

### SECTION III

## The Responsibilities of Trustees in Determining Policies Under Which a College or University is Administered

A Discussion of Features of Administration  
which are properly controlled by  
Trustee Policy



## CHAPTER 7

### BACKGROUND FOR CONSIDERING PRESENT COLLEGE PROBLEMS

IN ADDITION to being custodian of all property, appointing the president, and serving as a court of appeals, the chief function of the trustees is to formulate the policies governing the institution under their control.

Usually their policies have gradually developed in an informal way. Many policies actively followed are not formally recorded. It would seem, however, that one of the most important duties of the trustees should be to formulate, record, and from time to time modify policies, and also to hold the president to administering the institution under their policies.

Too often you hear the remark that the function and work of the trustees is to rubber stamp the actions and recommendations of the president. This certainly should not be so. The chief function of the trustees would more nearly seem to be to formulate policies, find out how closely the president is carrying them out, and determine what policies should be modified.

To illustrate the types of policies that might well be considered for adoption by trustees, a considerable number will be discussed. It is not thought that any single board would formulate fixed policies on all the subjects treated here. Rather it is hoped that if any of these matters come before a board, the discussions following will give a basis for comparison with the policy under discussion for adoption. Before entering on the discussion of various aspects of the college calling for some policy, it is desirable to give some general information about higher education today.

*For Success, All Must Cooperate*

"When the Trustees, the President, the Faculty, the Students and the Alumni are all united in cordial cooperation and good will, an institution forges forward and accomplishes much. Without such cooperation, and upset by distrust, a faculty can do only inferior work and an institution can accomplish little. Seek good will, confidence and cooperation first."—Personal advice of Dr. Andrew D. Hepburn in 1911 to the author.

*Each Institution Has a Personality of Its Own*

Each college or university has a personality of its own. In every institution of distinction, this personality is well developed and to it is due much of its influence and educational power.

The personality and individual character of an institution is a precious thing, as a man's personality is precious, and should not be violated. An executive, supported by his trustees, who ruthlessly changes an institution to bend it to conformity to his ideas generally does more harm than good. No institution is perfect. All should change and grow stronger and better, but change and growth should be gradual. A president's term of ten years is only 1/100 of 1,000 years, an institution's reasonable life. If he can leave the institution as good and strong as he found it, or just a little stronger and rendering slightly better service, he has done well.

*Types of Institutions*

In this country there is such confusion in names, and such various combinations of courses in our institutions that no simple classification can be satisfactory. We can make a rather satisfactory classification of the *types* of major courses offered by our higher institutions.

1. College courses—the four years in arts and sciences based on four years of secondary school.

2. Technological courses—the four years in engineering, agriculture, home economics, etc., based on four years of secondary school, and designed through the application of the sciences to prepare the student for certain specific technical positions.

3. Teacher training courses—teachers colleges and normal schools, based on four years of secondary school, and offering training in the arts and sciences and in practice teaching with the purpose of training teachers for the elementary and secondary schools. The normal schools offer two years only and grant no degrees. The teachers' colleges offer four years and confer the bachelors degree.

4. University courses—theology, law, medicine, and graduate work in arts, sciences, and technology, all based on four years of undergraduate college work.

While the above is simple enough it is often confusing to designate a particular institution as belonging under one or the other classification, because of the fact that many offer two or more of the above types of courses, and some colleges, founded in the early days of this country, are misnamed universities. Massachusetts Institute of Technology and California Institute of Technology, while certainly schools of technology of the higher order, also carry on graduate work in certain fields equal to any university in the country. Bryn Mawr College and Lawrence College, while in every sense excellent colleges, also conduct graduate work of excellent university type in a few fields. Some universities in name and in quality of graduate work, maintain no schools of medicine, law, or divinity which are usually regarded as essential parts of a university, e.g., Brown University, Princeton University. Various state colleges carry on extensive graduate work of university type, e.g., Iowa State College, Pennsylvania State College. Finally, numerous institutions bearing the name of universities make no pretense to do university work. They pride themselves on their undergraduate

college, as for example, Wesleyan University, Bucknell University, DePauw University.

*Probable Future of Higher Education*

As a background for the study of these various policies, some idea is needed as to the probable future of higher education. Amid all our present turmoil, with world war, economic uncertainty, and political confusion, no one can predict with confidence the future of education, but we can look into the past and see the direction to which present tendencies point.

The proportion of children to adults is decreasing. Already the enrollment in the grade schools is decreasing and will probably continue to decrease moderately. Later, the number of youth of high school age will decrease, but the various pressures on all youth to go to high school are still increasing. So we have reason to expect some further increase in high school enrollment. The power of the pressures to send children to high school is seen in the figures for enrollment (table 3).

TABLE 3

Year	Youth of Age 14-17	High School Enrollment	Percentage of Youth 14-17 Enrolled
1880.....	4,265,000	110,000	2.6
1890.....	5,355,000	203,000	3.7
1900.....	6,134,000	519,000	8.5
1910.....	7,215,000	915,000	12.7
1920.....	9,341,000	2,200,000	28.3
1930.....	9,565,000	4,399,000	47.1
1940.....	9,766,000	(6,500,000)	66.5

Each year has seen a larger percentage of youth of high school age go to high school. It seems certain that, while this growth will continue further, we are approaching closely to the maximum percentage enrollment. In time some decreases will come.

In a similar way the trend of college enrollment is still upward and is likely to continue in that direction for some time

to come. High school enrollment is still growing. While a great many high school graduates who are unable to do creditable college work now enter college, a large number who are well prepared for college do not enter. Our people are becoming aware of these facts, and it is probable that the condition will be gradually corrected. The steady pressure of various social forces to increase college enrollment are shown by the figures in table 4.

TABLE 4

Year	Youth of College Age 18-21	College and University Enrollment	Percentage of Youth 18-21 Enrolled
1880.....	4,253,000	45,000	1.06
1890.....	5,151,000	123,135	2.39
1900.....	5,930,000	237,592	4.01
1910.....	7,335,000	355,212	4.84
1920.....	7,343,000	597,880	8.14
1930.....	8,899,000	1,100,737	12.37
1940.....	9,563,000	1,500,000	15.7

Each decade has seen a somewhat better adaptation of curricula to the needs of students of different types and of different vocational objectives. Many things have been done poorly, but advances have been made. Much more is to be done, and will be done.

Trustees may assume with confidence that the numbers of competent students applying for admission to college, the country over, will be maintained and will increase. In considering the future of any particular institution and its development based on the type of education it offers, its natural clientele, and its financial resources, present and prospective, it can be estimated confidently against a background of increasing nation-wide demand for education above the high school level.

It also appears that this increasing pressure will be strong for admission to our most outstanding colleges and universities, to publicly supported institutions with low tuition, and to

institutions in great population centers, especially municipal universities with low tuition. There will also be increasing pressure for admission to publicly supported junior colleges in cities of 10,000 and up.

The growth of junior colleges has been remarkable. They will undoubtedly become more and more a familiar adjunct of city public school systems. They should become terminal colleges for increasing numbers through provision of various vocational courses. A great future lies before our junior colleges as is indicated by their rapid growth (table 5).

TABLE 5  
JUNIOR COLLEGES

Year	Number Jr. Colleges	Enrollment
*1917-18.....	46	4,504
1919-20.....	52	8,102
1921-22.....	80	12,124
1923-24.....	132	20,559
1925-26.....	153	27,095
1927-28.....	248	44,855
†1929-30.....	405	54,438
1931-32.....	436	74,088
1933-34.....	493	96,555
1935-36.....	522	107,807
1937-38.....	528	129,106
1939-40.....	575	197,710
1940-41.....	610	236,162
1941-42.....	627	267,406

\* Years 1917-28—*Statistics of Higher Education*, 1937-38, p. 10.

† Years 1929-42—*School and Society*, March 1, 1941, p. 286.

The two parts of table 5 are made up on slightly different bases but they give a fairly clear picture of the growth except for the increase in number of colleges in 1929-30 over 1927-28. The table 1929-41 includes many small colleges omitted from the table 1917-28.

This phenomenal development and growth of junior colleges in the past twenty-five years must give great satisfaction to their founders, to their boards of trustees, and to their executives. They certainly fill an important place in American



education. Their growth should impress the trustees of colleges and universities with two further facts. (1) The junior colleges will continue to provide one or two years of college training for an increasing number of local students. Perhaps half of these would otherwise have attended a four-year college or a university. Thus the latter will continue to enroll smaller or very slightly growing classes in the first and second year. On the other hand, half or more of the enrollment of the junior colleges is made up of students who would never otherwise have been able to go to college. (2) A large number of all these junior college students after one, or more generally two years in the local college will transfer to the sophomore or junior year of a four-year college or to a university, thus steadily swelling the upper classes of these institutions. There is every reason to expect that enrollment in the junior colleges will more than double, will largely exceed half a million students within another ten or fifteen years. It is also probable that they will increasingly attempt to offer strong vocational terminal courses, especially the larger junior colleges.

It seems probable that some four-year institutions located in cities could form advantageous affiliations with their respective city school systems, becoming the official junior college of the system, while continuing their regular four-year courses. Coe College in Cedar Rapids, Iowa, Toledo University in Toledo, Ohio, and the University of Akron in Akron, Ohio, face such opportunities. Each of these cities is amply large to warrant a strong junior college as a part of the school system. Unless such a college is organized cooperatively between the local institution and the city schools it would seem likely to be organized sometime separately as a part of the school system.

A junior college supplementing the city schools, and offering terminal courses especially designed to train young men and women in two years for employment in local industry and business, can be of great value to the community, to the young

people, and to business. The local junior college has a variety of functions, some quite different from those of an ordinary four-year college located in a city.

This background survey would not be complete without some consideration of our teachers colleges and normal schools. The former offer one or more four-year courses leading to a degree. There are 293 institutions included in the Report of the United States Office of Education for 1937-38 (table 6).

TABLE 6  
TEACHERS COLLEGES AND NORMAL SCHOOLS

Year	1899-1900	1909-10	1919-20	1929-30	1935-36	1937-38
Enrollment Sept.-June.....	69,593	88,561	135,435	161,524	136,926	134,693
Non-degree Graduates.....	11,393	15,430	21,012	49,227	14,448	10,651
Graduates with Degree.....	not given	not given	1,296	11,073	18,262	20,422
Graduate Students	.....	.....	.....	.....	664	1,020

Two marked movements are shown in table 6: (1) The total enrollment in these institutions lost 27,000 or 16.7 per cent from 1929-30 to 1937-38. Other reports indicate that the trend is still downward. (2) Graduates from the two-year courses are rapidly decreasing: 49,227 in 1929-30; 10,651 in 1937-38. Graduates from the four-year degree courses are rapidly increasing: 1,296 in 1919-20; 11,073 in 1929-30; 20,422 in 1937-38. It is also to be noted that many of these institutions are being changed into liberal arts colleges, or are offering liberal arts courses leading to the B.A. degree. Undoubtedly these institutions will tend to compete with and draw students from four-year liberal arts colleges and universities.

With confidence in the general future of college and university education and due consideration for the peculiar services offered and limitations controlling enrollment, each

board should carefully consider the long-time future of the institution for which it is responsible.

Of all our American institutions the colleges and universities are perhaps the most permanent. While the churches as national organizations may be equally permanent, the individual centers of worship shift with population shifts. In Europe there are many universities which for from 500 to 1,000 years have been on their present sites. Each is more vigorous and full of life now than ever before. We may well look on most of our American Colleges and Universities as equally permanent. If we think of an institution as having a natural life of 1,000 years or more, the urgency for physical improvements becomes less, and the importance of able intellectual leaders for the present, seems more urgent. We are certainly concerned with the present; buildings will come. That leadership is best which points toward better education rather than toward better buildings.

*The Importance to a Small College of Distinct Appeal  
or Distinctive Personality*

In the early days all colleges were small. The great majority of students came from the small area near the college. All colleges were much alike.

Today all this is changed. Distance is a minor obstacle to the student. Many institutions now receive over 25 per cent of their students from outside the state in which they are located; 94 per cent of Dartmouth students come from outside New Hampshire. Colleges differ greatly among themselves in the courses offered, the clientele to which they appeal, and in the quality of students admitted.

The State Universities have grown enormously, offer a wide variety of courses, and charge low tuition. They offer strong competition to the small colleges which have developed no individual strong appeal of their own.

On the other hand, our best colleges of high standards, and those which for some reason appeal strongly to some special group or type of patrons, have more applicants for admission than can be accepted. Sarah Lawrence College, Swarthmore, Oberlin, Antioch, Haverford, Vassar, California Institute of Technology, and a good many more, each turn away yearly hundreds of applicants for admission. Many other colleges have all they can accept each year. The private colleges enrolling 400 to 800 students can offer their students much that the great public institution with thousands of students cannot offer. When they try to imitate the state university in offering a wide range of subjects, they waste their opportunity. To succeed they must be strong in some aspect of service in which the great university with thousands of students cannot compete. The small college must be outstandingly strong in some aspect of service in which it can be outstandingly strong. Some of our best colleges maintain high standards of admission and high scholarship requirements for continued residence. Some give the most careful attention to fitting instruction to the needs of the individual student. Some appeal strongly to the membership of certain religious denominations. Some require every student to earn part of his expenses and so give them real experience in labor. Almost without exception those colleges which really give a valuable service to their students beyond the usual routine course, have all the students for which they can well care. It is true, however, that the day is past or rapidly passing, when any college, offering a usual arts course, and with no special advantage, can count on a good enrollment of local students.