DEPARTMENT OF THE INTERIOR
BUREAU OF EDUCATION

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NATIONAL CONFERENCE OF JUNIOR COLLEGES, 1920

AND

FIRST ANNUAL MEETING OF AMERICAN ASSOCIATION OF JUNIOR COLLEGES, 1921

Edited by

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LETTER OF TRANSMITTAL.

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, January 7, 1922.

SIR: One of the most striking features of higher education in recent years has been the great increase in the number of students attending the colleges and universities. Where the higher institutions have reached a student enrollment of several thousands, the question has been raised seriously as to whether such institutions should not devote themselves primarily to courses in the latter two years of college and to graduate and professional work. At the same time the students and educational facilities in our large secondary schools have increased so greatly as to make it possible, with some additions in faculty, buildings, and equipment, to do the first two years of college work. There are many educators who contend that from a pedagogical point of view such an extension of the secondary schools is natural and justifiable. Certain it is that a considerable number of privately supported colleges with inadequate means to support four years of college work have voluntarily dropped the second two years of the college curricula, and are confining themselves to a six-year program composed of the four years of high school and the first two years of college.

In view of the increasing discussion of the junior college and its implications in the possible reorganization of secondary and higher education, the former Commissioner of Education called the first conference of representatives from junior colleges at St. Louis, Mo., June 30 and July 1, 1920. Dr. George F. Zook, the bureau's specialist in higher education, was in charge of the conference, and has edited the proceedings, which, together with certain papers from the first annual meeting of the Junior College Association formed at St. Louis, I recommend for publication as a bulletin of the Bureau of Education.

Respectfully submitted.

JNO. J. TIGERT,
Commissioner.

The SECRETARY OF THE INTERIOR.

Part I.

PROCEEDINGS OF THE NATIONAL CONFERENCE OF JUNIOR COLLEGES, ST. LOUIS, MO., JUNE 30 AND JULY 1, 1920.

George F. Zook, specialist in higher education, Bureau of Education, Washington, D. C., called the meeting to order, and made the following introductory statement:

It is a matter of common knowledge that during the last 20 years there have been formed a large number of national educational associations, and even a larger number of sectional and State educational associations at which questions affecting the future welfare of our system of education have been freely discussed. Among the questions which have received no little consideration in recent years is that of the function and future of the junior colleges. The junior colleges have been commanding this attention because they have been growing tremendously. Up to this time, however, there has been no gathering of representatives from the junior colleges themselves at which the place and function of the junior colleges in our system of education has been discussed. Indeed, the junior colleges are practically the only large body of people concerned with a definite type of education which so far have not held any national conferences. It therefore occurred to the Commissioner of Education and to me that it would be highly desirable for the Bureau of Education to call a meeting of representatives from the junior colleges of the country for a full and frank discussion of their mutual interests and problems. This, in brief, is the occasion for this conference.

A conference of this kind seems to me to be very desirable just at this time on account of the significant changes that are taking place throughout the whole field of higher education. I have recently made an investigation which shows that during the 10-year period from 1905–6 to 1915–16 there was an increased attendance at colleges and universities of all kinds in the United States of about 50 per cent, which I think you will agree is very high indeed. If one subtracts the number of persons who were in the preparatory departments of the smaller colleges, the increase is even larger. Recently the bureau has compiled complete figures for the year 1917–18, which, as you know, was a war year. Even under those circumstances, however, there was only a slight falling off in attendance at colleges and universities as compared to the figures for 1915–16. Unfortunately, the bureau does not possess complete statistics for the year immediately preceding the war—that is, 1916–17. Several months ago, however, the bureau circulated among the colleges and universities a special questionnaire requesting the attendance figures for the years 1916–17 and 1919–20, respectively. We have from more than one-half the higher institutions of the country reports which show that during these three years there is an average increased attendance of 25 per cent—in three years alone; and what was especially interesting is the fact that the smaller colleges increased at the

fastest rate. Institutions with an attendance like the junior colleges, say with an attendance of 250 or less, have increased 38 per cent. The largest universities have increased at the next largest rate, 29.4 per cent. The smallest increase in college attendance in the last three years was in institutions which had in 1916–17 an attendance of 500 to 1,000, namely, 14.5 per cent. Now, the reason I mention these figures at this time is that it seems to me we have arrived at a period when a great deal of that old rivalry which used to exist among institutions of higher learning is a thing of the past. Nearly every college has as many students as it can care for adequately. Indeed, a number of higher institutions have more than they know what to do with. The country probably had at one time a surplus of colleges and universities, but to my mind the time has come when we can say truthfully that the country has a real need for every kind of institution of learning in existence. For that reason all persons having the educational interests of the country at heart are becoming more willing and ready to concede an important place to all types of educational institutions. No institution of learning is more important for the development of young manhood and of intellectual leadership in the solution of our complex economic problems than the good four-year college. We need all of the product they can possibly turn out. On the other hand, other institutions are also demonstrating their usefulness to the community and the Nation, and it is becoming increasingly apparent that universities and colleges alike are beginning to regard the junior college as an institution of great possible usefulness in the field of higher education.

As you know, the junior college movement in Missouri has attained as great a growth as in any other State in the Union, if not greater, and from it have come a number of persons who have become leaders in the junior college movement in Missouri. The Commissioner of Education has invited one of these men to be the presiding official of this gathering. I am, therefore, very glad at this time to introduce President James M. Wood, of Stephens Junior College, Columbia, Mo., who will act as chairman of the conference. President Wood will also present the first paper on the program.

THE FUNCTION OF THE JUNIOR COLLEGE.

By JAMES M. WOOD, President of Stephens Junior College, Columbia, Mo.

The secondary school has been an historical development. It grew out of the colleges and universities above rather than the elementary schools below. As the secondary school grew down toward the elementary school, educational leaders found that there was a great waste of energy somewhere along the line, and as a result of their studies there came into existence the administrative unit called the junior high school, adapting the curriculum to the age of early adolescent development. The same need was found to exist at the upper end of the course, the high schools having failed to cover a period of two years of secondary education. To meet this condition there has been an increasing demand for an upward extension of the curriculum to cover these two years of preprofessional work and the junior college is the product of this demand.

The junior college and the junior high school are the two vital administrative units in our educational machinery because the secondary school and the college proper are both committed to certain definite traditional kinds of work. Neither the junior high school nor the junior college has yet developed any definite set of traditions; and consequently each is free to develop along the lines that the judgment of the respective constituencies believes right and proper.

I believe that the elementary school should be completed in six years and should be followed by a four-year secondary course covering the period of earlier adolescence and then by a four-year junior college course, or whatever you please to term it. A great many of our standard systems of schools have, without any reorganization of their curricula, eliminated one year of the elementary course, and surely, with a reorganization of the curriculum, it could easily do the work within a period of six years.

By pursuing such a policy the stronger systems of schools would be able to maintain not only six years elementary and a four-year secondary, but a junior college as well. It would mean an intensifying of secondary work as well as the establishing of junior colleges within the reach of hundreds of boys and girls who can get no college education at this time because they do not complete the high-school work until 18 years and who, for financial and other reasons, are unable to do any college work at all. If the period for beginning collegiate instruction could be made 16 years instead of 18, you would double the number of boys and girls available for college work and probably treble the number actually doing college work on the basis of the report of the United States Commissioner of Education that there are 250,000 boys and girls graduated at the age of 18 while at the age of 16 there would be 500,000 ready to enter college.

The junior college is an expression of the growing discontent that is felt among educational leaders with the present administrative and curriculum organization in American education. Its permanence will be determined by the value of its contributions to educational theory and practice. The real function of the junior college can then best be determined by an analysis of some present-day educational problems toward the solution of which this new institution may reasonably be expected to make a contribution.

One of these is the tendency to establish curricula for faculty rather than for student—a tendency which has been quite marked in recent years. Because faculties prefer to teach the "higher branches" and the "brighter students" secondary schools aspire to become colleges, and colleges, universities. This situation is especially dangerous to the American college. Bound by pride and tradition, it is being gradually pushed over into the professional field of the university. Here scores of the smaller colleges are being slowly but surely strangled to death because of their inability to compete with the stronger institutions either in faculty or equipment. The junior college can help solve the problem for the small college by recognizing the situation that confronts it and by standing frankly in the preprofessional field and by adapting the curriculum to the needs of the student.

Another problem facing the college is that of the content of the curriculum. The college curriculum of to-day is an historical entity. It has steadfastly refused to recognize the force of either evolution or revolution. This situation is rendered the more difficult because of the traditional inheritance of the college. As civilization advances, or rather as it falls more and more into the conventional mold, educational institutions tend to become very largely family legacies. Every son of Dartmouth wills to her not only his own sons, but even his grandsons ad infinitum. As a part of her legacy Vassar will receive daughters and granddaughters to the nth generation. These institutional family traditions, unmodified materially by outside influences, tend toward an ossification in curriculum as well as in teaching method.

Since the junior college is in its infancy, it is fortunately free from these traditions that are retarding the adjustment of secondary and collegiate curricula to the demands of a social organization that has been completely revolu-

tionized within a decade. By submitting this historical curriculum to a careful psychological and functional analysis and by demanding that every element in the new curriculum shall justify its presence because of a definite contribution that it can make to human welfare, the junior college will not only have accomplished a truly revolutionary feat, but incidentally it will have increased the number of students attending college by at least 100 per cent.

The legitimate field of the college is the period of later adolescence. From the ages of 16 to 20, the period of the great life decisions, boys and girls need closer personal contact with faculty members than is possible in the large universities. The college is at present occupying this field only partially because of the tradition that a student should enter school at the age of 6, and continue for 8 years in the elementary schools, 4 years in the secondary schools, and have reached the age of 18 before he can expect to enter college. By developing a four-year curriculum adapted to the interests and needs of later adolescence, the junior college will have become the pioneer college of the future. The task is a difficult one but very much worth while. Nor is its solution impossible. There is no great objection to granting the baccalaureate degree at the age of 20 provided it can be done without the loss of dignity on the part of the institution. Fortunately, the junior college has no dignity to lose; it may, therefore, with propriety assist the lower secondary schools in their efforts to save two years of a student's life. It may still assert that the human element is of more consequence than institutional pride.

The junior college will have failed to function completely unless in its curriculum construction it recognizes the fact that at present there is no college for women. The so-called college for women, in addition to being the most reactionary element in American education, is but a replica of the nineteenth century college for men whose curriculum was built a century before any theory of evolution had ever been formulated. This institution has reached its zenith unless its leaders awake to the fact that the question of the mental equality of the sexes has become purely academic; and unless they cease denying the existence of certain mental differences that are self-evident. The twentieth century has discovered woman, and the social, economic, political, and religious demands that will be made upon her will be predicated upon these very differences. The junior college will render a valuable service by ascertaining the causes of these fundamental differences by applying this knowledge intelligently to the development of a curriculum designed especially to meet the dominant interests of woman herself.

While these problems of the curriculum are of primary importance, the junior college can and should demonstrate the feasibility of certain reforms in educational administration. The present tendency is to draw the outstanding teacher from the classroom into research and then into administration. It is a fallacy to place a financial premium upon an administrative position. A classroom teacher of proven ability is worth as much to an educational institution as a research man or an administrator (even though he be called president) and he should have just as adequate financial remuneration. When this policy is pursued, we shall have more strong teachers and a smaller number of poor administrators. While it is yet in the formative period, the junior college may inaugurate a much-needed reform by providing an adequate compensation for its outstanding teachers and research men as it does for its president.

The college is continually in financial straits because it is operating under the administrative fallacy that a mendicant institution is a poor boys' school. The students who attend college are able-bodied individuals, capable, either now or after becoming actual producers, of bearing their share of the actual

operating expenses of the college during the time that they are in attendance. The college is morally obligated not to sell itself for profit; it is equally obligated morally not to ask one patron to pay the just debts of another. Endowments without drastic internal reorganizations will never solve the problem of deficit, much less of adequate faculty salaries. The lack of definite traditions again favors the private junior college. Its experiments in this field should lead to valuable results.

This discussion has purposely projected the function of the junior college into the future tense. The institution can not be defined because a definition is but an accumulation of the traditions that cluster about an object. The junior college has no traditions. It has merely a field for labor. A few of its problems are mentioned above. From these the junior college itself will evolve.

President WINFIELD. Do you mean to say you would grant the A. B. degree at the conclusion of a four-year secondary school and two years of college work?

President WOOD. Yes, my proposal is to grant the A. B. degree at the age of 20 instead of 22 years.

PRESIDENT SERENA. It does not seem to me that the junior college should cheapen the A. B. degree. I think that our aim should be to enhance rather than depreciate the content and value of the A. B. degree and I believe that lowering the age from 22 to 20 years would do that. The junior college has a very positive identity in my mind. It represents 15 units to enter and 60 semester hours to graduate from it. I regret that we have fallen into a habit of even granting a degree. I do not believe that we should attempt to establish any more degrees, but that we should encourage our young people to go on to a senior college with the feeling that they have had something worth while. If we want to drop down to two years of preparatory work let us call it by its name, but do not let us call it college work.

I hope we shall discuss the problems that are confronting us, as, for example, how to select our courses built on the four-year high school course. Are we going to do two years of high school work and two years of college work? I am very strongly of the opinion that the junior college should do just two years of work and do that two years well, and not attempt to give any kind of degree. We would naturally enlarge our curriculum, but I want to dissent from the opinion of the speaker that we are here to make B. A.'s by any short cuts. At the institution which I represent we require 60 hours of work. What shall those 60 hours be? That is what we are concerned about. How rich shall they be? How much better are we going to teach the freshman and sophomore than the ordinary colleges? That is my problem.

President WOOD. I do not wish to cheapen the degree but to make it possible for additional hundreds and thousands of boys and girls to get an A. B. fully equal to that granted at the present time, if it is possible to do so. I believe the larger the number of such graduates we have in a country like ours, the better off we are as a nation. My suggestion is not for an arbitrary change in the standard of efficiency, but rather for a more efficient secondary curriculum and for better methods of teaching.

President NOFFSINGER. To my mind the most important question before us is the function of the junior college. Is its function to prepare boys and girls for life or to prepare them for the junior year in the A. B. college? I want to know whether I must build courses in the junior college for the 90 per cent or say 75 per cent who are going no further, or for the 25 per cent who are going on to the junior year of the standard four-year college. Shall we take care particularly of those who are going out into life or those who are going on into college?

I do not think that the junior college should confer an A. B. degree, but I see no harm in granting to graduates an A. A. (associate in arts) title. The girl who graduates from a high school gets a diploma, and if she does two years of college work she is entitled to something that will mark her as having more than a high-school diploma.

ADVANTAGES OF THE JUNIOR COLLEGE.

By JOHN W. MILLION, President of Hardin College, Mexico, Mo.

In discussing the advantages of the junior college I wish to point out first the impregnability of its position—

1. As related to the university. During the past 25 years the graduate departments of the State universities have grown very rapidly. Non-State universities have received during the past 25 years funds unequaled in amount in history. Some of these institutions professedly lay especial stress and emphasis upon the graduate school or department. The funds received have been ample to hold these institutions on a par, at least many of them, with the State institutions supplied lavishly by State appropriations. Out of these graduate departments have come trained men and women who have made distinctive contributions to the life of the Nation. This type of work is so interesting and the product is so beneficial as to result in a partial transfer of emphasis from the realm of the A. B. degree to the realm of the Ph. D. degree.

In these larger institutions, therefore, the graduate departments are relatively receiving more and more attention. It seems that this is evidence of a deliberate purpose on the part of the large universities to render to the Nation through the graduate department that scientific information which means genuine progress in the life of the Nation.

If this conclusion is correct, the large universities will inevitably grow away from the undergraduate field. They will spend their energies in developing out of grown men and women original investigators who are capable of going into the varied fields of intellectual activity and bringing forth new contributions. These institutions will purposely turn over to other agencies the work of the four-year college. And yet because so many of the four-year colleges (non-State schools) are so limited in financial resources and because some State universities are not yet so situated as to be able to devote the major part of their energies to their graduate departments, many State universities are experiencing to-day a heavy and burdensome increase in the enrollment of the undergraduate department.

2. As related to the four-year college. We have discerned a tendency of the university to become a graduate school. What is the tendency in the four-year colleges as to matriculations in the freshman year and graduations in the senior year? And what is the relation of the output to the growth in the endowment fund as time goes on? A study of 15 privately supported colleges[1] covering five-year periods, beginning with 1895, to and including 1920, shows that several of them are not having an increase in the percentage of graduates comparable to the increase in the number of freshmen. A trifle more than one-half of them show an actual relative decline.

However, the larger and more substantially equipped institutions; that is, those having endowment funds varying between $1,000,000 and $3,000,000—

[1] The study included Carleton College, Coe College, the College of Emporia, Franklin College, Hamline University, Illinois Woman's College, Marietta College, James Millikin University, Mount Union College, Nebraska Wesleyan University, Oberlin College, Ohio Wesleyan University, Smith College, Westminster College, and the College of Wooster.

Carleton, Coe, Millikin, Oberlin, Smith, and Wooster—demonstrate that the percentage of the senior class compared with the freshman of five years earlier can be held the same or can be made to show an increase. The increase, however, does not bear any relation to the increase in the endowment fund. The study demonstrates beyond the shadow of a doubt that the four-year college must have an enormous increase in endowment funds in order to keep the senior class as compared with the freshman up to the percentage of former years.

A casual comparison of the enrollments in the four-year colleges with those of the undergraduate departments of the larger universities reveals the fact that the increase in the larger universities is much more rapid. What is the explanation? Students to-day wish to begin specializing prior to the completion of the A. B. degree. As such is the case, they must study in those institutions in which they can begin specialization. In answer to this demand the universities offer in the junior and senior years of the undergraduate department the opportunity for specialization—at least a beginning of that differentiation of courses which two years later takes final form in preparation for the different professions chosen for life. The chief lines for specialization in which the four-year college can not give complete training are: (1) Engineering, several types; (2) science combinations, several types; (3) law; (4) medicine; (5) journalism; (6) education; and (7) commerce.

The traditional four-year college without a large endowment fund ($1,000,000 or more) provides the ancient arts and sciences course with practically no variations. By comparing the enrollments in the different departments of universities and small colleges it would seem that about four students out of five wish to begin specializing on a selected course before completing the A. B. degree. These four do not therefore wish to go through to the end of the arts and sciences course in the small four-year college. If they have enrolled in the small college, many of them change at the beginning of the junior year to the professional schools and large universities or to the well-equipped technical school. Herein is found the explanation of the decline in the number of four-year colleges the past three to five decades in our history.

The process of development is still going on. The enormous enrollment at the large universities would indicate that a large number of students, realizing that they can not secure at the four-year college what they want in preparation for specialization in the junior and senior years, decide not to matriculate in the freshman year, and therefore go directly to the freshman year of the large universities.

It seems, therefore, that this process of development tends to eliminate the four-year college unless it can secure a very large endowment fund. In some cases where the institution can not secure the large endowment fund it finds that the greater part of its effort is spent upon the first two years of the course, the junior and senior years increasing practically not at all. In this way many of the four-year colleges are crowded into the domain of the junior college whether they like it or not.

8. As related to the high school. The development of the high school constitutes a very striking feature of American education during the past 25 years. The output of the high schools has created a new problem. What institutions will care for this output? Unless there is some new provision in addition to the four-year college and the universities, many high-school graduates can not go to school. We have seen that the four-year colleges are not graduating numbers in proportion to freshmen matriculations. The only exceptions to this rule are those which are securing heavy endowments. We

have observed that the university as an institution tends to minimize the undergraduate department (the four-year college department) and to magnify the graduate department. Furthermore, if the university is fully organized in its graduate department and looks favorably upon the high-school product, it finds the numbers are too great. A sort of cry of distress has come up from the universities because of the enormous matriculations in the freshman year. It was more than 10 years ago that President James, of the University of Illinois, gave evidence of unusual foresight in the discussion of this feature in his inaugural address:

> There comes a time in the growth of attendance at any institution when it reaches its maximum efficiency. I have no doubt myself that in another 10 years there will be 10,000 students in the State of Illinois who will want the kind of work and the grade of work offered in the freshman and sophomore years of the University of Illinois. Now, it is to my mind perfectly apparent that it would be undesirable to have 10,000 freshmen and sophomores in the State University at Urbana. It would be far better to have them scattered over the State at 50 other institutions, provided we can get these institutions to take care of them properly and then send those of them who may desire the more advanced work up to the university.
>
> The institution (the university) must be lopped off at the bottom and expand at the top in order to become that true university of the State which will render the largest service to the people. . . . I look upon the university as an institution for the training of men and women, not of boys and girls. The latter, I think, is distinctly the work of the high school and the college, and the sooner it can be relegated to them the better for the young people themselves, for the schools and colleges, for the universities and for the community.

Structurally we find a place being cut for a type of institution which will fit in above the high school and perhaps even include the upper part of the four-year high school and yet stop short of the full four years of the traditional college course. Our investigation thus far seems to justify the following summary:

1. The universities are becoming graduate schools. While the enrollments at the universities show a very much greater increase in the undergraduate departments than is shown in the four-year colleges, the percentage of increase in the graduate departments is far greater than in the undergraduate. University authorities in some instances have openly sanctioned, and in Missouri, in particular, have fostered the development of the junior college in order to bring relief to the freshman and sophomore years of the university. President James, acting the rôle of the prophet, looks forward to the elimination of the freshman and sophomore years from the larger universities.

2. The four-year college is not maintaining control of the four-year curriculum as in former times. Only those able to secure endowment funds reaching into the millions are holding their own. The demand for specialization at the beginning of the junior year depletes the student enrollment in the junior and senior years of the four-year colleges.

3. The high schools of our country are turning out such vast numbers that the universities and four-year colleges are not able to handle them.

Some persons define the junior college as an institution which covers the first two years of the traditional four-year college course. The writer's preference is an institution which covers four years—the upper two of the high school course and the first two of the standard college course. At the same time each institution ought to accommodate itself to its locality. In Missouri we have few consolidated country high schools. We have many high schools in small towns giving two years of work or three years of work. The products of these schools can be accommodated by the junior college.

The freshmen and sophomore years of the standard college course are in subject matter much more of a continuation of the high school than a beginning of the specialized courses of the junior and senior years of the standard college course, although it should be said that this development has not yet fully taken place in all schools. The varied professional courses of the graduate school are foreshadowed in the junior and senior years of the A. B. realm.

A system of class instruction, including questions and answers between the instructor and the student, is recognized as the most efficient method for the freshman and sophomore years. The mind of the student on the road to generalization but not fully arrived needs the printed page and the specific assignment. Extensive work in the library and the lecture method at the teacher's desk belong to the junior and senior years.

The smallness of the classes admitting of close personal contact between the teacher and student, a type of personal contact which does not and can not exist in a university numbering thousands, can not be overestimated in value to the student in the early stages of intellectual growth. The large university or four-year college, numbering from 1,000 to 2,000, can only say, at the end of the first semester in the freshman year, to the student who does not pass, "Your record is such that you can not remain with us." It is reported that universities sometimes dismiss as many as 10 per cent of the freshmen class. It is not unreasonable to suppose that many of this number could have been saved to an intellectual life by the small school through the virtue of personal contact between teacher and student.

The junior college, to be the most successful institution possible, must be an institution of limited numbers. It must count its students by the hundreds and not by the thousands.

The junior college occupies a really coveted position provided the administration in charge properly recognizes its obligations. The junior college deals with the later adolescent period. Boys and girls of this age need a certain amount of sympathetic supervision. Ethical and moral ideals can find here fertile soil. A school in charge of students at this point must recognize perhaps more fully than schools of the latter period that the sole problem of education is not the development of the intellect. A sense of fair play, of justice, of clean life must be instilled somewhere in the educational process. Here is the opportunity.

DENOMINATIONAL EDUCATION AND THE JUNIOR COLLEGE MOVEMENT.

By G. F. WINFIELD, President of Wesley College, Greenville, Tex.

In the development of both State and church-owned colleges and universities there is a very clear evidence that we have reached the period when there is a wide demand for the junior college. More than a quarter of a century ago President William R. Harper began to advocate vigorously that the first and second years of college work should be considered as secondary education and that the line of demarkation and that the method of presentation of the work of these two years should be clearly drawn at the end of the sophomore year. When he became the first president of the University of Chicago, which opened its doors on October 1, 1892, the freshman and sophomore work was put into a distinct division of its own, and called the "academic college," and the second division, or work of the junior and senior years, was designated as the "university college." Four years later, in 1896, the divisions were designated as junior college and senior college, respectively. This plan of organization is still used there. The student entering the university is regarded as a high

school pupil, still pursuing high-school subjects. Genuine university work does not begin until the end of the sophomore year.

Under President Harper's plan and leadership, a number of small colleges soon became affiliated with the university and some colleges passing as four year institutions were induced to reduce their course of study to two years. They were then able to concentrate all their means and effort on two years' work, and students doing this amount of work were admitted as juniors in the University of Chicago. Dr. Harper apparently coined the term "junior college" as applying to those institutions doing two years of college work. By 1903 several smaller colleges, which were not equipped to do four years, had dropped the last two years; ceased to confer the baccalaureate degree; and were fully affiliated with the university, their students being admitted to the junior class. These small colleges had preparatory departments, thus making the courses of study six years in length. Within the few brief years that this great educational statesman and reformer was permitted to live, after beginning such an educational program, he saw abundant fruits of his labors.

Apparently the next large university to take special interest in the development of the church-owned junior college was the State of Missouri, which affiliated six church schools in that State as junior colleges. This movement began in 1913.

The Virginia Association of Colleges and Secondary Schools for Girls inaugurated a similar movement in 1913, and some schools were classified in 1914. In the same year the college section of the State Teachers' Association of Texas appointed a committee to set standards for colleges and junior colleges and report on institutions of the State that measured up to the standards set. In 1916, this committee reported 10 church schools meeting the requirements set for A-grade junior colleges. Two others were of B-grade and one of C-grade. There are at present 15 church-owned junior colleges rated by the department of education as first-class, which gives them the privilege of certificating teachers.

As early as 1916 there were 10 States that gave official standing to junior colleges. There are now at least 19 such States.

There has been during the recent years a gradual adjustment of the boards of education of various denominations to the junior college movement, but it has been quite difficult to secure an authoritative statement as to the present status of the junior colleges of different denominations.

The board of education of the Disciples of Christ recognizes five schools as standard junior colleges. Two others will be recognized soon. Three other colleges of that denomination have been requested to reduce from four-year colleges to junior colleges.

As early as 1912 the Southern Baptist Convention mentioned the junior college as deserving consideration at the hands of the board of education. As the Baptist schools have not been definitely grouped, it has been impossible to secure an exact statement of the number of junior colleges in that denomination.

In 1912 the secretary of the board of education of the Methodist Episcopal Church South gave a list of schools that designated themselves as junior colleges. In the city of Oklahoma, in May, 1914, the General Conference of the Methodist Episcopal Church South gave legal status to the junior colleges in that denomination, and during that year the commission on education defined the junior college and the board of education gave a list of 9 schools which met the requirements for classification as junior colleges. That number has increased to 25 at present.

The Presbyterian Church officially recognized the junior college as early as 1916. The Southern Presbyterian Church now has 9 schools classified as junior colleges, and 3 seeking to meet the requirements.

In recent educational drives the following facts are gathered concerning junior colleges in some of the denominations:

The Northern Baptist Convention has admitted 7 junior colleges to participate in their hundred million campaign. These 7 junior colleges are to receive a total of $3,132,000, the amounts to each institution ranging from $100,000 to $1,125,000. The Southern Presbyterian Church has 12 junior colleges in their new-era movement with a total asking of $1,320,000, in amounts ranging from $12,500 to $350,000. The Disciples of Christ have in their forward movement campaign 6 junior colleges for a total of $695,000, the amount to each institution ranging from $35,000 to $140,000. The Northern Presbyterian Church and the Northern Methodist Church do not seem to be giving much attention to the junior college.

The Case Book of the Southern Baptist $75,000,000 campaign does not separate junior colleges from four-year colleges, but all of their junior colleges are participating in the proceeds of the campaign, those in Texas receiving about $100,000 each.

The educational survey of the Methodist Episcopal Church South lists 25 junior colleges. These 25 colleges have been admitted into the church-wide campaign for $210,000 each, or a total of $5,250,000 of the $33,000,000 campaign now on for the 88 schools, colleges, and universities owned.

It will be seen from these incomplete facts that the church-owned junior college is receiving serious attention at the hands of the various denominations. It is generally conceded that well-equipped buildings, including dormitory facilities for 200 and a $100,000 endowment, will make a junior college at the present time self-sustaining, necessitating the charge of only about $100 tuition fee. Thus it is seen that the various churches are recognizing that the junior college is economically sound.

Three-fourths of the income of the four-year college from tuition is from that paid in by freshmen and sophomores and three-fourths of the expense for instruction is upon the last two years. Thus it stands to reason that the institution that lops off the two most expensive years and retains the two from which the largest income is realized is both economical and safe.

The junior college is psychologically or educationally sound, because it meets the demands of the growing student. The average age at which boys and girls in this country graduate from the four-year high school is 18. Psychologists seem to be pretty well agreed that the emotional period of adolescence reaches from about 16 to 20. The high-school course is therefore finished right in the midst of this emotional period and there is no natural reason for transplanting the student into a totally new and different environment, such as the university offers. If he is permitted to continue his first two years of college work, remaining in his own home, or in a small dormitory, in a private junior college, there is no abrupt change unsuited to his normal development.

It is admitted by all that there is a distinct change which takes place somewhere in the early twenties. The university recognizes this fact by allowing the student to elect his courses during the last two years of the academic work, or admitting him to the special departments, such as medicine, engineering, etc., after he has finished two years of college work. The State recognizes the change by giving the right of suffrage. The intellectual forces seem to be installed about this period, and the life is directed more by reason, whereas previously the individual has acted upon impulse.

The large per cent of failures of freshmen in the large universities argues that they are not sufficiently mature to apply themselves without strict supervision and is proving to be a source of tremendous loss to the educational life of the young people. This at last weakens the entire national fabric. This waste can largely be stopped as junior colleges, both State and privately owned, increase.

That the junior college is beginning to enter into the heritage of the older church college is shown by the fact that in at least two State universities, where the fact has been observed, the average grade of the last two years of work in the academic department of students coming from junior colleges is more than 1 per cent higher than those from other groups and nearly 2 per cent higher than the students who did their first two years of college work in those universities. In the University of Texas this year the small junior college with which I am connected, Wesley College, Greenville, Tex., has 4 students in the academic department, where 3,000 students were enrolled. Of the 10 per cent, or 300, making the highest grade, by subdividing into 10 groups it was found that out of 30, two of the 1 per cent highest graders, one of the four Wesley College students is found. Of the 46 students making the second per cent of highest grades another of the four is found.

Having had experience in the student activities in the junior college, the graduates from such institutions take high rank in the leadership of all the activities of the universities to which they go. Add to the foregoing facts the meaningful fact that 85 per cent of the missionaries and preachers go from the small church college and one can see how tremendously the church junior college is to influence our own national life and affect the ideals of world citizenship.

I believe, therefore, that the church-owned junior college fills a genuine need, is economically, educationally, and patriotically sound, and will endure.

After discussion the question of a permanent organization of junior colleges was put to a vote and carried.

Chairman Wood later appointed the following persons as members of the committee on permanent organization: R. R. Thompson, G. F. Winfield, L. W. Smith, H. G. Noffsinger, Martha McKenzie Reid.

EVENING SESSION, JUNE 30.

MILITARY SCHOOLS AS JUNIOR COLLEGES.

By FRED K. FLEAGLE, Dean of Marion Institute, Marion, Ala.

The junior college movement is one of the forms that is being taken to meet a changing educational situation, and this meeting marks the beginning of what should be a strong and permanent organization for the discussion of the special problems that are found in this field of educational work. But while the junior college movement is growing and will doubtless solve many of the problems that have heretofore existed among educators, I am convinced that it will not reach the highest possible point of efficiency if a policy of imitation of our older and larger educational institutions is insisted on. It seems to me that we must break away and reorganize our special field, having in view the specialized condition under which we shall work.

The first two years of college life is the period of greatest academic mortality, due to many reasons. For practically the same reasons it is the period when the student forms habits that will stay by him through life, whether these habits be good or bad. For these reasons a continuance of the impersonal,

formal relations that have existed between the student body and the faculty in the colleges and universities, and which have grown up, due to the large mass of students that had to be handled by a limited number of instructors, would handicap, if not thwart, the successful outcome of the junior college movement. I have been connected in some degree with junior college work since my graduation from college, and have observed it under varying conditions. It is my purpose, in this paper, to show that there are dangers in the movement unless it is carefully studied and as carefully handled, and to attempt to show that the most satisfactory means of solving many of the problems that are present is through a sane military organization.

Colleges and universities have failed to meet the situation in regard to the proper training of students during the first two years of their college course. This has been due partly to the enormous increase in the student body, without a corresponding increase in financial resources and faculty on the part of the college; but it has been chiefly due to the fact that the colleges have failed to keep pace with changing conditions in the outside world, and that they are trying to work to-day, as they did years ago, when the qualifications of their students were quite different from what they are to-day. When I say this, I refer to the departments of the colleges which have direct charge of the mental, moral, and physical development of the student body. Colleges to-day place the bulk of the emphasis on classroom instruction, notwithstanding the fact that not more than 10 per cent of the student's time is spent in the classroom. The remaining 90 per cent of his time is practically uncared for, so far as college authorities are concerned. And this in the face of frequent statements by college professors that the greatest benefit that a man will carry away from college is that which he will obtain in his hours outside the classroom.

The average boy who graduates from the high school at the age of 16 or 17 is too young to be thrown on his own responsibility, away from home influences for the first time, in a college town, with no restrictions on his hours of going to bed, of rising, and of studying; and too often with an insufficient check upon his class attendance. Under such conditions there is every incentive for the boy who is easily influenced to slight his class work. He is fortunate if slack habits of study are the worst effects of his system. Mistakes at this time of life are serious. Habits formed are apt to provide lasting, and no efforts should be spared that may avoid the formation of bad habits. Present-day college town conditions, with crowded dormitories and boarding houses, with moving picture and vaudeville attractions on every hand, offer too many inducements to draw the average boy away from serious work.

The junior college which is organized as a military school offers many advantages over the first two years of the regular college or university. In the first place, the classes have a tendency to be smaller, the best instructors available are placed in charge of the students at a time when the influence of real men is so vital, and the personality, individuality, and future ideals of the student can be considered, because with smaller groups the need for a rigid system of rules becomes less imperative, and the slow student has more chance to develop than is the case when he is swept along by the weight of a large class, irrespective of his ability to keep pace with his fellow students. The college idea that a college student is a man and should shoulder full responsibility for acts was not out of place when the average freshman was a mature man, but it is hardly applicable in this age of immature high-school graduates. There should be supervision on the part of the college over personal habits as well as over the election of studies at first, and this supervision can be gradually lessened as the student develops in maturity, strength of character, and ability to assume responsibility. The military school is better fitted to assume this necessary

supervision than any other form of present-day school organization. Regularity is inculcated, both in habits of life and habits of study; courtesy and leadership are developed; attention to duty brings its own reward in the form of recognized proficiency and promotion, while the student soon learns that carelessness in any form is inexcusable. Cliques and artificial social classes are discouraged, uniformity of dress and living quarters tend to level social barriers and breeds the spirit of democracy. If the instructors are of the right kind, they are able to teach Americanism of the truest type to a better advantage than would be the case in a more loosely organized institution, and the close association of the right type of men with the growing boys offers the best opportunity in the world for the inculcating of correct habits without the necessity of talking platitudes. And most important of all, every boy learns the lesson of prompt and unquestioning obedience to constituted authority, a lesson that the American boy of to-day needs to learn, and one that is too often allowed to go untaught.

Considered from the academic side, large colleges are apt to be unwieldy. The very mass of large numbers of students makes it necessary to conform rigidly to set rules. A boy must be fitted into the system, no matter whether this is best for the boy or not. No concessions can be made to the individual, because if rules are once set aside, the whole system falls into confusion. And many boys of this age are exceptional in some respects. They need individual treatment. They need to be studied and advised. Some of our larger colleges are trying to meet this situation by means of faculty or student advisers for new men, but this is apt to be unsatisfactory. One of our greatest and oldest universities reports that the faculty advisers spent on the average 15 minutes with each man each month. But most colleges do not go even this far. In my freshman year at college I remember speaking outside of class to only one of my instructors. Such a system can not be successful. There must be constant and continued intercourse. In many instances the first year classes are not only large, but they are also taught by the younger and less-experienced instructors. In 1916–17, there were 49 classes with more than 50 students in each class at our State university, and in 1917–18 there were 33 such classes. There were classes of more than 100 students in biology, chemistry, English, history, economics, mathematics, and physics. Similar conditions existed at our State Polytechnic Institute. And this situation existed chiefly in the first two years of college work, the time when the student would suffer most from such conditions. At the time when the student most needs individual attention and instruction he becomes, under such conditions, merely a name on the class roll of a too often youthful and unskilled instructor.

One of the large Middle West universities reports that 51 per cent of the first-year class failed to do satisfactory work during the past year in one or more subjects. One of the foremost schools of technology in the country states that unless conditions change admission on certificates will be abolished and entrance examinations instituted. The colleges naturally cast the blame for the large percentage of failures on poor secondary-school preparation, and doubtless with some degree of justification; but I believe that the blame can be placed with more justice on the college system which allows unrestrained liberty of action and thought to immature boys and girls, away from the restraining influences of home for the first time, and surrounded by all the attractions of college activities. At Marion Institute last year only 7 per cent of the college subjects carried were of an unsatisfactory grade, and this record was not attained by the sacrifice of any standard of scholarship; rather was the student held up to a higher standard because of his daily personal contact with the instructor, as well as by means of satisfactory examinations. I firmly be-

lieve that our success along this line was due to the system of discipline in effect, and our attempt to check up on each student at all times, and see that he did reasonable amount of work in a satisfactory manner, and that he did it honestly. And when he failed to come up to standard in any way, the case was at once investigated to see what was the cause of the falling off in his work, and an attempt was made to remedy the situation in accordance with the needs of each particular case.

Our junior colleges have, I believe, a great mission in the future. But I do not believe that they will attain to the full merit of their worth unless they fit themselves in every way to meet their own particular problems. The chief aims of the junior college are to enable the young student to find himself and to train him for efficient citizenship in the broadest sense of the word; and not primarily for scholarship, or athletics, or social polish. If you agree with me in regard to the aims, you must also agree that the ordinary system of school administration will not meet the situation, and that no other form faces the issue so squarely and devotes so much time to the extra-academic work as does the military school. In my opinion the junior college, properly organized under a wise military régime, will go far toward solving the problem of the reorganization of America's colleges. I believe it is the most necessary and vital movement in educational circles at present. And I believe that we should face and solve its problems with open-mindness, with independence of thought, and with firmness of purpose.

A MEMBER. Do you think military schools usually accomplish the things you have outlined in your paper?

Dean FLEAGLE. From my point of view I think that there is no other kind of institution that can do what the military institute can do; but it all depends upon the spirit of the military school. A military school of the old type, under an officer who has been in the Army 25 or 30 years, will meet problems that are very complicated. If you can get an officer with modern ideas, and have the educational work supported by the military, I don't think there is anything finer for a young man than the discipline of a military school.

THE ADMINISTRATION AND CONTROL OF PUBLIC JUNIOR COLLEGES.

By EDWARD M. BAINTER, Principal of the Kansas City Junior College, Kansas City, Mo.

As I understand the development of the high schools and colleges in this country the facts are somewhat as follows: Originally we began, on a small scale, and established colleges and universities and left other education to take care of itself. In the early days it was necessary for the colleges to maintain preparatory schools. But in the course of time communities of the country found that education was a continuous job and people were brought to see that it was necessary to give more instruction, and public high schools were therefore established.

The communities have come to regard the high school as a legitimate form of work. The universities were thus relieved of doing this work. The high schools have been left considerable freedom to work out their scheme of preparing students for college, while the colleges expanded into various fields of professional work. It is only a few years since we spoke of Yale and Harvard as colleges, not universities. It never occurred to our higher institutions, at first, as being possible to leave preparatory work to an agency supported by the State. In due course, however, progressive colleges saw that it was possible

to have the public-school system do the work that the colleges themselves had set as the prerequisite for their work.

Now, in recent years taking care of the large freshman classes has become quite a burden, at least to the large universities, and there is a tendency to shift that burden also where I think it probably belongs, to the public-school system. The public union college is therefore a necessary result of the enormous increase in student attendance at the large universities. It is evident that they are beginning to want to shift the preprofessional school work to the public schools.

Right here is where I differ, however, from President Million's interpretation of the facts. I do not believe that the colleges of to-day, as such, are going to suffer one whit from this movement; I do not believe that they are going to be depressed; I do not believe they are going to become junior colleges, indeed. I believe that the colleges that are now in existence will steadily become even more important factors in our educational life.

The problems of the public junior college are very different from those of the private institutions. We have very little to say as to what shall constitute the course of study, the curriculum, and organization of our college. We are part of a general school system. Our elementary schools, contrary to the usual practice, run for only seven years. We have a regular four-year high-school course, making 11 years of preparatory work for entrance to the college or university. Our students have the essential work, however, and I suspect that the statistics will show they equip themselves as well as those having 12 years training.

Now the junior college of Kansas City came about in this way. The high-school attendance in Kansas City expanded very greatly as compared with other large cities in the United States; our situation seemed to be abnormal. As a matter of fact, we had more high-school students in Kansas City than in St. Louis, although St. Louis had a larger population. Kansas City and Detroit are the two largest cities of this country in which there is no large four-year institution offering collegiate work to the inhabitants of the municipality.

It so happened that a number of our students, not having any college or university in the immediate vicinity, were compelled to remain in the high school for a fifth year, as there were many subjects that had not been covered in the four years. Many of these wanted to go on to college, and they found that they could not receive any credit for the fifth year's work.

In 1915, the board of education of the city, having previously provided for the construction of a more modern high-school building, left the old edifice to be used in some way for educational purposes, and it was my good fortune to provide some sort of educational institution in that building, and the junior college of Kansas City is the result.

Very fortunately we were not handicapped by having to conduct a junior college in connection with a high school; we were cut off entirely from it. The University of Missouri actually approved our courses before the institution was open. The faculty was submitted to the university authorities for approval, and the doors were thrown open in September, 1915.

There were consequently no questions as to why we were using the same laboratories; we were under no obligations to make explanations as to why a senior would happen to be found in a class doing college physics, and why college students should be found in the same section with a number of high-school students of a high grade.

The junior college in Kansas City was merely an outgrowth of a local situation, and the community thought that it was all right to give a college education

to the public-school students. The work has grown, and we have now 600 enrolled in the junior college. The University of Missouri has sent its inspectors to inspect us, and they have passed favorably upon some 355 semester hours of college work, so that our students have quite a range of subjects from which to make their selections. Thirty-four hours of work are prescribed by the university, the remaining 26 are elective. As far as our idea is concerned, we are doing the work that is done at the University of Missouri, or other four-year institutions, in the first two years, that work which is regarded as being necessary in order to prepare a young man or young woman to enter into any of the professional schools after the two years. We are supported by taxation, and we spent last year about $135,000 for maintenance.

We carry on certain other activities. We have endeavored to make this college fit into the needs of the community. You might be interested to know that the hospitals have training schools for nurses and the national association has been bringing considerable pressure to bear upon the hospital training school to raise the standard of instruction so that they might be assured of having a better qualified corps of young women to take up the work in the department. We have undertaken to meet this need. To be perfectly frank, not all of the members of the two sections that we have had this year have been high-school graduates, but more than 80 per cent, I think, were. Consequently, they can enter upon practically the same work that the junior college students can enter. We have been giving training for two classes of 39 and 40, respectively. The training consists in instruction in chemistry, bacteriology, anatomy, nursing, nutrition, dietetics, physiology, and other courses. We take these young ladies five days a week, from 1 to 5 o'clock. This will give you some idea of what we are trying to do in the interest of the community.

Another thing we carried on for several years. There has been supplied by private expense a school of social welfare. They took up the matter with the University of Missouri, but the university did not care to have two schools under the name of the university and I was authorized to go ahead and secure the instructors. The University of Missouri offered to cooperate with us by sending any men to us who were needed and not available from other courses. All of these courses carried college credit. That work was given at night, because people who were working in the welfare organizations were not able to attend school during the day, and they received college credit for the work they did.

As a feeler, to find out how the community would respond to the offer, we decided to give junior college courses in the evening provided 15 or more persons applied for any given course. One hundred and fifty-four persons presented themselves for enrollment at the beginning of the session. Without any particular publicity we got a remarkably generous response from the community for the night school work and I am anticipating that we shall have next year, at least, twice that number asking for college work at the evening session.

A MEMBER. Do students from outside communities pay tuition?

Mr. BAINTER. Yes; their tuition is $90 per year. We are so crowded for facilities to take care of our own students, however, that I think perhaps the board of education will increase the rate to more than $90 per year. That is the charge made for the high school and was carried over to the junior college.

A MEMBER. Do you have many students from outside the city?

Mr. BAINTER. We had 14 graduates this year from Independence, Mo., and Kansas City, Kans.

A MEMBER. How about your laboratory fees?

Mr. BAINTER. We impose the same laboratory fees as are imposed in the University of Missouri to cover breakage.

A MEMBER. How does your equipment and teaching staff compare with the University of Missouri?

Mr. BAINTER. For the work which we attempt, the equipment is just as good. Instructors also are just as good and we pay them as much money as is paid at the university outside of the professors and assistant professors. Many of our men receive as much as the assistant professors.

President WINFIELD. What salary is paid?

Mr. BAINTER. The maximum is $2,950, but in addition thereto the board of education decided to pay $100 per year to those who have the master's degree; and they also give an additional $100 to those who have had 24 hours' professional training; that means $3,150 as the maximum salary for a teacher.

A MEMBER. I understand that the junior college at St. Joseph, Mo., charges tuition of resident students.

Mr. BAINTER. They charge a tuition for the junior college. I think it is $60 per year, but we have made no tuition charge; it is part of the follow-up school education.

VOCATIONALIZING THE JUNIOR COLLEGE.

By MERTON E. HILL, Principal of the Chaffey Union Junior College of Agriculture, California.

The junior college in California is largely a secondary institution. It is a definite outgrowth of the high school. Many high-school graduates, unable to continue their education in college or in university, and desiring to remain longer in school, naturally gravitated back to their high school for post-graduate work. The junior college sprang into being in order to meet the needs of such students. The first institution in the State was developed at Fresno by Mr. A. C. Olney, the present commissioner of secondary schools of California. Mr. Olney pioneered in this new field and later developed a second junior college at Santa Barbara. During the past few years 10 junior colleges have been in operation in southern California, and a few in other parts of the State.

Two years ago, by legislative act, the Los Angeles State Normal School was transformed into a branch of the University of California. They have developed at this "southern branch of the university" a genuine junior college of university type. Students wishing a regular university course can attend the southern branch in Los Angeles for two years, but to complete their course they must continue for the last two years at Berkeley.

The latest movement in junior colleges in California has been the development of vocational institutions. This has been occasioned by the lack of vocational opportunities in many of the higher institutions. To meet this situation the high schools have had to offer new courses for their graduates. Three years ago at Chaffey we realized that more than half of the students in our junior college were desirous of vocational courses. We proceeded to organize along five lines, namely, music, home economics, commerce, agriculture, and academic branches. Being an agricultural community primarily, we saw the possibilities of developing the junior college along agricultural lines. There being no place in southern California for boys of college age to study agriculture, it seemed the logical thing to develop such a place at our junior college.

I shall briefly present how we have vocationalized our institution. We have not dropped the academic branches. Students wishing a regular college

course can spend two years at Chaffey and take courses in English, political science, economics, mathematics, science, and foreign languages. They can receive credit for credit at the University of California, Stanford University, and the various colleges. One of our students will enter the university at Berkeley next August with 72 credits toward graduation; all of these are academic credits. What is true of our school is true of practically all of the junior colleges of California that are accredited by the university.

The department of music has been developed along the line of individual instruction. Students wishing to specialize in music are able to get courses in voice, piano, harmony; violin, and band instruments. A large number of students have taken advantage of these courses and are able to attend the local school instead of having to go away to a conservatory of music.

Many young women wish to take the various home-making courses. This gives a chance for the junior college to offer courses in cooking, sewing, millinery, dietetics, and home accounting.

We have found that the local business firms have been calling for bookkeepers and stenographers. To meet this demand we offered year courses to high-school graduates in bookkeeping, shorthand and typewriting, office practice, and commercial law. By specializing in two or three of these subjects students have been able to secure positions that are more attractive than the ordinary elementary school position. The University High School at Oakland will next year develop a "Junior College of Commerce." I do not know what their plans are at present, but the purpose of their junior college will be to meet the demands of their city along commercial lines.

My observation has been that the junior college must meet local needs. In order to do this it must prepare young men and women for the most important vocations of their community. In our department of agriculture we are developing courses along the lines of agriculture that concern our district. We have nine elementary schools in our union district. The northern part of this district is concerned only with the growing of oranges and lemons. Consequently, we offer a course in citriculture, and another in economic entomology. We have a school orchard of 7 acres, and another of about 5, where experiments are being conducted over a period of 10 years. These experiments afford not only our classes but the farmers of the community an opportunity to study the effects of certain types of fertilizers, cover crops, irrigation, etc. The experimentation and the courses are tied up to the activity of the locality. The southern part of the district is a dairying section. We have 5 miles from the high school a dairy farm of 20 acres. This is a laboratory for our courses in animal husbandry. The eastern portion of our district is a deciduous area. A little over a year ago the deciduous growers asked the high school to begin a study of their problems. To meet this need the junior college secured a specialist in apricots and peaches, who gives two courses in the junior college and spends the remainder of his time in the orchards of the community studying the problems of the farmers and helping them. He has given during the past year many demonstrations in pruning and spraying and thinning of peaches and apricots. He has marked over 700 high-producing trees, from which buds will be selected to start a new stock of trees. He is studying the various pests that annually cause great financial loss to the farmers. He has given short courses for the benefit of the growers. To these courses have come over 200 farmers during the past year. We have three other experts who offer courses. One gives courses in field crops and animal husbandry; another a course in farm mechanics, and short courses in tractor operation. Another expert supervises home project work, besides teaching cer-

tain classes. The dean of the junior college is the citrus expert and he works in cooperation with a committee of five leading citrus growers.

I have presented very briefly how we have vocationalized our junior college. Other institutions will be vocationalized during the next few years. The Fullerton Union Junior College is located in the heart of the oil industry. Next year Fullerton will offer courses in oil refinery in its junior college. It is pioneer work that has never been undertaken before by the public schools.

In closing, I wish to present one of the very greatest values of the junior college. It reacts very beneficially upon the high school. The teachers in the junior college are usually teachers of high-school branches as well. The college courses need far more preparation than do the high-school courses; consequently, the teachers should have less classroom work, and more time for study and research. This causes better teaching. (I might say that in California the junior college teachers are not supposed to teach more than 15 hours per week.) Another advantage is the fact that more students contine their education beyond high school and so the junior college is contributing very definitely toward more universal education. Whatever may be said against the junior college, one fact stands out—it is here to stay, for it is helping the high school to become what it has been often called, "The People's College."

A MEMBER. Is the vocational work done in the California junior colleges credited by the State University of California so that a man can go to a junior college for two years and then enter the University at Berkeley?

President WINFIELD. Mr. A. A. Gray, in a thesis on the junior college, states that such recognition is given—that was in 1916—and they were just beginning then to give vocational courses. I think that the University of California has gone further along the line of recognizing the work of junior colleges than any other institution in the country.

President LOOMIS. I wonder if the junior colleges are going to take over this program of fitting the people to live, or are just preparatory institutions to the four-year colleges and universities; whether we are going to assert our right to "a place in the sun" to serve men and women, fitting them for life at that level, or whether we are just going to be a tail for the universities to wag. It seems to me that we bring up this question when we speak of vocationalizing the junior college. I would like to know just what is the function of a junior college in this broad realm.

President HUMPHREYS. In Texas we have only two public junior colleges, and they are affiliated with the agricultural college of the State. Their work is of vocational character. Most of the private junior colleges are affiliated with the State university, so in reply to this question, I wish to say that I believe there will be junior colleges of both kinds.

Dean MACKENZIE. I think that it is a great mistake to limit the scope of the junior college. The gentleman from Texas has referred to two forms of the college, the academic and the vocational, one preparing for the school of agriculture and the other for the university; but I think the junior college should occupy a much larger field than that. If democracy is to be preserved by education it will be by bringing education down to the masses. There are many intelligent people in large communities who are capable of profiting by college work but who are in no way fitted for college according to the typical entrance examinations. The junior college ought to offer a large number of courses that will appeal to such persons. The community as a whole supports the junior college. Is it justifiable, then, to give only those courses which appeal to those who are going on to larger colleges, or should the community be helped by raising the general intelligence?

We have many foreign students in our college, who are, in their thinking, extremely radical. Now the thing that impresses me most about these youths is that they want information. Their ideas are half-baked—they discover this in their political economy and rhetoric classes, where they are permitted free discussion. The junior college in large cities is going to appeal to thousands, when it offers courses of this character and particularly courses in the evening. This, I believe, is going to be the saving grace of democracy.

Dean McDOWELL. I do not criticize the last speaker, but I was just wondering why such courses could not be high-school courses and why the junior college should be responsible for all of this. I wonder why the junior college work itself could not be of a standard which would demand high-school certificates for entrance.

Dean MACKENZIE. I think not, because it is primarily socializing and is going to appeal to the adult, not to the adolescent; and it must be presented differently.

Dean McDOWELL. That is true, I did not think of the adults. We might be careful in the vocationalization of our junior colleges not to call it college work. The graduates of Lamoni College get a third-grade teacher's certificate and their work is accredited for university work if they desire to go on. A large amount of the work in California is of that type. As far as the public schools are concerned, vocational work is a public service to the community but you could not get college credit for it.

MORNING SESSION, JULY 1.

THE BETTER ORGANIZATION OF HIGHER EDUCATION IN THE UNITED STATES.

By P. P. CLAXTON, United States Commissioner of Education.

It is quite certain that the burden upon the colleges and universities of the United States will be much larger from this time forth than it has been in the past. The social, civic, political, industrial, commercial, and professional life of the country in the new era upon which we are entering will require the services of a much larger number of college men and women than the old era which passed away with the war, and will give them more opportunities. Our colleges and universities must supply the demand for this country, and, to a very large extent, for other countries in America and in Europe and Asia. For a generation at least there can be little danger of overproduction of college-trained men and women, provided their education and training are directed toward present and future needs of service, and are made to take hold on the life and work of this and the next generation.

The rapid increase in the number of high-school students (now more than two millions) and the higher standards of high schools will insure a constantly increasing supply of young men and women for the colleges. The increase in wages for the great army of laborers and the higher prices of farm products will enable hundreds of thousands of families to send their sons and daughters to college whose incomes have until now been too meager to permit them to consider such a thing as possible.

The salaries of professors and instructors must be increased to at least double what they were in 1913–14. New buildings and equipment for classrooms, laboratories, and for housing students will, at present prices of material

and labor, cost from two to four times as much as they would have cost in 1913–14.

If the number of college students were no larger than it was in 1913–14, endowments and appropriations would need to be fully twice as large as they were then in order to maintain efficiency. For an increase of 50 per cent in the number of students there will be needed an addition to endowments and incomes fully equal to the total of those for 1913–14, making the total need three times as much as the need for that year.

It is already evident that the people are willing to supply funds through gifts and appropriations in much larger amounts than formerly. But can we expect an increase of 200 per cent? Even if we could the time has now come when it behooves us who have to do with administration and the formation of policies to study carefully every reasonable and promising means of economy—economy not only in money, but in the time and energy of teachers and students. No doubt there are many economies worth careful consideration, but I believe none will yield larger results than can be obtained through such organizations as will reduce the number of colleges doing the full four years' work, and at the same time will assure greater efficiency in the first two college years. This means, of course, increasing the number of junior colleges while decreasing the number of senior colleges.

It is partly for this reason that this conference of junior colleges, held at this time, has such significance.

In 1915–16, the Bureau of Education listed 577 colleges and universities. These terms are, as you know, used quite loosely in this country, and in common usage have about the same meaning. Of the 577 colleges, 508 reported their incomes as well as their student enrollments. A large proportion of those that did not report incomes were Catholic institutions, or belonged to or were affiliated with teaching societies which justly count their income largely in service rather than in money.

Since in 1915–16 the colleges had not been much affected by the war, the figures for that year are better for our purposes than would be the figures for later years. If we divide these 508 colleges into nine groups according to incomes, we have the following:

(1) Eight colleges reported incomes ranging from $2,603,489 to $3,015,714, and a student enrollment from 4,889 to 8,510. The average income per student in these groups was approximately $500. (In incomes the private benefactions for endowments are not included.)

(2) Fourteen colleges reported incomes ranging from $1,002,384 to $1,902,005, and student enrollments from 630 (at West Point) to 6,462 (at the University of Michigan). For these 14 colleges the average income per student was approximately $450.

(3) Thirty colleges reported incomes between $500,000 and $1,000,000, and student enrollments from 200 to 3,850. The average income per student for this group was approximately $375.

(4) Fifty-six colleges reported incomes between $250,000 and $500,000, and student enrollments between 105 and 4,138. The average income per student for this group was approximately $335.

(5) Ninety-two colleges reported incomes between $100,000 and $250,000, and student enrollments between 111 and 3,692. The average income per student for this group was approximately $250.

(6) One hundred and two colleges reported incomes between $50,000 and $100,000, and student enrollments between 72 and 1,557. The average income per student for this group was approximately $185, less than half the average for the third group.

(7) One hundred and twenty-two colleges reported incomes between $25,000 and $50,000, and student enrollments between 20 and 861. The average income per student for this group was approximately $145; less than half the average for the fourth group and less than one-third the average for the second group.

(8) Fifty-four colleges reported incomes between $15,000 and $25,000, and student enrollments between 49 and 388. The average income per student for this group was approximately $120; less than half the average for the fifth group and less than one-fourth the average for the first group.

(9) Twenty-nine colleges reported incomes ranging from $3,075 to $14,618, and student enrollments ranging from 66 to 345. The average income per student for this group was approximately $75; less than one-half the average for sixth group; less than one-third the average for the fifth group; less than one-fourth the average for fourth group; just one-fifth the average for the third group; one-sixth the average for the second group; and considerably less than the average cost of high-school instruction.

In most of the largest and richest of these schools, and in some of those in the lower classes both as to incomes and student enrollments, a portion of the income is devoted to graduate work and to research. But in none is the amount thus used large enough to reduce the per capita for undergraduate students by more than a small percentage. Practically all these 508 colleges, reporting incomes ranging from $3,075 to $3,915,714, attempt to do full four years of college work and confer degrees. In some of them all classes are large enough to permit options and specialization on a liberal scale and still give to each section in each subject such a number of students as will keep the cost of instruction within reasonable bounds. In many of the poorer and smaller schools the numbers in the two higher classes are so small as practically to prohibit options and specialization, and to make the sections in some subjects even without division so small as to destroy the interest both of students and of teachers and at the same time make the cost of instruction per pupil comparatively very large. In many of these colleges nearly half the class sections have less than five students, and a large number of the class sections have only one, two, or three students. In these schools the average cost per student in the higher classes is from 4 to 10 times as much as in the two lower classes. The cost of teaching from 5 to 10 students in the senior class is larger than the cost of teaching from 40 to 50 students in the freshman class. These higher class students are, after all, not well taught, since the colleges are not able to furnish the necessary library and laboratory equipment and to pay sufficient salaries to retain the services of teachers of the best ability.

In some of the larger schools the numbers of students in the freshmen and sophomore classes are very large. Several colleges have more than a thousand freshmen, and some more than two thousand. The freshmen entering in September are boys and girls who in June were graduated from the high schools and who had known only high-school discipline and high-school methods of teaching and study. In the high schools most of the teachers are men and women of professional training and enough experience to give them skill in teaching and in training and directing boys and girls. Coming from high school to college without any skilled and wise guidance, through a transition period, many of these kiddish freshmen, however well meaning, are unable to adapt themselves to the new conditions and discipline and go astray sadly. In the freshmen class, and also to an extent in the sophomore class, students are all too often taught by young teachers with little or no experience and who have had no professional training. Many of these teachers are also

without the native ability and professional skill which will insure final success. For however rich the colleges may be most of them still pay the larger salaries to those who give most of their time to the higher classes and leave the lower classes to the tender mercies and bunglings of young, untrained, and inexperienced teachers.

Here is the opportunity for the junior college and for a very important economy in college organization. Practically all the 307 colleges having incomes of less than $50,000, and a good number of those with incomes from $50,000 to $100,000 should cease to try to do more than two or three years of work—preferably only two years—and should concentrate all their means of money and men on doing well the work of these two years, employing as teachers men and women of the best native ability, the finest culture, and the largest skill that education and professional training can give; men and women having the power to inspire and direct as well as to instruct.

These colleges could then take in all or most of the tens of thousands of boys and girls now on the waiting list of the larger and richer colleges, and offer them such opportunities for instruction, training, and interest in college life as would induce them to come to them for these two years and to bring with them other tens of thousands who now swell the mobs of freshmen and sophomores in the larger schools. The mortality of students in these two years would become much less than it now is. A much larger per cent of them would go to the larger and richer colleges for junior, senior, and graduate work, thus making up to these schools for the loss in their freshmen and sophomore classes. The work done in these higher classes might then be much better than is now possible. With the better teachers for the lower classes in the junior colleges from 25 to 50 per cent more work would be accomplished in these two years than is now accomplished.

Should these poorer and smaller colleges thus limit their field and change the character of their work most of them would soon find themselves with two or three times their present number of students and with incomes three or four times as large as they now have. In addition, they would have the consciousness of serving their country and the world more effectively than they now do or can. Not the least element in this service would be the influence on the work of the lower classes of the larger schools, for as soon as any considerable number of colleges do as is here suggested the larger and richer schools will reorganize their work for the lower classes and among other things will begin to give to the students in these classes teachers as good or better than those in the junor colleges.

Thus with the same amount of money the effectiveness of our schools of higher learning might be increased from 20 to 30 per cent.

In the discussion of the work, organization, and courses of study of the junior colleges, these schools should not be thought of as in any way inferior to schools doing the full four years' work. No school should lose any of its dignity or worthiness of support by confining its work to the first two college years. On the other hand, both dignity and worthiness will be increased if they will do the work of these two years in a better and a larger way, such as this change should make possible.

President HILL (University of Missouri). I wanted to hear Doctor Claxton speak before I presented my point of view. I find it, as he represented through his paper, absolutely impossible to distinguish between college and university. I am, therefore, going to assume that a university is an institution for advanced special training. From that point of view it is evident that the foundations for this work must be laid in conjunction with, and to a certain extent by, the pres-

ent elementary and secondary school system. I have often said that America is the only civilized country that has tried to get along with only four years of secondary work as training for the university work. We have not succeeded and the result is that our university must give instruction for two years of a general and fundamental character and preparatory to the instruction in technical branches and law.

Our universities admit students to the agriculure college, but if you will examine the curricula you will find that with the exception of two or three hours a week the work in the freshman and sophomore years is composed of instruction in botany, zoology, English, etc. The same is true of engineering. In Missouri we have a typical situation. We have a five-year curriculum and the first two years' work are credited in the college of arts and sciences toward the B. A. degree.

The Association of American Universities has agreed to an ideal program requiring two years of college instruction for admission to all technical schools. This ideal has not yet been lived up to in all our institutions, but in a considerable number it has, and so I think we can start from this point of view in considering the relation of the universities to the colleges, assuming that the university work begins after completion of two years' fundamental study in sciences, languages, law, medicine, agriculture and other special branches. Now a national organization of education would permit our universities to confine their work to this field. The present system in America does not permit this, as our system was not developed logically but by borrowing and patchwork. Take the eight grades of our elementary schools; we have come to think of them as almost sacred. How did we happen to have eight grades? Simply this way. When the first progressive movement took place we were only thinking of the country schools. We sent some representatives abroad to study systems and they found only one system, and they brought back a Prussian school system which was planned for the country districts. Now in Germany they never thought of building these eight grades into their collegiate work. They were a finishing school, the one that the great masses of the peasantry attended. In the city school system there are generally four grades of elementary education, and then the students usually differentiate, some going into the gymnasium, etc. But our system has resulted in an elongation of the course and a waste of time. So it was with our high school of four years, borrowed from Edinburgh. We have got to think of that as almost sacred, but still more sacred is the four years' college course. Indeed it is like a red rag to a bull to say anything about a college course of less than four years. President Eliot was criticized in America America when he suggested a three years' course.

Now we have tested the six and eight year courses brought from Prussia, four years from Scotland, and two from England; so in that way we have a situation which has resulted in our universities making an awful mess of this petty work. Our universities were born with men brought out of the colleges and it was not until Johns Hopkins commenced to do research work that we had a real modern university ideal, and this had to be built upon the four-year college course. Harvard and Yale borrowed that and we have a graduate course on top of the four years' course. A student can not begin to have an idea of his own until he has gone through all these courses; then he can begin to think. Let me repeat that a national reorganization of education would permit the secondary schools to continue their work to the completion of the general education in the school and the first two years of college. This particular work gives the junior college its field, and in its place it can share in that general cultural training of the freshman and sophomore years. The

junior college can, therefore, share in all this fundamental work. It can also share in another problem which is a serious one for the State university; it can share in the housing of freshmen and sophomores, and I think it is one of the great problems of the State university. With the rapid growth of the student body it is impossible, in Missouri at least, to secure dormitories for all of our students. All our requests have to be in the direction of buildings for instruction and never for anything else, so here is a chance for the private institutions to build dormitories and help us out on one of the incidental problems.

Then the junior college can act as a selective agency; it can in the course of these two years discover the aptitudes and fundamental abilities of students and direct them toward higher institutions where they can prepare for professional lines. It can determine, if the work is done wisely, the prospects of the student for some special branch.

There are a good many students who do not spend more time in college life life than two years, a much larger number than we have ever confessed to ourselves, and the junior college can advise these people as to a career based on this amount of preparation. The number who can not go on, on account of financial reasons, is a much smaller number than is supposed, and here they can be advised by the junior college again. The junior college, public or private, furnishes a natural stopping point.

Now, because of these facts, I believe the junior college can prevent the university from being swamped by large numbers of freshmen and sophomores. The University of California last fall had 4,000 freshmen; in Missouri there were 1,200 freshmen in freshman English. We had hard enough work to handle them with the State having more junior colleges than other States. I hold that the university can not be a real university if it has an undue proportion of freshmen and sophomores; that the spirit and tone ceases to be that of a university and becomes a big unorganized vocational college.

The other side of the shield is this: If the junior colleges are loyal to the organization, they will send to our junior and senior classes enough students to make those larger than they are. We have to have 40 sections of freshmen English, but in our junior and senior classes we have only a single class in certain English courses; we could have it much larger without an additional dollar of expense to the State.

Of course, our junior colleges are liable to have a little bit of the notion of the preparatory school. They are apt to think that it is rather a distinction to send boys to Harvard, Yale, and Princeton, and they are a little prouder of the fact that they can send a girl to Vassar than to the very university that is giving them cooperation. If we have cooperation of the junior colleges, we can swell our numbers in the junior and senior years and satisfy the demands that we grow in numbers without asking more money from the State, or, rather, we would use it in raising salaries.

In spite of the fact that the junior colleges were crowded last fall the university had an increase of 500 students, and I had to engage 12 instructors for freshman work after the university opened last fall. It is perfectly legitimate that the junior college should bring its claims to the attention of those schools and secure ample enrollment. Through the cooperation of public and private effort there will be a greater number of students taking the training of the first two years and entering upon their citizenship duties with a brighter outlook and keener insight.

The junior college can serve as a finishing institute for some and encourage others to enter universities and get their training there, but when it becomes a

vocational institution it severs its natural relations with the university, because the vocational training of the university must be based upon sound training in fundamentals in the schools below. If the junior colleges take up technical and vocational training, then the student at the end of the two years belongs nowhere. The people and the Nation need a number of engineers; they need a large number of men well trained in agriculture; they need some lawyers; and they need some doctors, not nearly so many as we used to have. We need an ample number of each who have the two years' training in college, and the junior college can devote itself to these. There must be a vocational junior college, but such an institution, as I see it, can not have any direct relationship with the university.

Allow me, in closing, to express my belief that, at least in the present state of the educational system, the junior college is an important factor, almost a necessity, in the development of early cultural education. It would be possible to point out many other ways in which the junior college could assist. Many of the standard colleges, so called, might well become junior colleges, not only because they have no money, but for other reasons.

I am indeed glad that the Commissioner of Education called such a conference as this, and I hope it will be helpful to the junior colleges, helpful to the universities, and even to the standard colleges.

THE GROWTH AND DEVELOPMENT OF JUNIOR COLLEGES IN THE UNITED STATES.

By J. STANLEY BROWN, President of the Northern Illinois State Normal School.

In spite of every effort to fix conditions, we are and shall continue to be face to face with the fact that the evolution of education can not be checked. The public junior college is as distinctly the last response to a last step taken in the development of public education as was the secondary school a last step in the development of public education.

We have put into our laws something like this: That the years from 6 to 21 may be devoted to education. In other words, it is just as legal for a young man or young woman to demand education at public expense at the age of 20 or 21 as it is for him or her to demand it at the age of 15 or 16.

It was on that basis that the Public Junior College was established in Joliet, Ill., in 1902. Joliet takes no particular credit for it, but concedes it to the man of vision, Dr. William H. Harper, the first president of the University of Chicago. Superintendent Soldan, of St. Louis, President Butler, of Columbia University, and one or two others met at the University of Chicago in 1899, and during that meeting clearly set forth that the first two years of college is secondary school work. I think they had largely in mind the school of arts and sciences, as the majroity of colleges confined their work to this field. They said, Why should not centers be established where the first two years of college work should be given? Accordingly a junior college was started at Joliet with five or six students, and it grew in that community because the junior college is largely a local community proposition.

The development at Joliet was slow at first, but it was continuous, and did not stop for a moment any more than the development of the public high schools, which was slow at the beginning but did not stop for a moment. When we consider that it is only about 70 years since the very first high school was established, and that within the past 30 years the secondary schools have developed 500 per cent, it becomes apparent that the evolution of education will have to stop unless there is provided a way to care for the large number of

boys and girls of 17 and 18 years of age who are graduating from our high schools. In order to care for them it has been suggested that junior colleges can be started under the guidance and supervision of the State universities and that too for the sake of the State university as well as for the sake of the boys and girls in the various communities.

We are face to face with the knowledge that of the 450,000 students attending colleges, something over one-half of that number are attending private institutions. It is very difficult for the private educational institution to develop so as to increase the number of people it can care for. The only other avenue through which it can be done is the public educational system. The State of California passed the first direct law providing for the junior colleges, and it probably has more well-developed junior colleges than any The State of California passed the first direct law providing for the junior colleges in Missouri or other States, but I am sure of the junior colleges in California. For years they have faced there the problem of caring for the young men, the young women, and the boys and girls graduating from the high schools, and I think it is in a way a defense for the State that these junior colleges were established by law. There is, however, local defense for their development in any State where a law clearly sets forth that the age limit is between 5 and 21 years. There is no difference between a young man and a young woman of 17 and 18 and 21, so far as education is concerned, and if the secondary work has been finished at 17 years and the young man or woman desires to remain in the public educational institution no law should prevent it.

Within the past year all the universities, public and private, have probably the largest number of students that have ever attended colleges in this country. Something has to be done. We have not been able to do very much during the time we have been at war; building has not gone on in cities and towns as it did before the war.

The best of care for the high-school boys and girls is provided in the junior college, either public or private. It is clear that there will not be developed more than one State university of the same kind in any State, but there is nothing to prevent the establishment of larger and larger numbers of public junior colleges in any State where the private junior colleges already established are insufficient to take care of the young people who wish to go to college.

Now, I think I would be unfair if I did not say another word about the development of the public junior college upward. In cities of 100,000, such as Akron and Toledo, Ohio, and others like Cincinnati and St. Louis, there is no reason why a junior college, established in such a center, should not develop into a college or a technical university supported at public expense. That is the direction of the trend to-day, a trend that will be encouraged; and I am willing to be responsible for the statement that we shall never have too large a number of well-trained men and women graduates from good colleges and universities. Too large a number will not be possible because they will drop out when they reach their intellectual level.

A public junior college, with a local atmosphere and with local support and, with the support based on the age limit, is as surely one of the avenues through which public education will develop within the next generation as it was that the high schools from 1890 to 1920 grew by such leaps and bounds as caused Doctor Judd to say they grew 500 per cent in that time. It is the only avenue through which public education can satisfy itself and through which young men and women can have their opportunity in college.

PROBLEMS OF THE PUBLIC JUNIOR COLLEGE.

By DAVID MACKENZIE, Dean of the Detroit Junior College, Detroit, Mich.

The interesting story of the genesis and growth of the Kansas City junior college, as given by a previous speaker, might be taken in all its fundamentals as the history of the Detroit junior college. We began in 1915 with 33 students, and last year we had an enrollment of about 700 day students, which with the enrollment of the summer and evening sessions gives us a total enrollment of 1,000 students.

Like many other high schools the Detroit Central High School had for many years been offering postgraduate work. In some cases these were in advance of the standard secondary school courses; in other cases, they were merely the more advanced courses in the regular curriculum. For this additional work advanced credit was sometimes given our students on entering college; but, as there was no general agreement on this point, and as the practicability of doing advanced work grew apparent, we decided to organize a one-year junior college, and to offer such beginning collegiate courses as our existing instruction force and equipment seemed to justify. As previously stated, we began with an enrollment of 33 students, but the immediate rapid growth in membership indicated a real need, for which ampler provision had to be made. In order to forestall any attempt to hinder our plans for development, in 1917 we decided to seek legislative authorization for the establishment of a junior college. Opposition to the establishment of public high schools in Michigan had to be fought in the courts in the early days, and we feared that any attempt to organize a junior college would arouse similar opposition, unless sanctioned by legislative enactment. The Michigan act authorizes any school district in the State, having a population of more than 30,000 people, to organize a junior college department of the district school system, in which may be offered courses which shall not embrace more than two years of collegiate work.

During the first two years we made no request for any appropriation, finding the high-school budget sufficient for our modest needs. The first year after our official recognition we asked for and received an appropriation of $30,000 and this last year the junior college was allowed for instruction and supplies $60,000. As the college is a part of the public-school system of the city, there is no tuition for residents; the only other fees, chargeable to all alike, are the usual laboratory and athletic fees. Obviously this small revenue would be insufficient either to organize or maintain an institution of our size, if unattached to, and not closely connected with, a well-established high school. We were fortunate in having a high school well equipped in a material way and equally well provided with unusually capable instructors; and so we were able to avail ourselves of existing laboratories and shops, as well as of a library and a faculty, that were equal to junior college requirements. While it would be possible to discriminate more closely than has been done by us between high school and college as to the actual cost of instruction and maintenance, it would be most difficult even for the cost and efficiency experts in our present day educational systems to apportion the exact amount to be charged to each of the two units. The establishment of a college unit in the same building with a high school, although it may entail on each some unfavorable consequences, is obviously an exceedingly economic arrangement, especially during the inception and infancy of the institution. In our larger high schools the administrative and instructional forces, the library and laboratory facilities, the classroom and other accommodations of the building will satisfy the initial requirements of

a junior college and, at nominal expense a junior college may be developed from any good and sufficiently large high school.

The popularity and undeniable success of the junior college movement are based upon a sound pedagogical principle; viz, the attempt to unify into one complete whole the entire educational process of the adolescent. This idea has confirmation in the old established public schools and the newer secondary schools of England as well as in the corresponding schools on the Continent. For convenience these are usually divided into a lower school for the younger adolescents and a higher school for the older adolescent group. In our own country this idea seems to be crystallizing in the organization of junior high schools for the former and in the combination of the senior high school and the junior college for the latter. The ideal would be realized, it seems to me, if the four lower grades, i. e., the seventh to the tenth, inclusive, were included in the junior high school, while the four higher grades were likewise grouped in a senior high school or college. But in practice the ideal is rarely achieved, and during the years of experimentation various systems of grouping may well be tried. In Detroit we are well satisfied with our experiment of housing together the four regular high-school grades with the junior-college grades.

In this connection a word of warning is pertinent, however. While there is no profound difference between upper high-school grades and lower college classes either in the content of the curriculum, the method of instruction, or the mental attitude of the student, each year represents an advance over the preceding; consequently, in planning for a junior college there will be insufficient and inadequate provision, both on the instructional and on the material side, if based on the erroneous idea that the junior college is merely an expansion of the existing high school to accommodate the increased enrollment. These teachers must have a wider knowledge and larger preparation than has the average high-school teacher; the instruction must measure up to the greater capabilities of older students; and the library and the laboratories must provide facilities adequate to the special needs of the several departments. It seems to me that some of the official estimates in regard to certain of these items are misleading, unless they are to be regarded as initial expenditures only. In illustration of this point I may state that, although our high-school laboratories were as well equipped as those in the average small college, and sufficed for the needs of the junior college during the first year of its existence, they speedily required enlargement and increase in equipment. On our physics laboratories we have been spending $1,000 a year and in chemistry and biology several times this amount. These are fundamental requirements that may not be overlooked in the organization and development of any junior college worthy of the name.

As the college grows and larger appropriations are required, a never-failing argument exists in showing the actual saving effected by enabling students to secure the first two years of their college training at home. Thus assuming that each student who is attending college out of the city is spending $750 a year on his education, a student body of 200 would withdraw from the city for educational purposes 200 times $750 or $150,000 a year. Contrasting this item of expense with any appropriation that is likely to be required by the college will not be without convincing results.

The foremost problem in all of my educational experience has not been to secure money; it is to find real teachers. We all realize that in every educational institution the teacher is of more importance than all else combined. And I am convinced that the success of our college is to be attributed mainly to the type of teacher we have fortunately attracted to it. Our policy has

been to obtain teachers who are superior to the instructors generally assigned to underclassmen in the universities. In the universities there are, as we all know, two types of professors, one devoted mainly to teaching, the other to research and authorship. As research brings both renown to the institution and distinction to the individual, it naturally is the goal sought by the ambitious young instructor, and any gift of teaching that he might possess not only remains uncultivated, but is even looked upon as a hindrance in the pursuit of professional reputation and advancement. Underclassmen in the larger colleges rarely meet a great teacher; too often he is only an indifferent drillmaster or at best only an instructor in the literal signification of the word. In the selection of teachers the first qualification is interest in the subject to be taught. I place interest before scholarship, because where there is genuine interest, there is bound to be adequate scholarship. And yet while we do not overrate degrees, we are not indifferent to their value. The Ph. D. is not an open sesame to appointment in our institution, for I have seen too many Ph. D.'s who have their title but nothing else to qualify them for teaching. On the other hand, if one has not done as a minimum of graduate work what is equivalent to the requirement for the master's degree, he is not acceptable to us.

Interest in the student is our second qualification. Too many college instructors seem devoid of any human interest, owing possibly to the great size of their classes. Our small classes, on the contrary, make possible the cultivation of a personal relationship, suggestive of the big brother idea, of intimacy and helpfulness, which reduces scholastic and moral failure to a minimum. And this suggests our third qualification, which differentiates a real teacher from the mere drillmaster and instructor, viz, the power to evaluate and interpret life to youth. We all believe that the primal purpose of higher education is to show students the oft-repeated distinction between living and making a living, and how the several fields of knowledge are of value to them in the degree in which these contribute to an understanding of life and a solution of its problems. Underclassmen are at a most susceptible age and are in need of wise guidance from teachers of the widest experience. Here therefore, is the most flagrant error of the large universities. Ambitious to expand and increase the size of their student bodies, many of them are enrolling a much larger number of students than they have proper instruction facilities for. The consequence is that incoming freshmen are assigned tutors who in age, experience, and knowledge are superior to them by only the smallest of margins. Why should these colleges undertake a problem which they manifestly are unprepared to solve? Finally, as to teaching experience, it has been our practice to give preference to men and women who, although not entirely without normal school or college experience, have had wide and extended opportunities in secondary school work.

While the four-year colleges and the universities undeniably enjoy advantages in the way of social, academic, and professional prestige and opportunity, which make a strong appeal to young teachers of either sex, the junior college is not without compensating conditions. In the matter of salary the city college can afford to be fairly generous. Our present schedule has a minimum of $1,900 and a maximum of $4,000, with a probability of the latter becoming $4,500. The average salary at the present time is about $2,700. We make no distinction in this respect between men and women; and while the majority of the department heads who receive the maximum salary are men, our policy is not to reserve these positions for the men. From the organization of the college the head of the French department has been a woman.

But it is not on better salaries alone that the junior college has to rely in making an appeal for earnest teachers. At a recent conference, called by a nearby university for the discussion of some of the problems confronting the junior college, surprise was expressed by one of the professors that a junior college was able to offer any inducement, outside of a better salary, that would attract even young instructors from the university. I have observed two such factors. All of our teachers who have been connected with large colleges, and this observation is confirmed by visitors from such institutions, are impressed with the fact that our student body is unusually serious and earnest. The probable explanation is that the great majority of our students are in modest circumstances, are making sacrifices in order to secure their education, and therefore prize the opportunity more fully than do the wealthier students, who, having been sent to college at the expense of well-to-do parents, are more interested in the social side of college life than in scholastic attainment. The second factor is the independence and the freedom from petty department control that our teachers enjoy. The junior college is untrammeled by traditions and precedents; academic rank and seniority have as yet gained no footing; everything is a matter for experimentation and trial. A teacher with enthusiasm, originality, and initiative has an unusual opportunity of working out his ideas and impressing his ideals upon the unprejudiced and open-minded student body.

The incorporation of the junior college as a unit in the public-school system implies the abolition of all entrance requirements other than graduation from a high school. But while a high-school diploma is a general prerequisite for admission to college, it is not an absolute requirement; an exception is made in the case of adults and others who possess sufficient general culture and intelligence to enable them to pursue a given subject, or even several subjects, with profit. These members we classify, as do colleges generally, as special students. A diploma alone without certification will not secure admission to colleges that admit on certification in lieu of examination. This fact puts us at some disadvantage as to scholarship; for, naturally, those graduates of high schools who desire to go to college but are refused certification on the ground of inferior scholarship or inability to meet the college entrance requirements, enroll with us. We have, therefore, each year a varying quota of students who, according to the accepted standards, are unprepared to do creditable college work. Furthermore, we have students sent to us who, in the judgment of the parents and teachers, are too immature to be deprived of the restraining influence of the home, and too inexperienced to be subjected to the distractions and unaccustomed environment of the large colleges. During our first years we regarded this as a severe handicap, but it stimulated us to greater effort; and, as our reputation grew, we have attracted each year a larger number of the abler, fully prepared graduates from the different high schools in the city and the adjoining districts. Fortunately for us, too, even from the beginning we enrolled a goodly number of bright and clever students who for financial reasons were prevented from going elsewhere to college.

As all who are graduated from high school are not of college caliber, and as frequently even the dullest in a class are eager to go to college, it might be inferred that the absence of entrance restrictions would force us to adopt the wholesale dismissal practice so prevalent in large institutions that admit several times as many freshmen as they can properly instruct. Such, however, is not the case; withdrawals at our request are rare occurrences. When a student's preparation is wholly inadequate in a given subject, as sometimes happens in English, or mathematics, he is transferred to a high-school course in composition, or algebra, which is an easy matter where school and college are in the

same building. On the other hand, in subjects such as chemistry, physics, and higher algebra, in which there are always students without any high-school preparation, sections are formed for a rapid survey of essential principles and facts. Then, there is the student who is not quick, not retentive in memory, and not keenly discriminating in his logical processes; a type familiar to every teacher throughout the whole educational system. He is, however, eager for knowledge, earnest in his efforts, determined, and persistent. By what right, I should like to ask, does the college instructor stigmatize such a youth as intellectually incapable, regard him as an academic intruder, and ruthlessly deny him the privilege of higher education? In the case of such a student the time element is the difficulty; the remedy is to lighten his load. If he is unable to carry the normal program of 15 semester hours, he may achieve real success with a smaller number. There is, it seems to me, a serious ethical question involved here and the public is justified in criticising the policy of many colleges in this matter. No one will deny the right of an educational institution to protect itself against the influx of the incompetent, and to determine by reasonable methods the qualifications of entrants; but after granting admission to such students as comply with their requirements, they are morally obligated to make every effort to give them the education for which they have come and for which they are paying.

In our junior college we have experienced a real embarrassment from excessive absences on the part of students. When a student is living at home, he is frequently called upon for assistance by parents who do not realize the importance in college work of regular attendance. The student himself sometimes is not altogether blameless in this matter. As the education is obtained without expense to him individually, he is not restrained by the thought of any financial loss from absences. He frequently yields to the temptation of the abnormal wage that he can obtain in any of the industrial plants for an occasional day of his unskilled labor. This evil we endeavor to combat by every sort of appeal as well as by penalties. We have been experimenting lately with the plan in effect in many colleges of requiring all absentees to appear before a faculty attendance committee. This seems to give promise of success. A kindred evil which has to be watched vigilantly, but which is to be expected in an industrial city like Detroit, especially when so many students are partially or wholly self-supporting, is the inclination to assume too many hours of outside employment.

In discipline and supervision, we have endeavored to develop a policy that lies between the freedom prevailing in the four-year college and the restraint and control characteristic of the high school. We wish to give the fullest possible recognition to the growing powers of youth and its desire for freedom and self-expression. While we make use of our easy accessibility to parents, which on the whole gives us a very great advantage over colleges in general, we believe profoundly in self-determination. The primal problem in education is to help the student find himself and make him independent of the teacher and the school. With our disciplinary policy the student body is in hearty accord and this past year a student council has been organized entirely through student initiative. Its aim is to foster a proper college spirit and to develop and direct all forms of extra-curriculum activities. The measure of success in these matters may be inferred from the fact that the study rooms and corridors assigned to junior college students are entirely without faculty supervision; that the institution thus far has been entirely free from disorganizing class rushes and hazing episodes; and that two groups, varying as widely in age and in development as do high school pupils and college students, should work together under one roof in amity and harmony.

It was said yesterday that the term "junior" as applied to high school and college was unfortunate, because of the implication in the minds of all adolescents of inferiority. From time to time I meet students who object to going to a junior college; they declare that they wish to go to a real college or to none. Discussion of this point shows that their objection is based upon the fact that the junior college is not sufficiently detached from the high school and upon the belief that in such an institution there is necessarily an absence of college life and college atmosphere. The latter statement is, of course, in a measure true, and is a serious defect. Upper classes, tutorial and professorial instructors, classic structures and stadiums, fraternity and sorority houses, organizations and activities, academic traditions and customs, intimate associations and friendships, all of which make up that entity we call college life, count for so much in the higher education of youth. While resident students even in a city university are deprived of some of the delights of the social side of college life, in a public junior college they are necessarily denied many more of them. To meet this deficiency we have introduced such activities as have social and educational value, as far as conditions permit. We have met with fair success in the different college sports. We issue a student publication each week that compares favorably with other college publications. We have glee clubs and debating, dramatic, and literary societies. Through dances, mixers, rallies, assemblies, and other functions to which parents are invited, we furnish a wholesome social life that centers around educational interests. Many of us, I know, are apt to grow pessimistic over the excessive enthusiasm and energy that the student body displays in such activities as compared with studies. For many, I admit, these are futile and demoralizing. The most that can be said of these activities is that they provide a harmless form of recreation and entertainment for perhaps the larger number of students. But for the active participants they are more truly educative than much of the formal instruction of the classroom. The interest and effort they awaken, the energy and labor they require for realization, the practical training and experience they furnish because of their close relation to the work of the world, are all valuable factors in the educational process. In fact, I sometimes wonder whether a twentieth century Froebel may not appear, who will discard the formal studies and methods now in use and substitute therefor activities for which adolescents have such an instinctive and perennial interest.

On the purely scholastic side we have found many problems to solve. Some 10 years ago there appeared in the Atlantic Monthly a notable article by Brooks Adams, a brother of the author of the "Education of Henry Adams," himself also a lecturer at Harvard, in which he affirms that among college students, as well as in society generally, there is a rapidly growing tendency to refuse to make any effort at independent thinking. Most of us, I believe, will agree that the evil has increased during the decade since the article was written. Of course, a condition so catastrophic is not to be attributed wholly to defective methods in our schools, but the feature of education that contributes to this result in the greatest degree, according to my observation, is our failure to discriminate between real knowledge and mere book knowledge. "Knowledge comes but wisdom lingers." The rush so characteristic of modern life naturally permeates our whole educational system. Such an influx into the mind of diverse and unrelated facts as goes on year after year in the process we call education, does not give time for assimilation and organization. The child influenced by his natural instincts resists our efforts and the youth who has reached college age frankly declares he is surfeited and is seeking an education merely for its vocational and social advantages and not for the joys

of the intellectual life. So while we occasionally succeed in awakening interests and appreciations that are purely intellectual and cultural, we have to content ourselves in providing the multitude with the loaves and fishes in the form of predental, premedical, preengineering, and other preprofessional courses.

From the purely academic viewpoint we have no reason to complain. Our State university favored our proposal to establish a junior college and sponsored our request for recognition before the North Central Association of Secondary Schools and Colleges. In the grading of students we were most exacting from the first; the result was that our students on transferring to other institutions not only found that their preparation was adequate, but that they could secure higher scholastic grades with less study than when with us. Universities and college authorities generally accept our credits at their face value and seem most kindly disposed toward the junior college movement. An exception has to be made, however, of the department at Albany and of the colleges of New England.

Our efforts thus far have been restricted to the building up of the standardized two-year junior college, in which the customary foundational courses are offered, leading later to the different baccalaureate degrees. But the future possibilities of the junior college are much greater. First of all, the junior college will, I believe, represent in its curriculum all that will hereafter be required in the way of a general or cultural education, and will be empowered to confer a baccalaureate degree indicative of this fact. The senior college, as it now exists, the graduate school, and the professional schools will constitute the future universities, and provide specialized and professional training. As for the junior college itself, it is likely, I believe, in addition to the existing type, to develop two other more or less distinct types, namely the vocational colleges and the community college. In industrial, commercial, and agricultural centers, junior colleges, as has been indicated in our discussions, may easily and naturally develop along lines that meet local needs. It seems to me that there is no more danger that the applications of science to industry, commerce, and agriculture shall sink to an elementary level in the junior college than they have in the past in a four-year college.

But I must hurry on to the community type of junior college. In every city there is a class of fairly intelligent and truly aspiring men and women, who, although unable to meet the typical college-entrance requirements, can with profit to themselves and society pursue many collegiate courses. This is shown by the popularity of university extension work both in this country and in England. Municipalities owe the privilege of higher education equally to all of its citizens who desire it. Furthermore, the perpetuation of democracy demands a higher degree of intelligence in its citizenry than now exists. The percentage of college-trained men and women throughout the country to-day is too low to maintain intelligent governing bodies. Destructive radicalism is spreading simply because there is not intelligence sufficient to combat it. Even in our small college we can already see the liberalizing and stabilizing effects of higher education. We have a comparatively large number of youths of decided radical tendencies, who have become tolerant and moderate through the study of world history and political science, and the opportunity afforded for a free discussion of social and civic problems. And perhaps many of the radicals in the world, who are advocating violence and revolution, require only the illuminating and revealing light of history and science to be convinced of their error.

In spite of Adams's statement to the contrary, there are still some adults who think and who aspire to clearer and wider thinking. It is from these

that the public junior college will get its clientele. As soon as possible, we plan to offer evening courses of such variety and character as will attract every man and woman desirous of improving his or her general intelligence, vocational status, or value as a citizen. In the cultural and recreational list will be found courses in foreign languages and literatures, drama and play production, philosophy and ethics, hygiene and sanitation. Upon the vocational side we shall begin with attempts to interest young men in the scientific aspects of banking, exchange, foreign exports, etc. In order to create leaders of public opinion and efficient governmental employees, we shall offer popular courses in political science and economics and also provide practical cooperation with all governmental bureaus and welfare agencies throughout the city.

In some such ways will our junior colleges become real channels of education, make abundant returns to the communities for their cost and so justify us who find in them the hope of democracy.

President HUMPHREYS. Is it necessary to have a high-school diploma to enter the Detroit Junior College?

Dean MACKENZIE. No. Those who take the standardized courses for university credit do; but adults who are taking some of the cultural courses do not.

A MEMBER. Do you have teachers who work in both units—the high school and the college?

Dean MACKENZIE. Yes.

A MEMBER. What do you do with the boy who has completed 15 units of high-school work at the end of his third year?

Dean MACKENZIE. Usually we permit him to take a combined course in school and college. He is given his high-school diploma at the end of the first semester.

A MEMBER. How do you meet the objection that some colleges raise to enrolling high-school pupils in college classes?

Dean MACKENZIE. We regard such students as virtual graduates. At any rate, they have completed the usual prescribed 15 units for admission to college, and are therefore in the same class as students who enter college on examination in lieu of a diploma or recommendation.

A MEMBER. Do you admit high-school pupils with fewer than 15 units to college classes?

Dean MACKENZIE. Very rarely. We may possibly have had five or six during the past year. We do this only in courses that are regarded as of either high-school or college grade, such as solid geometry or trigonometry; or advanced course in modern languages in which the enrollment is usually small. The high-school pupils must be stronger than the average because of the heavier load they carry. The speed of college classes is supposedly twice that of the high-school classes.

President HILL. I feel that the break does not come in the normal place when we separate high-school pupils of the upper classes from sophomores in the college, but sometimes we have to do things not exactly as we would like. I feel the junior college should have the two years it has now and the two years below that; then the troubles would be removed, but we are in a situation where we have to do our best with certain mechanical restrictions.

If we were to reorganize the educational system, as the gentleman from Detroit suggests, I realize that not only in the classroom but also in the dormitories for the eleventh and twelfth years, the difficulties would disappear, but we are likely to have some mechanical difficulties in this period of adjustment.

With regard to the restrictions on high-school students doing college work, I think that it is one of the important things to adhere to just now; a new

institution must sometimes lean over backward. I had a recent experience when a question arose from one of the teachers' colleges in regard to stenography and typewriting as college subjects. I can not get it through my head that it is thinking work; any pupil can learn to use a typewriter.

A little while ago I said that the vocational junior college naturally dropped out of line in its relations with the university; that is not to say that I do not believe in vocational work of junior college grade, but I do say that those who go into strictly vocational work will find that what is done at that stage does not fit in with the technical professional work done in the junior, senior, and graduate years of the university and that they do not belong anywhere in particular, but will have to do just the best they can.

CLOSING SESSION, AFTERNOON OF JULY 1.

THE CURRICULUM OF THE JUNIOR COLLEGE.

By F. M. McDowell, Graceland College.

In reply to a request for reasons for their organization, I received replies from 54 private junior colleges. Ranked in the order of frequency mentioned, these reasons were as follows: (1) To provide opportunities for higher education under church control; (2) to furnish a completion school for those who can not go further; (3) financial difficulty of maintaining a four-year course; (4) desire of students for college work near home; (5) to meet entrance requirements for professional schools; (6) to provide vocational training in advance of high school; and (7) to provide additional opportunities for teacher training.

In a word, the private junior college is an outgrowth of the demand that the traditional small denominational college be given a place in our educational system; a place at which American boys and girls just completing high school can secure at least two years of higher education in small groups under close supervision. I believe that this type of junior college is here to stay.

We may safely say that this new type of institution has come into existence not so much to furnish entirely new content material for instruction as to meet certain administrative needs in high school, college, normal school, and university. There seems to have been little demand for new subjects but rather for an extension of the opportunities for securing that which was already being taught, together with a closer supervision by either home or church of such instruction.

If this statement is true, the curriculum of the junior college may well be expected to be quite similar to that of the first two years of any standard college course, the important question being the increased availability of such courses and the closer supervision of the immature youth while pursuing them.

We should not overlook, however, the demand that the junior college should be a completion or vocational school, furnishing instruction in vocational subjects in advance of anything offered in the high school. These points will also have an important bearing upon the junior college curriculum.

Another problem bearing upon the course of study presents itself: What do students who enter the junior college expect to receive while there? I have divided such students into four groups: (*a*) Those who expect to continue their liberal arts work in some standard college or university upon graduation from the junior college; (*b*) those who expect to enter certain professional

schools such as law, medicine, engineering, and dentistry; (*c*) those who expect to enter some definite vocational line such as teaching; (*d*) those who consider the junior college as a finishing school and thus the end of their education.

(*a*) Clearly those who expect to continue their work as liberal arts students in some standard college or university will want to find in the junior college those subjects usually taught in the freshman and sophomore courses of the standard college, so that they may enter the junior year without loss. What these courses are is pretty well agreed upon. They include English, foreign languages, natural sciences, social sciences, and mathematics, with English usually required and a certain minimum and maximum amount permitted from the other departments.

Although no definite statistics are available, the indications are that a large per cent of junior college students fall in this class. In replies to a questionnaire, 41 per cent of the graduates of 53 private junior colleges in the years 1915–1917, inclusive, continued work in some higher institution, while 73 per cent of the graduates of 12 public junior colleges for the same years later enrolled in four-year higher institutions. It is not clear, however, whether all of these took the regular liberal arts work.

At any rate, we are safe in assuming that a large per cent of the curriculum of the junior college will be a duplication of the courses usually given in the first two years of the standard college or university.

(*b*) A second group of students found in the junior colleges are those who expect to enter some professional school after completing two years of college work. If the subjects which they demand differ at all from those demanded by the first group, it will be due to the entrance requirements of the particular professional schools which they expect to enter.

An examination of the entrance requirements, specified by typical professional schools, reveals very little variation from those required for admission to the junior year of the liberal arts course. In other words, professional schools seem to be of the opinion that the first two years of standard college work, consisting of general cultural courses, constitute the best preparation for professional work. There is, however, some variation to this rule. Medical schools emphasize the science courses in the first two years. Law schools ask more than the normal amount of social sciences. Engineering schools likewise ask more mathematics. All of these subjects are, however, standard liberal arts subjects, and to meet these various demands the junior college must offer a variety of such courses with opportunity for choice on the part of the student, this choice to be determined by future needs. For this group we shall need, then, a junior college curriculum which differs very little from that demanded by the regular college students.

(*c*) Next we have to consider those students who expect to find in the junior college definite vocational courses adequate to assure to them a position upon graduation. Perhaps the best example of this group is the teacher training group.

Some people will argue that choice of vocations should not be made until the junior year, hence we should offer no great amount of definite vocational work in the junior college. Perhaps there is much merit in this argument. On the other hand, an individual who has completed a four-year high-school course and has had two years of college work, including a large amount of definite vocational training, is far above the average for the country as a whole. Will not the teacher trained in the junior college be far above the average teacher? The Bureau of Education reports that the average for all public-school teachers in America is about the eleventh grade or third year of high school. In the

face of such facts, may it not be argued that the junior college may well offer courses in professional training for teachers? May the same not be true also for other vocations?

Would it not be a mistake, however, to encourage the student to take vocational courses which are of very little value in themselves or are in no way likely to prepare him for advanced work in the same line or in similar lines? Could not courses be arranged and taught so as to furnish at one and the same time certain vocational training, cultural training, as well as preparation for advanced fields? For example, at Graceland College we offer 15 hours of professional training for teachers. Upon completing this work the student is given a third-grade State certificate. These same courses are so taught, however, as to have a general educational value and will also be counted as standard liberal arts courses should the student decide to enter the university at a later date.

Therefore, the so-called vocational courses of the junior college may well have a dual value; first, to raise the average for the amount of training usually required in the several vocations; and, second, to furnish preparation for advanced work in various fields. At present, this dual application, as pointed out above, has been worked out best in the field of teacher training. Might it not also be worked out for such courses as domestic science and business training or commercial branches? A large number of the junior colleges for young women are giving courses in domestic science for college credit. A little later I shall refer to other attempts along this line.

(*d*) There is still a fourth group of students in the junior college, namely those who consider it as a finishing school, a place where they complete their general cultural education.

My investigation shows that about 60 per cent of the graduates of the private junior colleges and 40 per cent of those of the public junior colleges failed to continue in higher institutions for the years 1915–1917. This condition indicates that a large number of students regard the junior college as a finishing school. Just what courses such students should have is an open question; perhaps those of a vocational nature such as suggested above. I notice a change of attitude, however, in regard to the so-called finishing schools that may have a definite bearing upon the curriculum. I quote as follows from the recent catalogue of one of the leading junior colleges of Missouri: "Students, upon entering other institutions, were often embarrassed to find that their degrees were complete misnomers. Private schools for women, of the so-called finishing type, were particularly at fault in this regard." To remedy this situation was the object of this particular institution. The solution was found in the junior college fully accredited by the State university for two full years of college work.

Another catalogue says: " * * * College has been in the forefront of modern women's schools in breaking away from the traditional lines of the old-fashioned finishing school."

This tendency indicates a decreasing number of students who regard the junior college as a "finishing school" of the old sort. On the other hand, suppose that a large number of students leave school after completing the junior college course. Is not this a marked improvement for a "nation of sixth graders"? Would that thousands more of our citizens could complete a junior college course. At present only 10 per cent ever complete high school.

In determining what the junior college curriculum should be it may be of value to find out what it actually is. I therefore present herewith some tables showing the subjects offered in 19 public and 28 private junior colleges for the academic year 1917–18.

TABLE 1.—*Subjects offered by 19 public junior colleges, listed in order of frequency.*

English	19	Sociology	4
History	19	Electrical engineering	4
Mathematics	19	Astronomy	4
Chemistry	19	Agriculture	3
French	16	Education	3
German	15	Physiology	3
Spanish	13	Hygiene	2
Physics	13	General engineering	2
Economics	13	Architecture	2
Latin	12	Italian	2
Psychology	12	Entomology	1
Zoology	10	Dramatics	1
Botany	9	Printing	1
Biology	8	Plumbing	1
Mechanical drawing	8	Physiography	1
Machine shop	7	Elementary law	1
Art	7	Journalism	1
Home economics	7	Mineralogy	1
Commerce	6	Civil engineering	1
Philosphy	6	Mechanical engineering	1
Public speaking	5	Norwegian	1
Surveying	5	Ethics and logic	1
Music	5		
Greek	5	Total	302
Geology	4		

TABLE 2.—*Subjects offered by 28 private junior colleges, listed in order of frequency.*

English	28	Zoology	9
History	28	Biology	6
Mathematics	28	Public speaking	6
Latin	28	Sociology	6
German	25	Ethics and logic	6
Chemistry	24	Italian	5
Physics	19	Physiology	5
Botany	18	Agriculture	4
Bible	18	Art	4
Psychology	17	Geology	4
Education	17	Journalism	2
Economics	16	Hebrew	2
Spanish	15	Commerce	1
Greek	14	Machine shop	1
French	12	Hygiene	1
Philosophy	11	Astronomy	1
Home economics	11		
Music	9	Total	401

TABLE 3.—*Vocational subjects offered by 19 public junior colleges.*

Mechanical drawing	8	Printing	1
Machine shop	7	Plumbing	1
Home economics	7	Elementary law	1
Commerce	6	Journalism	1
Surveying	5	Civil engineering	1
Electrical engineering	4	Mechanical engineering	1
Agriculture	3		
Education	3	Total	53
General engineering	2	Per cent of total	17.5
Architecture	2		

TABLE 4.—*Vocational subjects offered by 28 private junior colleges.*

Education	17
Home economics	11
Agriculture	4
Journalism	2
Commerce	1
Machine shop	1
Total	36
Per cent of total	9

An examination of the foregoing tables enables one to draw some interesting conclusions:

1. The traditional freshman and sophomore college subjects rank highest in frequency of mention. The 11 highest subjects in the private junior colleges are: English, history, mathematics, German, chemistry, physics,

botany, Bible, psychology, and education. The 10 highest in the public institutions are: English, history, mathematics, chemistry, French, German, economics, Spanish, physics, and Latin. From this table it is easy to see that English, history, mathematics, science, and foreign language constitute the bulk of the curriculum in both types of institutions.

2. Another feature worthy of notice is the extent to which these institutions have introduced vocational courses. In Table 3, there is presented a list of vocational subjects offered by 19 public junior colleges. It will be noticed that such subjects constitute 17.5 per cent of the entire curriculum of these schools. In Table 4, the same facts are shown for the 28 private junior colleges. Here the vocational subjects constitute only 9 per cent of the total curriculum. Of the vocational subjects in the public junior colleges the five highest are: Mechanical drawing, machine shop, home economics, commerce, and surveying. Of those offered in the private schools the three highest are education, home economics, and agriculture. Of the 28 private junior colleges mentioned, 17 offered courses in education.

3. It may be of interest to mention the fact that although 59 per cent of the graduates of these private junior colleges did not go on to higher institutions, only 9 per cent of their curricula was vocational. On the other hand, only 27 per cent of the graduates of the public junior colleges failed to enter higher institutions yet 17.5 per cent of their curricula was vocational in nature.

A fourth question that may be a determining factor in the planning of a curriculum for the junior college is: What is the probable future of the junior college? After some study of this problem I am ready to state that, in my opinion, the junior college is here to stay as a definite factor in our educational system, provided, however, it finds its place and keeps it. What is its place?

The chief justification of the junior college is that it extends to American youth increased opportunities for securing a higher education nearer home or under closer supervision at less expense. The junior college is bringing to the very door of thousands of our high-school graduates the opportunity to secure at least the first two years of a college education and meanwhile to find themselves and their chosen field. So long as our universities are overcrowded, so long as only 2 per cent of our citizens ever enter college, so long as we remain only a Nation of sixth graders, surely there is a place for such an institution as the junior college. To keep its important place, the junior college should insist upon high standards for admission and for graduation. It should offer work which is clearly of college grade. It should permit nothing to interfere with its ideals; close supervision on the part of a well-trained faculty with students in small groups. If it attempts vocational training it should be with the same high standards. Under such control the future of the junior college is assured.

As a result of this study, I conclude:

1. That the bulk of the curriculum of the junior college should be composed of those subjects generally recognized as suitable for the first two years of standard college work. These include: English, natural science, social science, mathematics, and foreign language.

2. That in order to meet the needs of the preprofessional group, sufficient opportunity should be given for choice among these departments to meet the entrance requirements of particular professional schools. For example, a premedical student should have plenty of opportunity to take courses in the natural sciences. A student contemplating engineering wants all the mathe-

matics he can get. All of these subjects would, of course, be pursued under strictly standard college conditions.

3. That some vocational courses should be offered, but that these should be of a high grade, offering not only vocational training but having general cultural value, as well as acting as stepping-stones to something higher. Teacher-training work is now being offered in a number of schools on this basis. Courses in commerce, home economics, agriculture, and even various lines of engineering might well be worked out upon this basis.

4. That in all this work junior colleges should maintain high standards, such as those specified by the North Central Association of Colleges and Secondary Schools.

5. That no junior college should attempt to offer more than it is qualified to do with maximum efficiency.

Such a plan seems to me to have the following advantages:

(1) It would assure the confidence and continued support on the part of the State universities in the various States. Experience seems to justify the conclusion that universities would be very slow to accept variation from the above standard.

(2) It would justify public taxes for the support of higher education of this type.

(3) It would merit on the part of private junior colleges continued financial support from their respective constituents.

(4) It would, in a word, assure the junior college a definite and permanent place in the educational system of the future.

President NOFFSINGER. What do the teacher-training courses include?

Dean MCDOWELL. They include general psychology, 6 semester hours; the history and principles of education, 5 hours; and a course in administrative methods and practice teaching, 5 semester hours. These are recognized for university credit and if the students do any teaching they also get credit for that work.

Miss REID. The University of Missouri recognizes six hours of psychology, but the course in methods is only recognized at the university, if students enter the school of education, toward a B. S. degree.

JUNIOR COLLEGES AS COMPLETION SCHOOLS.

By CHARLES S. STEWART, of Crane Junior College, Chicago, Ill.

I look upon the junior college largely from the point of view of solving practical situations as they arise, rather than as a link in the educational chain. From that point of view alone the junior college will have sufficient reason for all the courses that it may offer and sufficient reason for its existence. The so-called "gaps" in the educational system seem to me to be desirable. I refer to those we have heard endless discussions about in so many meetings, as that awful abyss between the eighth grade and the high school, and between the high school and the college.

I traveled with a fourth-year class into Crane Junior College and noted a wonderful transformation in two months. These young fellows whom I knew as high-school seniors had approached the freshman work in college from an entirely different point of view. While in the high-school work they seemed to be boys, they seemed to me to be men when they took up the college work. I might perhaps more easily have understood that, if in college I had met them coming from some other high school. Therefore, this question of an educational plan to be carried out through a certain number of years does

not appeal to me as vital. I would not hesitate to say that it would be a good thing to have graduation exercises after each year's work; the boy could then go out and say "I have finished that year's work." He would certainly be in a better position, if he did not go on in high school, than one who has to say "I have started high school and quit." The same principle applies in college work.

We have students in Crane Junior College ranging from 16 to 35 years of age, and we have quite a number of married men in the institution who support a wife and child while they are going to college, by working extra hours. Of course, psychologically, these older men are unfit to take that freshman college work; but some way or other both the young men and the older make good.

The objective, it seems to me, is fitness for citizenship in the United States and while that problem has been touched upon here to-day it is the only one that has not been discussed and it is one on which I feel very strongly—as citizen and teacher because of the type of students that I come in contact with from day to day. Crane Junior College is located on the west side of the city, in that region where there are a great many students who are either foreigners or whose parents came from foreign lands, and who speak a foreign language. Many of the students speak English with difficulty; many of them can not say "with;" and, except with constant effort, it is impossible to correct their speech. We have many of that type who have keen minds, and we can not "fail" them in English as many of them write well. Although they are not perfection in their work in English, if they are keen mentally they succeed; they are in earnest.

The Crane Junior College was organized under the supervision of the University of Illinois because so many Crane high-school graduates went there for their engineering work. Our high school is a technical high school in which only work preparatory to an engineering course is given. The college, of course, admits students from other high schools upon their graduation and the presentation of a diploma, women as well as men. It was started to enable boys to do the first two years of college work at home and thus make it possible for them to finish their work at the university. We have also preparatory work for the medical schools of the city of Chicago where our boys go without condition, provided they take the zoology course of the junior college. We have had a hard fight, for we have been in the shadow of three universities that are not prone to accept our work unless it is of a high grade.

We can meet the need of the community, for the large percentage of the boys who do the two years of college work go into some line of business. The possibilities are great in a city the size of Chicago, and a young man with two years of college has a wonderful opportunity. Many go into some form of salesmanship and it is surprising how they succeed. Two years of college is certainly better than none for these young men.

I have already mentioned the keenness of some of these boys from the foreign-language sections. They are tremendously anxious to get on in the world, particularly Jewish boys, and they work day and night to stay in college; many work six hours, from 4 o'clock on, in order to stay in. So there is the economic problem, which is a very important one in a great city.

I met a boy the other day who went away to one of our large universities last year and he said, "I am coming back; I spent $900 in one year; and if I want to go to college I have to come back." He is going to Crane next year.

I want to tell you that many of our boys can not spend the money to go to the large universities and the next best thing is the junior college. It means

an extension of college work to boys who are very capable and who would otherwise never see the inside of a college building or take a single course of university curriculum. If this country is to develop as a democracy, the junior college is the means by which a college education will be carried to the masses who can not afford to spend money at the institutions founded by millionaires.

Mr. BAINTER. Do I understand that a student who takes commercial work may enter the school of commerce, a department in the university, as with junior standing? I should like to know what subjects in that preliminary work are of a technical character—what commercial studies are credited in the universities and are not included in the standard courses such as the first two years of Minnesota.

Mr. STEWART. Our course is a duplicate of the required studies in the course in commerce at the University of Illinois. At first we had difficulty with the university about having our junior college work accepted, because, as in many other things, we approach the subject from a different point of view. Our course includes certain types of bookkeeping, accounting, and commercial law, not the commercial law that the high school takes or even that offered in the law school; certain courses in economics and commercial geography. It approaches more nearly the University of Illinois course than that of the University of Chicago, because the latter approaches the subject from a different point of view. The junior college also offers what would be regarded as a first course in psychology in the university, which many of our students who have finished Crane take and which they make use of as teachers in manual training. We have sent junior college men into a number of States in the Northwest to teach manual training because of their intensive training in high school; none of them have retured failures so far as I know, but have succeeded as teachers.

President SERENA. Do I understand that the Crane Junior College is fostered by the University of Illinois?

Mr. STEWART. I should not be misunderstood there. The courses were organized under their direction and under very close inspection of the faculty of the University of Illinois. That is the only connection barring the fact that the university is very much overcrowded in the first year and is very glad indeed to "shunt" some of its students into other institutions where they can get training for the senior college in engineering.

President SERENA. Is there no other college where similar work is done?

Mr. STEWART. I fancy they supervise the work of other junior colleges, such as the Joliet Junior College. The Bradley Polytechnic Institute is affiliated with the University of Chicago.

Mr. BAINTER. I offer a suggestion that might explain the situation in Chicago in regard to the Crane School. It so happens that the University of Chicago does not have an engineering department, therefore those young men who were doing the technical work in the Lane and in the Crane Technical High Schools had to seek work elsewhere than in Chicago, so this very close affiliation was brought about with the University of Illinois.

In respect to the commercial work, I am very much interested in your affiliation with the University of Illinois. I am anxious to know if the university gives credit for work done in elementary bookkeeping, such as given in high schools; and also whether they will allow you to give subjects that were commonly given in schools of commerce in the universities. All of us who are interested in the University of Missouri realize that it will admit students on a basis of 60 hours of college work. In a group of elective work students have ample opportunity to select those subjects that will fit in with the school of

commerce, but the University of Missouri has not recognized other technical subjects taught by the junior colleges.

President HILL. I should like to say just a word to clarify the situation. We are preparing young men to enter certain professional schools. We give a man who is to enter a medical school a certain course. Now to meet the situation for any medical school he must do 8 or 10 hours of biological science; he must do 8 or 10 hours of physics, and 8 or 10 hours of chemistry. An engineering student must also take the particular work required of him.

Mr. STEWART. When a student wishes to enter a medical school we tell him that he must have such and such studies in order to enter. Likewise we state that students in engineering must take set courses in drawing, etc., to enter the engineering school. The Crane Technical High School is the oldest institution of its kind in the State; for years its students went to the University of Illinois before there was a thought of a junior college so that before we attempted to organize the junior college there was a close affiliation, and our boys had established a good record at Illinois. I think it is fair to say that the Lane Technical High School developed more along the line of vocational work; Crane has adhered to preparing men for university courses along technical lines.

REPORT OF THE COMMITTEE ON PERMANENT ORGANIZATION.

Miss REID. As the result of the work of the committee on the organization of the junior colleges, I have the following recommendations to propose:

1. That a meeting of this organization of junior colleges be held in Chicago on the Friday and Saturday preceding the annual meeting of the Department of Superintendence of the National Education Association in February, 1921.

2. That we admit to temporary membership those junior colleges that are accredited by recognized accrediting agencies, such as State universities, State departments of education and voluntary regional associations such as the North Central Association of Colleges and Secondary Schools and the Association of Colleges and Secondary Schools of the Southern States.

3. That the following committees be appointed by the president of the association to report at the first meeting of the association: (1) Constitution and by-laws; (2) standards of junior colleges; (3) junior college curriculum.

4. That the following persons be nominated as officers of the association: President, David MacKenzie; vice-president, T. W. Raymond; secretary-treasurer, Martha McKenzie Reid.

Professor WYNN. I am heartily in favor of every word that is in the report, but I feel it would be absolutely necessary, in order to keep from cutting out one-half or one-third or one-fourth of the institutions which ought to be recognized in this body, that institutions that are recognized by other agencies should also be considered as members of this association. If such a statement is not made, it would cut out the possibility of any institution in the State of Tennessee becoming a member of this association. I do not know what words should be put in, but we will cut out a number of institutions that rightly belong.

President THOMPSON. I should have supplemented the wording of the report by explaining that we adopted the standard named in that report, purely for the temporary organizations. You will note that there are committees appointed for the purpose of drafting a constitution, and to consider the definition of standards for junior colleges.

After extended discussion it was voted to amend the section relating to temporary membership in the association by adding the words:

"And such other junior colleges as have had their students admitted without examination to the junior classes of the four-year colleges and universities which have been accredited by any of the above-mentioned agencies."

The other sections of the committee's report were then adopted seriatim.

Dean MacKenzie was introduced by Chairman Wood as president of the new organization, whereupon he addressed the meeting as follows:

President MACKENZIE. I certainly appreciate the honor, and I hope I appreciate the responsibility of the position to which you have elected me. I shall make it my business to acquaint myself with the junior colleges throughout the country in this association. I will endeavor to understand their various needs, and do what I can to bring about harmonious and profitable relations among them. I certainly will put forth my best efforts in this matter and bespeak for myself and my associates your earnest and harmonious support.

President THOMPSON. I think we should provide something for President MacKenzie and the secretary-treasurer to work with. We have announced that we are going to have a big meeting, as large as we can make it, at Chicago, in February, and there is no way to acquaint the various colleges of that meeting without letters and circulars to them. There are also to be three committees formed, and they will have a good deal of work to do, and we have not provided the wherewithal, though we have provided the officers.

I move, therefore, that all the colleges represented in this meeting be assessed $5 as an initial fee in the temporary organization.

The motion was carried.

President THOMPSON. At this time I think it is highly proper to introduce the following motion: That this conference of representatives from the junior colleges here assembled express its great appreciation of the constant and thorough interest that Commissioner Claxton has for many years shown in the development of the junior college, and, further, that we thank him for making possible a meeting of this kind.

The motion was carried unanimously.

President RAYMOND. I move that this assembly also express its great appreciation of the services which Dr. Zook has rendered us in arranging for and conducting the conference.

The motion was unanimously carried.

Dr. ZOOK. Since the inception of this idea of holding a conference of representatives of the junior colleges, I have not had the slightest doubt that it was going to be a successful meeting, and I may say that every hope that I had in the beginning has more than been fulfilled.

It is a part of the function of the Bureau of Education to stimulate and promote educational movements. We do not have in this country a centralized educational system. The support of education is chiefly a State and local matter. However, I very much hope that you and all persons who have to do with education throughout the United States will be active in supporting whatever measures are brought before the country to give to the Bureau of Education, and to other national educational agencies; those funds which will enable them better to promote the cause of education.

MEMBERS OF THE CONFERENCE.

Bainter, Edward M., principal, Junior College of Kansas City, Mo.
Bolcom, W. G., superintendent of schools, Rochester, Minn.
Bowman, J. Hall, president, Meridian College, Meridian, Tex.
Brown, J. Stanley, president, [illegible] Illinois State Normal School, DeKalb, Ill.
Buenger, Theodore, president, [illegible]ila College, St. Paul Minn.
Fleagle, Fred K., dean, Marion [illegible]ute, Marion, Ala.

Harmon, J. C., president, Cottey Junior College, Nevada, Mo.
Hawkins, W. J., field secretary, Washington University, St. Louis, Mo.
Hill, A. Ross, president, University of Missouri, Columbia, Mo.
Humphreys, John S., president, College of Marshall, Marshall, Tex.
Lee, E. D., vice president, Christian College, Columbia, Mo.
Loomis, Burt W., president, Marvin College, Fredericktown, Mo.
Love, F. S., president, Louisburg College, Louisburg, N. C.
McDowell, F. M., dean, Graceland College, Lamoni, Iowa.
MacKenzie, David, dean, Detroit Junior College, Detroit, Mich.
Million, John W., president, Hardin College, Mexico, Mo.
Million, Mrs. Helen Lovell, dean, Hardin College, Mexico, Mo.
Noffsinger, H. G., president, Virginia Intermont College, Bristol, Va.
Raymond, T. W., president, Mississippi Synodical College, Holly Springs, Miss.
Raymond, Mrs. T. W., lady principal, Mississippi Synodical College, Holly Springs, Miss.
Reid, Martha MacKenzie, dean, William Woods College, Fulton, Mo.
Ryan, W. Carson, jr., educational editor, New York Evening Post, New York.
Serena, Joseph A. president, William Woods College, Fulton, Mo.
Shumway, Royal R., professor, University of Minnesota, Minneapolis, Minn.
Smith, C. E., professor and registrar, Blackburn College, Carlinville, Ill.
Smith, L. W., superintendent, Joliet Junior College, Joliet, Ill.
Stephens, E. W., president board of curators, Stephens Junior College, Columbia, Mo.
Stewart, C. S., professor, Crane Junior College, Chicago, Ill.
Templin, Lucinda de L., dean, Lindenwood College, St. Charles, Mo.
Thompson, Richard R., president, Crescent College, Eureka Springs, Ark.
Winfield, G. F., president, Wesley College, Greenville, Tex.
Wood, James M., president, Stephens Junior College, Columbia, Mo.
Wynn, W. T., professor, Middle Tennessee Normal School, Murfreesboro, Tenn.
Zook, George F., specialist in higher education, United States Bureau of Education, Washington, D. C.

Part II.

EXTRACTS FROM PROCEEDINGS OF THE FIRST ANNUAL MEETING OF THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES. CHICAGO, ILL., FEBRUARY 16, 17, 1921.

THE IMPORTANCE OF STANDARDIZATION AND COORDINATION OF JUNIOR COLLEGES.

By ARTHUR KYLE DAVIS, President of Southern College (Junior), Petersburg, Va.

My idea of the curriculum of the junior college is like Mrs. Malaprop's conception of Cerberus, "Three gentlemen at once." It should be a tripartite arrangement for the reason that it has to be definitely planned for three distinct classes of students and has to bear definite relation to three distinct ends.

The junior college course should be related to the standard college as a liberal arts course; it should be related to practical affairs as a vocational course; and it should be related to society as a social or finishing course.

In the opinion of the "cognoscenti" as the college or university is the zenith of shining intellectual excellence, so the finishing school is the nadir of abysmal intellectual darkness. If any other ordinary term would connote just what is meant, the abhorred title might be omitted. But the fact is that the finishing school—and the finishing school alone—means an institution that frankly proclaims that there is a special training needed for society as well as for intellectual leadership or for practical affairs, and the finishing school alone plans its courses with a view to social efficiency and leadership rather than to pure scholarship or to practical efficiency. May not the junior college curriculum embrace such courses? May not music and art and dramatics, expression and dancing, be combined with our quantum of liberal arts for a finishing or social course as appropriately as we may combine with this quantum the practical courses in stenography, typewriting, mechanical drawing, and accounting for a vocational course?

Just what form this social course should take is a matter for careful and unprejudiced consideration. If the general opinion in my own State is in line with the consensus of opinion throughout the country, it is probable that the course proposed will provide at least for the cultural side and for the vocational side. Even this bifurcation of the junior college course shows a decided change in the opinions of educators. When the junior college norm was first established in Virginia, there was a decided tendency to hold the course sternly to one line, to a mere duplication of the first two years of college work. But in the last few years a new and less narrow tendency is evident with us.

This part of my subject—a plea for the broadening of the content of the course—may be properly closed with an extract from a letter written to me by

Harris Hart, the able superintendent of public institutions of Virginia. He says:

> I believe that a course can be mapped out which would embrace a sufficient amount of academic and scientific material to be a safe substitute for the first two years of a standard college course, and at the same time have a sufficient amount of distinctive material, either vocational or professional, which would give the graduate immediate preparation for professional or vocational work. If this can be successfully done, I would be inclined to say that the function of the junior college was, first of all, to prepare rather definitely for some vocation, or for some definite place in society, and at the same time preserve in this preparation adequate material from the standard four-year course to make the transition to the third year of the standard college at least possible, if it be not particularly easy.

This letter seems to me to contain the very essence of the plan that I have outlined and to correspond with my suggestion of a tripartite course of study. Mr. Hart mentions three things as the function of the junior college: (1) To prepare for some vocation (vocational course); (2) to prepare for some place in society (social course); (3) to prepare adequately for third year of college (cultural course).

Let us consider briefly the liberal arts or humanistic content that should be included in each junior college course, whether cultural, vocational, or social. Following the usual system of groups and group-electives and electives at large, I beg to submit for your consideration a plan that seems to me to be suited to junior colleges and applicable in every case.

The liberal-arts course may be divided into six groups, as in our State university. These groups are: Group 1, languages; Group 2, mathematics; Group 3, science; and Group 4, social sciences; Group 5, English; Group 6, philosophical sciences.

Let the student be required to take two courses (or six-year hours) in English, and one course (or three-year hours) in four of the five remaining groups, making a minimum total of 18-year hours in group electives (or 19 to 21 year hours if science is chosen, according to the two or six hours given to laboratory work).

As the graduation requirement for the junior college is 30-year hours of college work and as this plan assigns a minimum of 18 hours to group electives, 12 hours of work are left open for any electives at large that may be chosen. Thus, nearly one-half of the junior college work may be devoted to any subjects—cultural, vocational, or social—that the student may elect. The student planning to apply for the bachelor's degree in a standard college will necessarily choose his electives at large from the courses offered in the six college groups, while the vocational or social student will be at liberty to choose any courses in any special groups suited to his purpose that may be offered by the junior college he attends.

Fundamentally, this plan of group electives and electives at large is in full accord with the present college plan. The only innovation is in the suggestion to extend the range of the electives at large, so that it may embrace vocational and social or fine arts courses, as well as liberal arts courses. The effect of this plan would be to standardize, to coordinate, and to give recognition to special courses already offered by many junior colleges. The standard already set would be maintained. The junior college would still be required to offer 30-year hours of approved liberal arts or college work, but only the prospective B. A or B. S. student would be required to take the full 30 hours of college work. The special, vocational, or social (or finishing) student would then take only 18 to 21 hours of liberal arts or college work, keeping 9 or 12 hours to be devoted to practical or social courses approved

as electives at large. The plan offers a simple solution of the vexed question of recognition or credit for courses that now are beyond the college pale.

This question concerns the junior college alone. The standard college is not necessarily a party in interest. There is absolutely no change in the course of study planned for the student that goes from junior college to standard college. For him, the full 30-year hours is devoted to college work. All his study is in the liberal arts and his courses, group-electives and electives-at-large are fully in line with the college undergraduate courses for the bachelor's degree. Hence, there is no reason for the junior college to refer the matter to the standard colleges, save for the purpose of asking their valued advice in a matter of moment in education.

If such a plan were adopted by this association, the whole matter of curriculum would be simplified. It would be necessary only to select and to outline the additional group courses, from which the 12 hours of electives-at-large might be chosen. Sooner or later this wider range of choice must be allowed. Our sons and daughters are taking vocational and social courses from sheer need or interest, credit or no credit. Let us put the junior college on a twentieth-century basis. Let us do it to-day.

A CHANGE OF GYMNASIA TO JUNIOR COLLEGES.

By THEO. BUENGER, President of Concordia College, St. Paul, Minn.

In order to exercise the most far-reaching influence on the early German immigrants in this country the American Lutheran Church was obliged to have educated leaders who were proficient in both languages, English and German. This bilingual education was given at schools that trace their origin back to 1839. The curricula of the German humanistic gymnasia were adopted at that time and adhered to until now, quite independently of the development of other schools in this country. We have nine of these institutions from the Atlantic to the Pacific. Our changed aims and conditions naturally demanded some alterations in the curriculum. Our pupils entered some years older and intellectually farther advanced than the beginners in the German gymnasia. Instead of 9 years they were 14 or 15 years old. English and German had to be carried through the entire six years—that was the length of the course. The typical course of one of the American gymnasia for the six years comprised the following subjects: English, 22 periods; German, 22; Latin, 36; Greek, 20; Hebrew, 5; history, 12; mathematics, 18; sciences, 12; and religion, 12. These figures should be doubled for semester hours. All of these studies were taken by every student every year, excepting Greek and Hebrew, which were given the last four or two years, respectively. No degrees were conferred; the claims in the catalogues were modest to a fault. The schools were all boarding schools, and the students were under supervision during their time out of classes. Social and athletic diversions were not overdone. The intellectual advancement of the young men was equal to the gains obtained in a high school and in the first two years of college.

You can readily understand that there was a certain drawback in this system, differing in nomenclature and courses from the one in vogue. There was no lack of real training and education of mind and heart. The aims that were striven for were attained in a splendid way. A large number of graduates went well prepared from our gymnasia to the theological seminary at St. Louis, where 350 students are now studying. But our gymnasia have not been drawing many except those who have made up their minds to prepare for the ministry. When our graduates wished to evaluate their education according to the

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work in the highly specialized years of the senior college and university or specialist's school. Medicine furnishes a good example.

The junior college should provide the premedical work for the greater part of those who wish to enter this profession. The situation in medicine is being paralleled partially at least in law. The better law schools are asking for at least two years of college work, termed prelegal, as a basis for entrance. Dentistry is soon to follow the same policy. Engineering has not yet gone quite so far, but there are signs that it is working in the same direction. A year ago last month I heard President James, of the University of Illinois, state at the annual meeting of the Association of American Colleges that he regarded the almost exclusively technical and specialized character of the engineering course as given at the University of Illinois and elsewhere as highly undesirable. The engineer, he said, like the physician, should have at least two years of nonspecialized or semitechnical college work before entering upon the more distinctly engineering subjects—a course of narrow specialization. I agree with him at least to the extent that there is need of a broader training. The engineer is now a man of affairs. He holds an important position as leader and director of industry. The duties devolving upon him are as complex as is our modern life. Mere technical training is not enough. Some advocate a full general college course before beginning the purely vocational training. An important gathering of the leading scientific and engineering men of our country, held last year, emphasizes still further the point brought forward by President James; Cornell University has also proclaimed its belief in this plan.

At Bradley Institute, at the present time and for some years past, we have been offering the first two years of various forms of engineering in such a way as to give the boy two years' credit at any of the engineering schools. Other junior colleges are doing the same and much to the advantage of the student and of the university.

In courses of this type (premedical or engineering), the junior college offers better instruction, better teachers, and small classes with more individual responsibility resting upon both teacher and student. The junior college serves also as a convenient means of classifying and sorting out students. The junior college tries out the student and proves him, whether he be of real college caliber or not, and whether fitted for engineering, medicine, or law, or some other specific line. The presence of vocational courses affords a basis for more intelligent decision and multiplied contacts with life. It also gives the student a wider culture.

The junior college young man can get two years of engineering in good thorough form, or he may complete his premedical work, or the two years required for law or dentistry. He can secure preliminary work in agriculture or make himself ready for a teaching position in manual training or under the Smith-Hughes Act, or may take a fairly complete course in business and commerce. In all of these lines he is a straight college student with the same entrance regulations as at our largest institutions and under as strict (or probably more strict) requirements and supervision over his work. He enjoys these advantages at less expense and with less danger of losing his self-command. There is also the immense advantage of self-discovery and the more ready and effective correction of mistaken choice.

The institute is just now planning a secretarial course, covering two years of college work, primarily for young women. This will give college English, political science, economic history; sociology, and other general studies selected from the curriculum as specially suited for their purpose. Sufficient time will

be given also to typewriting and stenography and office practice to make the student proficient, and at the end of the course a superior office helper or manager.

Although offering a full four-year course, with the B. S. degree in home economics, the institute also arranges the work in such a way that a young woman may complete a teacher's course in two years, entitling her to a second-grade certificate and also to a special certificate in home economics under the State law.

As our schools continue increasingly to require degree people for teaching positions, the need for a two-year course will gradually disappear. It is still popular, however, and being largely technical, gives a fairly thorough preparation. Its lack is in general cultural subjects and consequent breadth of view. At present the graduates from the junior college course in home economics find absolutely no difficulty in securing positions. The same is still more true of manual training.

We have a large building devoted exclusively to a school of watchmaking and allied work, jewelry, engraving, and optics. Many of the students of this institution are of college rank scholastically; the majority, however, are not. It is a trade school, founded in 1886, and therefore one of the oldest in the Unite States. Its curriculum involves no work of college rank and so perhaps does not properly come up for discussion here, but there are some advantages in having this work connected with a junior college. We have also a one-year course in practical electricity and courses in the automobile, requiring either one or two years. A very large number of our students specialize in machine shop work, others in wood shop and advanced mill work, in architectural drawing or in drafting. Those who take these courses easily find positions of responsibility above the scale of the men without school training of a technical character. In all of these lines some are high-school graduates and some are not. Only a small part of their endeavors can be ranked as strictly college work, but the existence of a junior college in the same institution renders it possible to give this strictly vocational work in a vastly more appropriate and effective way. Commodious buildings, spacious shops, and extensive equipment are needed for junior college work. It is sensible and economical to use them also for those other young men, who, though not listed as regular college students, are in many cases such in preparation and of equal or greater maturity and intelligence. I am not an advocate of separate schools for vocational lines unless possibly in some specific instances. The natural conditions of life require that all classes should associate with one another and as there is a marked advantage in coeducation, so there are distinct benefits arising from the union of vocational, technical, and general college students, freely mingling in the same institution. The industrial atmosphere is good for the strictly college student and the college surroundings and influence are thoroughly beneficial for the vocationally inclined. With us, all join in the same assembly or chapel service, and are under the same rules in regard to absences, examinations, and general conduct. All engage on equal terms in athletics; enjoy the advantages of the gymnasium, swimming pool, bowling alleys, and pool tables; and also the social life of the school. Such a situation is natural and healthy. It gives mobility and at the same time stability to the social fabric. It makes for democracy.

The junior college as a completion school is a point which must not remain unmentioned. There are a very considerable number of young men and women who ought not to take a four-year college course, yet they would

profit greatly by one or two years beyond the high school. The vocational student is of this class. The university should not be burdened with these. The place is not suitable. Vocational students and those who must make the junior college their only higher education, find more favorable conditions in the junior college than in any large university or technical school. The university is organized in its shops and elsewhere on a different basis; its methods are also wholly different. With the university the vocational work, in the ordinary sense, is too incidental; the student is lost in a cold and uncongenial atmosphere. There is need of vocational opportunity in junior colleges for the large number who can not and who should not go to a university.

The junior college also has the inestimable advantage of knowing and serving local needs. It is in touch with the industrial life of the city or town in which it is located. Continuation courses both day and evening for advanced workers can be arranged to material advantage. Practically 1,000 students made use of the institute evening classes during the past school year—all of these of mature years. Summer courses present a somewhat similar advantage.

We have had under consideration for several years at Bradley the possibility of closer cooperation with industrial plants in the city. This might take various forms, some of them well established and needing no discussion here. In addition to these we have been considering what could be done in the way of training men for foremen, for positions of responsibility and command in industries. There are many men who already possess a good knowledge of one or more trades and wish to fit themselves for more advanced positions. The laboratories, shops, equipment, and teaching force of the junior college can afford them an opportunity which the industry does not offer, especially in giving familiarity with the theory, the fundamental principles, and the science of their industry. Specialists would be called in from outside for short unit courses. Most of all, these students need some elementary work in psychology, sociology, economics, industrial history, and other subjects which help to give an insight into the problems of modern life, especially in its industrial relations. Something is needed which will enable these men to deal more effectively with the problems which daily confront the shop manager—something which will also contribute toward the development of character, personality, and civic and social intelligence. Such a course has not yet been inaugurated with us, chiefly because our shops are overcrowded already with Federal Board men and such civilians as naturally come to us. We seem to have at present neither room nor teaching energy for this very desirable undertaking. But our interest in the problem is still keen.

It is significant to note that within the past few months an important conference has been held in the East still further urging just such a line of training, with the expectation that it would be tried out in one of our larger cities this year, and if found advantageous, a large sum of money would be available to establish and conduct it in other parts of the country. The junior college has here a very vital connection with commercial interests and can make an industrial contribution of great importance.

NORMAL SCHOOLS AND JUNIOR COLLEGES.

By J. Stanley Brown, President of the Illinois State Normal School, De Kalb, Ill.

The 15 years assigned by law as constituting the period of public education is fairly universal in the United States. The way this period has been divided by different communities, different sections, and different States has been ex-

ceedingly variable and inconstant. There has been no centralized authority in the United States exercising any control looking to approximate uniformity in the division of this period of time in public education. This fact has led to very different methods of procedure, and yet it has encouraged from time to time, in the evolution of public education, the trial of experiments looking to something more satisfactory than precedent had supplied. The elementary school has been in evolution and is yet in the process of evolution. Much more may it be said that the high school is the product of evolution and is even more emphatically in the stage of evolution now.

The junior college, of public character, is a kind of culmination of public education at public expense. Its reason for existence as a public institution supported by public expense is as legitimately founded as the reason for the existence of either of its subordinate institutions for the period of service which they occupy. What I may say will be largely based upon my knowledge of Illinois, since it is there that my experience and observation have most application.

In so far as the State normal schools of Illinois base their two-year courses of study on four years of acceptable high-school work, and in consequence have their graduates entered into the junior year of the best universities in the Mississippi Valley, they are junior colleges of a certain type. We thereby put upon the words "junior college" a kind of general significance which indicates two years of acceptable work of collegiate grade beyond four years of acceptable high-school work. We have in Illinois in all of the normal schools men and women who do not expect to teach immediately, some of them not at all. Some of them prefer to omit the practice teaching, to omit some of the work or all of it in psychology, pedagogy, history of education, method work in various subjects, and choose, during their period of attendance, work entirely of an academic character and acceptable as credit when transferred from the normal school to one of the great universities in the Mississippi Valley. Such a student is a junior college student of a little different type from that one who takes the regular prescribed two years of work in the normal school, including practice teaching and all of the so-called purely professional studies. And yet, the second one completes his two years of work and is graduated, and by that fact may be admitted as a junior, without examination or condition, into one of the great universities. There are these two distinct types of junior college students in the normal schools.

All of the arguments which may be made in favor of a junior college as a community institution may be made for the junior college as a normal school institution, but not constituting the entire normal school. Normal schools are in some respects akin to colleges, public or private, in the fact that all such institutions now are constantly becoming more and more local in their constituency. The factors which contribute to this characterization are the large increases in the population and the consequent demand for extended education; the ease of access of the institution itself; and the readiness with which credits acquired in one institution may be transferred to another without loss. Indeed, it is a rather rare instance now to find the majority of the students in any normal school, college, or university, large or small, coming from a radius area of more than 100 miles.

The normal school as a junior college may magnify its field of service by purposely discriminating, through published courses of study rather than by accidental choice of work, between those who express a purpose to do two years of acceptable academic work and who do not expect to teach immediately, if at all, and those who know at the outset they are to pursue but two

years of work, graduate, and become teachers largely in the elementary schools.

There is a distinct argument in support of junior college work in normal schools in the fact that the faculties are chosen very largely because of their ability to instruct as well as because of their preparation in their field of instruction. The normal school where this type of junior college exists maintains persistently that there is a science of teaching, that there is a method of presentation which may be evolved during a course of study, and that such a science of teaching and such a method of presentation do not come by accident or trick or by virtue of any number of degrees conferred. The fact that the number of young men and young women, who are only in the first lap of their adolescence, are demanding collegiate instruction; the fact that this is the most difficult period of their lives touching their management, control, and direction, leads us to believe that the most patient instructor, the most skilled teacher, and the most sympathetic director ought to be provided for this constantly increasing group of young people.

When such a group comes into a normal school it is very rare that a class numbering more than 30 or 35 may be formed of such a group in any subject. Such a group, under the type of instruction which I have mentioned, will be required to give some account in a daily recitation, a daily conference, and a daily laboratory experience. Under such conditions, there is no chance for a 30-day hiatus between one recitation and another; there is no chance for the checking-up process so essential with such a type of student to wait until a four or five hour examination may be made the sole determinant in passing at the close of the term.

When a very large group of students are enrolled as freshmen in a great institution and it is found by Thanksgiving time or by the close of the first semester that as many as 700 of them have to be sent home, is it not time for us who are concerned with public education to make some inquiry about the causes for such a condition? Where is this group to go after they are sent home? All are yet clearly within the 15-year period of public education. Are they to be discarded as a human scrap heap? Have they been given the kind of opportunity which an American citizen ought to have? Is there no way by which these groups, which may be multiplied by 3 or 4 or 6 or 10, may be cared for and their education directed more carefully in smaller groups, their instruction more sympathetically given, and their treatment comparatively free from the factory-system method? We believe that the great normal schools, most familiar to us in the Middle West, especially in the Northwest Territory, are able to care for these groups and to conduct the sifting process a little more judiciously and humanely than it is at present conducted. In the normal schools the plant belongs to the State, the equipment (which might be somewhat enlarged) belongs to the State, and the obligation legally made for the 15-year period belongs yet to the State. The distribution of these institutions is such as to keep them within a small radius, and in them the proper direction and oversight may be exercised.

The junior college in the normal school shares the same experience as every other unit of education made from any division of the 15-year period of public education. Each division of this 15-year period is face to face with the necessity of being at the same time a finished product and a product in the process of completion. The boy who graduates from the eighth grade and goes no further regards the completion of his work as a finished product and does not use it as a basis for further education. The boy who discontinues his education at the close of the tenth grade must regard his accomplishments up to that time as a finished product because that is his educational basis

for whatever may come to him in the future. The curriculum of the high-school period must comply with the same conditions and be at the same time a finished product and a basis for continued education.

The ever-recurring question in the case of the junior college is, Shall it have its curriculum made exclusively on the basis of a finished product, or shall its curriculum be constructed as a part of a four-year curriculum, at the end of which a bachelor's degree may be secured? If we base our consideration of this question on the number of young people who graduate from high school as compared with those who enter; on the number who enter the freshman year of the college as compared with those who graduate from the college; on the number of those who regularly enter the two-year course of the normal school as compared with those who graduate from that course; and finally on the number of those who enter the junior college curriculum of the normal schools as compared with those who complete that curriculum, then we have a fair numerical basis, at any rate, for determining whether the work of the junior college will render the most democratic service by becoming strictly an institution whose work is as finished as is the work of the two-year normal school. It is now beyond debate or dispute that the two-year normal school course, built upon graduation from a four-year acceptable high school, has a fixed and definite purpose and enables the recipient of such instruction to enter upon the active duties leading to a profession without examination and with public and professional approval.

The answer to the hypotheses raised above clearly indicates that there is a definite place and a new and definite field for a public educational institution which shall supply two years of collegiate training of a somewhat general character, largely in the field of literature, arts, and sciences. It is clear to us that this is a definite step at present in the evolution of public education; a step that ought to be recognized very generally. The normal school is a place where the waste product of other institutional efforts may be so treated and so directed as to bring the wastage to the irreducible minimum.

It is a distinct economic advantage to have the normal school serve in such capacity as we have indicated because our records clearly show that the actual cost to the State in the normal schools is a trifle more than 50 per cent of the cost to the State in the great universities. This fact is probably due, in great measure, to the meager appropriations that have been made from time to time for the conduct of the normal schools. The administrators of these schools have been so economically chastened that they have been compelled to devise and put into operation all sorts of schemes to make their appropriations extend as far as possible. This condition has existed so long that it has become habitual with the normal school administrators to expend appropriations very cautiously and very wisely.

The prevailing practice among the best schools of law, medicine, dentistry, engineering, and kindred professional schools is to require two years of general college work following four years of acceptable high-school work. These two years, constituting the junior college period, act as a basis upon which to build the professional courses. These two years of the junior college period come very clearly within the limits of the 15-year period assigned, as stated in the opening of this discussion, to public education. This period begins legally at 6 and ends legally at 21. It is unthinkable that one State institution at one place could build an acceptable plant to care for all of the young men and young women who desire such preprofessional training as these two years of junior college work provide. It is clear to us that in such States as Illinois there is developing now a very definite group of institutions whose main function is, and

will continue to be, to give these two years of preprofessional work, and that this preprofessional work will parallel the technical training of teachers in the two-year course in the normal schools. Five different sections of the State are thus enabled to secure this preprofessional and professional training without going into a group of ten or twelve or fifteen or twenty thousand, as there may be within the next generation if the present plan of development is maintained. This plan is directly intended to leave the great universities as free as possible to do real university and professional work, and to keep them unhampered by the immature, undeveloped, unsophisticated young people of 17 years of age who have graduated from an accredited high school and are legally entitled to go on with the next step provided in our scheme of education at the hands of the State.

THE JUNIOR COLLEGES IN THE SOUTH AND THE NATIONAL ASSOCIATION.

By T. W. RAYMOND, President of Mississippi Synodical College, Holly Springs, Miss.

The peculiar situation that confronts us in the South is the fact that our territory is vast; our population is sparse and badly scattered with few large cities as centers of population. We also have a large Negro population that adds little to our revenues for education, but greatly to the burden of providing an education for them. It should appear readily to your minds that in the development of junior colleges in the South little can be done as yet along the line of municipal junior colleges, but that we must depend largely upon the establishment of these schools by the Church and through private ownership. These schools must be located at such points as to supply the needs of the surrounding territory, and must be provided with boarding departments where this class of young girls and boys will be placed under the safest home influences for safeguarding and developing their characters.

In devising the standard of the junior college, its equipment and scope of work, I shall ask you to give special consideration to the peculiar conditions and needs of the South. Let us raise a high and thorough standard, but one that is practical, rather than theoretical—a standard for our present needs and not the ideal that we hope to reach in the distant future. Remember that you can not measure Jackson, Miss., by Chicago and New York. The standard, equipment, number of faculty, their qualifications and salaries should be the minimum rather than the maximum.

Since the junior colleges in the South are mainly missionary enterprises, the presidents and faculties of those schools are making and are willing to make greater sacrifices in the work than they would in schools supported by the State. I was reading a short time ago of a young lady who graduated with high honor from one of the best A-grade colleges in this country. She received most flattering offers with large salaries attached, but there came a call to a missionary school in the mountains of Kentucky. Her salary was board and about $25 per month and there she is bestowing her talents. I met the president of one of these schools last summer, whose salary is not more than half the meager salary that such schools usually pay, but he could not be tempted to give up his work for a larger salary. In other words, it will meet our conditions in the South better to base the standard of teachers for our junior colleges upon their training and experience, rather than upon salaries commensurate with their worth, or upon salaries that other wealthy communities may be able to pay.

Another great advantage that we in the South, as well as others, expect to derive from this national organization will be found in a *uniform standard*.

One of the disadvantages that we have experienced from our otherwise most excellent system of State and National government has been the lack of uniformity in some of our laws. The universities and higher institutions of learning in this country are now laboring under this difficulty with reference to their standard. In the edition of School Life, for February, the editor in an article entitled "Standards for Colleges and Universities," points out the confusion that has arisen from so many divergent standards, set by so many different educational associations, and concludes "That out of the chaos of standards any truly national standard will ever be established is by no means certain." It is indeed fortunate that the first Association of Junior Colleges is National; that it has not been formed by any aggregation of State or provincial organizations, but is a concrete fusion of the whole. And so we may at once establish a uniform standard that will be nation wide in its scope.

Again, we believe that this organization will establish more clearly our rightful position and sphere as a necessary and integral part of our educational system, and thus secure a uniform recognition of our work by our universities and colleges, and also secure from all State authorities licenses for our graduates to teach in their academies and high schools without examination. As yet no junior college in the South, so far as I know, has been admitted into the Association of Colleges and Secondary Schools of the South, although a standard for admission seems to have been adopted several years ago. In fact, some of the A-grade colleges in this organization absolutely refuse to give any kind of recognition to the work done in junior colleges covering the freshman and sophomore years.

Arkansas has one junior college approved by the University of Arkansas, but I am not informed of any license granted by the State to its graduates. Junior colleges have no official status in Alabama, Georgia, Oklahoma, or South Carolina. Kentucky has eight that are recognized by the Kentucky Association of Colleges, but so far as I am informed no official recognition by the State. In Louisiana, the normal schools do two years' college work and graduates are licensed to teach in elementary schools. In Missouri the crediting of junior colleges is in the hands of the University of Missouri, and there were 14 in 1919. Mississippi has five junior colleges, recognized by the State board of education, which give 30-year hours college work and whose graduates are granted two years first-grade licenses to teach. Tennessee laws are about the same save that such licenses do not apply to high schools of the first class. In Texas any junior college so classed by the State superintendent may secure for its graduates a State first-grade certificate for four years. The State board of education of Virginia recognized nine junior colleges in 1919. These facts have been gathered from recent correspondence with the State superintendents of education and also from Bulletin, 1919, No. 35, published by the United States Bureau of Education, and show the work that needs to be accomplished by this association in securing a uniform recognition of the work of junior colleges.

THE JUNIOR COLLEGE AND MUNICIPAL UNIVERSITIES.

By PARKE R. KOLBE, President of the Municipal University of Akron, Ohio.

The legal status of municipally supported higher institutions of any sort, giving work above the high-school course, varies by States. With a desire to investigate the conditions a letter was directed several years ago to the attorney general of each State, containing the following questions:

1. Do the laws of your State make any provision for allowing municipalities to support institutions of higher education by city taxation?

2. In case the State code contains no such provision, would municipalities in your State have the power to carry on such work on their own initiative?

Although the results of this inquiry have already been published,[1] it may not be out of place to repeat them here:

Answers were received from 39 States, Alabama, Colorado, Georgia, Maine, Montana, Nebraska, Rhode Island, Tennessee, and Vermont not responding. In many cases, the letter was referred to the State superintendent of education for reply.

Of the total number 35 States replied that their laws make no provisions for municipal higher education. Of the remaining four, Ohio has already been discussed. The attorney general of Mississippi declares that the municipal chapter of the code of his State confers upon cities "very broad and comprehensive powers in regard to the establishment and maintenance of the schools" and that by this power, cities may have "schools of higher branches." The New Jersey school law provides for the education of youth from 5 to 20 years with no specification of the character of schools to be maintained. Virginia's code states that "an efficient system of public free schools shall be established and maintained," a statement which Assistant Attorney General Garnett believes would be interpreted by the court as covering municipal institutions of higher education.

In answer to the second question, 31 States deny definitely to cities the independent power of establishing municipal universities. Of the remaining eight from whom an answer was received, Arizona infers that no such power is vested in the city. California replies that cities organized under the general incorporating law have no power, while those operating under freeholders' charters may impose taxes for municipal purposes without the enactment of a general law expressly conferring that power. In Minnesota, the State department of education asserts that cities have the right to carry on higher education, although a close search of the school laws fails to sustain this contention. The liberal grant of power in Mississippi and Virginia has been discussed above, as has the case of New Jersey. In Oklahoma, the matter is reported as undetermined. Ohio, with its general empowerment to all its cities, forms a special case.

A summing up of the whole situation shows that under present conditions, only Ohio, California (freehold cities), Minnesota (?) and possibly Mississippi, Virgina, and New Jersey would allow the establishment of municipal universities without further legislative enactment on the part of the State, while New York, South Carolina, Georgia, and Kentucky have granted special privileges to individual cities.

Just how this situation would affect the establishment of public junior colleges remains to be determined. Dean F. M. McDowell, of Graceland College, in his scholarly treatment of The Junior College, which appeared recently as a bulletin of the Bureau of Education, devotes a chapter to the "Accrediting of Junior Colleges," in which he summarizes by States the legislation that has already been enacted relative to the junior college. A perusal of this information leads to the belief that in some States, at least, public junior colleges have been established without special legislation, evidently as an outgrowth of high school "post-graduate" courses. There seems to be a sort of tacit consent to allowing boards of education to provide any education necessary for students under 21 years of age. Other States, however, as for example California and Michigan, have passed special laws for this purpose.

The correct view of the relation between the public junior college and the municipal university plainly regards both as kindred but independent forces working toward the same end, i. e., the public support of higher education by the city as a unit. Nor is it unfitting with our increasing urban population that this function be assumed by the city as well as by the State. No one could reasonably deny to New York City with its millions of people the right to maintain its own educational system from kindergarten through college. The situation

[1] School and Society, Apr. 3, 1915.

varies in other cities only in degree. Most of the cities in which municipal universities are now located compare favorably in population with many States which maintain their State universities unquestioned. Both the population and wealth of the modern urban community justify the support of higher education in some form. The very overcrowding of the centralized State university furnishes the strongest reason for greater localization of educational opportunity. Dr. W. H. Allen's recent survey of Ohio's public educational institutions recognizes the difficulty of educating all who may apply to the State for higher education at one center, and recommends the establishment of junior colleges and even senior colleges in various places throughout the State. The continually increasing number of high-school graduates and college students makes the problem even more pressing. President Hughes, of Miami, estimates that 16,000 students will demand public higher education in Ohio in the year 1929–30, and that this will require a budget of more than six and one half million dollars annually at that time. If this be true in Ohio, with its unusually large number of private colleges, we are forced to the conclusion that it will soon be as unwise to try to educate all college students in a State center as to try to centralize the work of the public high schools in the same manner. As a matter of fact, we are now living through a stage of evolution in the public support of higher education somewhat similar to that experienced by secondary education half a century and more ago.

Practically the same influences have operated in the establishment of junior colleges as in municipal universities. The latter may be defined as institutions of higher learning supported in greater part by municipal taxation, requiring graduation from a first-grade high school for entrance, and maintaining a four-year course in liberal arts, around which a greater or less number of professional schools or departments may be grouped. Thus we have municipal universities which sprang from normal colleges, those which originated as public secondary schools, and finally those which developed from small private colleges.

The essential difference, then, in the two types of institutions which we are discussing to-day, lies not in their origin nor even in the fact that one covers two years and the other four or more years of work; nor does this difference lie in the type of students attracted nor in their reasons for attendance. It lies rather in something which we may define rather vaguely, as the ultimate aim or purpose.

The junior college is first of all a preparatory college in function, in the sense that its main business is to prepare students for entrance into higher schools of various sorts rather than to send them directly out into life. I base this statement on Dean McDowell's compilation of the courses of study in 28 private and 19 public junior colleges and upon the conclusions which he draws therefrom.

The aim of the municipal university is essentially a different one. Its work is scarcely to be described as preparatory for other schools or colleges except for such professional schools as it may not chance to include in its own organization. Primarily, it exists for the purpose of preparing students for life rather than for additional academic training. Probably a brief discussion of those things in which the municipal universities are primarily interested may serve best to illustrate for you the ultimate aim and purpose of this type of institution. You may then draw your own conclusions as to similarities and differences between the junior college and the municipal university. Incidentally let me say that the interests of the publicly supported city university are very similar to those of the privately supported urban institution. This coincident of interest brought about some six years ago the establishment of

the National Association of Urban Universities, composed of more than 30 institutions, both public and private, located in large urban centers.

In the course of the various meetings of this association the following subjects have been discussed:

1. Training for public service: Especially emphasized were the need for cooperation between the university and the city government in providing training for public service, the methods of training, and the results of cooperative training. Two main purposes of such training were outlined (*a*) to develop leading citizens who will understand the machinery of governmental business and support movements for city betterment; (*b*) to train experts to enter city service.

2. Field work: Field work was defined as "the activities of students in the performance of tasks of everyday life under actual conditions which may be accepted as directly related to concurrent class work. Some common instances are: Work by students of the social sciences in philanthropic agencies; surveys of economic, industrial, educational, and hygienic conditions; practice teaching; research assignments in current political and administrative problems, etc. Field work means actual participation in an actual task. Visits for purposes of mere observation are not field work. Some of the phases discussed were: Nature of field work; grade of student employed in field work; method of assigning field work; methods of supervising and accrediting field work, etc.

3. Extension work: The extension work of a city university must necessarily differ greatly from that of a State university. The immediate proximity of the constituency and its urban character bring specialized problems for solution. Only a few topics can be named here, but they will suffice to indicate the breadth of the field: Extension teaching in the city of New York; work of the extramural division of New York University; classes for municipal employees; evening education in centers of large population; correlation of industry and education; and cooperation with extramural educational agencies.

4. Foreign relations: Preparation for foreign trade and for the comprehension of foreign conditions has interested many urban institutions, as was indicated by the discussion of such topics as: Report on foreign trade; the university and international good will; urban universities of Europe, etc.

5. Special problems of city education, such as teacher training in cooperation with city school systems; cooperative training in engineering; training college men for industry; and aims and methods of a university school of business in relation to the needs of the business community.

In what has just been given I have tried to outline for you briefly some of the main interests of the municipal universities of America to-day. You will note that they all, or nearly all, are related to some definite preparation for life, i. e., they have to do with the modern practical phase of education so increasingly familiar in our colleges to-day. It would be wrong to draw from this the conclusion that the so-called liberal arts are neglected, for the backbone of every municipal university is, and must be, its college of liberal arts. Nevertheless, its whole endeavor must be expressed in the phase "service to the community" and such service sometimes leads it beyond the traditional academic field. The municipal university must therefore approach its task without prejudice, with an openness of mind, and a freedom from the inhibitions of tradition. Its area of endeavor is geographically small but spiritually unlimited. The public junior college seems to me to have before it the same possibilities, for inevitably the Government will undertake the duty of higher education in the cities as it has already done in the States. Then the junior college may develop the senior college and eventually become the city university.

REPORT OF A SURVEY OF THE JUNIOR COLLEGES OF DETROIT AND GRAND RAPIDS, MICH., AND OF JOLIET, ILL.

By A. MONROE STOWE, President of Toledo University, Ohio.

In the fall of 1919 the university faculty of Toledo University, having become interested in the rapid development of board of education junior colleges, unanimously adopted the following resolution:

Resolved, That the faculty of the university recommend to the board of directors of Toledo University that the board authorize and direct the president of the university to make a detailed study of the high-school junior colleges of Detroit and Grand Rapids, Mich., and of Joliet, Ill., their organization and management, their ideals and the research and instructional services which they are rendering to their communities and to the citizens of their communities.

The recommendations contained in the resolution just quoted were approved by the board of directors of the university who expressed their interest in the matter by appointing Mr. J. G. Hulapleus, one of their associates, to cooperate with the writer in making the survey.

When the attention of the Hon. P. P. Claxton, United States Commissioner of Education, was called to the projected survey he suggested that it be undertaken in cooperation with the Bureau of Education. His suggestion was unanimously approved by the board of directors of the university. As special collaborators of the United States Bureau of Education the persons engaged in making the survey received valuable suggestions from representatives of the bureau as well as most courteous treatment from the officials of the colleges in the two visits made to each of the institutions. The data for the second semester of 1919, upon which the report is based, were secured either through these visits or through questionnaires, copies of which accompany the report.

The Grand Rapids Junior College was established in 1914, while the Detroit Junior College began to offer a one-year course in 1913, which was extended to be a two-year course in 1917. Both of these colleges were organized under city boards of education authorized by special State legislation. The reasons for the establishment of these two institutions, as given by their respective heads, are somewhat similar. In Grand Rapids the junior college arose from the desire of the persons in charge of the educational system "to provide technical, cultural, and business training in a municipal institution of Grand Rapids." In Detroit the reasons given for the establishment of the junior college were "a desire to provide higher education for the youth of the city who could not go away for their education," and "the demand of the public for a premedical institution for students desiring to enter the medical college of Detroit."

The Joliet Junior College seems to resemble Topsy in that it has just grown. Back in the early part of the twentieth century the high school of Joliet was well equipped for post-graduate work in vocational courses and in surveying and chemistry. Students taking this work received advanced credit at colleges and universities to which they went. More and more graduate work was offered until the institution is to-day offering several junior college curricula and is a recognized junior college.

While all three institutions have had a remarkable growth in enrollment during the past three years the exact data were furnished by Detroit, in which there has been an increase from 118 to 697 students, and by Grand Rapids, in which the junior college has grown from 82 students to 406 students.

The great similarity in the present aims and ideals of the three institutions is illustrated by the formulation of the aims in the cases of the

junior colleges of Detroit and Grand Rapids. The aims of the Detroit Junior College are "to provide the first two years of college instruction, to provide cultural informational courses for such as desire and are prepared for them, and to become a source of educational interest and the nucleus of a municipal university." The ideals of the Grand Rapids institution are summarized as follows: To give the first two years of university work, to give those who do not intend to go to any other institutions opportunities to take practical courses for definite careers; and to give general cultural courses to those who are interested in study for its own sake."

In all three institutions the control and management are in the hands of the local board of education; in the cases of Michigan institutions, city boards, and, in the case of Joliet, a township board of secondary education. Members of the board are chosen by popular election. The boards control the funds of the institutions and determine or pass upon the policies of these junior colleges.

The chief administrative officer of the junior college, known as the dean in Detroit, as the president in Grand Rapids, and the superintendent in Joliet, has in each case the power to recommend members of the instructional staff and is the adviser of the student over whom he has disciplinary powers. He is also the principal of the high school in each case. In Joliet where the elementary and secondary school systems are under separate boards he is known as the superintendent of the high school and the junior college. In the other cases he is subordinate to the superintendent of schools to whom are referred matters of importance concerning junior colleges.

In the three institutions the members of the instructional staff are appointed by the board of education for a term of one year. While the recommendation is made by the superintendent in all three cases the nominating power belongs to the head of the junior college, who in some cases consults with the heads of departments in the selection of subordinates. No maximum salary has as yet been fixed in any of the institutions. The maximum actually paid ranges from $2,700 to $3,500. The heads of the three junior colleges report that although the work of their institutions is limited to junior college work and is more or less closely connected with the work of the high schools, it has not as yet handicapped them in securing strong instructors.

The following table gives an idea of the time which has elapsed since the members of the staff received their first academic degrees:

TABLE 1.—*Time elapsing since instructors received first academic degrees.*

Number of years previous to survey.	Number of instructors receiving bachelor's degree.				
	Detroit.	Grand Rapids.	Joliet.	Total.	Per cent of total.
1-2	1	1	.....	2	4
3-5	3	5	.....	8	16
6-10	6	4	2	12	24
11-15	5	1	5	11	22
16-20	6	2	.....	8	16
Over 20	7	2	.....	9	18
Total	29	14	7	50	100
Per cent of total	58	28	14	100	.....

The following table presents some interesting facts concerning the location of the institutions from which the members of the instructional staff received their first degrees:

TABLE 2.—*Institutions from which instructors received their first degrees.*

Degree received from institution.	Number of instructors.				
	Detroit.	Grand Rapids.	Joliet.	Total.	Per cent of total.
Within junior college in State	21	11	5	37	74
Outside of State in which junior college is located	8	3	2	13	26
State university in State in which junior college is located	16	8	2	26	52

Of the 50 instructors reporting, 15, 30 per cent, had received the A. M. degree, 13 of them within the last 10 years. Seventeen others had completed at least one semester of graduate work.

Of the 13 instructors, 4 have had high-school teaching experience ranging from two to three years. Several had had previous junior college teaching experience, while none of them report that they had done any senior college teaching.

Two of the junior colleges, Detroit and Grand Rapids, report faculty organization. In Detroit there are differences in rank from laboratory assistants through junior instructors, and senior instructors, to heads of departments. In Grand Rapids no such differences are reported.

In Detroit, the faculty is composed of all members except laboratory assistants; is presided over by the dean; and has advisory powers conferred upon it by the dean. Once a month it meets with the high-school faculty to discuss matters of general educational interest, and once a month it meets by itself for discussion of college policies and student affairs.

In Grand Rapids, the faculty is composed of all members who teach college subjects; is presided over by the president; and has been authorized by him to determine internal regulations. Once every three weeks it meets to discuss policies of the junior college.

Detroit grants neither title nor diploma upon the completion of two years of college work. Grand Rapids grants the title of associate in arts, science, commerce, fine arts, music, and household arts, while Joliet confers the title of associate in arts, science, engineering, or education. In both places the titles are granted by the board of education; in the case of Grand Rapids upon the recommendation of the faculty; and in the case of Joliet upon the recommendation of the superintendent. The requirements which are described in detail in the catalogues of the institutions were made by the faculty upon the recommendation of the president in Grand Rapids and by the superintendent and junior college committee in Joliet. In both cases the requirements of the State university were among the most important of the factors determining the actual diploma requirements.

The following table gives information concerning the distribution of the semester hours of work offered in the various junior college subjects:

TABLE 3.—*Work offered in the junior college, second semester, 1919–20.*

Subjects.	Per cent of total semester hours of work offered in—			
	Detroit.	Grand Rapids.	Joliet.	Detroit, Grand Rapids, and Joliet.
English language and literature	17.7	13.1	16.7	16.0
Foreign language and literature	29.3	16.7	16.7	23.5
Mathematics	6.1	8.9	30.5	10.1
Sciences	36.0	36.1	23.5	34.5
History	4.8	8.4	4.2	5.9
Social sciences	4.8	10.5	4.2	6.6
Psychology	1.3	2.1	4.2	2.0
Music		1.4		
Philosophy				
Semester hours offered	311	191	72	574

In Grand Rapids the courses to be offered are determined by the president and heads of departments. In both Grand Rapids and Joliet the requirements of the State university play an important part in determining the courses to be offered. In Grand Rapids the needs of the community as well as the needs of the students are reported as determining the inclusion of certain vocational courses. In Joliet a second important factor in the determination of what courses shall be offered is the State requirement for teachers' certificates.

The following table gives an idea of the distribution of the work of the students of these junior colleges:

TABLE 4.—*Distribution of work of junior college students, second semester, 1919–20.*

Subjects.	Per cent of student semester hours enrolled in—			
	Detroit.	Grand Rapids.	Joliet.	Detroit, Grand Rapids, and Joliet.
English language and literature	14.3	12.9	19.2	14.3
Foreign language and literature	22.5	13.2	13.8	19.3
Mathematics	6.8	12.2	33.5	10.7
Sciences	40.3	42.2	16.9	38.8
History	5.5	9.0	4.1	6.1
Social sciences:				
Economic	3.1	7.2		3.8
Political science	3.9			2.6
Sociology			3.0	.3
Education			2.7	.3
Psychology	3.6	2.3	6.8	3.6
Music		1.0		.2
Student-credit-semester hours enrolled	7,339	2,833	1,097	11,269

Institutions of higher education may render two types of service to the communities supporting them: They may through their faculty members or students render a research service as well as the regular instructional service performed by all educational institutions.

From the material submitted by the members of the instructional staffs of these junior colleges very little research service is being performed by any of the members of the faculties. The research service actually being rendered is in the field of applied social science in the larger cities.

Instructional work may be of two types; noncredit work which is not tested and for which no credit is given, and credit work which is tested and for which credit is given. No noncredit work was reported for the second semester of the year 1919–20 by any of the colleges. Credit work may be offered in the day, late afternoon, or evening sessions. Practically all of the credit work of the three institutions was offered in the day sessions except in Grand Rapids, where a few courses in applied social sciences and the sciences were offered in the evening sessions. All three institutions were contemplating giving evening work the next year or as soon as their funds would permit.

As all of these junior colleges appear to have municipal college or university aspirations, an interesting problem of control and management presents itself. Up to the present time boards of education have been concerned with the education of children and adolescents. Will these institutions develop into municipal colleges and universities under local boards of education or will communities give the responsibilities for the development of local public higher education to college or university boards as has been done in Ohio cities now maintaining public institutions of higher education? Questions might be raised as to the wisdom of requiring boards of education, charged with the responsibility of the development of elementary and secondary education, to assume responsibilities in the development of higher education.

If control is given to boards of education, will they adopt a new policy with respect to educational administration of the new institutions? Up to the present time the educational administration has been centered in one man and the instructors have been regarded as his assistants. In the municipal university, as it has thus far developed, the internal affairs of the institution have been left to the college or university faculties of which the president or dean is the educational leader and administrative officer. Will it be possible to develop real university education under any "benevolent despotism" conception of higher educational administration; or will boards of education, if they are charged with the responsibility of the development of local higher education, adopt two types of administration—one for the elementary and secondary schools including the junior college, and another for the local university or senior college?

Leading educators have for a long time held that the work now being accomplished in 12 years of our public elementary and secondary schools should be accomplished in from 10 to 11 years. The writer believes that communities maintaining board of education junior colleges have most favorable conditions for putting into effect plans looking toward conservation of time and energy of the pupils, because in the case of most of the students the articulation of their work with the work of other institutions will come at the close of the junior college, if it comes at all. In two of these communities the writer, in discussing the matter fully with the administrative officers responsible for the conduct of the high school and elementary schools, found that they believe that the work of the elementary school could be done in at least seven years.

Kansas City, Mo., has had for many years seven-year elementary schools followed by four-year high schools and has recently developed a two-year junior college. The educational authorities of Kansas City agree that the students of the seven-year elementary school and the four-year high-school courses do thoroughly satisfactory college work and that upon graduation to the senior colleges and professional schools they have not found themselves handicapped

in any way. The writer would suggest that cities maintaining board of education junior colleges reorganize their public-school system so as to include a six-year elementary school, a two or three year junior high school, a two-year senior high school, and a two-year junior college.

Courses offered in the junior colleges may be grouped into three groups: (*a*) Vocational courses planned to fit directly for the vocation; (*b*) foundation courses planned to articulate with advanced senior college courses; and (*c*) complete or cultured courses not planned to articulate with subsequent courses but designed to develop knowledge and interest in the humanly important phases of the subjects which they treat.

In the vocational courses the content and method of procedure will be determined by vocational needs. It is fair that the State university should have a decided voice about the subject and methods of procedure in the so-called foundation courses. The third type, however, should be planned definitely for the cultural benefits of the students, and all that the senior college or professional school should insist upon is that the teacher be prepared to organize and conduct such a cultural course as will bring the best that the department has to offer to the student who is not planning to do advanced formal study in the department.

At first one is greatly surprised at the great amount of time and effort going into the sciences and mathematics as indicated in table 4. This is due to the fact that a large number of students are either engineering or premedical students, in both of which cases much science is required. One is also surprised at the small amount of social sciences being offered in the junior college as indicated in tables 3 and 4. The social sciences deal directly with the problems of our people. We have just awakened to the fact that our high schools are not devoting enough time to these subjects. The question arises, "Can our communities afford to support higher institutions of learning which do not emphasize these foundation citizenship courses? Possibly other publicly supported junior colleges will be interested in the following regulations of the university junior college of one of our municipal universities:

The title of associate in arts is conferred upon students who, under the regulations of the college and university, have satisfactorily completed the following requirements:

(1) Six semester hours of collegiate work in the department of English.

(2) Two semester hours of collegiate work in the department of hygiene.

(3) Two semester hours of work in the department of physical training.

(4) Fifty-four semester hours in the junior college, two of which may be convocation credits and 15 hours of which may be done in other colleges or college divisions of the university, but all of which are elected by the student subject to the approval of the dean of the college or of the student's adviser appointed by the dean.

It is assumed that the six years of work of the student in the secondary school and the junior college will include at least the following minimum amounts of work in the respective studies:

Study.	Minimum number of years of work.
English language and literature	4
Mathematics	2
Sciences	2
Foreign language	2
American history	1
Modern European history	1
Economics	1

Study.	Minimum number of years of work.
Sociology	1
Political science	1
Educational psychology	½
Philosophy	½

A year of work is understood to mean a unit of secondary school work, or from four to six semester hours of collegiate work.

CONSTITUTION AND BY-LAWS OF THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES.

Adopted February 17, 1921, Chicago, Ill.

ARTICLE I.—NAME.

This association shall be known as the American Association of Junior Colleges.

ARTICLE II.—OBJECT.

The object of this association shall be to define the junior college by creating standards and curricula, thus determining its position structurally in relation to other parts of the school system; and to study the junior college in all of its types (endowed, municipal, and State) in order to make a genuine contribution to the work of education.

ARTICLE III.—MEMBERSHIP.

SECTION 1. Active members.—The active membership of this association shall be made up of standardized junior colleges in the United States of America. The colleges as corporate units make up the active membership of the association. Each college shall be entitled to one representative elected by a board of directors or a governing body of the college from the administration or faculty of the institution. The representatives of the colleges shall meet in annual session as the legislative body of the association. The legislative body shall be designated as the association acting in its parliamentary function. The representative of a given institution shall not be admitted to participation in the annual meeting of representatives until all dues shall be paid by the institution.

SEC. 2. Associate members.—Any individual engaged in or interested in education may become an associate member upon the payment of an annual fee of $5. Associate members may exercise all of the rights and privileges of the representatives of active members except voting.

ARTICLE IV.—OFFICERS AND COMMITTEES.

SECTION 1.—Officers.—The officers of this association shall be a president, a senior vice president, a vice president from each State represented, and a secretary-treasurer.

SEC. 2. Committees.—There shall be the following standing committees: (1) Executive committee, (2) publicity committee, (3) finance committee, (4) credentials committee, (5) standards committee, and (6) curriculum committee.

The executive committee shall consist of the president and six other members. There shall be the following temporary committees: (1) Nominating committee, (2) auditing committee, and (3) resolutions committee.

The association shall have power to create additional standing committees and temporary committees as it may deem advisable.

ARTICLE V.—ELECTION OF OFFICERS AND EXECUTIVE COMMITTEE.

SECTION 1. The president, secretary-treasurer and the executive committee of this association shall be elected by ballot at the regular annual meeting following the report of the nominating committee. Nominations in addition to those made by the nominating committee may be made from the floor of the house.

All officers elected at a given annual meeting shall serve for one year. At the beginning of the closing session of the annual meeting following, the president and officers for the succeeding year shall be installed.

SEC. 2. The president shall be, ex officio, member and chairman of the executive committee during his term of office. At the meeting of the representatives in February, 1921, two members of the executive committee shall be selected by lot to serve for one year, two for 2 years, and two for 3 years. Thereafter two members of the executive committee shall be elected annually at the regular meeting of the association to serve for a period of three years. The president shall not be eligible to serve more than two years in succession.

ARTICLE VI.—DUTIES OF OFFICERS.

SECTION 1. The officers of this association shall perform the duties which customarily pertain to their respective offices and such other duties as may be required of them by the association.

SEC. 2. It shall be the duty of the president to appoint all committees other than the executive committee and, acting in cooperation with the executive committee, to prepare in tentative form the program for the annual meeting and to submit a copy of the same to the secretary-treasurer and to the publicity committee 90 days prior to the date of the annual meeting. He shall submit the program in final form to the secretary-treasurer and to the publicity committee 60 days prior to the annual meeting. He shall appoint the credentials committee 60 days prior to the date of the annual meeting. The president shall also serve as the point of contact between this association and other educational bodies (associations, colleges, universities, etc.) and at his discretion shall call to his aid any officer or committee whose service, in his judgment, will advance the interests of this association.

SEC. 3. The secretary-treasurer shall perform the work commonly required of a recording secretary and such other secretarial duties as may be demanded by his position as secretary-treasurer. He shall be a member of the standing finance committee. He shall receive and receipt for all income of every nature and kind. He shall furnish bond in such amount as may be decided upon by the executive committee for the safe keeping of the funds of the association. The premium on this bond shall be paid out of the funds of the association.

The secretary-treasurer, on receipt of the tentative program from the president shall publish the same in sufficient quantities to furnish each member school and each person whose name appears on the program with copies; upon receipt of the program in final form he shall publish the same in sufficient quantities to serve the needs of the association.

ARTICLE VII.—THE ANNUAL MEETING OF THE ASSOCIATION.

SECTION 1. The representatives of the various colleges forming the association shall constitute the legislative body of the association. It shall have power to transact all regular parliamentary business, to enact legislation relating to the work of the association, and to make general regulations governing the work of all committees. It shall call for, discuss, and pass upon the reports of any and all committees, standing and temporary.

The procedure of the annual meeting shall follow the order of business as provided for in the by-laws.

SEC. 2. Representatives shall not be entitled to seats in the association, meeting as a legislative body, until credentials in the form of certificates of election by the governing boards of the institutions concerned shall be approved by the committee on credentials.

Any appeal from the decision of the committee on credentials must be taken to the floor of the association and acted upon by the committee of the whole. The action of the committee of the whole shall be final.

SEC. 3. The representatives present from the institutions whose dues are paid in full to date shall constitute a quorum. The association can not organize for work in its parliamentary form until the committee on credentials shall report.

ARTICLE VIII.—AMENDMENTS.

This constitution may be amended at any regular meeting by a two-thirds vote of the representatives present and voting, provided the proposed change has been submitted in writing to the secretary-treasurer and by him submitted to all members of the association in printed or typewritten form 60 days prior to the day of the annual meeting.

BY-LAWS.

SECTION 1. The proceedings of this association shall be governed by Roberts' Rules of Order.

SEC. 2. The nominating committee shall nominate the president, senior vice president, secretary-treasurer, and the executive committee, and recommend the time and place for the next annual meeting.

The representatives present from each State shall nominate a vice president to serve from each State.

As far as possible the members of committees shall be distributed among the several States so that not more than two members shall reside in the same State.

SEC. 3. Each paper read before the association shall be furnished the secretary for filing; or for publication as the publicity committee may decide.

SEC. 4. The executive committee shall have power to fill all vacancies occurring after the annual meeting; such appointees shall hold office until their successors are elected and installed at the next annual meeting following.

SEC. 5. The finance committee shall present to the association, at the regular annual meeting, a proposed budget for the coming year. They shall execute all contracts, authorize all expenditures and make all appropriations. They shall have control of the permanent funds of the association and direct the investment of the same. They shall make to the association an itemized annual report in two parts: (1) The current budget, showing the receipts and disbursements of the current year; (2) the permanent funds, showing the full and complete status of the invested funds.

SEC. 6. The publicity committee, immediately following the February, 1921, meeting, shall make necessary arrangements for the publication and distribution of the proceedings of the association.

SEC. 7. The auditing committee shall audit the accounts of the finance committee as presented by the secretary-treasurer at the annual meeting and make the customary report to the association.

SEC. 8. The annual membership fee shall be $10 (ten dollars).

SEC. 9. These by-laws may be amended at any regular meeting of the association by a majority vote of the members present and voting, provided the proposed change is submitted in writing to the association on the day preceding the day on which the vote is to be taken. At the time the proposed change is submitted to the association, the president must state to the association the hour on the day following when the proposed amendment will be taken up for consideration.