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## Bulletin 58 - An Inquiry into the Methods by which the State Normal Schools are Controlled

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# The Normal School Bulletin

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**EASTERN ILLINOIS STATE NORMAL SCHOOL**  
**CHARLESTON**

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**October 1, 1917**

**NUMBER 58**

## **AN INQUIRY**

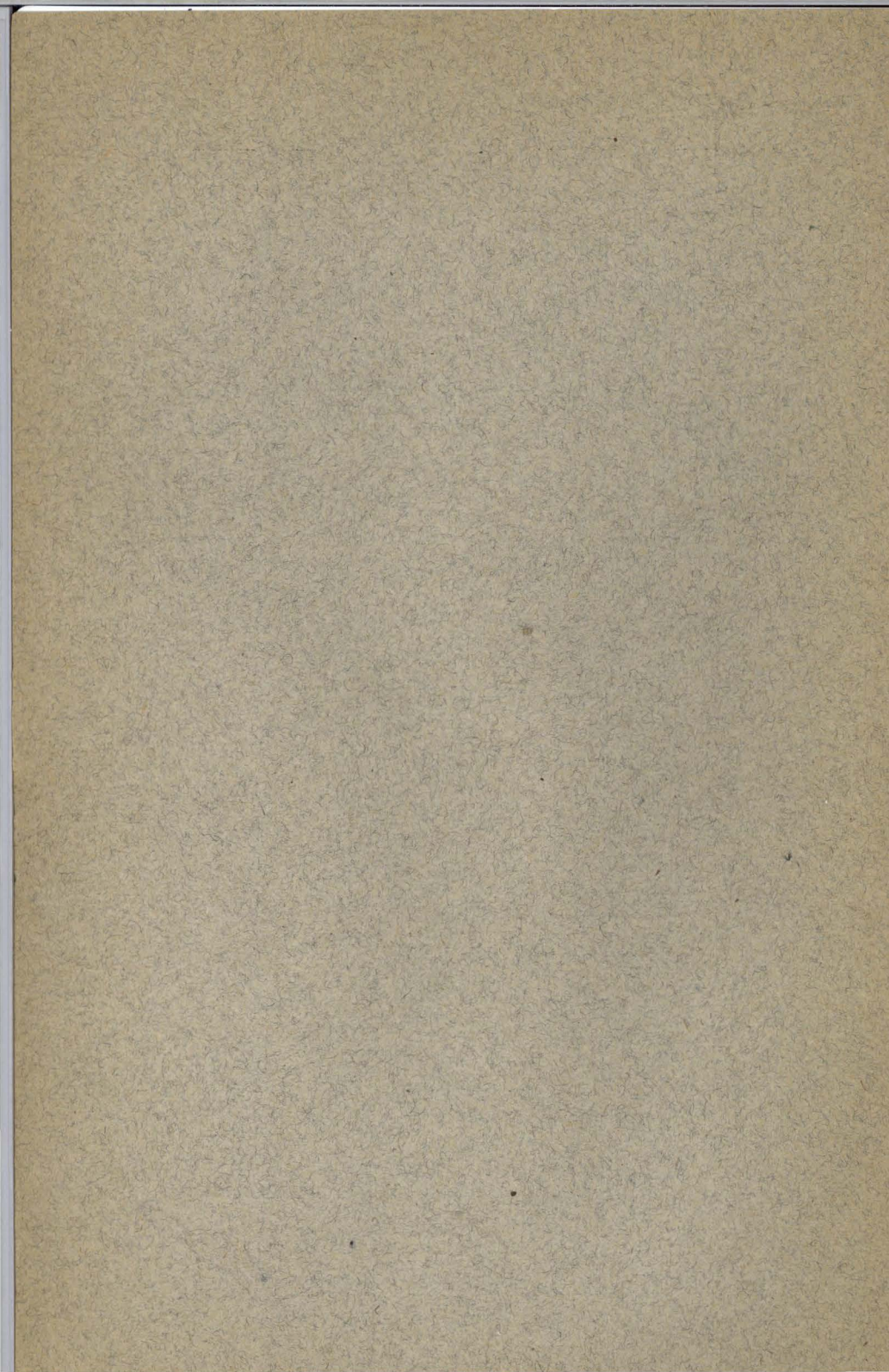
**Into the Methods by Which the State Normal  
Schools are Controlled**

*By*

**CLIFFORD CHESLEY HUBBARD, A. M.**

*Department of History, Eastern Illinois State Normal School*

[Printed by authority of the State of Illinois.]



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## SECTION I.

### INTRODUCTORY.

This is an inquiry into the methods by which the states control their normal schools. The normal schools of the United States may be divided into two classes, private and public. The private schools usually teach some special subject, as kindergarten or gymnastics. The public normal schools may be subdivided into two classes, those maintained by the states and those by the cities. The latter are frequently named "training schools." The government reports give separate treatments to the public and private normal schools, but list all public normal schools together whether controlled by the state or by the city. (See Commissioner of Education's Report, 1914, II, Chapter VI.) This inquiry, however, aims to include only the state controlled public normal schools in its subject matter.

Except as otherwise noted, the information upon which this inquiry is based was obtained from the replies to a questionnaire which I sent to each of the State Superintendents of Education. A copy of the questionnaire follows:

#### QUESTIONNAIRE RELATIVE TO THE METHOD OF CONTROL OF THE STATE NORMAL SCHOOLS.

1. Is control by a board?
2. Is there a single board for all the schools or a separate board for each school?
3. By what name are the boards known?
4. Who appoints the members?
5. For what term of years do the members serve?
6. Under what restrictions is appointment, if any?
7. What members of boards are ex officio?
8. In how far does political affiliation affect appointments in actual practice?
9. If control is by method other than a board, what is it?
10. Is there more than one method for the different normal schools?
11. Has your state always used its present method? If not, what methods were formerly used, and when were changes made?

12. Can you say what expected advantages led to the changes?  
Is it the opinion that these advantages have been obtained?
13. Is there any agitation in your state at present for a change in method, and, if so, what?

Replies were received from all of the questionnaires sent out, a fact which speaks of the attention and assistance that the State Superintendents are giving to those in search of educational material.

Section VI of the inquiry, which deals more in detail with the history of normal school control in Illinois, is based on references to statutes, Illinois Blue Books, Cook's Educational History of Illinois, and the Administrative Code Act of 1917. I have, of course, had opportunity to supplement the material thus gained by interviews and personal knowledge.

All of the states maintain normal schools for the training of teachers for the elementary school service, with the exception of Delaware. Utah and Wyoming have their normal schools as parts of their state universities. Florida has no separate normal schools, but maintains normal departments in three colleges, the state university, the State College for Women, and a negro college. Bills for separate normal schools were introduced in 1913 and 1915, the former being vetoed and the latter failing to pass. In 1917 no bill was introduced as it was seen that the pooled influence of the university and colleges concerned would result in certain defeat. Previous to 1905 this State maintained two separate normal schools, but in that year these were consolidated with the higher institutions. This was done to economize and also to dignify the normal schools as it was thought. There is opinion that the change has by no means been advantageous to the normal school work.

Pennsylvania's thirteen schools were all originally founded by private boards of stockholders, the state examining the teachers and giving them licenses to teach. Later the legislature began the practice of giving appropriations to these schools, and then later still commenced buying them up. All but three are now owned by the state and it is expected that these will shortly be purchased.

In the southern states separate normal schools for the training of negro teachers are maintained, usually only in part, by the state governments. As these emphasize industrial training, the word "industrial" as well as "normal" frequently appears in their name. (See Report of the Department of Education as above.)

Omitting Delaware, Florida, Utah, and Wyoming leaves forty-four of the states of the Union maintaining one or more state-controlled normal schools separate from any other educational institution and devoted exclusively to the training of teachers. The number of such schools maintained by each state is:

Massachusetts .....	10	North Dakota.....	3
New York.....	10	Tennessee .....	3
Pennsylvania .....	10	Washington .....	3
California .....	8	Arizona .....	2
Wisconsin .....	8	Georgia .....	2
Maine .....	7	Idaho .....	2
Alabama .....	6	Kentucky .....	2
Oklahoma .....	6	Maryland .....	2
West Virginia.....	6	New Hampshire.....	2
Illinois .....	5	New Mexico.....	2
Minnesota .....	5	Vermont .....	2
Missouri .....	5	Arkansas .....	1
Connecticut .....	4	Colorado .....	1
Michigan .....	4	Indiana .....	1
Nebraska .....	4	Iowa .....	1
Ohio .....	4	Louisiana .....	1
South Dakota.....	4	Mississippi .....	1
Texas .....	4	Montana .....	1
Virginia .....	4	Nevada .....	1
Kansas .....	3	Oregon .....	1
New Jersey.....	3	Rhode Island.....	1
North Carolina.....	3	South Carolina.....	1

## SECTION II.

### BOARD CONTROL.

Control of the normal schools in all the states is vested in some kind of a board or boards.

These boards are known by different names, "Board of Trustees", "Board of Regents", and "Board of Education" being the most common. Seventeen states use the first name, twelve the second, and thirteen the third, allowing for some duplications, where there are two kinds of boards in one state

or where the name "Regents of Education" is used. The name "Regents" appears in only three states east of the Mississippi, Wisconsin, Kentucky, and West Virginia, while that of "Trustees" is found in but five states west of the river, Arkansas, Colorado, Wyoming, California, and Washington. The names "Board of Managers" is used in New York, "Normal School Board" in Minnesota and Virginia, "Board of Administrators" in Louisiana, "Board of Administration" under the new law in Kansas, and "Board of Control" in Florida.

### SECTION III.

#### FUNCTIONS OF THE BOARDS.

The powers and duties of the boards in all the states are approximately uniform. Two kinds may be considered, professional and financial.

Under the head of professional functions comes the power to elect the president or principal, the teachers, and other officials and employees, and this is the chief professional function. In some states teachers may be elected only on nomination by the head of the school. Additional professional duties include those of deciding on courses of study, of fixing rules and regulations, of visiting and inspecting. Rules of expulsion are usually made by the boards, but their application to specific cases is left to the faculties. Rules of admission, on the other hand, are sometimes fixed by statute. The boards do not come into direct contact with the students, but only with the faculties, and then usually only with the president or head of the school.

Under the financial functions of the boards are included the holding of the property of the schools, and the application of the funds appropriated by the legislatures. In North Dakota the board is required to prepare a budget for the legislature. In some of the states, as in Wisconsin, Illinois, and Kentucky, the boards have been created bodies corporate with powers to sue and be sued.

In appropriating moneys for the normal schools, the legislatures specify the purposes for which each sum granted is to be spent. Thus the boards are greatly restricted in the exercise of the function of applying the funds appropriated. In Illinois, for instance, the specific amounts to be spent for the salary of each

teaching office is given, with an item added to allow for increases in salaries "which must be distributed by and with the advice of the Board of Trustees." This method of appropriating money is, of course, in accordance with the practice of the American legislative system.

In all the states except Arizona and West Virginia, the professional and financial functions are united in the same boards. In Arizona the legislature of 1915 placed the financial control and management of all the state educational institutions in the hands of one board, while retaining separate boards for the professional control of each institution. In West Virginia a Board of Control consisting of three members takes charge of the purely business and financial affairs of all the state institutions, others as well as educational, over thirty in number. Then a second board called a State Board of Regents, with five members, controls the professional policies, including electing the teachers and fixing their salaries. This division of duties was made in 1909. The report from the state (Questionnaire answered by J. F. Marsh, Secretary of the Board of Regents) is that the system of lodging the two functions in separate boards has proved very satisfactory.

The following references are given as examples of statutes conferring and explaining the powers and duties of normal school boards.

- Alabama. 1915. Public School Laws. pp. 53-54.
- California. 1915. School Laws of. p. 216.
- Kentucky. 1916. School Laws. Chap. XXII.
- Illinois. 1898. Revised Statutes. Hurd. p. 1489.
- Illinois. 1915. Laws of. p. 44. For methods of appropriations.
- Nebraska. 1915. School Laws. p. 110.
- North Dakota. 1916. Biennial Report of the State Board of Regents. p. 11.
- Wisconsin. 1915. Laws of Relating to the Common Schools. p. 241 and p. 243.

#### SECTION IV.

#### CENTRAL AGAINST SEPARATE BOARDS METHOD OF CONTROL.

Control of normal school education in all the states being by some kind of a board, the principal difference in method is be-

tween two, namely a separate board for each school and a central board for all the schools in the state. It was the making of the change from the first method to the second in Illinois this year that gave especial point to the compiling of this inquiry.

In some states a single board for the control of all the normal schools has been adopted, while others have gone a step further in including all their educational institutions under the management of a single board. Still other states have the normal schools controlled by the State Board of Education. These boards have other functions, but do not exercise such full powers as do the boards of those states which have adopted the central board method for the control of all their state educational institutions. Kansas began, on July 1, a system whereby all the state institutions, whether educational, charitable, reformatory, or penitentiary, are controlled by one board of three members to be known as the Board of Administration. Kansas had already adopted, in 1911, the system of having one board for all the normal schools, having given up the separate boards method. In West Virginia, as has been already mentioned, (see page 9), control of the professional affairs of all the educational institutions is under a Board of Regents while the management of the financial and business matters is in the hands of a Board of Control which exists for all the state institutions, whether educational or not. In Arizona a central board manages the business affairs of the normal schools, while the professional policies are controlled by separate boards.

There are no distinct geographical preferences in the choice of system. Nevertheless, wherever any change has been made in the system of board control it has been away from the separate boards method and towards centralization. It would not be rash to prophesy the eventual adoption of the central board system in all the states of the Union. Perhaps the best way to examine the movement will be by taking up the experiences of the different states section by section.

In New England Maine has always used the central system, her only change being to reduce the number of members on the board. (See page 13.) New Hampshire with two schools uses the central board method. All of the remaining New England states vest control of their normal schools in their State Boards of Education. This is particularly interesting in the case of Massachusetts, since her normal school system is the oldest in the country (established in 1838) and yet she has never used any other method of control than that by a central board, having adopted from the beginning the system that so many of the other

states have taken up only in recent years. New England can be summarized as having never employed any other system than the central board one.

New York and Pennsylvania, each with ten state-controlled normal schools, a larger number than those possessed by any other state, have separate boards for each school. Moreover, there is apparently no agitation for a change to the central system. Maryland and New Jersey, on the other hand, govern their normal schools through Boards of Education, New Jersey having adopted the method in 1911.

Ohio has the separate boards method, Indiana has but one state-controlled school, Illinois has employed separate boards until the 1917 change, and Kentucky and Missouri each use the separate boards method. Of these states, there has been some discussion of the adoption of a central board in Missouri, while Illinois, of course, begins such a system this year.

Passing north we find Michigan vesting control in the State Board of Education, while Wisconsin and Minnesota have each a central board exclusively for normal school control. In Minnesota there has been considerable sentiment for even further centralization, bills having been introduced into the last two successive legislatures for a State Board of Education which would among other duties take over the control of the normal schools.

In the establishment of the normal schools in the South the separate boards method formerly prevailed in general. Tennessee is an exception, where the method of putting the control of the normal schools among the functions of the State Board of Education has been adopted from the beginning. More recently, however, the centralization idea has come into the South to some extent. Virginia has given up the separate boards system, Florida centralized control of her schools in 1905, West Virginia in 1909, and Alabama in 1911. A detailed description of the unique West Virginia method is given on page 9. South Carolina, Mississippi, Louisiana, and Arkansas each have only one normal school, but in each case it is controlled by a board with that for its sole function.

Negro normal schools in the South are under separate control from the white schools even in those states which have centralized their systems.

Of the seventeen states west of the Missouri River line, seven have adopted a system which places all the state educational institutions under the control of a central board, and to this list must be added Iowa. In connection with this tendency, it should be kept in mind that all of these states have state universities.

Montana has a local executive board for each of the state schools, this being in addition to the central board.

Of the ten remaining trans-Missouri states, Texas, Nebraska, and Oregon have a central board for the control of all the normal schools. In Nebraska a bill was introduced into the legislature of 1917 to unite the Board of Regents, controlling the State University, and the Normal School Board. This bill failed to pass, however. Arizona has a central board for the control of the finances of the normal schools. Colorado has only one normal school, and Wyoming and Utah have no separate normal schools but maintain normal school departments in connection with their state universities. This leaves only New Mexico, California, and Washington among this group of states using the separate boards method for the control of their normal schools. Moreover, of these three states, Washington develops agitation in each legislative session for a central board control system.

Summarizing the situation as between the two methods of control, it can be seen that, in spite of the use of the separate boards method in such important states as New York, Pennsylvania, and California, nevertheless, the central system is the more prevalent. Moreover, there have been many changes since the century began and always these changes have been in the direction of centralization. In no case has a state having adopted the system of a central board, gone back to the other method.

## SECTION V.

### COMPOSITION OF BOARDS.

#### THE APPOINTING AGENT.

Appointment in nearly all of the states is by the governor with confirmation by the Senate. In Michigan and Nevada the members of the boards are elected. Appointment is by the Board of Education in Pennsylvania and North Carolina. In New York the Regents of the University of New York appoint upon the recommendation of the Commissioner of Education. In connection with this unusual method of appointment it will be noticed that the members serve for life.

Election is by the legislature in Rhode Island, Connecticut, and South Carolina. I take this to be an interesting survival of the prominence of the legislature, characteristic of the state

governments in the ante-Revolutionary period. It will be remembered, for instance, how long South Carolina clung to the method of choosing Presidential electors by the legislature, and Rhode Island and South Carolina are two of the four states still electing their judges in the legislature.

#### LENGTHS OF TERMS.

In almost all of the states the terms of board members are either four or six years, it being the former in seventeen and the latter in sixteen states. Three states have terms as short as three years, five have five years, Indiana has seven years, and New Jersey eight. In New York appointment is for life unless a member is removed by the concurrent action of the Chancellor of the University of the State of New York and the Commissioner of Education.

The most usual practice throughout the states is to have the members' terms expire at different times in such a way as to insure always a majority who shall be holdovers with previous experience on the boards.

#### NUMBER OF MEMBERS.

The number of members varies from three to eleven, the most usual number being either five or seven. In Maine, which uses the central board method, the number of the members on the board has been gradually decreased, until now it is five. This has been done to eliminate attempts to secure sectional advantage, and the report is that in part it has proved effective.

#### REMUNERATION.

The general practice is that members of the boards do not receive any remuneration other than expenses. Some states, however, allow pay, usually on the per diem system.

#### UNDER WHAT RESTRICTIONS ARE APPOINTMENTS.

For the most of the appointments to be made the appointing agent is unrestricted in his choice. Some exceptions are noted, however.

Under the head of residence restrictions come the following. In Rhode Island one member of the Board of Education must be from each of the five counties, except that Providence, the largest county, has two. In Connecticut not more than two must come from any congressional district. The same requirement holds true in the new Illinois law providing for a central board, while in the old separate boards arrangement not more than one member of any board could come from one county. North Dakota, with three congressional districts, requires one member

of her board from each, not more than two from any one district, and not more than one from any one county. Minnesota provides for a resident member of the board in each normal school town. A fuller discussion of the resident member problem I have made on Page 16. In Missouri, employing the separate boards method, the members all must be appointed from the section of the state which the normal school concerned serves. Oregon forbids more than one member from any county containing a normal school.

Of qualifications other than those of residence, there are but few. In New Mexico a member must be an owner of real estate, and in North Dakota he must be a taxpayer. Idaho does not allow anyone who has been connected with any state institution as regent, instructor or student to serve. In North Dakota there must not be on the board more than one alumnus from any one of the state schools which are under its control. Oklahoma requires "at least two.....practical school men," defining such as one "who shall have had at least four years' experience in actual school work, two years of which shall have been in the state of Oklahoma." Of the ten members of the Wisconsin Board of Regents, one of them must be a woman.

Many states employ high-sounding if well-meaning phraseology in laying down qualifications, but such can exercise little if any definite restriction. "Appointed for their fitness, and ability to efficiently serve the people of the state in such capacity" is an example which could be duplicated from more than one of the state statutes.

In concluding this subject, it must not be forgotten because of the prominence which has been given to exceptions, that in most of the states, the governor or other appointing power is allowed great freedom in making his board appointments.

#### POLITICAL PARTY AFFILIATION.

In including a question on political party affiliation in my questionnaire, I realized of course that it might well be impossible for a state officer to make any answer. Therefore, it was not surprising that several replies made no answer to this question. Quite a few replied that party connection received no consideration, while seven answers declared that it received but little. On the other hand, seven other answers frankly admitted that the governor could not be expected to appoint except from his own party.

Some of the state laws require a board or boards balanced as between the two predominant parties, that is to say either with an even number of members from each or with but one

more from the majority party than from the minority. Such states are Maine, New Jersey, West Virginia, Kentucky, Missouri, and New Mexico. This was also true of the former Kansas board, but under the new law of 1917 there is no party restriction upon the appointments to the Board of Administration. It might be added that in Utah and Oklahoma, although not required by law, it is the practice to have representation from each of the different parties upon the boards.

#### EX OFFICIO MEMBERS.

In fifteen of the states none of the members of the normal school boards are ex officio. A more general practice, however, is made of including the State Superintendent, no less than twenty-eight states doing this. Twelve states have the governor a member ex officio, and two, Rhode Island and Connecticut, have the lieutenant-governor also. Six states, three in the South and three in the West, include some one of the other high state officers on their normal school boards. Under her new code, Illinois, the first state to adopt any kind of a form of cabinet government, is to include the Director of Registration and Education on the Normal School Board, which is to be a part of his Department.

#### SUMMARY.

A warning given in connection with one of the headings of this Section should be repeated as applying to the entire subject of the composition of the normal school boards.

The practice in making up the boards has a great amount of uniformity throughout the United States. This is apt to be lost sight of because the treatment of this subject has necessarily had to emphasize differences rather than likenesses. Appointment is usually by the governor with confirmation by the Senate, for a term of about four or six years, with retirement of different members at different times, probably every two years. The State Superintendent will very likely be a member ex officio, but outside of this there are few restrictions, and it is safe to say that many of the governors can be expected to appoint from their own political parties.

In making up the composition of the normal school boards uniformity in methods is the rule, and the divergence noted in the consideration of the central system as against the separate boards method does not hold true here.

## SECTION VI.

### HISTORY OF NORMAL SCHOOL CONTROL IN ILLINOIS.

The first normal school in Illinois was established in 1857 and was located at Bloomington. Later a building was erected just outside of Bloomington, the community including it receiving the name of "Normal." Control was placed in the hands of a board of fifteen to be known as "The Board of Education of the State of Illinois." This name and membership has remained until the legislation of 1917. The State Superintendent of Public Instruction has been a member *ex officio*.

The other normal schools of the State, with their locations and dates of the acts establishing them, are as follows: The Southern State Normal University at Carbondale in 1869; the Eastern Illinois State Normal School at Charleston in 1895; the Northern Illinois State Normal School at DeKalb in 1895; the Western Illinois State Normal School at Macomb in 1899.

In the case of each one of these schools control was placed in a Board of Trustees to consist of five members and the State Superintendent of Public Instruction. The secretaries of the boards have been the only paid members, the remuneration having been \$300 a year. The other members, however, have received their expenses.

The boards have been corporate bodies with powers to buy, receive, and hold property, and to sue and be sued. With the first boards was placed the power to choose a site for the school over which they were to have control, providing it was located in that section of the State which the school was designed to serve. Competition occurred between different cities of the sections, offers of real estate for a site being the usual "bait." In the case of the Western School, the board not being able to agree upon a site, it finally resigned in a body, whereupon the Governor appointed a new board.

Appointment to the boards has been by the Governor with confirmation by the Senate. The term has been four years, two members being appointed at one time and three two years later. The statute has required that no two members come from the same county. It has been the custom, however, that all of them be appointed from that section of the State which the school serves.

In addition it has been the custom that one of the members be appointed from the city in which the school is located and he usually has held the position of president or of secretary of the

board. The popular term applied to this member has been that of "resident member." An exception to this custom was found in the membership of the 1915-1916 boards only in the case of DeKalb. In many ways the resident member is important because of his accessibility. The appointment of employees other than teachers, for instance, may rest almost exclusively in his hands.

Politics has entered into the make-up of the boards, it having been the custom for a governor to appoint members only from his own party. In spite of a civil service law basing appointment on the competitive examination system, which has been in operation since 1905, there are ways in which politics can and do enter into the appointment of employees. This does not apply to the appointment of teachers, however.

The system of having a separate board for the control of each school has been done away with by the legislation of 1917. The Civil Administrative Code Act, passed March 1 and effective July 1, is an attempt to abolish the boards and commissions which have been characteristic of the executive branch of the State government, and to substitute therefor a cabinet system. Administration is centralized under nine "Departments" each with a head known as a "Director" appointed by the Governor subject to confirmation by the Senate. Officially the normal schools are under the Department of Registration and Education, although control is in the Normal School Board rather than in the department.

The Normal School Board consists of nine members, and in addition the Director of the Department and the State Superintendent of Public Instruction. The former, as said before, is appointed by the Governor, the latter is elected by the electorate in November of the even-numbered years not divisible by four, the Governor being elected in the alternate even-numbered years. The Director is ex officio president of the Normal School Board and the Superintendent secretary. Not more than two members of the board can be resident of the same congressional district. Of the nine members not ex officio, three are appointed in January of each odd-numbered year, the term being six years. The custom of appointing a resident member for each of the normal schools has been followed by the Governor in the make-up of the first board. Whether this will have established a precedent, of course, only time can tell.

Francis Wayland Shepardson of the history department of the University of Chicago has been appointed as the first Director of the Department of Registration and Education. Of the members of the first board, two are engaged in educational work,

William B. Owen, who is the president of the Chicago city normal school, which is not under the State control, and J. Stanley Brown, who is principal of the Joliet township high school.

The new law has had the name of Governor Lowden applied to it in the popular language, the act being known as the Lowden Consolidation Law. In general the law makes for more efficient organization and increased economy in the administration of the State's affairs. The system of consolidation is incomplete in that many of the State officers must by the constitution be chosen by the electorate. The question of further consolidation will undoubtedly be prominent before the next constitutional convention, the question of calling which the legislature has submitted to the voters in the election to take place in November, 1918.

In spite of the general favor which has been accorded the principle of the Lowden Law, there has been some feeling of opposition to the centralization of the control of the normal schools into the hands of a single board. This has rested on the ground that a general board can not be as closely in touch with needs and conditions of each school as could a board devoted exclusively to that school. Under the separate boards system it has been possible for each school to develop an individuality. For instance, John W. Cook, formerly president of the school at Normal and in the similar position at DeKalb since its opening in 1899, gives the opinion in his "Educational History of Illinois" (p. 252) that "the Eastern School has accented general scholarship more highly and the Northern School the element of practice teaching" while the Western School (p. 254) has placed "greater emphasis.....upon the preparation of country school teachers." Whether the adoption of the central board system will result in more uniformity will probably depend on the extent to which the boards tend to leave questions of educational policy to the presidents and faculties.

In considering this question, personnel as well as system, of course, enters in. In conversation with one who has had many years experience with both the central and the separate boards method, stress was laid on the fact that the membership of the boards was of much more importance than was the kind of system. Under the law which has been inaugurated in Illinois the personnel of the controlling power over the normal schools will depend as it has under the abolished system upon the Governor as the appointing power. Nevertheless, it can readily be seen that, since the field from which members can be appointed has been so widely extended, the Governor has a much increased opportunity to find able members.





