes, and breakers.
- VI. Furniture and Furnishings.
Desks, office furniture, lockers, library furniture, typewriters, adding machines, curtain shades, pianos, pictures and works of art not used for instruction; flower pots, window boxes, dishes and kitchen ware for dormitory; rugs and linoleum.
- VII. Hand Tools.
Shovels, rakes, engineers' tools, and vices used about the building.
- VIII. Library.
Reference and other library books. Cards, guide cards for catalog, pictures, and library work.
- IX. Museum.
Specimens which are kept for their general use whether used for instruction or not. Models or specimens used exclusively for instruction.

X. Text-books.

Text-books, pictures and music used in regular instruction. Not sheet music soon used up.

B. MAINTENANCE

I. Land and Land Improvements.

Replacing trees, shrubs, fertilizer.

II. Buildings and Fixtures.

New roofs, painting, replastering, dry batteries, lamps, rewiring.

III. Machinery.

Relining boilers, replacing grates, repairing motors.

IV. Educational Apparatus.

All repairs.

V. Furniture and Furnishings.

Upholstering, refinishing, relaying linoleum, replacing dishes.

VI. Hand Tools.

All repairs.

VII. Library.

Rebinding books, replacing worn-out books.

C. OPERATION

I. Administration.

1. Salaries of officers; principal's salary.

2. Salaries of clerks and stenographers, bookkeepers, and all office help.

3. Traveling expenses of the principal.

4. Stationery and office supplies.

Letterheads, ink, paper, pens, pencils, pads, typewriter and adding machine supplies used in the office—not supplies used in the training school.

5. Postage stamps, postal cards, postage on catalogs.

6. Telephone and telegraph—long distance and local charges.

7. Express, freight and drayage, and transportation of all material.

8. Printing (other than stationery).

Catalogs, bulletins, miscellaneous printing and

advertising. Not class record books, or printing used for instruction only.

9. Sundry supplies and expenses—not readily classifiable elsewhere.

II. Physical Plant.

1. Salaries and wages.
 - a. Engineers—includes firemen and all extra help needed in keeping the building heated.
 - b. Janitors—includes cleaning, scrubbing, care of grounds, walks, lawns.
2. Heat, light, water.

All fuel for lighting or heating—not for instruction purposes.
3. Sundry supplies: Brooms, mops, cleaning supplies, hooks, wires, nails, lubricants, and all supplies used for janitor or engineer consumable in school expenses for the main school year.
4. Sundry expense: Hauling ashes, flowers for decorations of rooms or grounds.

III. Instruction.

1. Salaries of teachers. Regular and substitute. Salaries of pianists and student help for teachers.
2. Text-books: Regular text-books and also music books used for chorus practice and class work—not sheet music soon used up.
3. Fuel and power for instruction. All fuel and power used in the laboratories and for other instruction purposes.
4. Sundry supplies: Acids, test tubes, beakers, ink, crayon, paper, pens, pencils, tablets, copybooks, erasers, class books, sheet music, ribbon for diplomas; all consumable supplies whatever, including those for special departments.

5. Sundry expense: Teachers' traveling expenses, lectures of a special nature, special charts and other instructional expense not classifiable elsewhere.

IV. Library.

1. Salaries of librarian and assistants—regular and student help.
2. Subscription to newspapers and periodicals—all periodicals taken for the library, but not the binding of them.
3. Sundry supplies and expenses—temporary covers for books, magazines and other supplies.

V. Student Welfare Activities.

1. Student health. Medical inspection provided by the school; medical advice for pupils; lectures on sanitation.
2. Entertainments, lectures and concerts.
3. Athletics. Money paid for coaching, traveling expenses of teams, expenses of umpires, referees.
4. Student organizations. Debating or literary societies; student publications.

VI. Summer Session.

This includes all sub-items of all the main headings listed above and is intended to list all summer school expenses for the main school year.

VII. Insurance. All payments for state insurance, or boiler insurance.

VIII. Undistributed expense. All expense not classifiable elsewhere. Care should be taken to put very few items under these general headings.

An accurate classification of items of expenditure will fall short of its purpose unless there are uniform blanks for all operations dealing with the finances. The following business forms are recommended for use in the principal's office and in the office of the board.

A. FORMS FOR USE IN THE PRINCIPAL'S OFFICE

1. Report of cash collected.
2. Report of enrollment and attendance.
3. Inventory of school property.
4. Requisition blank.
5. Payroll of teachers and other employees.
6. Voucher to accompany all bills.
7. Report of cash expended by the principal.

B. FORMS FOR USE IN THE BOARD'S OFFICE

1. Quotation blanks.
2. Purchasing order.
3. Appropriation ledger sheet.
4. Expense ledger sheet.—Normal school.
5. Expense ledger sheet.—Training school.
6. Expense ledger sheet.—Dormitory.
7. Register vouchers.
8. General balance sheet.
9. Monthly statement of receipts, expenditures, and balances.
10. Monthly statements of unit costs per general expenditures.
11. Annual statements of unit costs per subject.

C. FORMS FOR USE IN THE BOARD'S ANNUAL REPORT

1. Statement setting forth the kind of school and its purpose.
2. Cash collected from enrollment fees.
3. Appropriations and other receipts.
4. Voucher register.
5. Summary of expenditures.
6. Special personal service record.
7. Enrollment and graduation record.
8. Instructional cost per department.
9. Student clock hour load.
10. Cost per student clock hour load.
11. Graphs and comparative tables.

DETAILS OF FORMS RECOMMENDED

A. FORMS FOR USE IN THE PRINCIPAL'S OFFICE

1. Record of Cash Collected.

The enrollment of pupils is the first step at the beginning of each new school year. This process entails the collection of certain fees which must be reported to the central authority; hence the necessity of a cash collected blank. Provisions are made on this blank for the following items: (*a*) classification of pupils enrolling; (*b*) date; (*c*) name; (*d*) time covered by the payment; (*e*) enrollment fee; (*f*) laboratory fee; (*g*) room; (*h*) board; (*i*) miscellaneous; (*j*) recapitulation.

Proper classification of pupils should be insisted upon. Under the heading of laboratory fees the name of the laboratory in which the pupil is working should be given; this will save many columns, and make the report less bulky. Non-resident and other miscellaneous fees which are collected infrequently may also be written in order to save making the form too bulky.

A suggested form is shown on page 139.

2. Report of Enrollment and Attendance.

A report of enrollment and attendance should be made at least twice each year. The items which the form contains are self-explanatory:

- a. Number enrolled in the regular normal course.
- b. Number enrolled in the secondary course.
- c. Number enrolled in music.
- d. Number enrolled in art.
- e. Number enrolled in expression.
- f. Number enrolled in short or other courses.
- g. Total in all courses.
- h. Number counted more than once.
- i. Total net enrollment.
- j. Training school enrollment must not be included in above.
- k. Number who withdrew after enrolling, and causes of withdrawal.

REPORT OF ENROLLMENT AND ATTENDANCE

.....State Normal School			
..... Semester, Ending....., 19.....			
Enrollment During Semester.....			
Normal Course.....	Boys	Girls	Total
Secondary Course.....			
College Course.....			
Music.....			
Art.....			
Expression.....			
Total.....			
Counted more than once.....			
Net Enrollment.....			
Practice School Enrollment.....			
Withdrew during Semester.....			
Causes of Withdrawal:			

It may be noted that this form is so constructed that there is no opportunity to count the same pupil twice and thereby swell the enrollment beyond what it should be.

REQUISITION FOR SUPPLIES..... NO.....

To the State Board of Education:

The following named articles are needed at this institution. To be delivered

Purchase From	Item No.	Quantity on hand	Quantity Desired	Description of Article	Purpose	Estimated Cost

5. The Pay Roll. The pay roll should list the following items:
 - a. Name of the employee.
 - b. Nature and amount of service rendered.
 - c. Rate per month.
 - d. Amount due this month.
 - e. Signature—received in full.
 - f. Principal’s report of absences.
 - g. The back of the report should show a recapitulation of the expenditures under appropriate headings, and the principal’s affidavit.

PAY ROLL

State Board of Regents 19.....

To each of the persons hereinafter named for services rendered under contract with said board, the nature and particulars whereof are herein specified.

Name	Nature and Amount of Services rendered	Rate Per month Per day	Total Due	Deductions
	(Reverse Side) Operation Principal..... Teachers..... Librarians..... Clerks..... Engineers..... Janitor..... Laborers..... I hereby certify, &c. Prin.			

6. Voucher to Accompany Bills.

A voucher should accompany all bills which are sent to the Board. A similar one may be used by the firm in sending invoices to the school. One side should contain the sworn statement; the other should summarize the account under the appropriate headings according to the system recommended for the classification of accounts.

State of
Board of Education for State Normal Schools.

To, Dr.

.....date.....192.....
(This is not a bill and should be accompanied by an invoice.)

For Sundries furnished to.....Normal School
as per attached invoice numbered..... \$.....

State of..... }
County of..... } ss
(Post Office)..... (State).....

I,, Claimant of attached invoice,
do solemnly swear that the charges are correct.

Subscribed and sworn to before me thisday
of, 19.....

..... Signed.
..... Notary Public

My commission expires.....

I hereby certify that the items named herein have been furnished to this school, and that no part has been paid.

.....
Principal

REVERSE SIDE

- | | |
|---|--|
| 1. Capital Expenditures.
(all main headings listed.) | 3. Operation.
(all main headings listed.) |
| \$..... | \$..... |
| 2. Maintenance.
(all main headings listed.) | |
| \$..... | |

7. Cash Expended.

For emergency supplies it is necessary for the principal to have an "Advance Allowance" to be kept in the local bank and subject to his check. All expenditures from this fund must be reported to the Board before he can be reimbursed for the expenditure.

- a. Date.
- b. To whom paid.
- c. Time or quantity.
- d. Rate or price.
- e. For what purpose.
- f. Total amount.

CASH EXPENDED BY PRINCIPAL

From19....., to19.....

Date	Name	Time or Quantity	Rate or Price	For What Purpose	Amount

B. FORMS FOR USE IN THE BOARD'S OFFICE

1. Quotation Blank.

This blank should contain the following items:

- a. Quantity.
- b. Material—description.
- c. List price.
- d. Discount.
- e. Net price.

Board of Education.....
19.....

.....
 (name of firm)

GENTLEMEN:

Please quote your lowest price on the items listed below:
 Prices to include delivery F. O. B.
 The right is reserved to reject any or all bids.
 Give full description of articles quoted upon.
 No charges will be allowed for boxing and crating.
 Return this sheet promptly.

This is not an Order	Quantity	Material	List Price	Discount	Net Price

2. Purchasing Order.

The purchasing order is made out by the Board's purchasing agent from the prices quoted by the various firms. It should contain the following items:

- a. General regulations for shipment.
- b. Order number—to be placed on all bills.
- c. Name of firm.
- d. Name of school.

Purchasing Order
State Board of Education
Gentlemen:

Ship the following to
State Normal School

.....

Terms.....F. O. B.....

Route Via

Requisition No.....

(Put this No. on bill)

CONDITIONS:

1. Invoices must be made in duplicate, and accompanied by sworn voucher.
2. No allowance for crating or cartage.
3. Prepay freight and add to bill.
4. Place order No. on package.

Quantity	Description of Goods Ordered	Price		Amount

3. Appropriation Ledger Sheet.

For the Board's own use there should be an appropriation ledger sheet upon which to record all appropriations and other receipts; this should be so arranged that a balance could be taken at any time, from which monthly balances could be taken regularly. It should contain the amount appropriated by the legislature, or the amount set aside by the Board for the school's use, the total of previous audits, the amount from other sources from which money is received, and the total amount available. Each of these should be distributed under its proper heading according to the classification outlined.

AVAILABLE BALANCES

STATE NORMAL SCHOOL,

Account No.	Account	Appropriated Current Year	Previous Audits	This Audit	Available Balance
	I. Capital Expenditures (List here the sub-headings.)				
	II. Maintenance (Sub.headings)				
	III. Operation (Sub-headings)				

5. Monthly Financial Statement.

A general balance sheet should be made by the bookkeeper from the appropriation ledger sheet, and from this a monthly statement made and sent to the principal of the school. It should contain:

- a. Statement of the available appropriations and collections.
- b. Balances for the month just closed.
- c. Receipts during the month.
- d. Disbursements during the month.
- e. Balances to be expended.

MONTHLY FINANCIAL STATEMENT

..... State Normal School

For the month of.....19.....

.....Statement of current year,.....months remain unpaid.

Name of Fund	Balances.....19...	Receipts During Month	Disbursements During Month	Balances.....19...	Disbursements same month last year
A.					
Appropriations					
1. Capital (List sub-head-ings)					
2. Maintenance (List sub-head-ings.)					
3. Operation (List sub-head-ings.)					
B:					
Fees Collected (List sub-head-ings.)					
Totals					
Outstanding Bills					
State Auditors Balance					

C. FORMS FOR THE BOARD'S ANNUAL REPORT

In addition to the educational features of the annual or biennial report, which are usually found, there should be certain financial statements which will serve to inform the public concerning the receipts and expenditures of the school. Such tables will furnish a basis for the public's decision regarding the investment and returns of the school.

These tables should contain statements setting forth the kind of normal school, i.e., whether it aims to prepare elementary teachers, high school teachers, or both; whether it is being developed into a teachers' college, with courses paralleling university courses; whether some students are pursuing teachers' courses and some taking purely secondary courses. In order to answer these and other questions it is recommended that a statement be made and a table constructed from the cash collected report on students' enrollment as per the following form:

1. Statement of Kind of School and Purpose.
 - a. Verbal declaration as to the purpose of the school.
 - b. Name of course.
 - c. Number enrolled in course.
 - d. Amount received.

We, the members of the State Board of Education, hereby declare that

.....State Normal School aims to.....

Cash Collected From Enrollment

Name of Course	No. Enrolled		Total	Amount Received
	Boys	Girls		
Normal				
Secondary				
College				
Training School				

2. Appropriations and Receipts from All Sources.

This table should be in summarized form, but should have details sufficient to indicate the proper sources of all receipts.

- a. Name of funds received from the state.
- b. Name of funds received from fees.
- c. Miscellaneous—gifts, receipts from investments, etc.

APPROPRIATIONS AND RECEIPTS

RECEIVED FROM	AMOUNT
State Appropriations	
Capital.....	
Maintenance.....	
Operation	
Fees	
Enrollment	
Laboratory	
Miscellaneous.....	
Total	

3. Record of Drafts for the Year.

This record will make it possible for the public to trace each item of expenditure to its original source. It should include:

- a. Date.
- b. Number.
- c. To whom paid.
- d. For what object.
- e. Amount.

RECORD OF DRAFTS FOR THE YEAR

Date	No.	To Whom Paid	For What Object	Amount

4. Summary of Expenditures.

There should be a summary of expenditures according to the general classification suggested. These expenditures should be summarized as per the following form:

- a. Capital—with the sub-headings.
- b. Maintenance—with the sub-headings.
- c. Operation—with the sub-headings.

SUMMARY OF EXPENDITURES

Nature of Expense		Current Year	Last Year	Average
Capital	Sub-Headings of Capital			
	Total			
Maintenance	Sub-Headings of Maintenance			
	Total			
Operation	Sub-Headings of Operations			
	Total			
GRAND	TOTAL			

MAJOR LINES AND DEPARTMENTS

- A.
- a. Major lines of activities.
 - b. Number enrolled each term, semester, or quarter.
 - c. Total.
- B.
- a. Names of departments (subjects).
 - b. Number of courses.
 - c. Number of credits.
 - d. Gross enrollment.

FORM A

Major Lines	First Semester	Second Semester	Total
Kindergarten			
Primary			
Intermediate			
Grammar			
Secondary			
Home Ec.			
Man'l Tr.			
Agr.			
Rural			
Reviews and Sp.			
Unclassified			

FORM B

Departments (Subjects)	First Semester	Second Semester	Total
Agriculture			
Biology			
Botany			
&c.			

7. Graphs and Comparative Tables.

Since reports of state boards generally represent more than one school, graphs and tables should be so clearly arranged that the public may see at a glance the comparative costs and returns of each school. Facts concerning enrollment, graduation and instructional costs distributed as to departments, to clock hour loads and to student clock hours, should be set forth.

A. INSTRUCTIONAL COST PER DEPARTMENT

Departments	Direct Charge	Overhead	Total
Agriculture			
Biology			
Botany			
&c,			

B. STUDENTS CLOCK HOUR LOAD

Departments	Direct Charge	Overhead	Total
Agriculture			
Biology			
Botany			
&c.			

C. COST PER STUDENT CLOCK HOUR

Departments	Department Costs	Student Clock Hours	Cost Per Student Clock Hour

By the use of the above forms, which have been derived from an extensive study of forms now in use, and which have been constructed in harmony with the foregoing principles of classification, it is believed that there will be an original document for each transaction, that responsibility for the expenditure of appropriated funds may be fixed, and that the public will be able to judge whether it is receiving proper returns on its investment. There will also be facts for measuring the expenditures and returns of the schools represented in the report of any board, and of the schools of similar kind wherever they may be found.

APPENDIX A

TYPE REPORTS

In this appendix will be found tables, or parts of tables, taken from the annual or biennial reports of state normal school boards. They represent the boards' statements to the public of the receipts and disbursements of the schools. As far as I have been able to find these are the only available financial statistics of the schools. Copies of such reports have been collected from practically every state in the union, and from different schools within the same state. The parts given below are intended to show the form of financial statement.

TYPE No. 1

Type No. 1 is a type of financial report published by many normal school boards.

RECEIPTS

Balance as per report to General Assembly.....	\$ 13,080.47
Maintenance	128,124.99
Incidental fees	12,066.50
Other fees and resources follow, making a total of..	\$258,023.75

EXPENDITURES

Contingent fund	\$ 6,632.92
Salaries, faculty, superintendent, engineers, etc.....	94,579.71
General repairs and improvements.....	2,220.31
Balance	48,784.66

TYPE No. 2

In Type No. 2 receipts and expenditures are listed under four different headings, viz., interest and income, mill tax, local fund, and appropriations. Since no summary is given a great amount of adding is necessary before even the total receipts and expenditures can be found. Parts of the same bill are paid from different funds, a fact which makes necessary a reading of the entire report to find the total amount of the bill in question. A list of the checks issued is given, together with the number, date, to whom paid, and the

amount; nothing is said about what the check was issued for. So far as real information is concerned this report covering twenty pages might as well be omitted.

TYPE NO. 2

INTEREST AND INCOME

Receipts

Balance June 30, 1910.....	\$9,112.03
Warrants, June, 1920.....	1,853.89
(seven other items follow)	

Expenditures

Library and reading room.....	\$315.08
Textbooks	658.40
(fourteen other items)	

MILL TAX

Receipts

Balance June 30, 1910.....	\$30,765.32
Warrants, June, 1910.....	486.92

Expenditures

Salaries	\$58,274.82
Library and reading room	238.41

LOCAL FUND

Receipts

Balance June 30, 1910	\$18,855.17
Registration fees	2,395.25

Expenditures

Boarding department	\$25,613.01
Incidentals	14,941.86

APPROPRIATIONS

Receipts

Students' hospital	\$10,000.00
Reimbursements	9,399.31
Total (including six other items).....	31,899.31

Expenditures

Students' hospital	\$ 9,957.00
Reimbursements	9,399.31
(seven other general items)	

CHECKS

No.	Date	To whom paid
4116	7/8/1910	John Doe

TYPE NO. 3

Type No. 3 seems complete, but it is found upon more careful examination to show very little about where the money really goes. First, there is a general statement of balances, the amount received from the state treasurer, the total disbursements and the final balances. These are given under ten different headings with no final summary. Here again one must do considerable adding to find the grand total of receipts and expenditures. To find the expenditure for any one thing would require a great amount of time. The disbursements for salaries of officers and teachers are clear, yet nothing is given to indicate the service that each performs.

DISBURSEMENTS FOR SALARIES OF OFFICERS AND TEACHERS

John Doe\$7,759.00
(Names of all employees follow)

FOR SCIENCE APPLIANCE AND SUPPLIES

Jan. 1, 1911. Balance on hand.....\$.68
Received from state treasurer..... 6,115.00
Disbursements 6,155.58
Dec. 31, 1913. Balance due treasurer..... 39.90
(Same general statement for ten items)

TYPE NO. 4

Type No. 4 is a form of condensed report and is fairly clear. It is given in a report with other normal schools and there is a slight opportunity for comparison of expenditures, though no comparison is made.

RECEIPTS

(Statement of income from several different sources)

CLASSIFIED EXPENDITURES

Current expenses:	1910-11	1911-12	Total
Salaries	\$12,598.11	\$51,963.50	
(Other items as furniture, telephone, etc.)			

TYPE NO. 5

Type No. 5 shows a feature not shown by the others referred to in that it gives the number of pupils enrolled. An opportunity is thereby given for a per capita cost calculation,

but the report does not attempt such calculation. The receipts and expenditures are given in such a condensed form that the tables are practically worthless and furnish little information valuable to anyone.

Enrollment regular session—First year—Second year—etc.
 “ Summer Session “ “ “ “ “

RECEIPTS, (STATE APPROPRIATIONS)

	1910-11	1911-12
Received from state	\$39,000	\$51,000

EXPENDITURES, (STATE APPROPRIATIONS)

Support and maintenance, salaries.....	\$25,400	\$36,693
Salaries of teachers of indus. subjects.....	4,050	3,000
Books, apparatus, equipment, repairs, and improvements	3,000	3,000

TYPE NO. 6

Type No. 6 shows in detail the receipts of the school under date of each receipt, number, of whom received, amount, and total. The checks for each expenditure are listed as in Type 2, with the addition of the object for which the check was given. This information should exist in the office of the board, but it is questionable whether it should have the space in the report. No advantage is taken of the opportunity the data furnish for statements of unit costs.

RECEIPTS

August 19, 1910.....995.....Interest on land grant....\$12,083.33
 (All receipts follow in like form)

EXPENDITURES

July 29, 1910.....11631.....John Doe....extra labor.....\$91.14

TYPE NO. 7

Type No. 7 gives a report on eight schools for a biennium. Each school is listed separately, the students are classified according to kind and grade, and the number of graduates given for each school year. It is fairly condensed for the receipts and expenditures are given including teachers and employees. In the report, however, nothing is made of the opportunity for comparisons.

ENROLLMENT

School	381 normal	44 grammar, etc.
	(eight schools are listed)	
Graduates	212 total	(detail classification)
	(eight other schools listed)	

RECEIPTS

Interest on land certificates.....	\$61.04	\$70.55
------------------------------------	---------	---------

EXPENDITURES

Salaries, etc.	\$41,270.00	etc.
---------------------	-------------	------

TYPE No. 8

The report from which Type No. 8 was taken contains the financial statements of six normal schools and twenty-eight other state institutions. The income is given, the enrollment, pay roll of teachers and employees, and a classification of expenditures as shown by the table. The distinctive feature of this type is the attempt made to calculate the per capita expenditure, and to furnish a basis for comparison among the schools of the state. This type omits some of the good features found in Type No. 7.

BIENNIAL REPORT OF STATE BOARD

For What Expended	1911	Per capita	1912	Per capita
Salaries regular	\$12,670.65	\$58.12	\$12,613.33	\$54.84
Salaries, extra	341.71	1.57	519.24	2.26
Labor	49.57	.23	164.45	.71
Traveling expenses	64.60	.29	146.07	.63

(fifty-five other items follow)

From the many reports which the writer has collected and examined, of which the eight described are types, it is evident that these reports are far from being clear to the average business man to say nothing of the average citizen. As a rule, they give but little information concerning the efficiency of the school, the exact expenditures, and show less regarding the returns which the public is getting upon its investment. There is no uniformity among the states, and in only a few cases is there uniformity among the schools of the same state. These deficiencies make it difficult for the public to draw safe conclusions as to real needs of state normal schools or their actual value.

APPENDIX B

COMPARATIVE COSTS

When the writer first conceived the idea of making a study of normal schools it was with reference to unit costs and other problems relating to finances. Only a little thought and investigation were given to that until it became evident that such a study was not possible because the proper data could not be secured; upon further investigation it was found that such data did not exist to any great extent in these institutions. Scraps of what seemed to be comparable upon first examination were collected, but these proved to be useless for all practical purposes.

It was readily seen that the chief difficulty in dealing with what was available was found to be the lack of classification. For example, "athletics" and "gymnasium" are by no means synonymous terms as a title for all items of expenditure relating to this school activity. Items given in a report under the title of "gymnasium" may be for repairs and improvements on the gymnasium, for equipment, for athletic exercises in the gymnasium, or for two or more of these. Likewise, "salaries" is not synonymous with "faculty"; "salaries" probably includes all who were employed in the institution, but there was nothing in these reports to assure one of this. Item "expenditures for departments" cannot be interpreted by any one not familiar with the particular institution for which the report was made; also, "improvements" is such a general title that almost any kind of expenditure may be classified under it. "Postage," "printing," and "advertising" may be for the executive office, for the catalog, or for general advertising. Under "miscellaneous," "incidental" and "special" all manner of expenditures are found. Such titles for expenditures are absolutely unintelligible to the public; it may be impossible to get along without such a title in a report, yet if the total expenditures thus classified amount to a large sum it should be taken as evidence of careless accounting.

The exhibits given in this Appendix are not given for any value they have in themselves, but merely to indicate a few things which might be done if statistics were available, as suggested in Chapter IV of this study. The writer has had to do a great deal of reclassifying and interpreting in order to make the items seem at all comparable.

If the statistics were accurate, and the results were as they are shown to be by these tables, it is safe to say that in many instances normal school administrators would find more efficient ways of conducting their institutions. For example, in one state the median expenditure per capita for salaries, wages, and labor, is \$134.85, while in another state it is \$60.71, or less than half the former sum. (Exhibit I) A still greater difference is seen between these two states in the total expenditures per capita. A marked similarity holds among the different schools of the same state, yet in some cases there is sufficient variability to require investigation by those in charge. In Exhibit III school "West Liberty" is \$15.08 above the state's median expenditure for salaries, wages and labor, while school "Marshall" is \$15.03 below the median. The explanation for this is that West Liberty is a school with fair equipment, but has a small attendance due to its location; while Marshall has a much larger enrollment. Question: Can a state afford to continue small schools in isolated communities? In Exhibit IV, however, it is found that even this small school falls below the median for the three states in respect to this item of expenditure.

The difference in the state medians, and the large variability of expenditures among the schools, cannot all be explained upon the point of enrollment. Some normals are content to be schools for the training of elementary teachers; others are largely secondary schools with courses paralleling the high school courses, and giving very little professional training; still others are training high school teachers, while some are trying to rival colleges and state universities. All these ideals affect the cost of maintenance, and must be known before a fair comparison of expenditures can be made.

Exhibit V is a brief outline of the work of the Joint Board of Higher Curricula of the State of Washington. This board, as

EXHIBIT I

EXPENDITURES PER CAPITA

	Salaries Wages and Labor	Fur- nish- ings	Heat Light and Power	Rep'rs and Im- prove- ments	Gr'ds	Sup- plies Norm'l School	Sup- plies Tr'g School	Sup- plies Office	Misc.	Total Expense
Bridgewater.....	\$135.33	\$ 5.84	\$21.44	\$3.33	\$.78	\$ 7.30	\$ 2.20	\$ 3.62	\$ 2.68	\$194.50
Fitchburg.....	180.03	4.03	18.80	20.26	2.69	7.38	5.52	3.31	4.74	248.03
Framingham.....	130.39	3.33	14.90	17.45	1.48	9.19	.49	3.49	2.81	270.25
Hyannis.....	166.63	3.43	17.03	57.88	1.40	9.39	.41	4.20	6.31	270.75
Lowell.....	177.92	4.46	6.99	6.45	1.93	13.31	9.46	3.03	6.39	229.87
No. Adams.....	203.09	6.25	34.70	28.70	3.35	13.38	4.01	3.74	8.43	308.23
Salem.....	121.58	3.20	7.81	7.99	1.37	8.79	5.04	3.72	5.63	135.58
Westfield.....	134.38	4.31	22.34	17.77	.57	12.81	1.08	4.57	4.00	202.86
Worcester.....	127.10	13.76	8.39	16.04	1.61	13.03	.72	7.73	7.00	195.77
Normal Art.....	123.06	.88	5.03	1.78	-----	3.05	-----	2.30	3.48	143.58
Median.....	134.85	4.17	15.96	16.74	1.49	9.29	2.20	3.67	5.20	199.31
Athens.....	60.09	10.05	5.40	6.28	-----	3.24	-----	1.07	6.21	99.73
Shepherdstown.....	61.34	.66	1.16	6.44	-----	3.54	-----	1.49	3.22	72.36
Glenville.....	51.99	.49	1.96	.22	-----	2.20	-----	1.32	8.16	80.30
West Liberty.....	75.79	.09	3.32	.63	-----	.40	-----	.81	3.61	87.80
Fairmont.....	67.31	.16	4.06	.21	-----	1.69	-----	1.07	3.86	100.32
Marshall.....	45.68	.45	3.17	2.49	-----	.69	-----	1.34	5.43	62.72
Median.....	60.71	.47	3.24	1.56	-----	1.94	-----	1.19	4.64	84.05
La Crosse.....	81.46	2.53	9.71	5.06	14.67	3.13	-----	.69	9.23	86.34
Mikwaukee.....	60.80	4.36	3.72	1.00	1.09	.96	-----	.70	6.80	61.60
Oshkosh.....	75.60	.73	5.66	1.62	16.85	2.34	-----	.60	6.16	77.23
Platteville.....	80.28	1.69	7.51	1.21	9.67	2.37	-----	.44	6.28	81.23
River Falls.....	74.04	1.16	4.11	1.27	1.04	2.82	-----	.60	3.54	92.90
Stevens Pt.....	90.46	.77	7.25	2.36	.56	3.59	-----	.52	11.54	117.96
Superior.....	66.30	3.71	4.23	1.29	14.19	2.77	-----	.22	6.90	132.26
Whitewater.....	83.32	4.89	6.37	2.47	.39	1.40	-----	.39	7.23	113.62
Median.....	77.94	2.11	6.01	1.49	5.38	2.57	-----	.52	6.35	89.62

EXHIBIT II

MEDIANS FOR THE THREE STATES REPRESENTED BY 24 SCHOOLS

Salaries Wages and Labor	Fur- nishings	Heat Light Power	Repairs and Improve- ments	Grounds	Sup- plies Normal School	Sup- plies Training School	Supplies Office	Miscel	Total
\$82.39	\$3.26	\$6.68	\$3.77	\$1.48	\$3.18	\$2.20	\$1.33	\$6.18	\$115.75

EXHIBIT III

SHOWING EACH SCHOOL'S DEVIATION FROM THE MEDIAN OF THE STATE IN WHICH IT IS LOCATED

	Salaries Wages and Labor	Furnish- ings	Heat Light and Power	Rep'r's and Im- prove- ments	Gr'ds	Sup- plies Norm'l School	Sup- plies Tr'g School	Sup- plies Office	Misc.	Total Expense
Bridgewater.....	\$ 0.58	\$ 1.67	\$ 5.48	\$ 3.41	\$.71	\$ 1.99	\$.00	\$.05	\$ 2.53	\$ 4.72
Fitchburg.....	45.18	.14	2.48	3.52	1.20	1.91	3.31	3.6	.47	48.72
Framingham.....	4.46	.83	1.06	.71	.01	.10	1.79	.18	2.40	14.56
Hyannis.....	21.78	.74	1.07	41.14	.00	.10	1.79	.53	1.10	70.94
Lowell.....	43.07	.29	8.97	10.29	.45	4.02	7.27	.64	1.18	30.56
North Adams.....	68.24	1.08	18.74	11.96	1.86	4.09	1.81	.07	3.42	108.92
Salem.....	13.27	.97	8.15	8.75	.12	.50	2.85	.05	.47	53.75
Westfield.....	.47	.14	6.38	1.03	.92	3.42	1.12	.90	1.14	3.53
Worcester.....	7.75	9.59	7.57	.70	.12	3.74	1.52	4.06	1.99	3.54
Normal Art.....	6.79	3.29	10.93	14.96	.....	6.24	.....	1.36	1.87	55.73
Athens.....	.62	9.58	2.16	4.72	.....	1.30	.....	.12	1.60	15.68
Shepherdstown.....	.63	.19	2.08	4.88	.....	1.60	.....	.30	1.44	5.60
Glenville.....	8.72	.02	1.28	1.34	.....	.26	.....	.13	3.52	3.75
West Liberty.....	15.08	.38	.18	.93	.....	1.54	.....	.38	.99	3.75
Fairmont.....	6.60	.31	.82	1.35	.....	.25	.....	.12	.78	16.27
Marshall.....	15.03	.02	.07	.93	.....	1.25	.....	.15	.79	23.33
La Crosse.....	3.52	.42	3.70	3.61	9.29	.56	.....	.17	2.38	21.65
Milwaukee.....	17.14	2.25	2.29	.45	4.20	1.61	.....	.18	.05	28.02
Oshkosh.....	2.34	1.38	.35	.17	11.47	.23	.....	.08	.72	12.39
Platteville.....	2.34	.42	1.50	.24	4.29	.20	.....	.00	.55	8.39
River Falls.....	3.90	.95	1.90	.18	4.34	.25	.....	.14	3.31	3.28
Stevens Point.....	12.52	1.34	1.24	.91	4.82	1.02	.....	.00	4.69	28.28
Superior.....	11.64	1.60	1.78	.16	8.81	.20	.....	.30	.05	42.64
Whitewater.....	5.38	2.78	.36	1.02	4.99	1.16	.....	.13	.43	24.00

EXHIBIT IV

SHOWING EACH SCHOOL'S DEVIATION FROM THE MEDIAN OF THE THREE STATES

	Salaries Wages and Labor	Furnish- ings	Heat Light and Power	Rep'r's and Im- prove- ments	Gr'ds	Sup- plies Norm'l School	Sup- plies Tr'g School	Sup- plies Office	Misc.	Total Expense
Bridgewater.....	\$ 52.94	\$ 2.58	\$ 14.76	\$ 9.56	\$.70	\$ 4.12	\$.00	\$ 2.29	\$ 3.50	\$ 78.84
Fitchburg.....	97.64	.77	12.12	16.49	1.21	4.20	3.31	1.98	1.44	132.28
Framingham.....	48.00	.07	8.22	13.48	.00	6.01	1.91	2.16	3.37	69.00
Hyannis.....	84.24	.17	10.35	54.11	.01	6.21	1.79	2.87	.13	154.50
Lowell.....	95.53	1.20	.31	2.68	.45	10.51	7.26	1.70	.21	114.12
North Adams.....	120.70	2.99	28.02	24.92	1.87	13.20	1.81	2.41	2.45	192.43
Salem.....	39.19	.06	1.13	4.22	.11	5.61	2.84	2.39	.50	19.88
Westfield.....	51.99	1.05	12.66	14.00	.91	9.63	1.12	3.24	2.11	87.11
Worcester.....	44.71	10.70	1.71	12.27	.13	12.85	1.48	6.40	1.02	80.02
Normal Art.....	45.67	2.38	1.65	1.99	.....	.13	.....	.97	2.70	27.83
Athens.....	22.30	6.79	1.28	2.51	.....	.06	.....	.26	.06	16.02
Shepherdstown.....	21.05	2.60	5.52	2.67	.....	.36	.....	.16	2.98	37.39
Glenville.....	30.40	2.77	4.72	3.55	.....	.98	.....	.01	1.98	35.45
West Liberty.....	6.30	3.17	3.36	3.14	.....	2.78	.....	.52	2.53	27.95
Fairmont.....	15.08	3.10	2.62	3.56	.....	1.49	.....	.26	2.32	15.43
Marshall.....	36.71	2.81	3.51	1.28	.....	2.49	.....	.01	.75	53.03
La Crosse.....	.93	.73	3.93	1.29	13.19	.05	.....	.64	3.05	29.41
Milwaukee.....	21.59	1.10	2.96	2.77	.39	2.22	.....	.63	.62	53.15
Oshkosh.....	6.79	2.73	1.02	2.15	15.37	.84	.....	.70	.05	38.52
Platteville.....	2.11	1.57	.83	2.56	8.19	.81	.....	.89	.10	34.52
River Falls.....	8.35	2.10	2.57	2.50	.40	.36	.....	.67	2.54	22.85
Stevens Pt.....	3.07	2.49	.57	1.41	.98	.41	.....	.81	5.36	2.25
Superior.....	16.09	.45	2.45	2.48	12.71	.41	.....	1.11	.72	16.51
Whitewater.....	.93	1.63	.31	1.30	1.09	1.77	.....	.94	1.10	2.13

may be seen in graph "Washington," page 76, is made up of the president of the University of Washington, two regents of that university, the president of the State College of Washington, two regents of the college, the president of one of the state normal schools, and one trustee from each of the boards of trustees of the other two normal schools. The purpose of the Joint Board is to consider matters of efficiency and economy in the administration of the institutions represented. This is by far the most significant report found in this investigation, and is recommended to boards controlling state normal schools and other teacher training agencies.²

The statistical reports are given under the following headings:

I. Income, receipts and expenditures. (For each institution concerned.)

Table 1. Sources of income.

Table 2. Summary of receipts and expenditures.

II. General and class census enrollments.

Table 3. General census enrollments.

Table 4. Class census enrollment.

III. Cost of instruction—regular academic year.

Table 5. Instructional cost distributed to departments.

Table 6. Student clock hour load.

Table 7. Cost per student clock hour.

Table 8. Yearly cost per major student.

IV. Cost of instruction—summer session.

Table 9. Regular academic year and summer session compared.

V. Classified expenditures.

Table 10. Individual institutions.

on pages 168 and 169 of this study.

²*The First Biennial Report of the Joint Board of Higher Curricula for the State of Washington.*

EXHIBIT V
COMPARATIVE TABLE 5-b—INSTRUCTIONAL COST DISTRIBUTED TO DEPARTMENTS, NORMAL SCHOOLS, 1917-18

DEPARTMENTS	BELLINGHAM			CHENEY			ELLENSBURG			Grand Total Cost
	Direct Charges	Overhead	Total Cost	Direct Charges	Overhead	Total Cost	Direct Charges	Overhead	Total Cost	
	Agriculture.....	\$ 1,219.62	\$ 563.08	\$ 1,782.70	\$ 2,004.10	\$ 2,155.80	\$ 4,159.90	\$ 1,488.52	\$ 1,068.90		$ 2,557.51	$ 5,942.60
Arts and handicraft.....	3,860.91	2,086.44	5,947.35	2,378.72	2,168.20	4,546.92	1,220.17	1,220.17	2,440.34	14,411.78
Biological science.....	2,286.57	2,946.33	5,232.90				2,274.15	3,600.32	5,874.47	7,808.22
Business education and commerce.....	1,264.80	2,566.58	3,831.38	4,483.30	5,355.65	9,838.95	1,323.20	1,891.88	3,215.18	7,098.56
Education.....	18,232.39	6,551.76	24,784.15	6,566.61	5,546.61	12,113.22	3,940.02	6,504.06	10,444.08	35,007.18
English.....	3,954.80	3,216.95	7,171.75				2,479.41	2,720.41	5,199.88	24,484.88
Forestry and nature study.....	1,479.00	515.06	2,094.06	1,250.00	2,930.90	4,180.90				1,994.06
Geography.....	1,200.00	445.22	1,645.22	1,461.65	749.15	2,210.70				5,826.12
Health.....										2,210.70
Health and physical education.....				800.00	1,404.65	2,204.65	1,739.43	2,458.10	4,197.53	4,197.53
History.....	3,439.22	316.64	4,355.86	2,446.53	4,751.00	7,197.53	4,841.12	1,952.73	6,793.73	2,294.65
Home economies.....				1,500.00	1,157.60	2,657.60	1,968.47	842.68	2,811.15	2,811.15
Kindergarten.....	2,728.76	1,252.74	3,981.50				925.41	311.29	1,236.70	6,639.10
Latin and modern languages.....	708.00	349.19	1,117.19	4,625.57	2,036.25	6,661.82	3,823.52	1,693.64	5,517.16	8,475.80
Literary instruction.....	5,578.69	907.91	6,486.60	1,500.00	2,590.30	4,090.30	1,640.30	1,248.41	2,888.71	20,070.58
Manual training.....	2,785.52	1,182.90	3,968.42	2,698.05	1,414.65	4,212.70	2,550.65			8,018.72
Mathematics.....	2,355.33	1,829.83	4,185.16	1,405.00	1,145.65	2,550.65				10,722.57
Music.....	2,704.35	1,802.72	4,507.07							7,057.72
Oral expression.....	1,862.55	2,688.80	4,551.35							3,551.85
Penmanship.....										5,316.43
Psychology.....	3,905.39	2,946.33	6,851.72	1,287.31	1,741.40	3,028.71	2,872.16	2,444.32	5,316.40	8,980.43
Physical education.....	2,843.65	1,318.21	4,161.86	1,850.00	1,061.40	2,911.40				7,355.27
Rural science.....				1,500.00	980.30	2,480.30	3,125.13	2,536.83	5,661.96	10,870.93
Social science and history.....	3,505.81	6,582.32	10,088.13	12,711.44	6,216.40	18,927.84	7,400.43	3,450.95	10,851.38	15,350.09
Social science.....										2,480.30
Training school.....	12,975.81	3,544.31	16,520.12	\$62,552.09	\$44,425.51	\$106,977.60	\$45,903.04	\$34,953.43	\$80,856.47	\$288,104.57
Total	\$66,621.17	\$43,649.33	\$110,270.50	\$52,552.09	\$44,425.51	\$106,977.60	\$45,903.04	\$34,953.43	\$80,856.47	\$288,104.57

Comparative Costs

COMPARATIVE TABLE 7-b—COST PER STUDENT CLOCK HOUR, NORMAL SCHOOLS 1917-18

DEPARTMENTS	BELLINGHAM			CHENEY			ELLENSBURG		
	Department Cost	Student Clock Hour	Cost per Student Clock Hour	Department Cost	Student Clock Hours	Cost Per Student Clock Hour	Department Cost	Student Clock Hours	Cost per Student Clock Hour
Agriculture.....	\$ 1,782.70	6,192	.2879	\$ 4,159.90	19,476	.2130	\$ 2,557.51	6,966	.3671
Arts and handicraft.....	5,947.35	23,088	.2511	4,906.92	19,588	.2500	3,600.32	7,962	.4505
Biological sciences.....	5,202.90	41,054	.1268				3,215.18	12,330	.2608
Business education and commerce.....	3,831.38	32,616	.1174				10,444.08	40,300	.2369
Education.....	14,784.15	75,492	.1950	9,838.05	48,384	.2030	5,100.88	17,330	.2953
English.....	7,171.75	39,096	.1834	12,113.22	50,104	.2410			
Forestry and nature study.....	1,994.00	6,090	.2994						
Geography.....	1,645.02	4,104	.4008	4,180.90	26,478	.1570			
Health.....				2,210.70	6,768	.3260			
Health and physical education.....	4,355.86	12,024	.3622	7,197.53	42,912	.1670	4,197.53	16,020	.2620
Home economics.....							6,793.85	12,726	.5339
Kindergarten.....							2,811.15	5,508	.5104
Latin and modern languages.....	3,981.50	12,312	.3242	2,657.00	10,458	.2540			
Library instruction.....	1,117.19	5,346	.2089						
Manual training.....	6,886.60	10,692	.6440	6,061.82	18,396	.3290	1,826.70	5,040	.3692
Mathematics.....	3,968.42	13,608	.2916	4,050.30	23,040	.1750	5,522.10	11,070	.4980
Music.....	3,621.16	3,608	.2299	4,212.70	12,780	.3290	2,888.71	8,136	.3548
Oral expression.....	4,507.07	24,012	.1877	2,560.35	10,350	.2460			
Penmanship.....	3,551.35	34,335	.1034						
Physical education.....	5,961.72	37,980	.1576	3,028.71	15,732	.1920			
Physical science.....	4,161.86	19,124	.2167	3,193.51	9,576	.3330			
Psychology.....				2,294.65	12,690	.1800			
Rural education.....				2,911.40	9,592	.3080			
Social science and history.....	9,688.13	81,756	.1185	18,927.84	56,160	.3370	9,059.55	26,065	.3822
Training school.....	16,520.12	43,785	.3773	2,294.65	12,690	.1800	5,661.96	16,333	.3425
History.....				2,480.30	8,556	.2900	10,351.38	22,491	.4625
Social science.....									
Totals.....	\$110,670.29	539,626	\$.2051	\$96,977.26	\$401,340	\$0.2416	\$80,856.17	227,417	\$0.3555

VITA

The author of this dissertation, Lawrence Benjamin Hill, was born November 16, 1876 at McKim, Tyler County, West Virginia.

ACADEMIC TRAINING:

Rural school 1884 to 1894; State Normal School at Huntington, W. Va., 1897 to 1900, diploma; West Virginia University 1903 to 1906, A. B.; Scholar, University of Nebraska, 1906-07, A. M.; Scholar, Teachers College Columbia University, 1907-08; Fellow, Teachers College, Columbia University, 1912-13; attended Teachers College, Columbia University, summer session, 1920.

PROFESSIONAL EXPERIENCE:

Taught rural school 1894-98; Principal, ward city school, 1898-99; Superintendent, city schools, 1900-1903; Principal, Tyler County High School, 1908-1912; President, State Normal School, Athens, W. Va., 1913-18; Associate Professor of Education, West Virginia University, 1918-20; Professor of Education, West Virginia University, 1920—

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