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### The Dean of the State Teachers College

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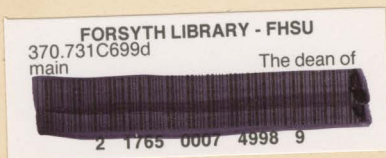
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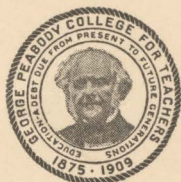
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# THE DEAN OF THE STATE TEACHERS COLLEGE



BY  
**CLARENCE B. COLLIER, Ph.D.**

**GEORGE PEABODY COLLEGE FOR TEACHERS  
CONTRIBUTIONS TO EDUCATION  
NUMBER TWENTY-FOUR**



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## CHAPTER I INTRODUCTION

### STATEMENT OF THE PROBLEM

The problem of this study grows out of the question: What is the task of the dean in a state teachers college<sup>1</sup> and what duties compose this task? The question involves the consideration of whether or not it is good administrative practice to establish a dean as a member of the administrative staff of a teachers college. Other questions growing out of the study, and whose answers are essential to the solution of the problem, are:

(a) Is it a good administrative principle for the president to delegate routine matters of administration in a teachers college?

(b) Is centralization of administration desirable in a teachers college?

(c) Should administrative duties be delegated to committees of instructors or to administrative assistants appointed for that purpose?

The study attempts to answer the subsidiary questions and, with these answers as guiding principles, to define the task of dean and determine his duties. In the determination of these duties there is an attempt to evaluate the duties assigned the dean in order that emphasis may be placed where it properly belongs, resulting in better administration of the institution.

### REASONS FOR MAKING THE STUDY

#### LACK OF STANDARDIZATION IN THE DEAN'S TASK

Studies made in recent years in the field of teachers college administration have shown a lack of standardization of the tasks studied.<sup>2</sup> Through these studies there was

<sup>1</sup>In the study there are included as deans those who are called executive deans or deans of faculty. Vice-presidents, clerks, and chairmen of faculty are not included as deans even though their duties may appear to be similar.

<sup>2</sup>Agnew, *The Administration of Professional Schools for Teachers*.  
Sherrod, *The Administration of State Teachers Colleges through Faculty Committees*.

Hamilton, *Fiscal Administration of State Teachers Colleges*.

Moehlman, *A Survey of the Needs of Michigan State Normal Schools*.

Carnegie Foundation for the Advancement of Teaching. Bulletin 1920, No. 14.



evidence of the lack of standardization of the task of dean.<sup>3</sup>

A preliminary study of the dean's task in teacher-training institutions revealed two facts suggestive of the need for the study:

First, a majority of the teachers colleges employ deans.

Second, there was a wide variation in the conception of the task of the dean and of the duties to be assigned him. Also there was manifested a desire that such a study should be made because there seemed to be a rather general conviction that the task of dean was a very important one in the administration of the teachers colleges.

#### IMPORTANCE OF STANDARDIZING THE TASK

The determination and definition of the dean's task is a phase of the problem of the administrative organization of the teachers college. Its solution is prerequisite to some of the other phases of the organization because the dean becomes one of the principal agencies for bringing about the standardization of the college. Not only will the determination of the task aid in the standardization of the teachers college but it will also carry an influence to other educational institutions.<sup>4</sup>

<sup>3</sup>No effort is made to consider what duties shall be assigned other administrative officers except as such consideration touches upon the question of the nature of the task of dean. Such questions as the duties of the registrar, the use to be made of committees, what duties the president should retain for himself, or how many officers should be included in the administration of a state teachers college—all are problems that are considered to belong to other studies.

<sup>4</sup>Public Education in which the students trained in these schools (Missouri Normal Schools) will participate as teachers is largely a product of institutions organized in all essential respects on forms closely parallel to these normal schools; relations between teachers and pupils, studies, recitations, and credit, are all fundamentally the same in elementary schools, high schools, and normal schools. Nothing is more certain, therefore, than that the institutional treatment to which these prospective teachers are subjected during their preparation will reproduce itself with unerring fidelity in the schools which they control later. Just as the young teacher's teaching equipment is borrowed largely outright from his own favorite teachers, so his notions of management, his ideals of values, his conceptions of intellectual honesty and right are framed not half so much by the texts he studies as by the experience that actually shapes his own progress. . . .

"Less fundamental but exactly similar is the effect of the machinery of administration. Classes with wide extremes of age, attainment, and experience represent a thoroughly bad example of classification. For this reason, if for no other, a training school should refuse to tolerate situations that may soon come to be considered by the students as normal. Overloading, lack of sequence in courses, lack of coherence in curricula, all react inevitably on the student's general ideal and feeling for good educational practice. An inadequate record system and its slovenly administration or the unbusinesslike making and shifting of schedules at the beginning of a term is a constant model of confusion, and proclaims an institutional dullness that ought not to exist." (Carnegie Foundation for the Advancement of Teaching. Bulletin 1920, No. 14, p. 353ff.)

METHOD OF SECURING DATA AND ATTEMPTING SOLUTION OF  
THE PROBLEM

The data for the study of practice were secured by visits to teachers colleges. This method of securing data avoided many of the difficulties impossible of avoidance by the questionnaire method of securing data.<sup>5</sup> This "personal inspection" method of securing data made it possible to secure data that were uniform in interpretation of nomenclature of duties considered and that were probably collected from a more complete list of colleges. The direct contact with each institution, the collection and interpretation of data in conference with administrative officers, and the observation of the deans at work made possible a study of the administration of the teachers colleges that would have been impossible with any other method of securing data.<sup>6</sup>

The solution of the problem is attempted by making a study of the actual practice in teachers colleges. The tabulation of data secured in this way revealed practices in the assignment of duties to the dean. The duties assigned him in a majority of the schools having deans gave a basis for an interpretation of practice. From this interpretation in the light of expert opinion, conclusions are drawn and principles set forth.

(a) *Practice in the state teachers colleges.*

A quantitative study is made of the practice of state teachers colleges in the assignment of duties to the dean. It is desired to discover what administrative duties, if any, a majority of state teachers colleges agree in delegating to the dean. It is considered that the duties assigned this of-

<sup>5</sup>H. O. Rugg, *Statistical Methods Applied to Education*, p. 43.

<sup>6</sup>The material secured and filed as original data includes:

(a) Forms that were filled during conferences with the presidents. These were used as guides in the interviews and were the means of securing the data in a better form for comparative purposes without seeming to limit or suggest the nature of the data secured.

(b) Forms filled by the dean or registrar after or during an interview in which was explained the nature of the study.

(c) Extracts from minutes of faculty meetings from minutes extending over or covering a period of two to five years.

(d) Exhibits of the work of the dean consisting of forms used in the administrative offices for registration and student accounting, daily schedules, forms for use in placing graduates in teaching positions, bulletins and other materials prepared by the dean for publication.

(e) The annual catalog of each institution for a recent date, usually 1923-24.

(f) Extracts from the correspondence of the dean and of the president.

(g) Rules and regulations indicating the duties of the dean in that particular institution.

(h) Memoranda secured from interviews and from observation.

fice by a majority of the colleges having deans, is at least a guide to what his duties should probably be, although it is recognized that the practice of the minority of the colleges may also include superior practice of administration.

A brief consideration of the administrative practices of schools not having a dean is included for the aid it may give in the interpretation of the problems in colleges having deans.

(b) *Opinions of experts in school administration.*

The second factor that is considered is the opinion of students of school administration who have made other studies in related administrative matters as revealed in published writings. These opinions are analyzed to discover dominant ideas. Where the opinions seem generally agreed concerning any phase of administration that applies to this study, the idea is used as a principle of school administration as set forth by experts. These principles are used as criteria by which the practices of the colleges are judged. When colleges are found to be following a plan of administration which is in accord with these criteria, it has been considered that one is justified in designating the colleges as examples of what is probably better practice.

#### SCOPE OF THE STUDY

The data for the study of practice were collected during the months of November and December, 1923 and January, 1924. Forty-two state teachers colleges, representing twenty states, were visited and studied. These colleges represented a majority of the institutions listed by the American Association of Teachers Colleges in 1923, as offering four-year curricula leading to a bachelor's degree.<sup>7</sup> The study was made of all of those state teachers colleges most accessible to the itineraries decided upon. They were entirely unselected in so far as the question of their having a dean was concerned. Geographically, the study includes most divisions of the United States having state teachers colleges.

The colleges visited are as follows:

Arkansas State Teachers College, Conway, Ark.  
Colorado State Teachers College, Greeley, Colo.  
Georgia State College for Women, Milledgeville, Ga.

<sup>7</sup>American Association of Teachers Colleges, Yearbook 1924.

- Eastern Illinois State Teachers College, Charleston, Ill.  
 Southern Illinois State Normal University, Carbondale, Ill.  
 Northern Illinois State Teachers College, Dekalb, Ill.  
 Illinois State Normal University, Normal, Ill.  
 Western Illinois State Teachers College, Macomb, Ill.  
 Indiana State Normal School, Muncie, Ind.  
 Indiana State Normal School, Terre Haute, Ind.  
 Iowa State Teachers College, Cedar Falls, Iowa.  
 Kansas State Normal School, Emporia, Kans.  
 Kansas State Teachers College, Hays, Kans.  
 Western Kentucky State Normal School and Teachers College, Bowling Green, Ky.  
 Eastern Kentucky State Normal School and Teachers College, Richmond, Ky.  
 Louisiana State Normal College, Natchitoches, La.  
 Western State Normal School, Kalamazoo, Mich.  
 Michigan State Normal School, Ypsilanti, Mich.  
 Mississippi Normal College, Hattiesburg, Miss.  
 Southeast Missouri State Teachers College, Cape Girardeau, Mo.  
 State Teachers College, Kirksville, Mo.  
 State Teachers College, Maryville, Mo.  
 State Teachers College, Springfield, Mo.  
 Central Missouri State Teachers College, Warrensburg, Mo.  
 Nebraska State Normal School and Teachers College, Kearney, Nebr.  
 Nebraska State Normal School and Teachers College, Peru, Nebr.  
 New York State College for Teachers, Albany, N. Y.  
 East Carolina Teachers College, Greenville, N. C.  
 Bowling Green State Normal College, Bowling Green, Ohio.  
 Kent State Normal College, Kent, Ohio.  
 East Central State Teachers College, Ada, Okla.  
 Northwestern State Teachers College, Alva, Okla.  
 Southwestern State Teachers College, Durant, Okla.  
 Central State Teachers College, Edmond, Okla.  
 Winthrop College, Rock Hill, S. C.  
 East Texas State Teachers College, Commerce, Texas.  
 North Texas State Teachers College, Denton, Texas.  
 Southwest Texas State Teachers College, San Marcos, Texas.  
 State Normal School, East Radford, Va.

State Normal School for Women, Farmville, Va.  
 State Normal School, Fredericksburg, Va.  
 State Normal School, Harrisonburg, Va.

#### PROCEDURE IN COLLECTING DATA BY THE DIRECT-INSPECTION METHOD

The procedure which was used in collecting the data is best shown by describing the visit to a college, a visit which is believed to be typical of the others made for the study. At this particular college data were secured in the following ways:

##### 1. *The president.*

From the president was secured the plan of administration in his institution and his description of his delegation of administrative duties.<sup>8</sup>

##### 2. *The dean.*

The dean was asked regarding the nature of his task and his duties as an added assurance that the data would be correctly understood and collected accurately. The interview included the examination of certain of his correspondence that illustrated the nature of his work. There was also opportunity to observe him in the administration of duties which arose at that time.

##### 3. *The registrar.*

The registrar's office afforded opportunity for securing data in the following ways:

(a) Blank forms illustrating the practice in administering delegated duties.<sup>9</sup>

(b) Reading the minutes<sup>10</sup> of faculty meetings during the time 1920 to 1923.

(c) Correspondence files.

(d) Pupils' records.

<sup>8</sup>The interview with the president, as well as with other members of the faculty, was guided along lines desired by means of an outline or plan of procedure previously determined upon with the Seminar in School Administration.

<sup>9</sup>Exhibit includes blanks and reports for information of schedule committee, student's book, absence card, classification card, schedule of recitations, transfer slip, and an annual record card for attendance.

<sup>10</sup>Illustration of some of the references in minutes of the faculty meetings.

9-15-23 Dean submits resolution concerning re-entering, etc.

5-21-21 Dean presents special case regarding work for grades—

9-15-22 B. W. requests extra work. (Petition brought by dean.)

9-15-22 L. B. requests another examination. (Petition brought by the dean.)

4. *Other faculty members.*

Conferences were also held with other members of the faculty from whom information was secured regarding the administration of delegated duties from the point of view of members of the faculty.

This description of the procedure of collecting data is of one visit to one certain institution but with slight rearrangement it would as well describe the study of any one of a number of the institutions and is typical of the procedure followed in collecting data. In this way the data were collected from forty-two teachers colleges—data that represent not the administrator's theory of his practice so much as the actual working practice as found at the time of the visit. The study of practice is gained from a tabulation and interpretation of these data. It forms the basis of the study as set forth in the following chapters.

## CHAPTER II

### WHAT ARE THE DUTIES OF THE DEAN AS FOUND IN PRACTICE?

The purpose of this chapter is to discover the more tangible functions<sup>1</sup> or duties of the dean of state teachers colleges according to practice. An effort is made to determine what the composite opinion of the college administrations is as shown in their practice, regarding the duties of a dean.

#### SCOPE

Twenty-six of the forty-two colleges which are studied have a dean. Section I of this chapter is a study of the practice in these twenty-six institutions. This group of colleges having a dean is referred to in this study as Group A colleges or institutions. The remaining are referred to as Group B colleges and are considered in Section II of this chapter. This classification is only as a matter of convenience for this particular study.

The Group A institutions are as follows<sup>2</sup>:

Conway, Arkansas.  
Greeley, Colorado.  
Carbondale, Illinois.  
Charleston, Illinois.  
DeKalb, Illinois.  
Macomb, Illinois.  
Normal, Illinois.  
Muncie, Indiana.  
Terre Haute, Indiana.  
Hays, Kansas.  
Bowling Green, Kentucky.  
Richmond, Kentucky.  
Cape Girardeau, Missouri.  
Kirksville, Missouri.  
Maryville, Missouri.  
Springfield, Missouri.  
Warrensburg, Missouri.  
Peru, Nebraska.

<sup>1</sup>Definition: "A work properly belonging or assigned to a person in a particular station; one's proper business duty, or office."—New Standard Dictionary.

<sup>2</sup>Institutions are referred to by the town in which they are located.

Albany, New York.  
Alva, Oklahoma.  
Rock Hill, South Carolina.  
Commerce, Texas.  
Denton, Texas.  
San Marcos, Texas.  
Fredericksburg, Virginia.  
Harrisonburg, Virginia.

#### METHOD OF PROCEDURE

Each function or duty is considered in order of its frequency as a dean's task as found in practice. The study deals first with the functions which are assigned the dean in more than fifty per cent of the schools. These are designated "major functions." Other functions found in practice in a smaller per cent of the schools are considered later in the chapter as "marginal duties."

#### SECTION I

##### DUTIES OF THE DEAN AS PRACTICED IN GROUP A COLLEGES— MAJOR FUNCTIONS

###### *Preside in the absence of the president.*

It may be questioned whether or not being called upon to preside in the absence of the president is a function. However, it is listed here because allowance for its performance would seem to be necessary when the administrative duties are being assigned. The president of a teachers college of the present time is frequently called away from his institution for several days at a time on professional matters. Such a president has a task of many and varied duties.<sup>3</sup> Oftentimes the adjustment of these matters cannot be postponed satisfactorily. Who should administer such matters during the absence of the president? It would seem to be more in accord with economy in school administration, that this part of the president's duties should be centered in one person. Practice of the colleges is shown in Table I.

<sup>3</sup>Definition: To preside in the absence of the president is arbitrarily defined as including the administration of the many executive duties which concern matters of instruction or of discipline which directly or indirectly concern the quality of learning or instruction.



TABLE I

DISTRIBUTION OF THE ASSIGNMENT OF AUTHORITY AND RESPONSIBILITY  
IN GROUP A COLLEGES TO PRESIDE IN THE ABSENCE  
OF THE PRESIDENT.<sup>4</sup>

INSTITUTION	DEAN	OTHER PERSON	NO ONE
2	*		
3	*		
5	*		
7	*		
8	*		
10			*
11	*		
12	*		
13		Chr. of Faculty	
14		Appointee	
20	*		
21	*		
23	*		
25	*		
29	*		
30	*		
31	*		
33	*		
35	*		
36	*		
37	*		
38	*		
39	*		
40	*		
41	*		
42	*		
Total 26	23 88.44%	2 7.68%	1 3.84%

Table I is to be read as follows: Institution No. 2 assigns this task to the dean; institution No. 10 does not assign it to anyone; in institution No. 14 some one is appointed each time the president leaves.

The large majority of the institutions assign the task to the dean. Thus many matters of routine are cared for as they arise. Definite responsibility and authority can be fixed in case matters arise that are of urgent importance, for the authority is placed in one person.

<sup>4</sup>Data for this and other tables of this study unless otherwise stated are tabulated from rules and regulations, minutes of the faculty meetings, correspondence files of the dean and the president, and other documentary evidence which is filed as original data with the Department of School Administration, George Peabody College for Teachers. All institutions are referred to by number because of a promise to college authorities that the information they so frankly and willingly gave would be treated confidentially.

*Approval of applications for diploma or degree.*

The task of approving or modifying applications for diploma or degree<sup>5</sup> is very evidently one that may control in large measure, the quality and amount of training that those graduating will have received in the institution. The task is evidently administrative and one that should be administered in harmony with the policies of the institution. The assignment of the task among the Group A colleges is shown in Table II.

TABLE II

THE DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF APPROVING APPLICATIONS FOR DIPLOMA OR DEGREE.

INSTITUTION	DEAN	REGISTRAR	DEAN AS CHAIRMAN OF COMMITTEE	FACULTY
2			*	
3	*			
5	*			
7	*			
8	*			
10	*			
11	*			
12	*			
13		*		
14		*		
20	*			
21			*	
23	*			
25			*	
29	*			
30				*
31	*			
33	*			
35	*			
36		*		
37			*	
38	*			
39	*			
40			*	
41	*			
42			*	
Total 26	16 61.54%	3 11.53%	6 23.07%	1 3.84%

<sup>5</sup>Definition: This task is defined here to include the number and kind of courses completed by the student for diploma or degree and the quality of work done. The task also includes the submission to the president or faculty, a list of those meeting the above requirements. It does not necessarily include the clerical task involved in computing the number of hours of work done by the pupil.

The dean, either as dean or as chairman of a committee,<sup>6</sup> is assigned the task of certifying to a pupil's fitness for diploma or degree in twenty-two (84.61%) of the twenty-six institutions. This may be interpreted to be either because of the administrative nature of the dean's task or because of the bearing that this phase of work has upon the quality of instruction.

### *Revision of the Course of Study<sup>7</sup>*

Who is to be responsible for the direction of the revision of the course of study? It seems that the rapid development of the technique of teacher-training increases not only the volume but the importance of the task of directing the revision of the course of study. Can the presidents delegate the task? Should it be delegated to one who makes special preparation for the task or should it be delegated to a committee?

A related task, or possibly a part of the same task, is that of securing and studying syllabi or outlines of courses. This task seems to receive little attention in most of the colleges except possibly as an incidental matter. Six colleges<sup>8</sup> treat it as a separate duty and seem to make of it a definite means of directing the materials of instruction. In all six of these colleges the deans collect and study the syllabi. The deans in these six colleges are also chairmen of the committee on course-of-study revision.

State Teachers College No. 20 is an example of what seems to be good procedure in curricula building and is seemingly typical of practice in many other teachers colleges. The dean, as chairman of the course-of-study committee, secures in writing from members of the faculty suggested changes in the curricula. These suggestions are considered in committee meetings and sometimes other members of the faculty are invited in to consider proposed changes. The final conclusions of the committee are submitted in writing to the faculty and then to the governing board.

<sup>6</sup>The chairmanship of an administrative committee is interpreted to be a task. Whenever that task is assigned the dean it is tabulated in a separate column from that of other committees in order that the work of the dean may be more fully tabulated. When the dean is a member of a committee, but not the chairman, the activity is listed with the group of committees and not as an activity of the dean. (See Sherrod, *The Administration of State Teachers Colleges through Committees*, p. 35.)

<sup>7</sup>Definition: Revision of the course of study is taken to mean the study of existing curricula to prevent overlapping of courses and to direct the organization of new courses to meet newly developing needs of the pupils.

<sup>8</sup>Colleges No. 3, 5, 20, 23, 38, 41.

TABLE III

SHOWING THE DISTRIBUTION IN THE GROUP A COLLEGES OF THE DELEGATION OF AUTHORITY TO DIRECT THE DEVELOPMENT OF THE COURSE OF STUDY.

INSTITUTION	DEAN	DEAN AS CHAIRMAN COMMITTEE	COMMITTEE OF TEACHERS	PRESIDENT
2		*		
3		*		
5	*			
7		*		
8				*
10	*			
11	*			
12	*			
13		*		
14		*		
20		*		
21		*		
23		*		
25				*
29		*		
30				*
31		*		
33		**		
35				*
36			*	
37	*			
38	*			
39	*			
40		*		
41	*			
42		*		
Total 26	8 30.77%	13 50.00%	1 3.84%	4 15.37%

According to data as indicated in Table III, the direction of the growth and development of the course of study is the work of a committee and not an individual. It is the function of the dean to be chairman of this committee according to the practice of fifty per cent of the colleges. Eight more of the colleges assign the task to the dean as dean. Consequently he is expected either as dean or as chairman of a committee, to direct the revision of the course of study in twenty-one of the twenty-six colleges or more than eighty per cent of them.

*Control of Student Programs*

The control of student programs or student load is considered in this study as the authority or agency which determines the student's program of studies, grants him the privilege of changing it, and determines when the student will be allowed to carry an additional course or some other additional work, or on the other hand, to take less than the usual amount of work. It seems to be a common problem among the colleges for students to bring to bear much pressure to secure the privilege of attempting an unusual program. The task is one the administration of which is of

TABLE IV

SHOWING THE DISTRIBUTION OF THE GRANTING OF AUTHORITY TO CHANGE STUDENT PROGRAMS OR THE AMOUNT OF WORK TAKEN BY INDIVIDUAL STUDENTS.

INSTITUTION	DEAN	REGISTRAR	DEAN AS CHAIRMAN COMMITTEE	COMMITTEE LAY CHAIRMAN	FACULTY
2			*		
3	*				
5		*			
7	*				
8			*		
10			*		
11			*		
12	*				
13					*
14	*				
20	*				
21	*				
23			*		
25	*				
29			*		
30					*
31	*				
33	*				
35	*				
36				*	
37	*				
38	*				
39	*				
40		*			
41	*				
42	*				
Total 26	15 57.70%	2 7.69%	6 23.07%	1 3.84%	2 7.69%
		80.77%			

importance in order that a high standard of work in the institution may be secured and maintained and at the same time the student have opportunity for advancement suited to his own ability.

As assumed in chapter I, the chairman of an administrative committee usually administers the work, the committee having functioned in the establishment of principles of procedure. Following this principle the six institutions where the dean is chairman of a committee to care for this task may be grouped with the fifteen listed as the dean's task making a total of eighty and seventy-seven hundredths per cent, or twenty-one out of the twenty-six colleges where the dean approves student applications for change in programs of studies. Only two of the colleges according to data obtained,<sup>9</sup> now take the task to the meetings of the faculty for settlement.

#### *Schedule of Classes*

The making of the daily program or schedule of curricular activities usually consumes only a small part of one's time. However, it should doubtless be considered an important task for it usually carries with it the responsibility of determining in part the teaching load.<sup>10</sup> The hour determined upon for certain courses may influence pupils in the selection of such courses or may create conflicts between desired courses. Thus the one who makes the schedule of class recitations would seem to exercise, indirectly at least, a power in determining the size of classes and the relative teaching load. Should this authority be vested in a committee of faculty members or assigned to one member of the administrative staff? Practice is shown in Table V.

The main difference in practice, as shown in Table V, is between the plan of using committees for administrative work and the plan of using administrative assistants. The plan of using administrative assistants prevails in more than three-fourths of the schools. A majority of the schools assign the task to the dean as the proper administrator for the task.

The deans of four colleges (No. 2, 20, 33, 42) make a statistical study which includes the number of students in each course as well as the personnel of the course. This enables them to predict rather accurately, the needs for a particular time as to the courses offered and the number of sections of each course. In school No. 3, the dean directs

<sup>9</sup>Institutions No. 13 and 30.

<sup>10</sup>Very few, if any, of the teachers colleges of this study make the schedule of classes by departments.

the registrar in preparing a schedule of courses and the personnel of each course. This is also used by the president for ready reference.<sup>11</sup>

TABLE V  
SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF MAKING  
THE SCHEDULE OF CLASSES, OR DAILY PROGRAM  
OF CURRICULAR ACTIVITIES.

INSTITUTION	DEAN	REGISTRAR	DEAN AS CHAIRMAN COMMITTEE	COMMITTEE TEACHERS	OTHER
2	-----	*	-----	-----	-----
3	*	-----	-----	-----	-----
5	*	-----	-----	-----	-----
7	*	-----	-----	-----	-----
8	*	-----	-----	-----	-----
10	*	-----	-----	-----	-----
11	*	-----	-----	-----	-----
12	*	-----	-----	-----	-----
13	*	-----	-----	-----	-----
14	-----	-----	-----	*	-----
20	-----	-----	-----	*	-----
21	*	-----	-----	-----	-----
23	-----	-----	*	-----	-----
25	*	-----	-----	-----	-----
29	*	-----	-----	-----	-----
30	-----	-----	-----	-----	* <sup>12</sup>
31	*	-----	-----	-----	-----
33	*	-----	-----	-----	-----
35	-----	-----	-----	-----	* <sup>13</sup>
36	-----	-----	-----	*	-----
37	*	-----	-----	-----	-----
38	*	-----	-----	-----	-----
39	-----	-----	-----	*	-----
40	-----	-----	-----	*	-----
41	*	-----	-----	-----	-----
42	*	-----	-----	-----	-----
Total 26	17 65.38%	1 3.84%	1 3.84%	5 19.23%	2 7.69%

#### *Editing of the Catalog*<sup>14</sup>

The editorship of the catalog may carry with it an additional opportunity to mould, or take an initiative in moulding the policies of the institution. It would seem that the

<sup>11</sup>A copy of such a schedule was on the president's desk at the time of the study of the institution, November 28, 1923.

<sup>12</sup>Faculty.

<sup>13</sup>President.

<sup>14</sup>Editing of the catalog. The definition of this task as used in this study includes the supervision and arrangement of material which is published in the catalog subject, of course, to the final approval of the president. This task usually does not include the editing of other publications of the institution.

agency responsible for this task should be in a position to understand clearly the aims and the ideals of the administration. This agency needs to be "institutionally minded" in order that all departments of the institution may receive just consideration.

TABLE VI  
SHOWING A DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF EDITING THE CATALOG.

INSTITUTION	DEAN	DEAN AS CHAIRMAN	COMMITTEE	OTHER PLANS
2		*		
3	*			
5				*15
7	*			
8				*16
10	*			
11	*			
12				
13	*			
14	*			
20	*			
21		*		
23				*18
25		*		
29	*			
30			*	
31		*		
33		*		
35				*19
36				*20
37	*			
38	*			
39	*			
40			*	
41	*			
42			*	
Total 25 <sup>17</sup>	12 48%	5 20%	3 12%	5 20%

The twelve colleges assigning the task to the dean and the five assigning it to a committee with the dean as chairman make a total of seventeen (68.00%) of the twenty-five colleges which place the responsibility of editing the catalog upon the dean. In College No. 5, which reports

<sup>15</sup>English department.  
<sup>16</sup>President.  
<sup>17</sup>Information lacking for institution No. 12.  
<sup>18</sup>President.  
<sup>19</sup>President.  
<sup>20</sup>President.



that the task is handled by the English department, the dean and the president give much attention to determining what material shall go into the catalog so that their practice does not really seem to be very different from the institutions where the task is handled by the administrative officers.

*Advanced Standing*

Advanced standing is defined as determining the amount of college credit due a student at any time, especially the approval of credits brought from other institutions. Should

TABLE VII

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF APPROVING CREDITS FOR ADVANCED STANDING.

INSTITUTION	DEAN	REGISTRAR	COMMITTEE			PRESIDENT
			DEAN AS CHAIRMAN	REGISTRAR AS CHAIRMAN	INSTRUCTORS	
2			*			
3	*					
5		*				
7	*					
8						*
10	*					
11	*					
12	*					
13		*				
14				*		
20	*					
21			*			
23		*				
25					*	
29	*					
30					*	
31			*			
33					*	
35	*					
36		*				
37					*	
38	*					
39	*					
40					*	
41	*					
42	*					
Total 26	12 46.16%	4 14.38%	3 11.53%	1 3.84%	5 18.22%	1 3.84%

this task also be assigned the dean? The task approaches that of the registrar. Practice regarding the task in the teachers college is shown in Table VII.

Including the institutions in which the dean approves advanced standing as chairman of a committee, he is assigned the task in fifteen of the twenty-six institutions, or at least he is responsible to some degree for the final disposition of them.

#### *Approval of Secondary School Credits*

College No. 38 says,<sup>21</sup> "The dean will pass upon applications for admission when there is any doubt as to the adequate preparation of applicants for admission or as to their meeting entrance requirements." This is the interpretation of the task as it is considered in this chapter. The standards of the institution are judged very largely by the practices regarding the admission of pupils. To whom should the task be assigned?

In fourteen of the colleges the dean is responsible for the evaluation of secondary school credits for admission to college and approves, at least the irregular cases. In two other colleges he has a committee associated with him in establishing policies. It was estimated by one of these deans<sup>22</sup> that he as chairman of the committee does ninety-five per cent of the actual work of the committee. A dean is especially concerned with the quality of work a student will do in college. It seems to be considered fitting that he should be assigned authority to evaluate the previous work of the student as to the amount and quality of it. In other words, if he is to be held responsible for the quality of instruction within the institution, it is reasonable that he should have much authority in determining just what applicants shall be admitted and upon what scholastic basis, though not necessarily doing the clerical work involved.

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<sup>21</sup>Rules and regulations 9-10-18, reaffirmed 11-16-23.

<sup>22</sup>College No. 31, statement of the dean.

TABLE VIII

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF APPROVING SECONDARY SCHOOL CREDITS FOR ADMISSION TO COLLEGE.

INSTITUTION	DEAN	REGISTRAR	COMMITTEE			PRESIDENT
			DEAN AS CHAIRMAN	REGISTRAR AS CHAIRMAN	INSTRUCTORS	
2	*					
3	*					
5		*				
7	*					
8						*
10	*					
11	*					
12	*					
13		*				
14		*				
20	*					
21			*			
23	*					
25					*	
29	*					
30					*	
31			*			
33					*	
35	*					
36		*				
37	*					
38	*					
39					*	
40				*		
41	*					
42	*					
Total 26	14 53.84%	4 15.38%	2 7.69%	1 3.84%	4 15.38%	1 3.84%

#### MARGINAL FUNCTIONS SOMETIMES ASSIGNED THE DEAN

This chapter thus far has presented the practice of the colleges where a majority of them follow the same practice in the assignment of tasks to the dean. However, there are other assignments made to deans in a minority of the colleges. While not justified as best practice by a majority yet some of the assignments may and doubtless do indicate superior practice. A study of such assignments is made here under the title of "Marginal Functions."

*Direction of Registration and Classification*<sup>23</sup>

The registration and classification of students in teachers colleges is a task that makes necessary a special temporary organization. The organization of the student body, for a new year or part of a year, necessarily brings about its special problems. These problems are largely of an administrative nature. There is no uniformity of practice in assigning this task. Twelve of this group of colleges<sup>24</sup> assign the task to the dean. The other colleges care for the task in numerous ways.

The following illustration seems to be rather typical of the dean's activities in many of the schools on registration day. "The dean sat in his office most of the day giving directions. Many students came to him with their problems. Some teachers came with special problems for suggestions and advice. It was evident that the dean was director of registration."<sup>25</sup>

*Delinquency*<sup>26</sup>

Fifteen of the twenty-six colleges have a definite procedure of giving special attention to delinquent students other than that given by the respective teachers in their class-room work or by the president. Ten of them assign the task to the dean<sup>27</sup> and in two other colleges (Nos. 10 and 23) the dean is chairman of a delinquent-student committee. One college (No. 8) has a group of advisors from among the faculty and in two colleges (Nos. 12 and 30) the presidents call the delinquent students into conference. In eleven colleges, part of which have already been referred to, the instructor makes reports to the dean at stated intervals indicating class absences.<sup>28</sup> College No. 38 is representative of the colleges giving most attention to this task. Here the instructors are required to report to the registrar's office each two weeks of the scholastic year, giving a full account of class absences, if any. When a pupil has three absences during the quarter such student is reported to the dean who summons him for a conference. In colleges Nos. 30 and 32 the president interviews those who are

<sup>23</sup>Direction of registration and classification is defined as being that task in which one formulates plans for the matriculation and classification of students and directs the personnel of the organization used in this task.

<sup>24</sup>Colleges No. 7, 11, 23, 25, 29, 31, 33, 35, 37, 38, 39, 42.

<sup>25</sup>Observation of the work of the dean. College No. 33, registration day, 1924.

<sup>26</sup>Delinquency of students refers to failure of pupils to make proper application or to make satisfactory progress in the assigned work of the institution.

<sup>27</sup>Colleges No. 3, 7, 14, 20, 21, 29, 31, 35, 38, 39.

<sup>28</sup>Colleges No. 3, 7, 8, 10, 11, 14, 21, 25, 35, 38, 39.

frequently absent from required work. In other schools the absences are supposed to be cared for by the individual instructors concerned.

### *Supervision of Instruction*<sup>29</sup>

A number of deans either directly or indirectly are supervising instruction. Seven<sup>30</sup> are carefully distributing the teaching load; six<sup>31</sup> make a careful study of the courses coordinating them and eliminating duplication; while at least four<sup>32</sup> direct statistical studies that deal with the quality of work done in the school and the establishment of standards of achievement. The dean of school No. 20<sup>33</sup> reports that he visits the classrooms and advises with the instructors regarding methods of instruction.

### OTHER DUTIES.

Still other tasks assigned the dean in a still smaller number of colleges are noted here. They are listed almost without comment because the practice is followed in such a small per cent of the institutions. They are important tasks and their assignment may indicate superior practice.

*Placement of graduates.* In three colleges (Nos. 8, 10 and 23) the dean has charge of the placement of the graduates in teaching positions. In these three colleges the deans are apparently in very close touch with the training school and are informed concerning the comparative abilities of those graduating from the institution. In other colleges the task is left to the director of the training school or to a committee.

*School reports.* One school (No. 3) periodically makes a report to the high school principals concerning the success of their graduates after they enter college and indicating any points of weakness in their preparation for college. The dean approves the report before it is sent.

*Direct summer schools.* The presidents of two institutions (Nos. 3 and 38) report that they assign the direction of the summer school to the dean. Seemingly this idea is

<sup>29</sup>Supervision of instruction is used here to include (1) development of instructional policies, (2) adjustment of the curriculum to make it more complete (3) determination of standards of achievement.

<sup>30</sup>Colleges No. 7, 8, 23, 33, 37, 39, 41.

<sup>31</sup>Colleges No. 3, 5, 20, 23, 38, 41.

<sup>32</sup>Colleges No. 5, 38, 41, 42.

<sup>33</sup>Interview with dean, November 23, 1923.

retained from a time when summer schools were given less recognition than they seem to be in more recent times.

*Direction of the training school.* The dean of one college (No. 20) is director of the training school. In other colleges also the dean comes into more or less contact with the supervision of the training school in his efforts to co-ordinate the instruction of the institution.

#### QUESTIONS RELATIVE TO THE PROBLEM OF DETERMINING THE TASK OF DEAN

The following questions are considered because of their direct or indirect relation to the problem of this study. They are questions raised by the study and questions that help to interpret the study though they may not be a logical part of it.

*Does the dean teach?* The first question that receives consideration is that of the amount of teaching, if any, that the dean does. While teaching may not be a part of the dean's task as dean, he is usually expected to do some teaching. In every college except two (Nos. 21 and 26) the dean does some teaching in the college. The median number of hours that the dean teaches per week is eight. School No. 21 is one of the largest colleges and the duties of the dean are heavy. In this school the dean was expected to discontinue teaching in the scholastic year 1924-1925. In school No. 36 the dean is director of extension and publicity work and is away from the school much of the time. He is not assigned any teaching.

*What does the dean teach?* In ten of the teachers colleges the deans teach education; in four they teach history and economics; in four they teach mathematics; in two they teach English; one dean teaches Latin and one teaches modern languages. The dean is head of the department in which he teaches. This department, as noted, is more frequently than any other, that of education.

*How many duties compose the task of dean?* A question arises regarding the number of duties to assign the dean. Should the dean center his efforts on a very few tasks or give less intensive attention to a wider range of duties? The question seems pertinent to the consideration of determining the duties of the dean. An answer to this question is given in Table IX.

TABLE IX  
SHOWING A DISTRIBUTION OF THE COLLEGES ACCORDING TO THE  
NUMBER OF DUTIES ASSIGNED THE DEAN.

NUMBER OF DUTIES	NUMBER OF COLLEGES
14	2
13	1
12	2
11	3
10	4
9	3
8	3
7	3
6	1
5	0
4	1
3	1
2	1
1	1
	26

Range -----	1-14
Median -----	9.66+
Mode -----	10

The number of tasks assigned the dean vary from one to fourteen. One college (No. 30) assigns to one member of the faculty—a man who has taught in the institution for a long number of years—one task besides teaching and that is the authority to preside in the absence of the president. This man is given the title of dean apparently in recognition of his long term of service. School No. 36 gives the title of dean to the director of extension. This man presides in the absence of the president but does not perform any other duty commonly assigned the dean in the other colleges. The median number of tasks assigned the dean is nine. The nearness of the median number nine and sixty-six hundredths and the modal number of ten suggest rather definitely that according to practice, the dean should direct his efforts to nine or ten duties.

*Are the duties of the dean well defined?* It would seem to be economy of administration and in accordance with principles of administration for the president to define clearly delegated authority and responsibility. This study does not find that such practice is often followed among teachers colleges. Of the twenty-six teachers colleges hav-

ing deans, in only four<sup>34</sup> were there found rules and regulations setting forth the duties of the dean. There doubtless were verbal understandings between the president and the dean in other colleges but documentary evidence seemed to be unavailable. Of the four institutions that have prepared rules and regulations governing the duties of the dean, three of them are above the median in the number of major duties assigned the dean<sup>35</sup>. Is it not justifiable to conclude that these institutions having studied the functions of the dean, as indicated by their having prepared written rules and regulations limiting his task, are among the colleges making the most use of such an administrative officer?<sup>36</sup> This may be an instance in which the practice of the few is superior to that of the majority and that the duties of the dean should be clearly set forth in writing.

The need of a clearer definition of authority and responsibility is suggested in the following extract:

"Schools are administered, sometimes well, sometimes badly, but in most cases without clear definition of responsibility or authority."<sup>37</sup>

#### SUMMARY AND CONCLUSIONS FOR GROUP A COLLEGES

Table X gives a summary of the assignments to the dean in the group A teachers colleges.

The duties listed as major duties are those assigned the dean in a majority of the teachers colleges that have deans.

<sup>34</sup>Colleges No. 14, 23, 37, 38.

<sup>35</sup>No. 23, 37, 38.

<sup>36</sup>The following rules and regulations issued for the dean by the president of College No. 38 illustrate one of the broader conceptions of the task:

##### SCOPE OF THE WORK OF THE DEAN OF THE COLLEGE.

1. Assist the president and act for him as he may request.
2. Consider any serious case of discipline not coming under jurisdiction of student government association which has to be submitted to the college council.
3. Pass upon applications for admission where there is any doubt as to the adequate preparation of applicants for admission or as their meeting entrance requirements.
4. Arrange and print catalog and look after advertising and publicity.
5. Carefully study "courses of study" to prevent duplication and overlapping and to be ready with suggestions for improvements and additions.
6. Look after schedules. See that there are not too many students in a section and that schedules conform to the rules of the board of trustees.
7. Plan and direct enrollment.
8. Pass upon absences from class and college duties when necessary.
9. Follow up slips with the registrar. Follow up reports of examinations by professors.
10. Help the president in the organization of summer school, printing and distribution of summer school bulletin, advertising it and managing it.
11. Help the president during the summer vacation, with the exception of two weeks, in all college work.
12. Provide for having examination questions of the different teachers mimeographed.
13. Office hours: 9-11:15; 3-4:45. Issued by the president, September 10, 1918.

<sup>37</sup>Judd, Introduction to the Scientific Study of Education, p. 70.



The marginal duties are those that are assigned the dean in less than a majority of the colleges that have deans. Where the dean administers the duty as chairman of a committee it is so indicated and is stated as a part of the dean's duties.

TABLE X  
SUMMARY

INSTITUTION	MAJOR DUTIES										MARGINAL DUTIES														
	PRESIDE IN THE ABSENCE OF THE PRESIDENT	APPLICATION FOR DIPLOMA OR DEGREE	COURSE OF STUDY	STUDENT PROGRAMS	DAILY SCHEDULE	EDIT CATALOG	ADVANCED STANDING CREDITS	SECONDARY SCHOOL CREDITS	DIRECT REGISTRATION	DELINQUENTS	CLASS ABSENCES	DISCIPLINE	ADJUST TEACHING LOAD	SYLLABI OF COURSES	STATISTICAL STUDIES	DIRECT EXTENSION	PLACING OF GRADUATES	REPORT TO SECONDARY SCHOOLS	SUPERVISION OF TRAINING SCHOOL	DIRECT SUMMER SCHOOL	TOTAL MAJOR DUTIES	TOTAL MARGINAL DUTIES	GRAND TOTAL	RANK (GRAND TOTAL)	
3	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	6	14	1.5	
38	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	6	14	1.5	
7	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	5	13	3.0	
41	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	4	12	4.5	
29	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	4	12	4.5	
11	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	3	11	7.0	
20	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	7	4	11	7.0
23	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	6	5	11	7.0
21	*	*	†	*	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	8	2	10	10.5
31	*	*	†	*	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	8	2	10	10.5
39	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	6	4	10	10.5
42	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	6	4	10	10.5
10	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	7	2	9	14.0
33	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	6	3	9	14.0
37	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	7	2	9	14.0
8	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	4	4	8	17.0
25	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	5	3	8	17.0
35	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	5	3	8	17.0
2	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	7	0	7	19.5
12	*	*	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	7	0	7	19.5
5	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	4	2	6	21.5
14	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	3	3	6	21.5
40	*	†	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	3	1	4	23.0
13	*	†	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	3	0	3	24.0
36	*	†	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	1	1	2	25.0
30	*	†	†	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	∞	1	0	1	26.0
23																									
22																									
21																									
21																									
18																									
17																									
15																									
16																									
13																									
12																									
11																									
8																									
7																									
7																									
6																									
4																									
4																									
3																									
1																									
1																									
2																									

\*Task assigned the dean.

†Task assigned a committee with dean as chairman.

Table X is to be read as follows: Institution No. 3 for example, assigns the dean eight duties which are "major duties" because they are known as "dean's duties" in a majority of the colleges which have deans. Institution No. 3 also assigns the dean four marginal duties which, as can be noted at the bottom of the columns, are assigned the dean in less than a majority of the twenty-six colleges that have deans. The table reads similarly for the other schools.

The eight duties which are assigned the dean in a majority of the colleges are:

- (a) Preside in the absence of the president.
- (b) Approve applications for diploma or degree.
- (c) Direct the course-of-study committee.
- (d) Control the student programs.
- (e) Edit the catalog.
- (f) Formulate the daily schedule.
- (g) Approve advanced standing of students.
- (h) Approve secondary school credits for admission.

The dean devotes his time as dean to nine or ten duties, according to the practice of the colleges.

Except for the course of study, the dean usually performs his major work as dean and not as chairman or member of a committee.

## SECTION II.

### ASSIGNMENT OF "DEAN'S DUTIES" IN COLLEGES NOT HAVING DEANS

#### PURPOSE

A better understanding of the duties of a dean may be brought about by a brief consideration of the assignment of such duties in those colleges which do not have deans. Such a consideration is made in the following pages of this chapter. Do these colleges have an officer by a different title who has the task that is assigned the dean in the group A Colleges? Is the task of the dean apportioned among other administrative officers? Is it cared for by committees? A consideration of the disposition made of the major duties of the dean will enable one to approximate an answer to the above questions.

#### SCOPE

Sixteen of the forty-two colleges included in this study do not have a member of the faculty who bears the title of

dean. This group of colleges is designated for convenience in this study as group B colleges and is as follows:

Milledgeville, Georgia.  
 Cedar Falls, Iowa.  
 Emporia, Kansas.  
 Natchitoches, Louisiana.  
 Kalamazoo, Michigan.  
 Ypsilanti, Michigan.  
 Hattiesburg, Mississippi.  
 Kearney, Nebraska.  
 Greenville, North Carolina.  
 Bowling Green, Ohio.  
 Kent, Ohio.  
 Ada, Oklahoma.  
 Durant, Oklahoma.  
 Edmund, Oklahoma.  
 East Radford, Virginia.  
 Farmville, Virginia.

The scope of each task must of necessity be the same as that considered for a similar task in the group A institutions. In securing and assembling the data the same definition and limitation was considered for these various duties whether they were in group A or group B colleges. Similar definitions of terms are used throughout the study.

*Who presides in the absence of the president?*

TABLE XI

SHOWING A DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF PRESIDING IN THE ABSENCE OF THE PRESIDENT IN THE GROUP B COLLEGES.

INSTITUTIONS (Code No.)	OFFICER ASSIGNED THE TASK	TOTAL	PER CENT
15.16.43	Registrar.....	3	18.75
24	Vice-President.....	1	6.25
19	Director of Training School.....	1	6.25
1.26.32	Head of a Department.....	3	18.75
6	Clerk.....	1	6.25
9.17.28.34 } 18.22.27 }	No assignment.....	7	43.75
Total.....	.....	16	100.00

There was found to be a rather definite policy regarding this phase of administration in the group A colleges—that

being in twenty-two of the twenty-six colleges to assign the task to the dean. How is this task administered where there is no dean? The practice of these colleges is shown in table XI.

Table XI reads as follows: Institutions Nos. 15, 16, and 43 delegate the registrar to preside in the absence of the president and other institutions care for the task in other ways as shown in the table.

The table shows a lack of uniformity in the assignment of the task, in group B colleges. *No one plan is followed by a majority of the sixteen colleges.* This lack of uniformity of practice fails to suggest a standard of procedure for colleges without deans.

*Who approves applications for diploma or degree?*

This responsibility often carries with it in group A colleges, certain authority to make substitutions or to determine upon questions of the student's having met the requirements of the institution. Table XII shows the disposition that is made of this task in this group of colleges.

TABLE XII  
SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF  
APPROVING APPLICATIONS FOR DIPLOMA OR DEGREE.

INSTITUTION NUMBER	OFFICER OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
6.9.15.16. } 26.32.43. }	Registrar.....	7	43.75
24	Vice-President.....	1	6.25
1.17.18.19. } 22.27.28.34. }	Committee.....	8	50.00
Total.....	.....	16	100.00

A characteristic difference between the two groups of colleges in the assignment of this task is noted in the use that the latter group make of the committee plan. This fails however to receive the practice of a majority of the colleges.

*Who directs in formulating revisions in the course of study?*

It was found that revisions of the course of study in group A colleges are usually initiated by a committee; also that in a majority of the schools the dean is chairman of the committee. The fact that group B colleges have no dean causes the query to arise as to how this task is cared for in group B colleges.

TABLE XIII

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE LEADERSHIP IN REVISING THE COURSE OF STUDY.

INSTITUTION NUMBER	OFFICER OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
1. 9. 18. 32.	President.....	4	25.00
15. 16. 43.	Registrar.....	3	18.75
24	Vice-President.....	1	6.25
6	Faculty.....	1	6.25
17. 19. 22. 26. } 27. 28. 34. }	Committee of Instructors.....	7	43.75
Total.....	.....	16	100.00

Group B colleges also use the committee plan of caring for the revision of the course of study more than any other plan. It however does not receive the practice of the majority of the colleges. There is apparently no one officer or instructor who is more likely than any other to be assigned the chairmanship of the committee.

*To whom is assigned the authority to adjust individual student programs?*

The dean in group A colleges either as dean or as chairman of a committee adjusts student programs in more than eighty per cent of the institutions. The efforts of individual students to secure changes for themselves are given consideration by one individual, the dean. Again the practice of group B colleges differs from that of the group A colleges as shown in the following table.

TABLE XIV

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE AUTHORITY TO REVISE STUDENT PROGRAMS.

INSTITUTION NUMBER	OFFICER OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
22	President.....	1	6.25
24	Vice-President.....	1	6.25
6.9.15.16. } 26.32.43. }	Registrar.....	7	43.75
28	Faculty.....	1	6.25
1.17.18.19. } 27.34. }	Committee.....	6	37.50
Total.....	.....	16	100.00

The practice of administering this task in the group B institutions varies and indicates no plan as to what is considered best practice within the group of colleges which do not have a dean. No one plan for the control of the student program is used by a majority of the colleges.

*Who edits the catalog?*

This task, as stated earlier in this chapter, is limited to the work of assembling and approving material for the catalog, usually an annual task. The task in a majority of group A colleges was found to be assigned to the dean. To whom is it assigned in the group B colleges?

TABLE XV

SHOWING DISTRIBUTION OF THE TASK OF EDITING THE CATALOG IN GROUP B COLLEGES.

INSTITUTION NUMBER	PERSON OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
1.6.27.	President.....	3	18.75
24	Vice-President.....	1	6.25
15.26.43	Registrar.....	3	18.75
32	Secretary of the Faculty.....	1	6.25
28	Commercial Department.....	1	6.25
9.16.17.18. } 19.22.34 }	Committee.....	7	43.75
Total.....	.....	16	100.00

Aside from seven colleges that agree on assigning this task to a committee, the other nine colleges vary in prac-

tice among five plans. According to practice as shown in the table no conclusion can be drawn as to what the group B colleges consider the best plan for assigning the task of editing the catalog.

*Who directs in making the daily program or schedule?*

This task was found in group A colleges to be considered an administrative task assigned in a majority of the colleges to the dean. The task is doubtless just as much an administrative task in the group B colleges and is one that must needs be cared for in either group of colleges.

TABLE XVI

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF FORMULATING THE DAILY SCHEDULE.

INSTITUTION NUMBER	PERSON OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
28	President.....	1	6.25
24	Vice-President.....	1	6.25
15.16.32.26.43	Registrar.....	5	31.25
6	Clerk.....	1	6.25
17	Heads of Departments.....	1	6.25
1	Head of Mathematics Department	1	6.25
9.18.19.22. } 27.34 }	Committee.....	6	37.50
Total.....	.....	16	100.00

In group B colleges the making of the daily program is distributed among seven types of agencies in sixteen institutions. No conclusion as to best practice is possible.

*Who approves credits for advanced standing?*

Another task that is assigned the dean in a majority of group A colleges is that of approving applications for advanced standing, at least the irregular or unusual cases. It seems to resemble the work or task of the registrar and the inquiry might be made if the group B colleges do care for this task in this way. The practice is shown in table XVII.

TABLE XVII

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF APPROVING CREDITS FOR ADVANCED STANDING.

INSTITUTION NUMBER	PERSON OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
22	President.....	1	6.25
24	Vice-President.....	1	6.25
6.9.15.16.26.32	Registrar.....	6	37.50
1.17.18.19. } 27.28.34.43. }	Committee.....	8	50.00
Total.....	.....	16	100.00

One-half of group B colleges utilize committees of the faculty to perform the administrative task of approving credits for advanced standing. This does not seem to be a large enough proportion of the colleges using this plan to give a very convincing argument in favor of using committees of the faculty for the administration of this task.

*To whom is assigned the task of approving secondary school credits?*

A task of somewhat similar nature to that of approving credits for advanced standing is that of approving secondary school credits for admission to college. The practice of the colleges, however, changes somewhat as shown in the following table.

TABLE XVIII

SHOWING DISTRIBUTION OF THE ASSIGNMENT OF THE TASK OF APPROVING SECONDARY SCHOOL CREDITS.

INSTITUTION NUMBER	PERSON OR COMMITTEE ASSIGNED THE TASK	TOTAL	PER CENT
22	President.....	1	6.25
24	Vice-President.....	1	6.25
1.6.9.15.16. } 18.26.32. }	Registrar.....	8	50.00
17.19.27.28. } 34.43. }	Committee.....	6	37.50
Total.....	.....	16	100.00

College No. 1 and college No. 17 assign this task to the registrar instead of a committee. This practice gives the registrar the task in one-half of the colleges. In neither of the tasks of approving credits, whether advanced standing or secondary, is there one plan that is common to a majority of the colleges.



TABLE XIX—SUMMARY

INSTITUTIONS	OFFICER OR COMMITTEE	PRESIDE IN ' ABSENCE OF PRESIDENT	APPLICATION FOR DIPLOMA	COURSE OF STUDY	STUDENT PROGRAM	EDIT CATALOG	DAILY SCHEDULE	CREDITS, ADVANCE STANDING	CREDITS, SECONDARY SCHOOLS	TOTAL
1	President.....			*		*				2
	Registrar.....							*		1
	Head of Mathematics Dept. Committee.....	*			*		*			2
			*					*		3
6	President.....					*				1
	Registrar.....		*		*			*	*	4
	Clerk.....	*					*			2
	Faculty.....			*						1
9	President.....			*						1
	Registrar.....		*		*			*	*	4
	Committee.....					*	*		*	2
15	Registrar.....	*	*	*	*	*	*	*	8	
16	Registrar.....	*	*	*	*		*	*	*	7
	Committee.....					*				1
17	Heads of Departments.....			*	*	*	*		*	1
	Committee.....		*					*	*	6
18	President.....			*						1
	Registrar.....							*	*	1
	Committee.....		*		*	*	*	*	*	5
19	Committee.....		*	*	*	*	*	*	*	7
	Director of Training School.....	*								1
22	President.....				*			*	*	3
	Committee.....		*	*		*	*			4
24	Vice-President.....	*	*	*	*	*	*	*	8	
26	Registrar.....		*		*	*	*	*	*	6
	Committee.....			*						1
	Head of Chem. Department.....	*								1
27	President.....					*				1
	Committee.....		*	*	*		*	*	*	6
28	President.....						*			1
	Faculty.....				*					1
	Committee.....		*	*			*	*	*	4
	Commercial Department.....					*				1
32	President.....			*						1
	Registrar.....		*		*		*	*	*	5
	Secretary of Faculty.....					*				1
	Chairman of Faculty.....	*								1
34	Committee.....		*	*	*	*	*	*	7	
43	Registrar.....	*	*	*	*	*	*			6
	Committee.....							*	*	2

SUMMARY TABLE

A summary of the tables showing the practice in group B colleges, is shown in table XIX. The table enables one to discover the general practice of each institution regarding the duties considered as "dean's duties."

Table XIX is to be read as follows: In institution No. 1 the president retains the direction of the course of study and the editing of the catalog. He assigns to the registrar the task of approving secondary school credits, *et cetera*.

SUMMARY OF PRACTICE IN GROUP B COLLEGES

1. The assignment of the functions, usually delegated the dean in group A colleges, is distributed in group B colleges among one to four agencies in each institution.
2. The person or persons doing this work in group B colleges are: President, vice-president, registrar, clerk, committee, commercial department, chairman of faculty.
3. Best procedure according to the practice of a majority cannot be determined in any one of the functions as practiced in the group B colleges. In no one of the functions do a majority of the group B colleges follow the same practice.

CONCLUSIONS FOR CHAPTER

The practice of the A group of the forty-two teachers colleges considered in this study, in comparison with the practice of the B group of the colleges seems to justify the following conclusions:

1. The controlling forces of teachers colleges believe in the appointment of deans.
2. Colleges using the dean plan of administration are more uniform in their administrative practices, as judged by their administration of "dean's duties" than colleges not using this plan. The duties considered as major duties of the dean and assigned the dean in seventy-four per cent of the colleges having deans, are distributed in group B colleges among various other officers as, president, vice-president, registrar, clerk, and committees of the faculty. In no one of the duties do a majority of these colleges follow similar practice. *Colleges having greater uniformity of procedure in assignment of administrative duties have deans.*

4. Colleges having deans apparently have a more centralized system of administration than those using other methods of administration.

5. Three of the colleges which do not have a dean do have a member of the administrative staff who performs seven of the eight duties usually given the dean. That is, three more of the institutions have the administrative office designated usually as dean though they have a different title for the one administering the office.

6. Eight of the duties belonging to the dean according to practice are:

- (a) Preside in the absence of the president.
- (b) Approve applications for diploma or degree.
- (c) Direct in the revision of the course of study.
- (d) Control student programs.
- (e) Formulate daily schedule.
- (f) Edit the catalog.
- (g) Approve credits for advanced standing.
- (h) Approve secondary school credits for admission.

## CHAPTER III INTERPRETATIONS

### SECTION A. EXPERT OPINION

The particular purpose of this chapter is to interpret the practice in the administration of the dean's task in order to discover bases for determining which colleges are following better practices in administering this task. As a preliminary to a further consideration of practice, a brief survey is made of some principles as set forth by specialists in school administration.

#### DELEGATION OF ADMINISTRATIVE DUTIES

One policy that seems to be generally advocated by specialists in school administration is that of delegation of some of the administrative functions by the chief executive. Some quotations which seem to be typical regarding the attitude of school administrators toward this question are as follows:

In Bulletin No. 14 (1920) of the Carnegie Foundation for the Advancement of Teaching it is stated that,<sup>1</sup>

"As educational institutions have become larger and more complex, the mass of intersecting relations has made it imperative that the guiding mind be set free for close, detached study of the principles that govern all this and other institutional procedure; that time be provided for abundant outside observation, comparison, and reflection; and that he be so lifted above detail as to serve steadily, without waste or hurry, his main function—to be the inspiring power and illuminating interpreter behind the whole organization."

And again the same authority is quoted:<sup>2</sup>

"It is sufficiently obvious that the growth of an important educational institution, on which a state is relying for a just recognition and satisfaction of its needs for adequately prepared teachers, should not depend upon the action of one man, whose motive may range from a prophetic in-

<sup>1</sup>Carnegie Foundation for the Advancement of Teaching. Bulletin 1920, No. 14, p. 273.

<sup>2</sup>*Ibid.*, p. 276.

sight to sheer self-seeking caprice. If the school must be wholly autonomous, and if it is to have a faculty worthy of being an instrument of higher education at all, then let the older and more experienced members of the faculty be made jointly responsible with the president for the gradual and sane educational development of the whole. Let at least the internal affairs of the school be conducted on the basis of complete publicity by disinterested subordinate assistants and in accordance with principles thoroughly discussed, understood, and approved by all."

A similar idea is expressed by Andersen when he says:<sup>3</sup>

"Excepting in very small school systems with few teachers, a superintendent cannot himself tend to all detail matters of administration. If he attempts to do so he is likely to meet with failure. Hence it becomes necessary to delegate various kinds of authority to the principals, and head teachers. A good superintendent is one who knows what is required and how to pick reliable and capable individuals for a given task or line of work. . . . Co-operation and co-ordination, however, are necessary under any form of organization.

"Authority should be delegated in terms of function and should be commensurate with the responsibility entailed. Responsibility should always be definite and the organization and delegation should likewise be definite so that there can be no 'buck-passing.' In this way only can the greatest efficiency be developed and maintained."

Moehlman, after making a survey of state teachers colleges in Michigan, says relative to the matter of delegation of administrative duties:<sup>4</sup>

"The president as head of the teachers college should be free from all routine administrative duties so that he may devote the major part of his time to the development of administrative and instructional policies."

The literature on the subject of delegation of administrative functions seems to lead to the following conclusions:

1. The college presidents need to be relieved of some of the administrative functions which they formerly performed as normal school presidents.
2. This delegation of administrative functions in itself calls for a reorganization of the administration of teachers colleges.

<sup>3</sup>Andersen, *Manual for School Officials* (1925), p. 64.

<sup>4</sup>A Survey of the Needs of Michigan State Normal Schools (1922), p. 143.

3. This delegation of some of the administrative duties by an individual president is indicative of good administration.

In connection with this problem of delegation of administrative duties the question arises: Shall the president delegate administrative duties to faculty committees or to administrative assistants? Is the president justified in assigning administrative duties to instructors? Is the practice one of efficiency in administration or one of inefficiency inherited from a smaller institution of an earlier day? Agnew says after making a wide study of the administration of teachers colleges and normal schools:<sup>5</sup>

“. . . . the institutions on the full collegiate basis are more inclined to relieve the faculty of administrative duties and give them to responsible administrative officers with appropriate designations than are those represented by the group which includes the schools of junior college grade. It is shown by a comparison of the administrative functions performed by faculty committees in the group containing the junior institutions that these functions are performed in the teachers college in a less degree by the faculty and to a greater degree by members of the executive staff.

“This is not due to a smaller number of committees. The institutions of college grade have more committees. It is due to a modification of the function of the faculty committees. . . . The tendency is to give to faculty committees merely an advisory or legislative relation. They decide policies and give helpful counsel without giving the time from professional duties actually to perform the function. . . .

“It is the tendency of the professional school as it merges into the full collegiate status to adopt a better organization of administrative activities, relieving the faculty of executive functions and thereby enabling instructors to devote their energies to the profession of teaching.”

Another study based on a large portion of the teachers colleges of the United States is quoted as follows:<sup>6</sup>

“The teaching members of the faculty are at present called upon to assume too much administrative and clerical work, resulting either in overburdening them or in seriously crippling the major purpose for which they were appointed.”

<sup>5</sup>Agnew, *The Administration of Professional Schools for Teachers* (1924), p. 115ff.  
<sup>6</sup>Hamilton, *Fiscal Support of State Teachers Colleges* (1924), p. 21.

A similiar idea is contained in the following quotation:<sup>7</sup>

"No hard and fast lines can be drawn respecting what fields the teachers should share in, and what they should leave alone. . . . . In the interests of educational efficiency they may well leave many problems alone. As a general principle we may say that teacher councils may concern themselves with:

1. Assisting in the formulation of broad general programs, requiring from five to fifty years for their completion.

2. The laying down of general principles upon which educational procedure may be worked out.

3. Co-operation in carrying out special programs necessitating concentrated effort for a brief period, as in the case of securing the adoption of a bond issue for buildings.

4. Supplying a means for bringing advice, suggestions, information, and teacher opinion to the school authorities, at any time. This may signify modifications of a minor sort, as seems advisable."

Regarding this question of assigning administrative duties to instructors, Agnew says:<sup>8</sup>

"Present practice requires altogether too much actual executive work of faculty committees. The chief function of committees is to study problems and recommend policies, not to carry the routine of executive duties. The latter should be in the hands of regular executive officers, leaving the professional staff free to teach in their various departments."

Again he says:<sup>9</sup>

"The chief duty of faculty committees is to study problems and recommend policies, not to carry the routine of executive duties."

As a summary of the question of administration through committees the following quotation from Ballou is given:<sup>10</sup>

"The committee system violates four principles of effective administration, as follows: (1) The duties of each committee cannot be clearly defined, because the functions of committees overlap, due to the fact that committees are usually organized according to no known principle of or-

<sup>7</sup>Almack & Lang, *Problems of the Teaching Profession* (1925), p. 124.

<sup>8</sup>Agnew, p. 204.

<sup>9</sup>*Ibid.*, p. 257.

<sup>10</sup>Ballou, *The Appointment of Teachers in Cities* (1915), p. 121ff.

ganization. (2) This makes it impossible to fix the responsibility of each committee, because no one knows just what its duties are. (3) The absence of any well-defined responsibilities makes it impossible to hold the committee responsible for its acts. (4) The committee system tends to confuse lay control with professional and executive management, because the prevailing practice is to refer the discharge of executive functions to committees of the board rather than to the board's professional executives."

Theissen, discussing the school board and its duties, writes thus regarding their use of the committee system:<sup>11</sup>

"They frequently resort to committee procedure not so much from well considered necessity as from the facts: (1) that the board has not formed a clear conception (a) that administrative functions should be performed by the chief executive officer and his assistants and (b) that its own function is to provide the legislation necessary for the successful administration of the school system: (2) that the board fails to demand data adequate enough to enable it to pass upon school policies;..... They commonly fail to prescribe definitely that the function of a committee is to serve in an advisory capacity to the chief executive and his assistants with the result that we find committees engaged in administrative matters and recommending policies which are allowed to become board policies without due consideration."

The question of administration through administrative assistants or faculty committees was considered by Dr. Sherrod.<sup>12</sup> He made an effort to separate the institutions using the "dean plan of administration," that of using administrative assistants, from institutions assigning administrative duties to committees of instructors. He secured replies from six hundred and fifty-one members of faculties from twenty-six state teachers colleges stating whether they preferred the dean plan, implying that there would be no administrative committees, or the committee plan, implying that there would be no dean. A majority of the faculty members expressed a preference for the plan of assigning administrative duties to instructors. However, later in the study, Dr. Sherrod apparently concludes that he cannot consider the "dean plan" and "committee plan" in operation exclusively of each other, for he states that the "dean plan" does not exclude the use of committees.

<sup>11</sup>Theissen, *The City Superintendent and the Board of Education* (1917), p. 59.

<sup>12</sup>Sherrod, *The Administration of State Teachers Colleges through Faculty Committees* (1925).



The concensus of judgments of these investigators may be stated somewhat as follows:

(1) The chief executive should delegate the administration of routine administrative duties to staff assistants.

(2) It is the function of administrative committees to consider policies and make recommendations.

The answer to the question asked at the beginning of the discussion of this topic according to the concensus of judgments of these investigators would seem to be that the president should delegate administrative duties to administrative assistants instead of committees of instructors. They should assign to committees advisory and legislative matters.

#### CENTRALIZATION

Another phase of the problem of delegating administrative duties is that of so delegating the work as to secure the greatest efficiency and harmony of administration. The following quotations give the views of investigators on this subject:

At different times Dr. Cubberley gives emphasis to the idea of the need for unity and centralization of administration.<sup>13</sup>

"A thoroughly fundamental principle in all proper school organization and administration is that there should be a real unity in the organization and a responsibility to one head in the administration, and that the head of the school system should be no other than the superintendent of schools."

Again Dr. Cubberley says in a similar discussion:<sup>14</sup>

"Largely as a result of the unity in organization, administration, and finance, one finds in our city school districts a diversity in the educational facilities provided such as could not possibly be arranged for under any other than a centralized form of educational and financial management. Only as a result of unification in organization and administration, on a rather large scale, can such specializations in school work be provided."

Another writer in making a survey of teacher training institutions in Missouri says:<sup>15</sup>

<sup>13</sup>Cubberley, *School Organization and Administration* (1916), p. 29.

<sup>14</sup>Cubberley, *Public School Administration* (1922), p. 436.

<sup>15</sup>Carnegie, *Foundation for the Advancement of Teaching*, p. 63.

“Whatever steps may be taken . . . in the name of progress in educational organization, it is safe to say that they will represent in some form the present inevitable tendency toward simplification, by centralizing power and responsibility in the hands of a few individuals—and these fitted to use it. Most of the notable gains in educational administration during the past quarter century have been of this nature.”

Dr. Theissen, in order to determine between the centralized and the decentralized form of administration for educational institutions made an investigation of the practices in some of the larger business establishments and in cities having the city-manager type of commission government. Among the business concerns were The Pennsylvania Railway Company, The New York Central Railway Company, The American Telephone and Telegraph Company, The John Wanamaker Stores, Metropolitan Life Insurance Company, R. H. Macy & Company Department Stores, The Park & Tilford Stores, and The New York Telephone Company. After completing his study of the administration of these concerns Theissen concludes:<sup>16</sup>

“In the field of business and in the city-manager form of commission government we found the centralized type of organization. . . .

“We are taught then that the form of administration which makes for efficiency in these fields is one that is centralized or co-ordinated. It is one in which professional leadership is recognized and in which executive functions are assigned to experts.”

These quotations seem to be typical of the conclusions reached by investigators regarding centralization. Their conclusions seem to be that centralization of administration and “power in the hands of a few people and these fitted to use it,” make for unity and efficiency.

This survey of literature on school administration is sufficient to reveal four conclusions seemingly typical of the opinions of experts in this field. All these conclusions were arrived at after careful investigation and one would seem to be justified in terming them “principles of school administration, as found in the writings of experts.”

The conclusions of these investigators may be summarized somewhat as follows:

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<sup>16</sup>Theissen, p. 99.

1. The president should be relieved of routine administrative matters.
2. Centralization of administration tends to greater unity in organization and in efficiency of management.
3. The president should assign administrative matters to administrative assistants, though committees of instructors may have a voice in deciding policies and legislative matters.
4. The administration of state teachers colleges should be a representative form of government representing the combined policy of more than one person.

#### SECTION B. THE INTERPRETATION OF PRACTICE

It would now seem pertinent to the solution of the problem to interpret practice by this expert opinion so that the essentials of the dean's task may be discovered and evaluated. In order to do this an answer is sought to the following question: What is there about the dean plan that is a desirable plan of administrative practice? It is evident from a study of practice that administrators think that the dean plan has merit because practically two-thirds of the colleges studied use this plan. The reasons for this are sought in order that the meritorious phases of the dean's work may be known and emphasized in determining his duties.

The institutions have been grouped in this study according to the presence or absence of deans on their administrative forces. The basis of difference in the groups, is the administration of the work of the dean. If group A colleges as a group excel in the administration of "dean's duties" it is because of the work of the dean, for that is the only basis distinguishing that group from the other institutions. Some institutions in either group are superior to some of the other group, or possibly to the average of the other group. However, group may be compared with group in order that distinguishing characteristics of the groups may be found. The group showing superior administration of "dean's duties" obviously indicates the superiority or inferiority of the dean plan because the presence or absence of a dean forms the only basis for separating the groups.

## APPLICATION OF PRINCIPLES

*Principle I.**Delegation of routine matters by the president.*

The principle has been drawn, from a study of expert opinion, that the president of a teachers college should free himself from the administration of duties that can satisfactorily be delegated to others. That is, delegation of routine administration is set up as an indication of good administrative practice. Which group of colleges more fully utilize this principle as determined by the administration of "dean's duties"? A summary of assignment of duties to certain officers or committees is shown in tables XX and XXI. From these tables can be seen the extent to which presidents in each group of colleges delegate administrative duties.

*Delegation of "Dean's Duties" in Group A Colleges.*

TABLE XX

SHOWING A DISTRIBUTION OF OFFICERS AND COMMITTEES OF GROUP A COLLEGES ACCORDING TO THE TOTAL ASSIGNMENT OF "DEAN'S DUTIES."

OFFICER OR COMMITTEE	NUMBER OF DUTIES IN THE GROUP	PER CENT OF TOTAL DUTIES
President.....	11	6.04
Dean (including Chairman of Committee).....	130	71.43
Registrar (including Chairman of Committee).....	16	8.80
Committee.....	24	13.19
Data lacking.....	1	.50
Total.....	182	100.00

Table XX reads as follows: The presidents of group A colleges retain the responsibility of administering dean's duties in eleven (6.04%) of the total number of cases for that group. The duties are delegated the dean in one hundred thirty (71.43%) of the cases out of a possible total of one hundred and eighty-two if he were assigned all of the "dean's duties" in all of the twenty-six colleges. (Seven duties each for the twenty-six institutions gives a total of one hundred and eighty-two cases or administrations to be performed for the group as a whole.)

## Delegation of "Dean's Duties" in Group B Colleges.

How are "dean's duties" distributed in group B colleges considered as a group? The answer to this question is shown in table XXI, a table derived from preceding tables and showing a summary of previous tables of practice of the group B colleges.

TABLE XXI

SHOWING A DISTRIBUTION OF OFFICERS AND COMMITTEES OF GROUP B COLLEGES ACCORDING TO THE TOTAL ASSIGNMENT OF "DEAN'S DUTIES."

OFFICER OR COMMITTEE	NUMBER OF DUTIES	PER CENT OF TOTAL
President.....	11	9.09
Vice-President.....	8	6.61
Registrar.....	42	34.71
Clerk.....	2	1.65
Committees.....	48	39.67
Commercial Department.....	1	.83
Secretary of Faculty.....	1	.83
Heads of Departments.....	4	3.30
Faculty.....	2	1.65
Director of Training School.....	1	.83
Head of Mathematics Department.....	1	.83
Total.....	121	100.00

Table XXI reads as follows: Presidents retain the responsibility for eleven of the one hundred and twenty-one assignments, registrars are assigned forty-two duties, *et cetera*.

A comparison of tables XX and XXI shows that the presidents of the colleges that use the dean plan of administration delegate the larger proportion of the routine administrative matters. A study of the tables shows that the presidents of the twenty-six colleges using deans perform eleven of these routine duties or "administrations" or an average six and four hundredths per cent of the total number of one hundred and eighty-two cases considered. A corresponding study of table XXI shows that the presidents of the sixteen colleges that do not have deans perform nine and nine-hundredths per cent of these administrations in their institutions or fifty per cent more than do the presidents of the

colleges that have deans. *A characteristic, therefore, of colleges using deans, considered as a group, is that the presidents delegate a greater proportion of routine matters than the presidents of the other colleges taken as a group.* This is a characteristic indicative of economy of administration for the colleges using deans.

*Principle II.*

*Centralization.*

In which group of colleges is there greater centralization in administration as indicated by the assignment of "dean's duties"?

Attention is again directed to the summary tables XX and XXI. Table XX indicates that one hundred and thirty (71.43%) of the total of one hundred and eighty-two duties are centered in the office of the dean. In contrast, table XXI shows that schools that do not have deans assign less than fifty per cent, thirty-nine and sixty-seven-hundredths to be exact, to any one agency. The schools without deans therefore assign to at least two people or committees the duties which schools with deans usually assign the dean. *The schools that have deans are using to a greater degree the principle of centralization, at least in the administration of the duties which they usually assign the dean, than are the schools which do not have deans.*

*Principle III*

*Delegation to administrative assistants.*

Another principle of school administration is that administrative duties should be delegated to administrative assistants rather than to instructors. Do institutions that do not have deans have administrative officers but under a title other than that of dean? Do the group B colleges assign administrative duties to administrative assistants or to instructors?

An answer to the question is sought by further consideration of tables XX and XXI. A grouping of all assignments of "dean's duties" to administrative assistants for group A and also for group B colleges gives the following tabulations:

GROUP A COLLEGES (Twenty-six Colleges) DUTIES ASSIGNED ADMINISTRATIVE OFFICERS		GROUP B COLLEGES (Sixteen Colleges) DUTIES ASSIGNED ADMINISTRATIVE OFFICERS	
OFFICER	NUMBER DUTIES	OFFICER	NUMBER DUTIES
Dean.....	130	Vice-President.....	8
Registrar.....	16	Registrar.....	42
		Clerk.....	2
		Secretary of Faculty.....	1
		Director of Training School.....	1
Per cent of total (182) duties	146 80.22	Per cent of total (121) duties	54 44.63

Nearly twice as large a proportion of the "dean's duties" are assigned to administrative officers in group A colleges. While one or two of the institutions seem to have a task such as that of dean but under a different title, the conclusion, it seems, must be that group B colleges do not use administrative assistants to as great an extent as do the group A colleges. The group B colleges assign a larger proportion of administrative duties to committees of instructors.

*The principle that administrative duties should be delegated to administrative assistants rather than to committees of instructors is found to be in practice to a greater degree in group A colleges.*

#### SUMMARY

Do the characteristics of the dean plan conform to principles of school administration as gleaned from expert opinion? Some principles that apply to the administration of the dean's duties, as previously stated in this chapter are:

1. Teachers college presidents should delegate routine administrative duties.

2. Routine administrative duties should be delegated to administrative assistants and not imposed upon instructors.

3. Greater economy and efficiency of administration will be secured through centralization of the administrative duties that are delegated.

4. The administration of educational institutions should be a representative form of government rather than the sole dictum of one individual.

The application of these principles to the administration of "dean's duties" in teachers colleges shows the following results: (a) The first three principles are exemplified more fully in the group of colleges that have deans than in those without deans; (b) The question of democracy in the government of the institution is largely a question of policy-making and not actual execution of the duties. The employment of a dean does not necessarily conform to or oppose this principle.

In answer to the question—What is there about the dean plan of administration that is a desirable one the following answer seems to be justified:

1. The chief executives delegate a larger proportion of the administrative duties when they have a dean.
2. The chief executives more fully unify and centralize the delegated duties when they have a dean.
3. Fewer administrative activities are imposed upon instructors when there is a dean.

#### SECTION C. APPLICATION OF INTERPRETATIONS TO THE DEAN'S TASK

It has been shown that the dean plan of administration is in accord with what might be termed "cardinal principles" of teachers college administration. As a group the colleges having deans adhere to these principles. Practice, however, among the colleges of this group varies and it is the particular purpose of this part of this chapter to give consideration to what the dean's duties should be.

It is of prime importance that the task of the dean be so organized that it may utilize those characteristics which mark it as a superior plan. These characteristics, as repeated from an earlier part of this chapter are: (1) The dean plan relieves the chief executive of routine administrative duties; (2) The dean plan removes the necessity of delegating administrative duties to instructors; (3) The dean plan makes possible a centralization and co-ordination of administrative duties.

Eight specific duties, as enumerated in chapter II, are approved by majority practice of the colleges and seem to



be in accord with expert opinion. Therefore it seems justifiable to list these eight duties as a part of the work of the dean. There are also found in practice other duties performed by one or more deans but not practiced in a majority of the colleges. Does the performance of any of these duties by the dean indicate superior practice? Hamilton, in his study of teachers college administration says:<sup>17</sup>

“Many of the important administrative services which a teachers college should render to its student body are either neglected entirely or performed superficially and with a woeful lack of human interest.”

It would seem to be in accordance with the laws of natural distribution to expect that some of the “minor” duties, or those practiced by a minority of deans, represent superior practice while others may represent inferior practice. An effort is made to discover which of these “minor” duties more logically co-ordinate with the major duties and seem more nearly to conform to principles of administration.

A study of the eight major duties of the dean reveals the following groups into which they may be placed:<sup>18</sup>

1. Duties relating to conditions that underlie instruction.
  - (a) Direct revision of courses of study (as chairman of a committee).
  - (b) Adjust student programs.
  - (c) Arrange daily schedules.
2. Duties relating to pupil accounting.
  - (a) Approve secondary school credits in irregular cases.
  - (b) Approve credits for advanced standing.
  - (c) Approve applications for diploma or degree.
3. Duties relating to general administration.
  - (a) Edit the catalog.
  - (b) Preside in the absence of the president.

<sup>17</sup>Hamilton, *Fiscal Support of State Teachers Colleges* (1924), p. 21.

<sup>18</sup>Bases for this grouping are: (1) an arbitrary grouping based on a study of the data, (2) procedure used in the study made by Dr. Agnew, *The Administration of Professional Schools for Teachers*

DUTIES RELATING TO CONDITIONS THAT UNDERLIE  
INSTRUCTION

The placing of these major duties in this group seems to conform to the principles of school administration not only in relieving the president and instructors of these routine matters but in making possible centralization and co-ordination of this work.

Do some of the minor duties belong to this group? Two minor duties, securing syllabi of courses and making statistical studies, or directing research studies, for use in arranging and applying curricula would seem to be closely connected with duties of this group and probably suggest superior practice on the part of the dean performing them. The administration of discipline seems to correlate with other duties of the dean only when it concerns conditions of instruction. With that restriction of the task it would seem to be part of the duties of group 1 and to be a part of the task of the dean.

The one clothed with authority to advise with delinquents, including class absentees, has a task that concerns conditions that are prerequisite to good instruction. The purpose of the task is similar to that of discipline. The majority of group A colleges make no provision for the task other than that assumed by the instructor or brought to the attention of the president. Ten of the group A colleges, however, delegate the task of advising with the delinquents to the dean. Two more colleges appoint a committee for this purpose and make the dean chairman of the committee. The presidents delegating the task seem to consider it to be one that relates to conditions of instruction.

Another task delegated to the dean by six presidents as shown in the tables on practice, is that of adjusting the teaching load. It, too, seems to be a task that is a condition to good instruction. It would seem, too, that the director of instruction is in a position that should fit him for the task of adjusting the teaching load or advising with the president in the matter. Its consideration here is not an attempt to justify its place as one of the dean's duties but to give it whatever consideration may be due it in connection with duties that make up the larger tasks of the dean. Its assignment to the dean is approved by twelve deans

of the twenty-two reporting.<sup>19</sup> Other deans apparently hesitated to propose for their task a duty often retained by the president.

One-half of the deans are assigned the task of directing the administrative machinery of registration and classification. It is considered to be related to the dean's task in that it is the occasion of adjusting pupil load and possibly that of instructors. An examination of the task reveals certain phases of it that condition good instruction. Of the twenty deans expressing an opinion on this topic, nineteen approved its assignment to the dean as a definite part of his task. Other expert opinion suggests the desirability of the president's delegating the direction of tasks such as this one.<sup>20</sup>

*Conclusions regarding duties relating to conditions that are prerequisite to instruction:*

The duties considered under the group that relate to instruction have a two-fold nature: First, they are administrative; second, they concern instruction. The two phases may be combined under the term of "direction of instruction." All of the duties of this group relate to conditions that are prerequisite to instruction. The administration of these duties is therefore considered as direction of instruction.<sup>21</sup> The following quotation<sup>22</sup> regarding public school administration expresses conclusions that seem justified for use here:

"The advancement of the pupil is the single end aimed at by teacher and supervisor. Both and each must see in supervision the effort to secure unity, sequence, completeness of instruction, and equality of opportunity for each child. The constantly changing requirements of education, changes within the school system, entrance of new teachers into the system, and the application of new pedagogical truths each and all require that a system of schools be directed by a single intelligence.

"If each teacher chooses for her classes what shall be the course of study, chaos and disorder will ensue in the system. All other considerations are secondary to the demand for

<sup>19</sup>Deans of Colleges No. 2, 3, 10, 11, 12, 14, 20, 31, 33, 37, 38, 39.

<sup>20</sup>Missouri Survey, pp. 273-275.

<sup>21</sup>This terminology is not to be confused with supervision of class instruction. Supervision of instruction may be desirable for teachers colleges, but data seems to be insufficient for advocating it in this study.

<sup>22</sup>Wagner, *Productive Supervision of Teaching* (1919).

unity, continuity, sequence of instruction and for equivalence of opportunity for all the children of a school system."

A study of this group of duties leads to the conclusion that the dean is expected to exercise control over conditions that are prerequisite to good instruction. He may, if considered in this sense, be called director of instruction.

There may be insufficient evidence for concluding that instruction should be supervised in colleges in the sense that it is in elementary schools. One is justified, however, in concluding that the dean is director of instruction in the sense that he promotes conditions that make for good instruction. This work includes a study of desirable revisions of the course of study, control and direction of student load, adjustment of teaching load and a study of students and their records to bring about proper classification and grouping. The control of these duties makes possible a proper co-ordination of instructional activities.

#### DUTIES RELATING TO PUPIL ACCOUNTING

Pupil accounting refers to those activities that have to do with evaluating and recording the achievements of pupils. The activities include approval of secondary school credits used for admission to college, advanced standing credits, approval of application for diploma or degree and any other accounting that has to do with the pupil's admission, progress, or final achievements while in the institution.

The presidents have delegated this group of activities almost unanimously as shown in the previous chapter. Practice seems to indicate that this group of duties is assigned the dean. Yet it is a group of duties that might be thought to belong to the registrar. All except one of the colleges<sup>23</sup> that have deans also have registrars. The dean does not displace the registrar. To what extent, then, do duties relating to pupil accounting belong to the task of the dean? An investigation of practice shows that the dean is assigned the task to the extent of setting or interpreting standards of evaluation and interpreting irregular or unusual cases. The dean uses the records to determine the needs of individual pupils and to adjust their program of work according to their individual needs as indicated by their past records. The work of the dean may involve research problems which are to be solved by a study of the records which the regis-

<sup>23</sup>College No. 35.

trar has made and kept.<sup>24</sup> It would seem that the dean has this responsibility because of its relation to conditions relating to instruction.

#### DUTIES RELATING TO GENERAL ADMINISTRATION

This group of duties includes the appointing of graduates to positions, the directing of summer school, the editing of the catalog, presiding in the absence of the president and duties of a general administrative nature that may rise from time to time.

The first four of these duties are assigned the dean in a small minority of the teachers colleges. The other tasks, editing the catalog and presiding in the absence of the president, do receive the approval of practice in being assigned the dean. A large majority of the presidents assign these duties to the dean. One may doubt their being properly a part of his real task. It seems that they may be assigned the dean not as a part of his task but in addition to it because of the fitness his task gives him for understanding and properly administering these duties. One seems justified in concluding that possibly general administrative duties should be assigned the dean, if at all, in addition to his task as dean. Such an assignment would seem to be justifiable to the extent that his task allows him time for their proper discharge. An overloaded dean is no more to be desired than an overloaded president.

#### DUTIES RELATING TO FIELD ACTIVITIES AND PUBLICITY

None of the duties listed under this group receive the approval of the majority of the colleges as a dean's task. Neither does either type of expert opinion consider the duties of this group a part of the dean's work. Such assignments appear to confuse the task and make it difficult to co-ordinate and unify the work of the dean. As judged by all of the standards used in this study, duties relating to field activities and publicity are not a part of the dean's task nor should they be dependent upon him for their proper administration.

#### *Conclusions in answer to question two:*

In answer to the question: "What are the main objectives for the dean's task?" the following conclusions seem to be justified:

<sup>24</sup>In College No. 20 the dean and registrar have the same assistants in order that they may more easily use the same files.

1. The group of duties most completely given over to the care of the dean is that relating to conditions that are prerequisite to instruction.

2. The phase of the duties in the group relating to pupil accounting that should be assigned the dean is that of interpreting standards of evaluation and of using the records in the study of special cases or groups.

3. Duties relating to general administration do not seem to be subject to co-ordination with the central duties of the dean, though some of them may be assigned him because of his general fitness for administering them.

The central function of the dean around which his task is built is that of promoting good instruction through pupil adjustment and co-ordinating of factors that lead to the pupil's development. The duties of the dean should be co-ordinated about this central idea.

CHAPTER IV  
SUMMARY AND CONCLUSION  
SECTION A. HISTORICAL DEVELOPMENT

This study of the administration of state teachers colleges was undertaken to answer two questions:

1. Does the presence of a dean on the administrative staff of a state teachers college suggest better administration of the duties which he performs than if there were no dean?
2. If there is a dean, what is the nature of his task and what duties should compose it?

The study was based on the personal inspection of the administration of forty-two state teachers colleges, this number representing a majority of state teachers colleges at the time the data were collected. These colleges represent most divisions of the United States and were unselected except as they were within reach of the itineraries decided upon for the study.

THE TEACHERS COLLEGE MOVEMENT

The teachers college movement is making rapid progress. The normal schools of a decade ago are being reorganized into teachers colleges.<sup>1</sup> The requirements for admission into the teachers colleges are being made to conform to standards similar to those recognized by educational administrators as collegiate standards. Curricula leading to a degree in education are being organized and studies leading to the selection and professionalization of subject matter are being promoted.<sup>2</sup> The record of this teachers college movement has become an important chapter in the history of teacher training in the United States.

The teachers college movement had its beginning in Albany, New York, in 1890, with the reorganization of the normal school which had been established in 1844.<sup>3</sup> The

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<sup>1</sup>The distinction in this study between normal schools and teachers colleges is that teachers colleges offer four-year curricula above the secondary school, leading to a degree and the normal schools offer only curricula that are less than four years in length.

<sup>2</sup>Frazier, Paper read before the American Association of Teachers Colleges, Cincinnati, Ohio, February 21, 1925.

<sup>3</sup>Hamilton, Fiscal Support of State Teachers Colleges, 1924, p. 1.

Michigan State Normal School became a teachers college in 1897. Four-year curricula were first offered in the Iowa State Teachers College in 1903, and in Illinois State Normal University in 1907, in Indiana State Normal School at Terre Haute in 1908, and in Colorado State Teachers College at Greeley in 1911. In twenty-one years six normal schools had become teachers colleges to the extent that they were offering four-year curricula leading to the bachelor's degree.

In 1912 the Department of Normal Schools of the National Education Association announced the following declaration of principles:<sup>4</sup>

1. The twentieth century normal school is dedicated to higher education with the special function of supplying teachers for the rural schools, the elementary schools, and the high schools.

2. Its entrance requirements as to scholarship will be practically the same requirements that are now demanded by the college—graduation from a four-year high school.

3. It will extend its courses of instruction and practice, as conditions may demand, to four-year courses; thus giving it as high a standing in the way of discipline and scholarship as the college now possesses.

4. It will now widely extend the field of professional experimentation and investigation.

5. It will try out its graduates as to their ability to teach and manage schools by such a period of practice-teaching as will settle the case beyond peradventure.

6. It will plan effectually to train teachers for rural schools, to stimulate and foster every educative agency toward the development of rural community life, and to elevate the professional position of the rural teacher.

7. It will set up definite ends of education that will relate themselves to the life of the people in all departments of human interest and will thus become a great social energy.

Following this declaration of principles the teachers college movement was rapid and in the next six years twenty-one additional institutions had become entitled to be classed as teachers colleges, just the reverse of the figures for the previous period. Of one hundred and seventy-five institutions in 1923 "fulfilling the purpose of preparing teachers at public expense" which reported to a committee

<sup>4</sup>American Association of Teachers Colleges. Yearbook 1922, p. 12.



of the American Association of Teachers Colleges,<sup>5</sup> eighty-two stated that they were offering four-year college curricula leading to a degree though not all had granted degrees. Eighty-one teachers colleges had granted degrees by January 1, 1925.

#### SOME FACTORS IN THIS DEVELOPMENT

(a) There has been a decided change in the United States in the demand for trained teachers. The growing insistence that teachers, whether teaching in high school or in grades below the high school, should receive a salary commensurate with the training of the teacher, has given emphasis to the desirability for the teacher to secure a degree whether working in high school or below the high school.<sup>6</sup> In connection with this practice is the tendency on the part of superintendents to select teachers more largely on the basis of amount of training rather than on experience or on general ability of the teacher. A result of this conception has been the turning of teachers to the teachers colleges for additional training.<sup>7</sup>

(b) The high school development of the present century has placed additional emphasis upon the normal schools' becoming teachers colleges. The cause of this is twofold. First, there has been a very rapid expansion of the high school both in development of courses of study and in enrollment of pupils.<sup>8</sup> Second, the professional training comparable to that provided for elementary school teachers is being requested of the high school teacher. This request reaches the normal school as a demand that it become a teachers college and offer curricula for the training of high school teachers.

(c) In addition to these factors is added the effect of the movement in other professions to raise the requirements in training for admission to these professions, as example, the profession of medicine or law.

These causes are among the more important ones leading to the establishment of teachers colleges.

#### SPECIFIC PHASES OF GROWTH OF THE TEACHERS COLLEGE

The merging of the normal school into the teachers college is accompanied by certain results, which become characteristic of the teachers college.

<sup>5</sup>American Association of Teachers Colleges, Yearbook 1924, p. 57.

<sup>6</sup>Lewis, Personnel Problems of the Teaching Staff (1925), p. 276.

<sup>7</sup>*Ibid.*

<sup>8</sup>Cubberly, Public Education in the United States.

(a) The first characteristic that distinguishes the teachers college from the normal school is the announcement of the institution that it offers one or more four-year curricula above the high school that lead to the bachelor's degree. A study of the curricula of thirty-three teachers colleges<sup>9</sup> showed the average number of curricula to be four, the middle fifty per cent offering from two to six curricula. The curricula most often offered are, respectively, one for training high school teachers, one for home economics teachers, one for elementary teachers, and one for intermediate teachers.

Another phase of the practice of establishing four-year curricula is that of professionalizing subject-matter.<sup>10</sup> The teachers college is characterized by its effort to analyze the professional needs and build curricula that will embody this professionalized subject-matter. This problem is now in the process of development.

(b) One of the next problems of the teachers college after the setting up of four-year curricula is the establishment of satisfactory entrance requirements. The normal school has not had many, if any, representatives among the teachers in the high schools. There has also been an idea,<sup>11</sup> more or less widespread, that the normal school did not offer proper inducements to the more ambitious graduates of the high schools for a well-rounded education. The establishment of teachers colleges has afforded opportunity for offering a larger number of subject-matter courses as distinguished from review courses of the earlier normal schools. The introduction of more subject-matter courses and the possibility of securing four years of college work induce more of the better prepared portion of high school graduates to apply to teachers colleges for admission than formerly sought admission to normal schools.<sup>12</sup> This tendency makes it possible for the teachers colleges to establish entrance requirements that are acceptable to the accrediting agencies of the associations of secondary schools and colleges.

(c) The growth of the teachers college movement is also shown in the development of the American Association of Teachers Colleges. Preceding this organization there had

<sup>9</sup>Phelps, "The Four-Year College Curriculum in State Teachers Colleges," *Educational Administration and Supervision*. Vol. IX, p. 345.

<sup>10</sup>Pendleton, Paper read before the American Association of Teachers Colleges, Washington, February, 1926.

<sup>11</sup>American Association of Teachers Colleges, *Yearbook* 1925, p. 38.

<sup>12</sup>Waldo, Paper read before the American Association of Teachers Colleges, 1923.

existed the North Central Council of State Normal School Presidents. This organization had its beginning in 1902. It began as an informal council of the normal school presidents of Iowa, Illinois, Kansas, Missouri and Wisconsin. The meetings were confidential and for the purpose of exchanging views regarding problems of teacher training.

The American Association of Teachers Colleges had its beginning<sup>13</sup> in an informal meeting early in the year 1917. This conference was held in Chicago and was composed of the following five men: President Homer H. Seerley, Iowa State Teachers College, Cedar Falls, Iowa; President John R. Kirk, First District Normal School, Kirksville, Missouri; President Charles McKenny, Michigan State Normal College, Ypsilanti, Michigan; President David Felmley, Illinois State Normal University, Normal, Illinois; Dean H. C. Minnich, Teachers College of Miami University, Oxford, Ohio.

As a result of this informal meeting the first regular session of the American Association of Teachers Colleges took place in Kansas City, Missouri, on February 24, 1917. The organization has grown. At the time of the publication of its yearbook in 1925, the Association had a membership of one hundred and forty-seven institutions,<sup>14</sup> eighty-three of which had stated that they had organized four-year curricula leading to the bachelor's degree.

Thus the traditional normal school offering only two years of training, and possibly not that much beyond the secondary school, is rapidly merging into the teachers college. The practices regarding the admission of students and the earning of credits are being standardized in conformity with standards being established by the accrediting agencies of secondary schools and colleges. These teachers colleges are at least recognizing the problems in regard to the organization of suitable curricula and are establishing plans looking to the solution of these problems. In order to give greater impetus to the standardizing of the practices of the institutions and the solution of their problems the American Association of Teachers Colleges has been organized. Its growth has shown its value to the teachers colleges as they merge from the normal school.

<sup>13</sup>The American Association of Teachers Colleges, Yearbook 1923, p. 18ff.

<sup>14</sup>American Association of Teachers Colleges Yearbook 1925, p. 5.

NEED OF ADMINISTRATIVE REORGANIZATION AND OF  
STANDARDIZATION

The very rapid development of the teachers college has resulted in its chief problem being a need for the standardization of its administration.

In the report of a committee of the National Education Association (1922) on "Teachers Colleges" the statement was made that,<sup>15</sup>

"The teachers college movement is still in the experimental stage. While a few institutions have established themselves firmly in the college field and have received recognition for their work, probably three-fourths of the so-called teachers colleges are just now advancing to senior college rank. It will take a number of years for them to establish their courses, increase their attendance, and standardize their work on a college basis."

The specific phases of growth which have characterized the rise of the teachers college illustrate the causes which bring about the demand for the administrative reorganization and the standardization of the teachers college.

The setting up of four-year curricula is among the first of the problems of the administration of the teachers college. When it is decided that an institution shall be declared to be a teachers college, it becomes necessary that one or more four-year curricula be organized. Teachers college curricula have not yet been standardized. In comparison with the standardization of curricula now attained for the elementary school or for the high school the curricula of the teachers college are still in a condition of chaos in so far as there is any standardization of them among the colleges.<sup>16</sup>

The organization of new curricula for a teachers college increases the number of administrative tasks. It involves a study of practice of other teachers colleges in order that there may be some approach toward standardization. It requires a knowledge of present achievements in curriculum construction. To this is added also a need for an understanding of the needs of the institution in the light of present day practices. This phase of administration, if not assumed by the president, is delegated either to members of

<sup>15</sup>National Education Association, Committee on Teachers Colleges, 1922.

<sup>16</sup>Frazier, Paper read before the American Association of Teachers Colleges, Cincinnati, 1925.

the administrative staff or to members of the faculty appointed for the task.

Administrative duties are increased by the decision of teachers colleges to develop standards of admission and of pupil accounting, that are comparable to the standards set up by associations of secondary schools and colleges. The practice of developing these standards was pointed out to be a characteristic of the teachers college. Practices of admitting on trial or without careful examination of the applicant's previous educational achievements, too often found in the normal school of an earlier day,<sup>17</sup> must be replaced in the teachers college. The same thing may be said regarding the attention given to the individual student load, the change of courses, and whatever administrative matters concern the earning of credits of the pupil.

The American Association of Teachers Colleges has devoted much effort to the development of standards suitable for teachers colleges,<sup>18</sup> and has thus brought to the attention of the colleges the practices to be reorganized in order to attain proposed standards.

Emphasis to this need was given by the committee of the National Education Association on "Teachers Colleges" in the following statement,<sup>19</sup>

"The teachers colleges should address themselves to the task of standardization. If they are to be colleges in name they should be colleges in fact. This means that for the entrance requirements, student's load, content of courses, academic preparation of faculty, faculty load, number of weeks teaching a year, et cetera, they should 'square' with college standards. Teachers colleges may never hope to have the respect and recognition of the colleges and universities and the public in general until this task of standardization is achieved."

These characteristics of the development of the teachers college have shown that there is a great increase in the administrative duties of an institution when it changes from a normal school to a teachers college. This increase in administrative duties brings about the necessity for reorganization. The presidents find it necessary to delegate many

<sup>17</sup>Carnegie Foundation for the Advancement of Teaching, Bulletin 1920, No. 14, p. 273.

<sup>18</sup>American Association of Teachers Colleges, Report of Committee on Standards and Surveys. Yearbook 1925.

<sup>19</sup>Report of Committee of National Education Association on Teachers Colleges, 1922.

of the administrative duties which they formerly retained as a part of their own task. "The school organization of a decade ago is ill-adjusted to the school problems of to-day."<sup>20</sup> The commission which made a survey of the Missouri normal schools, in 1914, expressed the need for normal schools to reorganize their administrative forces to meet the new conditions in the following statement:<sup>21</sup>

"As educational institutions have become larger and more complex, the mass of intersecting relations has made it imperative that the guiding mind be set free for close, detached study of the principles that govern all this and other institutional procedure; that time be provided for abundant outside observation, comparison, and reflection; and that he be so lifted above detail as to serve steadily, without waste or hurry, his main function—to be the inspiring power and illuminating interpreter behind the whole organization."

This same administrative problem of the teachers college was expressed by Dr. Agnew when he said:<sup>22</sup>

"This rapidly developing institution (teachers college) has not, however, kept pace in its administrative organization with its growing needs. Adequate provision has not been made for the rapidly increasing administrative functions and activities of the professional school."

The presidents of teachers colleges feel the need of reorganizing their institutions. They, not only collectively as members of the American Association of Teachers Colleges, but also individually, have recognized the need of reorganization of the administration of their institutions. Illustrative of this the president of one of the colleges says:<sup>23</sup>

"I must make a reassignment of the administrative duties because of the increasing amount of administrative work to be done and I would like to know the best way of apporportioning it."

Another president of a rapidly growing teachers college, one who has been active in the proceedings on standardization in the American Association of Teachers Colleges, recognizing the problem in his own institution says:<sup>24</sup>

"Our institution is growing so rapidly we must reorgan-

<sup>20</sup>Sears, *Classroom Organization and Control*, p. 110.

<sup>21</sup>Carnegie Foundation for the Advancement of Teaching. *Bulletin* 1920, No. 14, p. 273.

<sup>22</sup>Agnew, *The Administration of Professional Schools for Teachers*, p. 105.

<sup>23</sup>Statement of December 28, 1923.

<sup>24</sup>Statement of November 20, 1923.

ize its administration. Frankly, I don't know how it should be done."

Still a third president, one who has also done much in bringing about a better organization of the administrative staff in his institution says:<sup>25</sup>

"I expressed the wish five years ago that someone would make a study of the duties of a dean in a teachers college."

Thus the need that institutions be reorganized when they become teachers colleges is recognized. It is set forth in surveys and studies of teacher-training institutions; it is shown in the attempts at standardization by the American Association of Teachers Colleges; and it is voiced by individual presidents. In order to be really recognized as colleges, the teachers college must set up standards comparable to those of the traditional colleges. The newcomer in the college field can not set aside college conventions as they have developed through centuries and expect recognition and approval from the traditional colleges and universities.

#### SOME PROBLEMS INVOLVED IN REORGANIZATION AND STANDARDIZATION

The problem of reorganization of the administrative forces, which confronts the president, is twofold. First, it is a problem of determining which duties he should delegate. Some presidents, because of their reluctance to relinquish duties which they have formerly considered to be necessarily their own, have been criticized for overloading themselves with duties that could have been better delegated.<sup>26</sup> When the presidents have recognized the principle of "the division of labor" they still have the problem of determining which duties they should delegate. Second, it is a problem of determining to whom they should delegate duties—whether committees of instructors or administrative assistants. Which method of delegation will secure greater efficiency of administration?

The facts have been presented. Bases for interpreting the facts have been established. The facts presented and the methods of interpretation are better shown by the following summary of each phase of the problem.

<sup>25</sup>Statement of November 23, 1923.

<sup>26</sup>Carnegie Foundation for the Advancement of Teaching, Bulletin 1920, No. 14, p.273.

SECTION B. REASONS FOR HAVING A DEAN

*Does the presence of a dean on the administrative staff of teachers colleges suggest better administration of the duties which he performs than if there were no dean?*

In order to answer this question the practice of the colleges was sought. It was found that twenty-six of the colleges employ a dean and sixteen do not. It was decided to group the colleges for the study according to the presence or absence of a dean on the administrative staff, designating the colleges that have a dean as Group A colleges and the colleges that do not have a dean as Group B colleges. These groups have been compared in order to find characteristics in the administration of each group.

CRITERIA FOR A COMPARISON OF THE ADMINISTRATION OF THE TWO GROUPS OF COLLEGES

Expert opinion in school administration has been examined in order to discover principles to use as criteria in comparing the administration of the two groups of colleges. The literature examined and set forth as expert opinion consists of doctors' dissertations, books published during the past decade and surveys of state teachers colleges. A consideration of this opinion of administrators and of other students of administration leads to conclusions which it seems justifiable to set up as principles of school administration.

1. The first principle is that *the president of a teachers college should delegate certain matters of administration.* Educational leaders who have directed surveys or made other studies of the administration of state teachers colleges conclude that one phase of the reorganization that is absolutely essential, when the normal school becomes a teachers college, is that the president should delegate routine matters of administration. It is a principle of fundamental importance because it is the first step in reorganizing the teachers college to meet the increased demands of the present day. As shown in chapter 1, the reorganization of a normal school into a teachers college increases the administrative duties, making it necessary for the president to delegate the administration of some duties which he was able to include as a part of his own task when the institution was a normal school.



2. A second principle, that is set forth by those who study teachers college administration, is that of *centralization of the administration*. Centralization of these activities groups and organizes the administration in such a way that the president can more easily and effectively direct the policies of the institution. It means that the routine matters of administration which are delegated should be delegated to certain individuals who are given definite authority from their superior officer and who are held responsible to the same officer for the administration of certain duties. It is asserted that the centralization of the delegated administrative duties leads to a greater unity in organization and to greater efficiency in management. The policy of centralization, as set forth in the studies of teachers college administration, becomes an important principle as the colleges attempt to develop a standardization of administrative practices that is comparable to that of the older colleges and universities.

3. A third principle, advocated in studies of teachers college administration, is that *administrative duties should be delegated to administrative assistants* rather than to committees of instructors. It does not oppose the practice of permitting instructors to have a voice in the policy-making of the institution but refers only to administrative matters. It may be termed a principle of representative democracy. It is a principle that sets forth as better practice, the policy of delegating an administrative duty to an individual who makes it his special task and prepares himself for its proper administration. Its practice makes possible a professionalizing of administrative positions and the corresponding development of the administration of an institution.

#### A COMPARISON OF THE GROUPS

In which group of colleges are found better administrative practices as judged by the principles that have been set forth?

A comparison of these groups reveals certain characteristic features of each group. As the presence or absence of a dean on the administrative staff is the basis of difference in the two groups, any characteristic feature of either group may be attributed to the presence or to the absence of a dean as the case may be. The comparisons are based only on the consideration of the administration of the duties which a majority of the Group A colleges assign the

dean and which are designed in this study as "dean's duties."

1. *Delegation of Duties.*

It is shown that the presidents of Group A colleges delegate a larger proportion of the administrative duties than do the presidents of Group B colleges. A comparison of the practice in each group as developed in Chapter III, showed that the presidents of the twenty-six Group A colleges perform eleven of the "dean's duties" for the entire group or an average of six and four hundredths per cent of the total of one hundred and eighty-two "administrations" which they might perform. A corresponding study of Group B colleges showed that the presidents perform a fifty per cent larger proportion of these duties than do the presidents who have a dean on the administrative staff. This means that the presidents who have deans, have delegated more of the administrative duties thus being free to give more attention to other matters of an administrative nature which should not be delegated.

2. *Centralization.*

The study shows also that colleges that have deans are more centralized in the administration of delegated duties which are being considered than are the colleges that do not have deans. In Group A colleges one hundred and thirty (71.43%) out of a possible total of one hundred and eighty-two "administrations" are centered in the task of the dean. The Group B colleges, on the other hand, assign less than fifty per cent (39.67%) of the "administrations" to any one agency. The agency even then which these institutions use most frequently is the committee system, one that is considered to be decentralizing in nature.<sup>27</sup> Thus the Group A colleges centralize the duties under the direction of one agency nearly twice as often as the Group B colleges.

3. *Delegation to administrative assistants.*

The Group A colleges are characterized for their good administrative practices in their assignments to the administrative staff. They follow this plan of delegation of the "dean's duties" more than any other plan.

The plan most frequently followed in Group B colleges in the assignment of similar duties is to delegate them to committees of instructors. It is shown in Chapter III, that Group A colleges assign them to administrative assistants

<sup>27</sup>Theissen, *The City Superintendent and his Board*, p. 36.

in more than eighty per cent of the cases for the group. In contrast to this, the plan followed in Group B colleges in the assignment of similar duties is that of assigning to administrative assistants in only forty-four and sixty-three hundredths per cent of the cases.

To summarize—the colleges that have deans conform, as a group, more nearly than do the colleges without deans as a group, to all three of the principles of teachers college administration. The answer to question 1 is that the dean plan of administration, judged by these criteria, is a superior plan of teachers college administration and one better adapted to contributing to the standardization and development of the teachers college.

### SECTION C. THE NATURE OF THE DEAN'S TASK

*What is the nature of the dean's task and what are the duties that compose it?*

A study of the practice of teachers colleges regarding the work of the dean shows considerable variation in the number and kind of duties assigned him, though there is less difference in the conception of the nature of his task. A majority of the teachers colleges agree in the assignment of eight of the duties. The median number of duties assigned a dean in the teachers colleges is nine. Thus the majority of colleges agree upon the greater part of the dean's work.

An analysis of the task as practiced and a study of principles relating to it lead to some conclusions that seem warranted regarding the nature of the dean's task and the duties that should compose it.

1. The dean is director of instruction. He is the member of the administrative staff who should be specifically delegated the responsibility of routine matters of administration that relate to instruction. He considers the needs of the institution from the point of view of instruction and brings these needs to the attention of the president at stated times or whenever they may be desired.

2. A second phase of the dean's task relates to pupil accounting. This phase of his work grows out of the first one. He is given the responsibility of determining a pupil's credits in unusual cases whether in receiving credits from other institutions, or determining procedure regarding a pupil's work within the institution. He also studies the

records with the purpose of making proper adjustments for the individual differences of pupils. This phase of his work, which concerns factors that relate to the quality of learning and instruction brings the dean into the use of the records of the school which the registrar has filed and kept.

It has been shown that the characteristic features of the reorganization of the normal school into the teachers college are, (a) organization of four-year curricula; (b) establishment of credits and pupil accounting on a college basis; (c) a standardization of the colleges in a teachers college association. All of these phases of reorganization are based largely on the work of the dean.

Duties more fully given over to the dean include:

(a) Revision of curricula and development of new curricula.

(b) A study of syllabi of courses.

(c) Adjustment of student programs to fit individual differences.

(d) Adjustment of teaching loads that will promote opportunities for better instruction.

(e) Arrangement of daily schedule that will contribute to good conditions for instruction.

(f) An attempt to minimize factors that hinder learning and instruction, as absences and delinquencies.

Duties relating to pupil accounting form a part of the dean's task whenever there is a question of determining standards of admission, or promotion, which probably becomes a factor in conditions of learning or instruction. Also the dean may properly use the pupil records in making studies relating to instruction or pupil progress. The task of the dean does not include that of registrar. All except one of the colleges that have a dean also have a registrar.

The dean is oftentimes assigned certain general administrative duties, as presiding in the absence of the president or editing the annual catalog, not because these duties properly co-ordinate with his other duties but because his work as dean fits him to participate in these activities. It seems justifiable to conclude that they may be assigned him as a part of his task if such assignment does not overload him as dean. The study of the work of the deans leads one to conclude that the principle of the desirability

of reducing the president's load sometimes applies also to the dean's load.

In conclusion the study warrants the following statements:

(a) There should be a dean on the administrative staff of the teachers college;

(b) He should be given as his chief task the direction and co-ordination of instruction;

(c) He should have authority in helping to maintain standards in pupil accounting and should have access to the pupils' records for the purposes of studying pupil progress;

(d) He may be assigned certain duties of a general administrative nature in addition to his task as dean if it would best subserve the interests of the institution.

The duties of the dean and the recommendations of the study are set forth in greater detail in the form of a proposed manual for a dean, covering the points suggested by this study or seeming to be warranted as an outgrowth of the study.

Throughout the study two types of administration have ever been considered. Both of these policies have been worthy of careful consideration in the study because of the support that each has received by careful students of administration. The first of these is the notion that greater democracy in education will result if the administration is decentralized and the instructors each given a share in the administration. The answer to any demand for that type of school organization is to call attention to the early district school in which local teachers and trustees had administrative responsibilities nearly all of which are conceded now to better belong to more centralized administration. The second type of administration, that of centralization, has been given careful consideration because of the emphasis given it in other studies, some of which have been cited in this study. An attempt has been made to give due consideration to each in this study.

PROPOSED MANUAL FOR THE DEAN OF A STATE TEACHERS  
COLLEGE

*The Purpose of the Task*

The teachers college faces the need of expansion of its administration. It is establishing standards of admitting students, and standards governing students in the earning of credits that are comparable to those of colleges and universities. The teachers college is engaged in developing four-year curricula peculiarly adapted to the training of teachers. Problems, relating to the professionalizing of subject matter, and the proportionate amount of different forms of subject matter that is needed by those preparing to enter different types of educational work, make curriculum construction a greater administrative problem than it has formerly been supposed to be. There has been established an organization of teachers colleges in which the individual institutions are conforming to standards of membership, thus adding to their administrative activities.

This development of these phases of the administration makes it necessary for the presidents to reorganize for the administration of their institutions, delegating the administration of some duties which they had formerly thought of as necessarily belonging to their own task. The presidents dispose of a part of these duties by creating a task for a dean. The nature of this task and typical duties that compose it are set forth in the following paragraphs.

*The Nature of the Task*

The dean is a member of the administrative staff and is given administrative authority commensurate with his task. The administrative duties which the president delegates to the dean relate primarily to matters of instruction including factors that condition learning and instruction. The task touches upon the work of the registrar in that the dean is expected to prevent the admission of applicants not sufficiently qualified to pursue the work of the institution. The dean is also expected to adjust the pupil loads according to their individual differences in order to do which he will need to study the pupil records which the registrar has filed and kept.

The dean will be concerned with matters of discipline to the extent that the problem becomes a factor in maintaining conditions suitable to the pupil's making progress in his work.

The dean is expected to be informed regarding the technique of curriculum construction, and the policies of the American Association of Teachers Colleges regarding curricula to be offered and phases of standardization to be met by the teachers colleges.

#### *Duties of the Dean*

1. Direction of instruction. The duties of the dean are grouped primarily about the task of directing and co-ordinating instruction. He will be expected to approve applications for admission which do not conform to usual types. He should study ways and means of determining admissions that will safeguard the quality of instruction by preventing the admission of those not sufficiently qualified to pursue such instruction, and at the same time he must attempt to know when applicants should be admitted.

2. To this task is assigned the duty of guiding the student in making his program of studies. The student will secure his approval before being allowed to pursue an unusual program of studies. This includes questions that concern an unusual load of work, an unusual sequence, or an unusual grouping of studies.

In preparing for the opening days of the school the dean and other administrative officers will plan the procedure of registration and classification in such a way that the dean may pursue the above duties, delegating certain of them, if necessary, to assistants.

The dean will have access to the pupil records which the registrar makes and keeps in order that he may group the pupils for instruction and study their rate of progress. Also he should have easy access to these records for purposes of carrying on problems of research that may further his work in directing instruction.

3. The dean will also approve applications for diploma or degree. He will be expected to determine matters of accepting substitute courses, and deciding upon the procedure for unusual cases rather than to allow them to be brought before the faculty. In performance of this task he will again be expected to maintain the standards of in-

struction determined upon by the institution. At the proper time the list of approved applicants should be presented to the president or to the faculty.

4. The dean is also appointed to the chairmanship of the curriculum and course-of-study committee. He will direct the committee in making a study of the needs of the teaching positions for which the institution is preparing teachers and then formulating curricula and courses of study suitable for the teacher preparation. The committee will be expected to make such studies and research as will be necessary to enable them to perform their task in a suitable manner. The dean will then submit to the faculty for approval, the curricula to be offered and the sequence of courses.

5. The task is not expected to include the responsibility of the discipline of the school except of the problems that have direct bearing upon the quality of instruction, for example, matters of class attendance.

The dean is thus expected to be able, through the duties enumerated, to find ways to direct instruction. He is not expected to visit classrooms for the purposes of supervising the work, though he will probably have the opportunity to advise with younger or inexperienced instructors regarding their methods of instruction and the content matter of their courses. The study of the syllabi will afford him an opportunity to point out to instructors the needs of the various courses and the extent to which they are being coordinated with the other courses of the institution.

In the absence of the president he will preside in matters touching his particular field of work and also in general matters not belonging to any particular department. General administrative duties are assigned him, not as a part of, but in addition to, his task as dean.

To summarize—the dean is director of instruction of the institution. He will be expected to eliminate cross purposes and co-ordinate efforts leading to definite and unified aims of instruction. He will inaugurate practices regarding the admission of students and the earning of credits that will enable the institution to conform to standards expected of a teachers college.



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