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Governing Boards of State Institutions of Higher Learning

Robert Burress
Western Kentucky University

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Burress,
Robert N.
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GOVERNING BOARDS OF STATE INSTITUTIONS
OF HIGHER LEARNING

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BY

ROBERT N. BURRESS

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Approved:-

Major Professor
and
Department of Education
Minor Professor, History
Graduate Committee

Lee Francis Jones
L. M. Pickles
P. Wise

67902

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PREFACE

The writing of this thesis has been a new and helpful experience. The topic discussed is one of current interest and it is hoped that the information contained in this paper will be of aid in intelligently discussing the centralization or non-centralization of the boards of the state colleges of Kentucky. I would like to suggest that anyone interested in going deeper into the subject secure an educational rating list of the states and compare that list with the list of centralized and non-centralized states given in the table on page 46.

I would like to express my sincere appreciation to Dr. Lee Francis Jones for his aid in securing school laws from many of the states and also in sending check-lists to practically all of the states. His advice has been invaluable. I am also deeply grateful to my wife for her aid in typing.

CHAPTER I

INTRODUCTION OF BILL PROPOSING A CENTRALIZED BOARD

On March 11, 1948, a bill was introduced in Kentucky's Senate to reorganize our educational system, especially the state-supported institutions of higher learning. The author of the bill was Senator Ollie M. Lyon of Morehead.

This bill contained essentially the following provisions:

- (1) A fifteen-man Board of Trustees of Higher Education would be created to manage and control the University of Kentucky, the four state teachers colleges, Kentucky State College for Negroes, and Lincoln Institute for Negroes.
- (2) A new nine-man State Board of Education would be created with control and management only over common schools and education from the junior college level downward.
- (3) It would also revise the Council on Public Higher Education and give it authority to establish curricula standards.
- (4) Three of the fifteen members of the Board

of Trustees would be ex-officio members. They would be the Governor, the Superintendent of Public Instruction, and the Commissioner of Agriculture.

- (5) The other twelve members of the Board of Trustees would be citizens not professionally interested in education, and they would be chosen without regard for politics, religion, and alumni association.
- (6) The members of this Board would serve four-year terms with the terms to be staggered so that three members would be chosen each year. The Governor is urged to re-appoint members whenever possible.
- (7) The members of this Board could not be removed except by impeachment proceedings or on written charges brought by the Governor, supported by affidavits, and after a hearing before the Governor.
- (8) The members of the Board of Trustees of Higher Education would have the power to appoint the president and any other officials of any state institution of higher learning. After a probationary three-year period no appointee

could be removed without a hearing before the Board of Trustees.

- (9) The Board of Trustees of Higher Education would appoint an Executive Officer of Higher Education, who would be similar to the chancellor that some states have now.¹

In effect the bill would abolish the eight-man State Board of Education, the Board of Regents of the University of Kentucky, the four Boards of Regents of the state teachers colleges, and the Board of Commissioners of the Kentucky School for the Deaf.²

Naturally, such a sweeping reorganization would draw plenty of comment both for and against. Allan M. Trout, in an article in the Courier-Journal, summarizes the arguments for the bill.

According to Mr. Trout, the proposed legislation would put the six big state schools into one well ordered system of higher education. He also cites the nationwide trend toward centralization of control, especially in the Southern states.³

¹Courier-Journal, Louisville, Kentucky: (March 12, 1948).

²Ibid.

³Courier-Journal, Louisville, Kentucky: (March 21, 1948).

This trend toward the one-board system in the Southern states is not too noticeable as only three of the eleven Southern states have the one-board system in its entirety.

Mr. Trout says that the one-board setup would eliminate sectional prejudices which in the past have hampered progress in the Kentucky colleges. Under the present organization, the state superintendent of public instruction is the fifth and in many cases the deciding vote on the boards of regents administering the four teachers colleges.⁴

The bill was defeated in committee largely due to opposition from two or three of the teachers colleges.⁵ This opposition was due to the feeling, that under the one-board setup the teachers colleges might lose much of their present importance.

The purpose of the writer in this paper is to present the types of governing boards the other states have and to draw whatever conclusions possible.

The bill for reorganization as introduced was a result, no doubt, of the now famous Griffenhagen

⁴Ibid.

⁵Ibid.

Report. In 1946, Governor Willis asked Griffenhagen and Associates of Chicago to investigate the educational system of Kentucky and to make recommendations for improvements. This could have been the result of factional differences in the party then in power. Griffenhagen and Associates is a company which deals in advice in public administration and finance.

The Griffenhagen Report recommended four plans of control for the state-supported institutions of higher learning.⁶

The first and most favored plan would establish a new state board of education, acting as a corporate body, to assume the functions of the present four boards of regents of the teachers colleges, the Board of Trustees of the University of Kentucky, and the state board of education. The new board would consist of nine members, none from the educational field, who would be appointed by the governor subject to confirmation by the senate. Two of the members would be appointed each biennium. The board would have two executive officers, a commissioner of public school

⁶Griffenhagen and Associates, Public Higher Education in Kentucky, Report Number 12, (Chicago, Illinois, 1946).

education, and a commissioner (or chancellor) of higher education.⁷

The second plan is much like the preferred plan except that there would be two boards. A state board of public instruction would have charge of the functions of the present state board of education, except for the Kentucky State College for Negroes. A state board of higher education would take charge of the state institutions of higher learning. This is, in essence, the plan proposed by Senator Lyon.⁸

The third plan would have all the state institutions of higher education made a part of the state university. This would be similar to the system in Georgia.⁹

The fourth plan would put the four teachers colleges under one board. The Kentucky State College for Negroes would be placed under the Board of Trustees for the University of Kentucky.¹⁰

The Lyon bill is of special interest because the same proposal may come again.

⁷Ibid.

⁸Ibid.

⁹Ibid.

¹⁰Ibid.

CHAPTER II

TREND TOWARD CENTRALIZATION OF STATE COLLEGES

In the past forty years there has been a steady trend toward centralization of state-supported higher education. This movement has taken many forms, but mainly it has dealt with the consolidation of the governing boards of the state-supported institutions.

When most of the higher institutions were founded, the governing boards were usually quite independent from state control. These boards were of three different types:

- (1) Constitutional governing boards, including those having their origin in or deriving their powers from the state constitution.
- (2) Incorporated governing boards, including those created as corporate bodies and deriving certain powers from the fact of incorporation.
- (3) Nonincorporated statutory governing boards, including those having their origin in and deriving their powers from statutes enacted by the state legislature.¹¹

¹¹John H. McNeely, Higher Educational Institutions in the Scheme of State Government, (Washington: United States Office of Education, Bulletin No. 3, 1939), p. 5.

This trend toward centralization has been largely a by-product of reorganizations of the state governments. This reorganization has taken two forms, either the formation of the departmental organization or the retention of the old-type organization with the centralization of financial supervision. The primary purpose of these reorganizations was to cut costs and to avoid duplication in the operation of the government.¹²

From 1917 to 1939, 21 states reorganized their governments into administrative departments. Approximately one-third of these states reorganized during the period from 1930 to 1935. From 1921 to 1939, 16 states reorganized their governments by establishing a system of centralized financial supervision. Most of these reorganizations took place from 1929 to 1935. These changes in state governments tended to bring the governing boards under state supervision. Thus, the consolidation of governing boards of state institutions of higher learning is just a part of a nation-wide reorganization of state governments.¹³

¹² Ibid., p. 22.

¹³ Ibid., pp. 23-26.

An account of what has happened in some states since consolidation should be enlightening.

In Iowa, in 1909, all of the state-supported institutions were placed under the state board of education. In 1911, the state board decided that the Cedar Falls Teachers College in giving degrees and graduate work was going beyond the purpose for which it was founded, and the board reduced the school to a junior college specializing in teacher training.¹⁴

However, since that time the power to grant degrees has been restored to the Iowa State Teachers College at Cedar Falls, and today the institution ranks among the better teacher-training colleges in the country.¹⁵

In Kansas, a most interesting and illuminating cycle of changes has taken place. Here the state university and the state agricultural college had their respective boards of regents until 1913. The three state normal schools had one board.¹⁶

¹⁴Ellwood P. Cubberley and Edward C. Elliott, State and County School Administration, (New York: The Mac-Millan Co., 1922), pp. 421-422.

¹⁵Bulletin of Iowa State Teachers College, (Cedar Falls, Iowa, 1948), p. 64.

¹⁶Raymond A. Kent, Higher Education in Education, (New York: Ginn and Co., 1930), p. 625.

In 1913, the state legislature abolished these three boards and in their place founded a state board of administration to have charge of the university, the agricultural college, the normal schools, the school of mines, the school for the deaf, and the school for the blind. At the same time a board of correction and a board of control were formed. In 1917, this triple board was replaced by a further centralizing device. This took the form of a single board of administration made up of four paid members, including the governor. This board was to have charge of all the higher institutions in the state.¹⁷

In direct consequence of the arbitrary dismissal of the chancellor of the university by the state board of administration, the legislature of 1925 established a single board of regents to have charge of the state-supported institutions of higher learning.¹⁸

So, in Kansas, a series of changes resulted in a single governing board for the state institutions of higher learning.

In Montana, by the provisions of the state constitution, the general control and supervision of the

¹⁷Ibid., pp. 625-626.

¹⁸Ibid., p. 626.

state university and the various other state institutions was vested in a state board of education of eleven members. In 1893, four state institutions were established in different cities. For each of these institutions there was set up a special executive board, consisting of the president of the institution, serving ex-officio, and two members appointed by the governor.¹⁹

In 1913, in consequence of many years of competition and controversy among the institutions, the legislature sought to unify and harmonize the state system of higher education by creating an administrative organization of the University of Montana to include all the higher institutions of the state. The state board was to be the governing body of the new organization. Also, the office of chancellor was created.²⁰

That is, in effect, the type of organization in use in Montana, today, with all of the state institutions of higher learning being a part of the university system

In Oregon, there were three boards of regents, one for the university, one for the college of agri-

¹⁹Ibid., p. 627.

²⁰Ibid., pp. 627-628.

culture and mechanic arts, and one for the several normal schools. In 1929, a legislative act provided for the consolidation of the government of the higher educational institutions in a single state board of higher education composed of nine members.²¹

Leading educators have noted this trend toward centralization and have expressed their opinions both pro and con.

Cubberley and Elliott in their State and County School Administration said, "In the present situation a commission seems the most practicable agency to which one can turn. A small state commission containing representatives of the various educational institutions of all kinds would seem more likely to bring about a better understanding of common problems and a more just view of the whole educational problem. Such a commission would naturally have a representative from the office of the state superintendent, from one of the strong endowed schools, from the normal schools, and from the high schools. Such a commission would be a step forward in the use of the expert in American education".²²

²¹Ibid., p. 628.

²²Cubberley and Elliott, op. cit., pp. 420-423.

That was one viewpoint in 1922.

In 1930, Raymond Kent said, "The course of development of the government of public education in the United States is marked by a continued increase in the amount of direct state control. This movement for state centralization has vitally affected the place and powers of the boards of control for state higher institutions. Indeed, it may be said that no other movement possesses such far-reaching possibilities for radical changes in long established policies of educational government and administration. The record of recent years contains many illustrations not only of the subordination of the institutional boards but in some instances of their complete elimination. There is scarcely a state in the Union today in which some centralizing experiments with educational institutions are not being attempted."²³

The centralization movement has naturally assumed different forms in different states. Furthermore the objectives of such reconstruction have varied widely, all the way from a genuine desire for reform, to motives arising from sheer political opportunism.... The general adoption of a budget basis for state appropriations

²³Kent, op. cit., p. 623.

has served to bring the financial administration of all state institutions more and more under the oversight of general state administrative officers".²⁴

In 1945, President Charles H. Skidmore of the National Council of Chief State School Officers said, "We need in every state what may be termed a comprehensive state board of education which is charged with the control and general administration of all public schools and public educational institutions in the state and also with fair co-operation with private educational institutions".²⁵

These are all general opinions and whether they would be applicable to Kentucky where we have four well established and powerful teachers colleges, which are proficient in providing a liberal arts education, is doubtful.

²⁴Ibid., p. 623-624.

²⁵Charles H. Skidmore, Education for Victory, (Washington: December 11, 1945), p. 11.

CHAPTER III

GOVERNING BOARDS OF THE DIFFERENT STATES

By sending check lists to most of the forty-eight states, by securing copies of the school law of many of the states, and by using McNeely's bulletin on higher educational institutions, the writer secured information about the governing boards of state institutions of higher learning in each of the states.²⁶ This information deals mainly with the number of boards in the different states, the number of members on each board, and how the board members may be appointed and removed. The number and kinds of boards in a state will show how far the centralizing tendency has gone in the state. In presenting this material, the states are given in alphabetical order.

Alabama

The University of Alabama, Alabama Polytechnic Institute, and Alabama College for Women have separate boards. The four teachers colleges for whites and the two higher institutions for negroes are under the state board of education. Each of the boards has nine mem-

²⁶McNeely, op. cit.

bers appointed by the governor with the confirmation of the senate. The members are appointed for staggered terms of from six to twelve years in length, and they may be removed only through impeachment proceedings.

Arizona

In Arizona, according to the provisions of an act passed in 1946, the state university and the teachers colleges at Tempe and Flagstaff are under the control of one board of regents. The governor and state superintendent are ex-officio members of the board. The eight regularly appointed members are selected by the governor with the confirmation of the senate. They serve terms of eight years length with two members being appointed every two years. The members of the board may be removed by the governor for cause. This board of regents replaced three boards which had formerly governed the three state institutions of higher learning.

Arkansas

Each state institution of higher learning in Arkansas has a separate board with the number of members varying from five to eleven. The board members are

appointed by the governor for staggered terms of from four to ten years. They may be removed by resignation, removal from the state, or by majority vote of the other board members.

California

The University of California, which has eight campuses, is under the control of a board of regents. The members of this board are appointed by the governor for sixteen-year terms. These appointments are subject to the approval of the state senate.

California has six state colleges, the California State Polytechnic College, and the California Maritime Academy. The state colleges are primarily teachers colleges. All of these institutions except the Maritime Academy, which has a separate board, are under the control of the state board of education. Members of the board are appointed for four-year terms which are staggered. Appointments to this ten-member board are made by the governor and confirmed by the senate.

Colorado

The University of Colorado is under the control of a board of six regents, who are elected by popular vote. The three state teachers colleges are under the

control of one board of six members. These members are appointed by the governor with the advice and consent of the senate for staggered terms of six years length. The superintendent of public instruction is an ex-officio member of the board of trustees for the teachers colleges. No provision is made for removal of the members of either board.

Connecticut

Connecticut has one board of nine members for the state university, a board of nine members for the teachers colleges, and a board for the agriculture and mechanic arts college. The board members for the university and for the teachers colleges are appointed by the governor for staggered terms of six years duration. Three of the board members are appointed every two years. The members may be removed by the governor.

Delaware

The University of Delaware is governed by a board of thirty-two members, twenty of whom are elected, eight of whom are appointed, and four who serve as ex-officio members. Their terms are staggered with some serving for six years and some for life. The state negro college

is under the direction of a board of six members appointed by the governor for coenciding terms of four years.

Florida

In Florida, by the provisions of an act passed in 1935, all of the state institutions of higher learning are under the control of one board of five members. Each of these five members is from a different section of the state, but none of them may live in a county in which a state college is located. They are appointed by the governor for four-year terms with two of them to be appointed one year and the other three two years later. This board of control is at all times subject to the supervision and control of the state board of education. The members of the board of control may be removed by the governor for cause.

Georgia

In Georgia, by the provisions of an act passed in 1943, all of the state institutions of higher learning are a part of what is called the university system of Georgia. To control this university system there is a board of regents of fifteen members. Five of these members are appointed from the state at large and the

other ten are appointed one from each congressional district. They are chosen by the governor with the confirmation of the senate. The governor may not be a member of the board. The terms of the members of the board of regents are staggered and are either two or six years in length. The act providing for the board says that all board members shall hold office until their successors are appointed which probably means that they cannot be removed.

Idaho

All of the state institutions are governed as a group by a single board. This board is composed of six members, five of whom are appointed by the governor, one being appointed every year. The sixth member is the state superintendent of public instruction who is elected in a general election. This board serves as the board of regents for the university, the state board of education, and the state board of vocational education. The board members may be removed by the governor with cause.

Illinois

The University of Illinois is governed by a board of eleven members. Two of the members of this board are

ex-officio and the other nine are appointed by the governor. They serve six-year terms and three members are chosen every two years. The governor and the superintendent of public instruction are ex-officio members. The members of this board may be removed by the governor with cause.

The teachers colleges of Illinois are under the direction of a teachers college board composed of eleven members. Two of these members, the director of registration and education and the state superintendent of public instruction, are ex-officio members. The other nine members are appointed by the governor for six-year terms with three of the members being appointed every three years. The members of the teachers college board may be removed by the governor.

Indiana

In Indiana, Purdue University and Indiana University are under the control of separate boards of seven members each. These members are appointed by the governor for staggered terms. They may also be removed by the governor. The teachers colleges are governed as a group by a single board of five members. One of these is an ex-officio member and the other four are ap-

pointed by the governor. Their terms are four years in length and two of them are appointed every two years.

Iowa

The state university, the agricultural college, the teachers college, the school for the blind, and the school for the deaf are all under the jurisdiction of the state board of education. The state board has nine members appointed by the governor for six-year terms. Three of the members are appointed every two years. The public junior colleges are under the supervision of the state superintendent of public instruction. The members of the state board may be removed by the governor with the consent of the senate.

Kansas

By the provisions of an act passed in 1939, the public colleges are under the control of a state board of regents of nine members. This board of regents governs the University of Kansas, Kansas State College, the three teachers colleges, the school for the blind, the school for the deaf and dumb, and the two vocational schools. Of the original nine members of the board five were appointed from the political party polling the greatest number of votes in the 1938 election, and the

other four were appointed from the party polling the second highest number of votes. At no time shall more than five members of the board be chosen from one political party. Two members are appointed every year except the fourth year when three are appointed. The senate must confirm the appointments of the governor. The members serve for terms of four years.

Kentucky

The University of Kentucky is governed by a board of fifteen members. Three of these are ex-officio members and the other twelve are appointed by the governor for six-year terms. Four members of the board are appointed every other year.

The four teachers colleges are each under the control of a separate board of regents. Each of the boards has five members. Four of these members are appointed by the governor for four-year terms. Two of them are chosen every other year. The ex-officio member is the state superintendent of public instruction.

The Negro colleges in Kentucky are under the control of the state board of education. The state board has eight members. Seven of these members are appointed by the governor for four-year terms. Two of the mem-

bers of this board are appointed every year except the fourth year when only one is appointed. Once again the state superintendent of public instruction is an ex-officio member.

The power to remove the members of these various boards without cause was removed by the legislative session of this year (1948).

Louisiana

The Louisiana State University and Agricultural and Mechanical College is under the jurisdiction of the Board of Supervisors of the Louisiana State University and Agricultural and Mechanical College. Fourteen of the members of this board are appointed by the governor for fourteen-year terms which are overlapping or staggered. The governor is an ex-officio member of the board.

The state board of education controls the other public colleges, white and Negro, in Louisiana. The board is composed of eleven elected members, eight being elected from the congressional districts and three being elected beginning in 1949 from the Public Service Commission Districts. Their terms are staggered. The legislature will have to address the members of the

board out of office by a two-thirds vote.

Maine

The University of Maine is governed by a board of nine members. Eight of the members of this board are appointed by the governor with the consent of a council instead of the senate. The commissioner of education is an ex-officio member of the board. Some of the members of the board serve seven years and some serve three years. One member is appointed every year except the third year when two are appointed.

The five state normal schools are under the direction of one board of five members. Four of these members are appointed by the governor with the advice and consent of the council for terms of four years and not more than two of the four appointed members are to be of the same political party. The four appointive members are all appointed the same year. The commissioner of education is an ex-officio member of the board.

The members of the two boards cannot be removed from office.

Maryland

The University of Maryland and one Negro college are controlled by a university board of nine members.

These members are appointed by the governor with the consent of the senate. One member is appointed every year and they serve nine-year terms.

The teachers colleges are governed by the state board of education of eight members. One of the members is an ex-officio member. The other seven members are appointed by the governor for seven-year terms with one being picked every year.

Massachusetts

The state university and three textile schools are each under a separate board of trustees. The teachers colleges are under the control of the state board of education. The maritime academy is under a board of commissioners. All of the boards have nine members. These members are appointed by the governor with the consent of the senate. One member is appointed every year for a nine-year term. The board members may be removed by the governor.

Michigan

The University of Michigan is governed by a board of ten members. Eight of the members are elected by the people with two of them being chosen every two years. They serve eight-year terms.

The agricultural and mechanic arts college is under a board of seven members, six of whom are elected for six-year terms with two being chosen every other year.

All of the teachers colleges are governed as a group by a single board. This board is composed of four members, three of whom are elected for six-year terms. One member is chosen every other year.

Minnesota

The University of Minnesota is directed by a board of regents of thirteen members. Twelve of these regents are elected in joint convention of both branches of the legislature. They serve for six years and four of them are elected every other year.

The five state teachers colleges are governed by a state teachers college board of nine members. Eight of these members are appointed every fourth year for four-year terms. They are appointed by the governor with the consent of the senate. The county in which each teachers college is located shall have one member on the board but no county shall have two members.

Mississippi

Mississippi has a unified board of trustees for all

state institutions of higher learning. This board is composed of thirteen members appointed by the governor for twelve-year terms. Four of the members are to be appointed every four years. One member represents the University of Mississippi. One member is to be chosen from each congressional district, one from each supreme court district, and two from the state at large. No provision is made for removal of the trustees.

Missouri

In Missouri, there is separate board for each of the state institutions of higher learning.

There is a board of curators for the University of Missouri consisting of nine members appointed by the governor with the advice and consent of the senate. They are appointed for six-year terms with three of them being appointed every two years. Not more than five of the curators may belong to the same political party.

Each of the five teachers colleges is governed by a separate board of regents of seven members. Six of the members of each board are appointed by the governor with the advice and consent of the senate. The members are chosen for six-year terms with two being chosen every two years. The seventh member is the state

commissioner of education. Not more than three of the appointed members of the teachers college boards shall belong to the same political party.

The Negro university is controlled by a board of curators of nine members appointed by the governor with the advice and consent of the senate. Not more than five of the curators may belong to the same political party and at least four of them shall be Negroes.

No provision is made for the removal of any of the board members. Missouri is one of the few states to have a separate board for each of its teachers colleges.

Montana

All of the state institutions of higher learning are governed by one board of eleven members. The governor, attorney-general, and the state superintendent of public instruction are ex-officio members of the board. The other eight members are picked by the governor with the approval of the senate. Each member serves eight years and one is appointed every year. The members may be removed only for cause.

Nebraska

The University of Nebraska is under the control of a board of regents of six members. Two of these members

are elected by the people every two years. They serve six-year terms and they cannot be removed.

The state teachers colleges are run by a state normal board of seven members. Six of the members of this board are appointed by the governor with the consent of the senate. They serve six-year terms and two of them are chosen every two years. The governor may remove members of the state normal board.

Nevada

The University of Nevada is the only institution of higher learning in the state. It is controlled by a board of five members who are elected by the people. They serve ten-year terms and one member is elected every two years.

New Hampshire

The state university is controlled by a board of twelve members. Ten of these members are appointed and two are elected. They serve four-year terms and their terms are staggered.

The two state teachers colleges are governed by a board of eight members including the governor serving ex-officio. The members serve five years and one member is chosen every year except the sixth year when

three are appointed. They are appointed by the governor with the consent of the council. The governor and council may remove for incompetency, failure to discharge duties, malfeasance, immorality, and other causes inimical to the welfare of the public schools.

New Jersey

The state university of New Jersey (Rutgers University) is under the control of a separate board.

The six teachers colleges are under the control of the state board of education. The state board has twelve members who are appointed by the governor with the consent of the senate. Their terms are staggered. The general assembly shall have the sole power of impeachment.

The Newark College of Engineering is also public-supported and is governed by a board of trustees appointed by the governor.

New Mexico

New Mexico has a separate board for the state university, agricultural and mechanic arts college, technical school, military institute, and each teachers college and normal school. Each of these boards is composed of seven members five of whom are appointed

by the governor with the consent of the senate. All of the board members serve four-year terms. The board members of all except the teachers college boards are all appointed the fourth year. Two of the members of the teachers college boards are appointed one year and the other three members are chosen two years later. The members of any of these boards may be removed by the governor at his pleasure.

New York

There is a board of regents for the state of New York. Under the board of regents each state institution of higher learning has a separate board. A board for the proposed state university came into being July 1, 1948. Each of the teacher-training institutions has a separate board operating under the board of regents. The board of regents is composed of thirteen members. The regents are chosen by the state legislature for twelve-year terms with one member being chosen every year. The regents may be removed by the legislature.

North Carolina

The state university is controlled by a board of a hundred and two members who serve eight-year terms. Twenty-five of these members are elected by the legis-

lature every two years. The Negro agricultural and mechanic arts college is under a board of fifteen members. The members of this board serve six-year terms with five of them being elected by the legislature every two years.

In North Carolina, there are three teachers colleges, two Negro normal schools, a Negro college, and an Indian normal school with each institution having a separate board. The members of all these boards are appointed by the governor with the consent of the senate. The number of members on the various boards varies from nine to fifteen. The length of term varies from two to six years. Two of the teachers colleges and one of the Negro normal schools do not have staggered terms for their board members. The governor may remove the board members of East Carolina Teachers College, the Negro college, the two Negro normal schools, and the Indian normal school at his pleasure.

North Dakota

There is a unified board for all public institutions of higher learning. This board is appointed by the governor subject to the confirmation of the senate. The governor's appointment is limited to a list of three persons selected and presented to him by the unanimous

action of a committee composed of the president of the North Dakota Education Association, the chief justice of the supreme court, and the superintendent of public instruction. Each of the seven board members is chosen for a seven-year term and one member is chosen each year. The members of the board may be removed only by impeachment.

Ohio

In Ohio, there are five state institutions of higher learning. Each of these is called a university and each has a separate board. The number of members on these boards varies from six to twenty-eight. Each board has one ex-officio member with the rest being appointed by the governor with the consent of the senate. The length of term ranges from five to nine years and the terms are staggered on all boards. The governor may remove board members for cause without presenting charges in the case of Bowling Green University and Kent State University. He may remove members of the boards of the other three state universities (Ohio State, Ohio, and Miami) for cause with consent of the senate.

Oklahoma

There are nine different boards controlling state

institutions of higher learning in Oklahoma. There are boards for the state university, all agricultural and mechanic arts colleges governed as a group, the women's college, all teachers colleges governed as a group, the Negro college, and one for each of four state junior colleges.

The number of board members ranges from three to seven. The length of term varies from four to seven years. The terms of members of all boards are staggered except for members of the boards of three of the junior colleges. All seven of the state university board members are appointed by the governor. The president of the board for agricultural and mechanic arts colleges is elected by the people every fourth year. Each of the other boards has one ex-officio member except one of the junior colleges which has two. The appointive board members for all boards except three junior colleges are chosen by the governor with the consent of the senate. The members for these three boards are chosen by the governor alone. The governor may remove members of the junior college boards at his pleasure and the members of the other boards for cause without presenting charges.

Oregon

Oregon has a unified board for all state-supported

institutions of higher learning. This board has nine members one of whom is appointed each year. They are appointed by the governor with the consent of the senate for nine-year terms. The board members may be removed by the governor with cause and after a hearing. Not more than three members may be removed within a period of four years except for corrupt conduct in office.

Pennsylvania

In Pennsylvania, there are thirteen state teachers colleges and one institution simply called a training school for teachers. Each of these institutions has a separate board of nine members. These members serve six years and three of them are appointed every two years. They are appointed by the governor with the consent of the senate.

The agricultural and mechanic arts college is governed by a board of thirty-one members. Four of these are ex-officio, six are appointed, and twenty-one are elected. The elected and appointive members serve three-year terms and nine of them are chosen every year.

All appointive board members of all boards may be removed by the governor. The University of Pennsylvania is not a state-supported institution.

Rhode Island

All of the state-supported colleges of Rhode Island are controlled by one board of seven members. Five of these members are appointed by the governor and two are appointed by other authority. The terms of the board members are staggered. They may be removed by the governor at his pleasure.

South Carolina

In South Carolina, the state university, agricultural and mechanic arts college, women's college, military college, medical college, and the Negro college all have separate boards. The members of all these boards are elected by the state legislature. Board membership varies from seven to thirteen members. All of the boards except the one for the agricultural and mechanic arts college have ex-officio members. The length of terms ranges from four years to life. The agricultural school has the board members who serve for life. The terms of members on all boards are staggered to a certain extent. The members of all boards may be removed by the governor for cause after presenting charges and having a hearing. The removed members has the right of appeal to the circuit court. South Caro-

lina has no teacher-training institutions as such.

South Dakota

South Dakota has a unified board for all state-supported institutions of higher learning. This board is composed of five members appointed by the governor with the consent of the senate. The members serve six years and two are appointed every two years except the sixth year when one is appointed. They may be removed by the governor without giving opportunity for a hearing.

Tennessee

The University of Tennessee has a board of eighteen members with four of the members serving ex-officio and the other fourteen being appointed. The appointive members serve fourteen-year terms and two of them are chosen every two years. They are appointed by the governor with the consent of the senate.

All of the other state institutions are under one board. This board has eleven members with nine of them being appointed by the governor. The appointive members serve six-year terms and three of them are chosen every two years. No provision is made for the removal of board members.

Texas

The Board of Regents of the University of Texas controls the University of Texas and the College of Mines and Metallurgy. The Board of Directors of the Agricultural and Mechanical College controls the Texas Agricultural and Mechanical College, John Tarleton Agricultural College, North Texas Agricultural College, and the Prairie View Agricultural and Mechanical College (Negro). The seven state teachers colleges are governed by one board. There are four more state colleges, Texas Technological College, Texas State College for Women, Texas College of Arts and Industries, and Texas State University for Negroes, each of which has a separate board.

Each of the above boards has nine members appointed by the governor with consent of the senate for six-year terms. Three of them are chosen every other year. The statutes provide specifically for the removal of board members of only two schools. These provisions say, "The governor may remove any director for inefficiency or inattention to his duties as a member of such board". The removal of all other members is presumably provided for in general statutes through "Address" by the legislature or "Quo Warranto" proceedings for certain causes by the courts.

In addition there are thirty state-supported junior colleges in Texas. Each of these has a separate board of trustees of either three or five members. These members are elected by the people of the district which the junior college serves.

The state board of education has the power to recommend changes in the courses of study of the state institutions of higher learning.

Utah

In Utah, the state university and the agricultural and mechanic arts college each has a separate board. In addition there is one board for the state junior colleges. The board for the state university has fourteen members twelve of whom are appointed by the governor for four-year terms. Six of them are chosen every other year. The board for the agricultural and mechanic arts college has thirteen members twelve of whom are appointed by the governor with the consent of the senate for four-year terms. Six of them are chosen every other year.

The junior college board has ten members nine of whom are elected for seven-year terms. They are elected by seven regional public-school board conventions. One is elected every year except the seventh when three are

elected.

The governor may remove members of all three boards for cause without presenting charges and giving opportunity for hearing.

Vermont

There is a board for the University of Vermont. The normal schools are governed as a group by the state board of education.

The board for the state university has twenty members eighteen of whom are elected. Nine of them are elected for six years and the other nine for life. Of those chosen for six years three are chosen every other year. The nine who serve for life are elected by the state board of education. The nine who serve six years are elected by the state legislature.

The state board of education has seven members appointed by the governor for staggered terms. They may be removed by the governor for cause.

Virginia

The Medical College of Virginia, Virginia Polytechnic Institute, Virginia Military Institute, the University of Virginia, and William and Mary College all have separate boards. The number of members on

these boards varies from ten to nineteen. All boards except the medical college board have ex-officio members. The medical college has a board of nineteen members appointed for life. All of the other board members serve four years. All appointive board members are chosen by the governor with the consent of the senate. The terms on all boards are staggered.

Farmville State Teachers College, Madison College, and Virginia State College (Negro) are governed by the state board of education. This board has seven members appointed by the governor with the consent of the senate. They serve four-year terms with two of them being appointed every two years except the sixth year when three are appointed. All appointive board members may be removed by the governor for cause with the consent of the senate.

Washington

The state university is controlled by a board of seven members who are appointed by the governor with the consent of the senate. They serve six-year terms and two are appointed every other year except the sixth year when three are appointed.

The agricultural and mechanic arts college is governed by a board of five members appointed in the same

fashion. They also serve six years and two are appointed every other year except the sixth when one is appointed.

Every normal school is governed by a separate board of three members appointed the same way. They serve six years and one is appointed every other year.

The board members may be removed by a petition signed by the governor charging misconduct or malfeasance heard by a tribunal of three superior court judges appointed by the chief justice of the state supreme court.

West Virginia

The state university of West Virginia is governed by a board of eight members who serve for four years. Their terms are staggered. All other state institutions of higher learning are governed by the state board of education. This board has seven members with six being appointed. One member is chosen each year. In addition to these there are two boards of three members each which handle the financial affairs of the state university and the other state institutions of higher learning. All appointive board members are chosen by the governor with the consent of the senate. No board member may be removed by the governor except for official

misconduct, incompetence, neglect of duty, and gross immorality and then only in the manner prescribed by law for the removal of the governor and other elected state officials.

Wisconsin

The University of Wisconsin is controlled by a board of sixteen members fourteen of whom are appointed by the governor. The members serve six years and two are chosen every year except the fifth and sixth year when three are chosen.

All teachers colleges are governed as a group by a board of eleven members ten of whom are appointed by the governor. The eleventh member is the state superintendent. The ten appointed members serve five years and two are chosen every year. At least one member of the board must be a woman.

The appointive members of the two boards may be removed by the governor for cause without presenting charges and giving opportunity for hearing.

Wyoming

The University of Wyoming is the only state-supported institution of higher learning in Wyoming. It is governed by a board of thirteen members with four

serving ex-officio and nine being appointed. The appointed members are chosen by the governor with the advice and consent of the senate. They serve six-year terms and two are chosen every year. They may be removed by the governor for cause and after filing of charges in the secretary of state's office. However, the statutes do not require a hearing on the charges.

The table on the following page will simplify the data concerning general system of control in the different states. The two extremes in centralization are represented by states having one board and those having a separate board for each state college. Due to a difference in interpretation some of the states listed as having teachers colleges under the state board of education (as used in Kentucky, a board in charge of public school education) may actually have a special board for teachers colleges and designate that board as the state board of education.

CLASSIFICATION OF STATES ACCORDING TO TYPE
OF GOVERNING BOARDS OF STATE COLLEGES

All state colleges under one board	All teachers colleges under special board	All teachers colleges under state board of education	A separate board for each state college
Arizona Florida Georgia Idaho Iowa Kansas Mississippi Montana Nevada* North Dakota Oregon Rhode Island South Dakota Wyoming*	Colorado Connecticut Illinois Maine Minnesota Nebraska Oklahoma Texas Wisconsin	Alabama California Indiana Louisiana Maryland Massachusetts Michigan New Hampshire New Jersey Tennessee Vermont Virginia West Virginia	Arkansas Delaware# Kentucky Missouri New Mexico New York North Carolina Ohio Pennsylvania South Carolina# Utah# Washington

*Only have one state college

#Have no teachers colleges

CHAPTER IV

SUMMARY AND CONCLUSIONS

In summarizing facts about the governing boards of the various state-supported institutions of higher learning much of the material will overlap.

There are fourteen states in which all of the state institutions of higher learning are under one board. These states are Arizona, Florida, Georgia, Idaho, Iowa, Kansas, Mississippi, Montana, Nevada, North Dakota, Oregon, Rhode Island, South Dakota, and Wyoming. Two of these states, Nevada and Wyoming, have only the state university, so there is no consolidation in those states.

Several of the other states in this group, Arizona, Idaho, Montana, North Dakota, Oregon, Rhode Island, and South Dakota, do not have large populations and the one-board system does not represent any great degree of consolidation.

The five states which have one board for all state colleges and are comparable in size and population to Kentucky are Florida, Georgia, Iowa, Kansas, and Mississippi. The average achievement of these states in higher education has not been sufficiently outstanding so as to recommend a change to the one-board system on

observation of their example alone.

In New York, all state colleges are under a board of regents, but under this board of regents each institution has a separate board and they are practically autonomous. For that reason New York is not included in the list of one-board states.

There are twenty-two states in which the state university is controlled by one board and all of the teacher-training institutions are governed as a group by one board. These states are Alabama, California, Colorado, Connecticut, Illinois, Indiana, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Nebraska, New Hampshire, New Jersey, Oklahoma, Tennessee, Texas, Vermont, Virginia, West Virginia, and Wisconsin. In thirteen of these states the state board of education controls the teacher-training institutions.

This group of states more closely resembles Kentucky in size and population than the group of one-board states.

Placing the teachers colleges under one board certainly makes sense. Each state should have some coordination in the training of their teachers. Placing them under the state board of education is good in theory at least. The body which controls the education of children should have some power over the training

of the teachers of those children.

There are twelve states in which each state institution of higher learning has a separate board. These states are Arkansas, Delaware, Kentucky, Missouri, New Mexico, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Utah, and Washington. In three of these states, Delaware, South Carolina, and Utah, there are no teachers colleges.

The number of members on the boards studied varies from 3 to 102. The average size of all the boards is 10.4 members. The length of the terms of board members ranges from two years to life. The average term of a board member not including those appointed for life is 5.9 years.

In thirty-four of the states all board members are appointed by the governor. In ten states some are elected and some are appointed by the governor. In four states all of the board members are elected. The above facts do not include ex-officio board members. Most of the appointments made by the governor are made with the consent of the state senate. In two states there is a council on education which makes the necessary approval.

The elective board members are either elected by the people, the state legislature, or the state board

of education. The four states which have all their board members elected are Michigan, New York, South Carolina, and Nevada, and in only Michigan and Nevada are all board members elected by the people.

The idea of staggering the terms has spread over all the states. In all the states at least one board has staggered terms for its members, and in forty-one of the states all boards have members with staggered terms.

The board members may be removed in a number of different ways. In some states the governor may remove board members at his pleasure, in others he may remove for cause, and in others he may remove with the consent of the state senate. In only seven states may the governor remove members at his pleasure. Up until the Ouster Act of 1948 Kentucky was one of these states. Some other ways in which board members may be removed are by impeachment, by vote of the other board members, and by the legislature.

In some few states no provisions are made for removal. In three states the board members may not be removed.

The conclusions which may be drawn from a perusal of the data from the different states are tentative and subject to conditions in each state. It appears that

the states which have centralized most are those with smaller populations than Kentucky. Of the seven states contiguous to Kentucky none have adopted the one-board system for their state-supported colleges. The one important tendency to be noted is that toward unified control of the teachers colleges. In five of the seven contiguous states the teachers colleges are governed as a group by one board.

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