

REPORT OF COMMITTEE OF SEVEN ON INSTRUCTION IN COLLEGES  
AND UNIVERSITIES<sup>1</sup>

In its report presented a year ago the committee offered some data based upon replies from 458 institutions. During the current year the committee sent out a separate questionnaire through the bureau of education. From the replies received and information previously gathered, the committee has prepared a record of courses offered in 531 institutions. In all but a few cases the record has been approved by an officer of the college or university and represents correctly the courses announced or given in each institution.

Hours are recorded in the revised table for the following subjects:

1. American government:
  - a. National;
  - b. State and local;
  - c. Municipal.
2. General political science (courses based on volumes such as Garner, Leacock and Gettell).
3. Comparative government.
4. English government.
5. International law.
6. Diplomacy.
7. World politics.
8. Jurisprudence or elements of law.
9. Commercial law.
10. Roman law.
11. Administrative law.
12. Political theories (history of political thought).
13. Party government.
14. Colonial government.
15. Legislative methods and legislative procedure.

<sup>1</sup> The committee desires to acknowledge its indebtedness to the following men for reports on the teaching of political science in particular States, and for valuable assistance in the preparation of this report: C. S. Potts, University of Texas; W. J. Shepard, University of Missouri; W. M. Hunley, University of Virginia; Jesse S. Reeves, University of Michigan; Carl Christophelsmeier, University of South Dakota; A. B. Hall, University of Wisconsin; Clyde L. King, University of Pennsylvania; J. E. Boyle, University of North Dakota; H. A. E. Chandler, University of Arizona, and F. W. Coker, Ohio State University.

For a partial report on colleges and universities consult the *Proceedings of the American Political Science Association* for 1913, pp. 249-266.

16. Current political problems.
17. Municipal corporations.
18. Law of officers and taxation.
19. Seminar.
20. Additional courses.

The reports secured from these institutions were used as a basis for a classification of colleges in accordance with the number of hours announced in political science. It is recognized of course that the basis of hours announced is not an accurate foundation to rank institutions and it is clearly apparent that some schools are overrated in the list because of the fact that a large number of courses are announced and relatively only a few are given in any one year. However, it is evident from data available that only a few institutions in a tabulation of this sort are incorrectly rated and whenever possible the committee has aimed to avoid a manifestly wrong impression by the aid of explanatory notes. The basis of classification is as follows:

#### *First Class*

(Hour in this table is used to signify the number of lectures or recitation periods allotted to each subject).

- A. Comprises universities announcing over 1200 hours.
- B. Comprises colleges and universities announcing 700 to 1200 hours.

#### *Second Class*

- A. Colleges announcing over 400 to 700 hours.
- B. Colleges announcing over 200 to 400 hours.

#### *Third Class*

Colleges announcing less than 200 hours.

#### *Fourth Class*

Colleges announcing no courses.

Finally a list is appended of institutions which failed to respond to the inquiries of the committee. The table presented on this basis is as follows:

- First Class: A, 6; B, 17.  
 Second Class: A, 37; B, 117.  
 Third Class, 224.

Fourth Class, 111.

Offers work, hours not reported, 19.

Total reporting, 531.

No report, 99.

According to this classification it appears that out of the total 531 institutions only 187 give recognition in their curricula to political science to an extent that regards the subject as of sufficient interest and value to provide for a department of instruction. In practically all of the remaining institutions only a few courses are offered annually or none at all are included in the curriculum. While the institutions comprised in the first and second classes undoubtedly include a majority of the really strong and well endowed colleges and universities it is nevertheless true that the third and fourth classes contain many institutions of large size, reputable standing, and extensive resources in which the subject of government has been wholly neglected or has received inadequate attention. The committee gave particular emphasis to this neglect in its annual report a year ago. It needs only to be added now that reports from a larger number of institutions show a greater deficiency in this regard than was then noted and serve to support the judgment that far too few of our higher institutions have recognized the high responsibilities of training either for citizenship or for the public service.

#### RECOMMENDATIONS FOR THE IMPROVEMENT OF THE TEACHING OF POLITICAL SCIENCE

The committee presented at the annual meeting in December, 1913, a few proposals in the way of suggestions toward improvement which were offered in order to aid in the formulation of recommendations to be embodied in a final report. These recommendations were submitted to representatives interested in the teaching of political science with a request for criticisms and suggestions. In the many replies received it is gratifying to report that the recommendations are, as a rule, heartily endorsed. Criticisms were made in a few cases on the basis of which the committee suggests certain revisions and modifications in the proposals submitted a year ago.

It is well to emphasize at this time that the committee has aimed in all of its conclusions to gather and formulate the consensus of opinion among those who are vitally interested in the progressive improvement of political science instruction. Every effort has been made through questionnaires, correspondence and every available avenue of infor-

mation to gauge correctly and present the mature judgment of those qualified to speak from experience. It is inevitable that any small group such as a committee will view matters from an angle which from other viewpoints may receive different interpretations. But no pains have been spared to eliminate personal views and predilections and to present in such conclusions as are offered the clearly formulated opinion of representative groups of instructors.

In line with its efforts in this direction the committee submits some modifications proposed relative to the tentative recommendations of a year ago. Taking the recommendations in turn:

1. That for the purpose of its report the committee considers the following courses as comprising in the main, the scope of political science.

In the list of subjects offered December, 1913, no effort was made to organize the courses on any particular principle of classification. Some criticisms were received on account of this failure of classification. To meet these criticisms and in order to facilitate the systematization of courses in the subject, the following rearrangement is proposed:

#### *A. Descriptive and historical*

1. American government:
  - a. National;
  - b. State and local;
  - c. Municipal.
2. Comparative government.
3. Party government.
4. Colonial government.
5. Diplomacy.

#### *B. Theoretical*

1. Political Science (introductory course).
2. Political theories and history of political literature.

#### *C. Legal*

1. Constitutional law.
2. Commercial law.
3. Elements of law and jurisprudence.
4. Roman law.
5. International law.

*D. Special Courses*

1. Legislation and legislative procedure.
2. Public administration and administrative methods.
3. Judicial administration; the organization and functions of courts of justice.<sup>2</sup>

2. That courses in political science be separated from courses in history, economics, and sociology and that colleges aim to have at least one instructor giving full time and attention to this department of instruction.

The committee desires to reaffirm this recommendation and to urge again the necessity of establishing a separate department of political science. It is a pleasure to report that a marked tendency in this direction is noticeable among the larger colleges and universities and it is to be hoped that the time is not far distant when political science will have a recognized place and a reputable standing along side of older inhabitants of the college curriculum.

There is a justifiable revolt against the seemingly endless growth of departments and the sometimes unwarranted tendency to add highly technical and advanced courses in a department. But if there are any good reasons for not according an independent status to courses in government and law these reasons have not been forthcoming. That those whose business it is to teach political science almost invariably favor the expansion of their departments is only to be expected. The encouraging thing is that men of affairs in business and government, as well as many in other avenues of life, join with the specialists in political science in urging upon administrative authorities the necessity of more and better courses in government.

Fortunately the time has passed when the devotees of this branch of learning must beg for scant courtesies at the hands of those who guard the avenues of intellectual advance. The one-time reputable study of politics as in the days of Aristotle has come to its own. And the liberalizing culture of the study of political literature and public affairs as well as the service rendered by departments of government, have not only restored the science of politics to its former

<sup>2</sup> In the preparation of this table the committee is especially indebted to Professors Shaper of the University of Minnesota, and Freund of Chicago for important suggestions. This arrangement is offered as a beginning toward standard and systematic classification of courses in political science. Recommendations will be greatly valued by the committee.

place but have also called forth new avenues of growth, new fields of endeavor. A prestige which will not long be unnoticed in any school of learning which values its function as an educative force in a democracy bids fair to place the study of government on a firm footing as an indispensable feature of every college curriculum.

3. That a full year's course in American government be given as the basic course for undergraduates.

A summary of attendance in courses in 150 institutions shows that American government is far in the lead as a basis for advanced work in the department. Comparative government, introductory courses in political science and international law are the only subjects which serve to introduce students to subsequent work. But the three of these as offered in introductory courses are not selected in as many institutions as American government and are given to a considerably smaller number of students. It may be taken therefore as rather clearly determined that American government shall be the basic course. This course is usually elective and is open only to students of sophomore standing.

A matter which is receiving some attention in various quarters is whether this or another course in government ought not to be open to freshmen. While a few schools have admitted freshmen to the course and while there are some strong reasons in favor of this move the prevailing sentiment for the present, at least, favors the requirement of a year's work in college. The acquirement of a certain facility in college methods of study and a slight maturity of judgment which comes with an additional year's development are requisites for anything like effective work in dealing with the underlying principles and issues of American government.

The present standard of instruction could of course be changed so as to adapt the material and methods to meet the needs of the freshman state of mind. But in view of the fact that most of the large high schools are now giving a half year or a year to this subject on somewhat the same plan as would be necessary in a first year college course it seems better from the standpoint of the student as well as the department to defer the introductory course until the second collegiate year. In States where but few students have an opportunity to pursue the study of civics in high schools there is more cogency to the argument in favor of a freshman course.

When political science instruction begins in the sophomore year

the question arises whether any course shall be made a prerequisite for the election of the subject or whether a certain number of credits alone shall be sufficient. The general rule does not favor any prerequisite. Some institutions however require the selection of a course in history whereas others strongly advise the taking of a preliminary course in this subject. A few schools are offering to freshmen with a fair degree of success an introductory course to the Social Sciences—a kind of gateway course to economics, sociology and political science. No satisfactory text or handbook for this type of course has yet been prepared. In fact it is doubtful whether such a text is within the limits of practicability on account of the diversity of fields and the difficulty of condensing the underlying principles of any one of the above subjects. For the present such a course depends too much upon the individual predilections of the instructor and is likely to comprehend an effervescence of principles which fails to meet the approval of any of the three departments concerned.

The most noteworthy objection to the present arrangement and one that has some urgent and influential advocates is that only a small percentage of the student body can elect this course under the conditions which prevail in the selection of subjects and that the majority of those who do choose the course never have an opportunity to continue the study of government. Consequently it follows that of the small percentage of those who strive to gain some knowledge of governmental affairs only a very minor portion ever go far enough to get any knowledge of foreign governments. Hence the present system is designed to foster an inordinate provincialism which has been one of the banes of our national life. If the citizen-to-be has an opportunity to take but one year's work in government it is still a very pertinent question whether this one course ought not to be partly comparative government or whether the study of American government ought not to be broadened by constant comparisons with European political systems. The committee is informed that the latter type of course is being given in several institutions and it may be that a kind of course will soon be developed which will meet this objection. At least the experiment is awaited with interest. In the meantime, other ways must be devised for attracting to the study of government a greater percentage of students and for bringing the ways and methods of the operation of foreign governments to a larger number of those entering this field of study.

4. That the scope of comparative government be enlarged to include a study of the self-governing colonies, South American republics and important Asiatic nations.

To the comments on this proposal little need be added except to reiterate the observation that the scope of the ordinary course in comparative government should not be expanded to cover the above mentioned countries. The recommendation of the committee was evidently misunderstood on this point and naturally called forth some pertinent criticisms. The suggestion was offered rather in the direction of separate courses which might be given in alternate years and might introduce matters of even greater interest and value than much that now passes under the designation comparative government. Comparative government as usually taught following closely the texts now in use comprises many details and minute matters of fact which may give good exercise to the memory but which can have little if any relative value for the purposes of pertinent and useful comparisons with American political practices. On account of these unnecessary facts other matters from which direct and effective comparisons may be made are ruled out or receive mere passing notice. To meet this difficulty some instructors treat comparative government not by separate countries but only in connection with a consideration of such topics as the parliamentary system, civil service, administrative methods and judicial control over legislation.

There does not seem to be any good and sufficient reason why the constitutions of Switzerland, Germany and Norway should be comprised in this field and the constitutions of Canada and Australia omitted. Nor does it appear altogether reasonable that political affairs in Spain and Portugal should be urged as a necessary part of the knowledge of comparative institutions and that the governments of Brazil, Argentina and Chili should continue beyond the ken of the mental horizon of the specialist in politics.

The introduction of courses in Federal Government including a comparison of the constitutions of Canada, Australia, South Africa, Switzerland, Germany and the United States and the inclusion of the self governing colonies in a study of the English parliamentary system is rapidly meeting the situation to which one phase of this recommendation referred. Similarly courses in Latin-American institutions and world politics are partially at least filling the void in the study of political affairs which a limited range of view had too long kept from careful consideration.

5. That an effort be made to redistribute the emphasis in courses in government so as to give less attention proportionately to governmental structure and legislation and to devote more time and emphasis to administrative methods and law enforcement.

One of the points of controversy in the making of schedules of courses in political science is to determine the relative amount of time and emphasis to be given to constitutional and political history, to the legal framework and organization of government and to the study of government as a functioning organ. Answers to an inquiry submitted to instructors, although almost invariably based upon rough estimates, indicated that almost twice as much time is given to the structure of government as to constitutional history, and that as a rule the study of functions or "physiology of politics" receives more attention than legal framework and constitutional history combined.

There is evidently a marked tendency in both colleges and universities to shift the emphasis from constitutional history (this subject being left frequently to the department of history or dropped entirely) and governmental organization to the analysis and consideration of government in operation.

The following comments are typical:

**Beloit:** Greatest stress on functions, much effort made to show real vital activities of the present and how they rather than constitutional framework disclose real government.

**Columbia University:** Within the past few years there has been a very marked emphasis placed upon the actual workings of government as compared with constitutional theory or constitutional history.

**Grinnell College:** We place the emphasis decidedly on governmental functions and activities. The historical side of our work receives the least consideration. Government as it is and as it promises to be is what we seek to understand.

**Ohio State University:** The tendency in successive rearrangements of courses is to lay more stress upon governmental functions and activities.

**University of Michigan:** While I cannot give divisions of time, I stress functions and activities rather than framework, though the latter is absolutely necessary to an understanding of the former, i.e., a knowledge of anatomy should precede that of physiology or pathology.

**University of Wisconsin:** In all advanced courses a knowledge of constitutional and institutional history and development is assumed, and the functions, activities and forces are discussed. In the more

elementary courses the emphasis is on constitutional history and strongly on legal framework of government.

Among all of the replies only two instructors favor greater emphasis on theory than is now given. But protests are beginning to arise that the well marked tendency to replace the study of foreign governments and political theory with a minute study of government in operation, and with an analysis of all the details of local government will tend to develop provincialism to the extreme and will leave the individual enmeshed in a mass of petty facts without chart or guide to indicate a path through the endless changes of an ephemeral political society. Instructors, it is maintained, may well stop to think whether the pendulum is not about to swing too far in the direction of glorifying petty details and neglecting, if not forgetting, the principles and foundations on which governments may endure and prosper. These principles are indeed difficult, if not well nigh impossible, to discover, but there are those who think that the quest is more worthy of attention than is the search for the latest minimum wage law or for proposed regulations of dance halls.

Moreover, protests are beginning to arise from other quarters and the query is beginning to be raised whether the time has not come to question seriously the advisability of stressing in the introductory work in political science—theories of government, law and the State which remain as a heritage of the past and against which leading lawyers and jurists are waging a relentless warfare. Too much of political science in the United States like a great share of our legal thinking has been based upon the logical but narrow and impractical political doctrines of Austin. It is unfortunate that many who begin the study of politics are led in the way of the formal studies of the Austinian school of jurisprudence and fail to profit by the contributions made by the philosophical jurists as well as by the more practical views of the schools of sociological jurisprudence. The translation of the *Modern Legal Philosophy* series under the auspices of a committee of the Association of American Law Schools will render available some of the much neglected literature in this field. A study of political and legal theories would indeed be more profitable and more worthy of retention in the curriculum if it did not stop with Montesquieu and neglect the more vital movements in continental legal thought. Such a study would as a rule be more useful to the student and would furnish a better justification for the time devoted to introductory studies in government.

Finally the committee desires to reiterate its judgment of a year ago relative to the urgent need of more attention to administrative methods and law enforcement. Not only is there a deplorable lack of advanced courses on such extremely important subjects as are comprehended in administrative rules and practices and on the organization and functions of courts of justice but there is also no elementary text which gives anything like adequate treatment of these matters and many neglect them entirely with the exception of a mere outline of the organization of courts. We can expect a continuance of bungling and ineffective results in the enforcement of law as long as this subject is not made a matter of scientific study by those who administer public affairs as well as those who are concerned therewith. Colleges and universities should at least aim to stress in regular courses and aim to aid more largely than is now the case in gathering data for judicial and administrative reorganization.

6. That instructors in political science encourage students to prepare reports and surveys on actual political conditions.

One of the general charges brought against teachers is the failure to relate the instruction given to the conditions and environment of the students. According to this charge it is the purpose of education to give an interpretation of everything in the realm of nature and thought except the commonplace affairs to be found in the very midst of the school, the home and the community in which the children live. To a certain extent this charge is true as applied to instruction in government. The governments of Europe—the national government and perchance a slight glance at state government have virtually crowded out the study of local police courts, the town hall and county affairs and the myriad problems of local and municipal government. While the botanist, geologist, biologist and chemist have begun to make use of nature's marvelous environment with which each community is endowed the teachers of government have been exceedingly slow to appreciate the priceless heritage of social and political institutions in which each individual is enshrouded. The emphasis on community civics in the schools has begun to introduce a change in perspective and has tended to make the elementary study of government concrete and vital. Legislative and municipal reference libraries and bureaus of research have paved the way for an exceedingly fruitful field for the colleges and universities. A few instructors have appreciated the possibilities of putting students to useful endeavor and at the same time giving them exceedingly valuable training. The

opportunity of turning to advantage some of the hitherto wasted efforts has possibilities which can be only vaguely conceived.

Of course this kind of thing can readily be overdone and the work of the class-room can be easily cheapened by too frequent sociological excursions and holidays. Practical work needs to be specially guarded, sparingly used, and credit should be given under rigorous conditions only which meet the standard requirements of scientific accuracy, completeness and thoroughness. Under such conditions work of this character may be made a valuable supplement and inspiration and may be so directed as to turn to the profit of the community.

It must always be remembered also that investigations and reports of this type although valuable as supplementary exercises cannot replace and certainly ought never to be permitted to diminish the study of foreign governments which alone can overcome inordinate provincialism and give that perspective from which local institutions can be reasonably surveyed and appreciated. The suggestion is not proposed in order to minimize or reduce the present attention given to comparative government or the study of foreign affairs but rather to call attention to a prime method by which a study of our own institutions may be made vitally interesting and socially useful.

7. That departments of political science furnish aid and be in readiness, in equipment and spirit, to render advice to government officials not only in the making and enforcing of laws but also in extending assistance in whatever special fields the instructors in the department are competently equipped.

This recommendation comes directly within the scope of the committee on practical training for public service. For a thorough report on the present status of practical training and for a constructive program in the way of improvement consult the report and publications of this committee.<sup>3</sup>

#### SUGGESTIONS FOR IMPROVEMENT OF INSTRUCTION IN POLITICAL SCIENCE

In one of the questionnaires distributed by the committee instructors were asked to give suggestions as to ways and methods by which instruction in government might be improved. Among the suggestions offered were the following:

<sup>3</sup> A preliminary report of the committee is to be found in *Proceedings*, pp. 301-356. For further information write Charles McCarthy, Chairman, Madison, Wisconsin.

1. That there be a preliminary course as an introduction to economics, political science and sociology.

2. That the POLITICAL SCIENCE REVIEW be made more definitely a medium of information to keep teachers abreast of important changes in the realm of politics.

3. That a full year be given to the study of American government.

4. That departments establish research bureaus and aim to keep in touch with government in actual operation in townships, cities, counties, State and nation, and that students be trained to study definite problems.

5. That more frequent use be made of newspapers and periodicals for illustrations of the dynamics of government.

6. That texts be prepared which give more emphasis to functions and statistics and deal more fully with state and local government. Good outlines should also be prepared with suggestions for gathering and using concrete material, and for doing observational and practical work.

8. That laboratory work and the assignment of practical problems for student reports should be more largely used by all instructors in political science.

9. That an inquiry be made regarding the educational training, teaching experience and salaries of instructors in political science; an inquiry as to the number of hours they teach other subjects, amount of detail work, grading papers, committee work, etc.; also library appropriations for purchase of books and documents.

10. That better provisions be made for the training of teachers in this subject.

11. That college teaching gives too much emphasis to functions of government before giving adequate knowledge of framework.

12. That much time is wasted in giving highly attenuated theoretical and speculative courses.

13. That much could be gained by standardizing many of the courses and grading them as elementary, advanced and graduate in character. The association should prepare a program of study and text writers should conform to this program instead of allowing the scope and arrangement of courses to be largely determined by the most popular text writers.

14. That civics in secondary schools should be placed on a better basis and broadened so as to include economics and social science.

SOME ADDITIONAL DATA ON COLLEGE INSTRUCTION RELATIVE TO ATTENDANCE, TEXTBOOKS, AND METHODS OF INSTRUCTION

*Attendance in courses*

Institutions reporting, 150<sup>4</sup>

<i>Subject</i>	<i>Institutions</i>	<i>Total enrollment</i>	<i>Average</i>
American government.....	120	6107	51—
Comparative government.....	67	2750	41
General political science.....	45	992	22
International law.....	55	1422	26—
Jurisprudence.....	22	753	34
Constitutional law.....	29	1091	38—
Commercial law.....	9	620	69
Political theories.....	11	156	14
Municipal government.....	38	1163	31—
Party government.....	15	473	31
State government.....	3	170	57
		15,697	

Judging by the large number of institutions reporting and the high average of the classes it appears that American government is growing in favor as the basic elementary course in the department. Comparative government shares with American government in favor as an elementary course although less than one-third as many students in a few more than half the number of institutions are reported. The small colleges frequently give an elementary course in political theory. This accounts chiefly for the total of 992 students enrolled in 45 institutions in the subject designated as general political science. Courses in political theory are not as popular with instructors or with students as formerly. When political science was first introduced into the college curriculum the work was almost always begun with a course in political theory. Now the tendency is to give instead practical courses in American government, comparative government, municipal government, etc. But in most of these courses some attention is paid to political theory. Advanced courses in political theory are given as a rule in the universities to small groups of graduate and undergraduate students. Jurisprudence, constitutional law and commercial law are offered chiefly in the universities and usually to large classes.

A subject gaining in popularity and interest is that of municipal government now offered in many colleges and reaching more than

<sup>4</sup> The majority of schools which submitted reports on attendance were large universities or old and well-endowed colleges.

1000 students in 38 institutions. The growing emphasis upon the study of functions and government in operation will no doubt aid in giving greater prominence to this course. International law ranks third as to number of institutions offering the subject but the total of 1422 students enrolled in 55 schools indicates that with but few exceptions the subject is given to comparatively small classes. The course is offered frequently in alternate years and is as a rule elective with the result that "a relatively small percentage of the students actually elect International Law as a subject of study."<sup>5</sup> According to the report of the Carnegie Endowment for International Peace in 144 institutions in which international law was taught in 1911-12 only 3646 students were enrolled or only  $\frac{3}{8}$  per cent of the students which were enrolled in those institutions.<sup>6</sup> Judging by the small number enrolled it is a question whether the large total of hours now given to the subject is warranted, and institutions may well be on their guard when outside agencies with large endowments are bringing heavy pressure to add many more courses in the field of international relations.

The total enrollment in eleven subjects, 15,697 in undergraduate courses of 150 colleges and universities indicates that political science is appealing to large groups of students. This enrollment is particularly gratifying because of the fact that courses in the department are almost invariably elective, and as a rule, they are given only to advanced students. The subjects are usually offered in the sophomore, junior and senior years and frequently are open only to juniors and seniors. But there are many evidences to lead to the conclusion that these subjects have not been given the consideration due them. When institutions with several thousand students have from 10 to 20 enrolled in courses in political science, and these are public institutions supported largely by state funds, it leads to the inquiry whether something in the nature of a civic awakening in our educational institutions is not in order. Furthermore the schools reporting constitute a majority of those having strong and well planned courses in political science, and the results would be far less satisfactory if statistics were secured from all of the colleges. It is time that educators at least ask the question whether it is desirable

<sup>5</sup> Report on the teaching of international law in the educational institutions of the U. S., prepared by the Carnegie Endowment for International Peace, April 18, 1913, p. 6.

<sup>6</sup> *Ibid.*, p. 29. This report should be consulted for an exhaustive report on the teaching of international law.

that the great majority of college graduates leave their institutions without so much as completing a single course of study devoted to their own political institutions or those of foreign countries.

One of the most neglected phases of this subject in the colleges is the provision for the training of teachers of government. Except so far as all courses are incidentally designed to aid teachers the great majority of schools offer no work whatsoever in the way of preparation for teaching. The subject is included in the schedules of Summer Sessions and Extension Courses, and to a certain extent in departments of education, but is almost invariably combined with history, and as in other instances, civics suffers in the distribution of time remaining when the demands of history have been satisfied. The frequency of the reply that no courses are specially designed for prospective teachers would seem to indicate that the imputation freely brought by educators that college teachers are not interested in instruction is true to an extent that is, to say the least, deplorable.

### *Textbooks*

Courses in political science have been made possible in small institutions and have been improved in large institutions by the recent appearance of good textbooks. An inquiry relative to texts used brought the following results. For American government, Beard's *American Government and Politics with Readings*; Bryce's *American Commonwealth*; Hart's *Actual Government* and Ashley's *Federal State* are the volumes on which the courses are usually based. In most cases Professor Beard's books are used and the other authorities are included in the list of supplementary readings. Courses in comparative government are based upon Ogg's *Governments of Europe*; Wilson's *The State*; Lowell's *Government and Parties in Continental Europe and Government of England*; Burgess's *Political Science and Constitutional Law* and Bluntschli's *Theory of the State*. Among the works used as texts in introductory courses in political science are Garner's *Introduction to Political Science*; Gettell's *Introduction to Political Science and Readings*; Leacock's *Elements of Political Science* and Dealey's *The State*. Instructors offering international law follow Lawrence, Wilson and Tucker, Hershey, Davis or Hall. The volumes by Munro—*The Government of European Cities* and *The Government of American Cities* and Goodnow's work on *Municipal Government* are chiefly used in courses in this subject. For the history of political theories the

volumes followed are Dunning's *Political Theories* and Merriam's *American Political Theories*. Where texts are indicated for courses in jurisprudence, Holland's *Jurisprudence* is mentioned and for constitutional law McClain's *Cases on Constitutional Law* is frequently used.

Very few courses are given in the small colleges which are not based primarily on texts and the consensus of opinion among instructors is that this is the best method of conducting classes. As a rule the course in political science consists of a close study of one or two texts with some library work and class discussion upon the basis of reports from library reading. In a few institutions the texts are of high school grade but for the most part they are standard college texts. One result of the reliance on text books is inadequate attention to local government since the texts deal very briefly with this field and the average instructor has very little time or inclination to develop a course without a text. The case book system is employed in the courses in public and business law. In all the advanced courses the students are obliged to carry on independent work under the supervision of a particular instructor. The seminar has been found most successful in developing a keen interest among seniors and graduate students in many of the problems of politics.

The lines on which more adequate and thorough guides should be prepared are courses in state and local government and courses in European governments dealing with the operation of government rather than the history of political institutions. A majority of works now in use covering European institutions give most attention to political and constitutional history with the result that the analysis of present day political customs and practices necessarily suffers. Moreover texts almost invariably slight the administrative phase of government and the judicial department. In these as well as in other lines there will remain gaps which for many instructors cannot be filled until better texts or practical guides are prepared.

For courses in elements of law or jurisprudence there is no good text adapted for use in college classes. There are those who question the advisability of attempting to teach this subject to college students and it certainly is open to question whether much that passes as jurisprudence is not either beyond the comprehension of the undergraduate or is made up of material which more properly belongs to philosophy or ethics. The course in elements of law or jurisprudence is one of the problems of the college department of political science. Far too little emphasis is given in courses for undergraduates to the

fact that government is a legal mechanism and very often no attempt is made to connect up the study of political affairs with legal foundations. It is quite clear that some work should be given by way of an introductory study to law. What should be the content of this course, how and to whom it should be taught are questions which are far from being satisfactorily answered.

### *Methods of Instruction*

Methods of instruction naturally vary according to the size of the institution and the number in classes. In the elementary courses with large classes the following methods are typical of replies to the committee's inquiry:

Brown University: Lectures, readings assigned and papers.

Columbia University: Lectures, papers and readings.

Grinnell College: Lecture and text book method combined with reports.

New York University: Informal lectures, recitations, discussions and papers.

Princeton University: Lectures, extensive readings and reports; conferences with small groups of students.

University of California: Lectures, papers and readings.

University of Nebraska: Lectures, recitations, papers and sectional conferences.

Williams College: Lecture, oral and written recitations, classroom discussions, readings on special topics.

In the colleges where classes are small and the work offered is more elementary it is customary to rely largely on text books and recitations with a limited amount of special readings and occasional class reports. Frequently the number of class hours allotted to such subjects as American government, comparative government and introductory political science are so few that it is quite impossible to do justice to a good text book, let alone to attempt extensive readings on the subject. One of the imperative needs for the improvement of instruction in these subjects is to increase the time allotment so that more thorough and intensive work can be done.

A large number of institutions are offering courses in current problems and political issues. As a part of these courses lectures are frequently given by men prominent in public life. Cornell University has recently established such a course with the prime purpose of training

for citizenship. The lectures are given by practical men of affairs and are designed to create a vital interest in the duties and responsibilities of citizens. The course proved to be such a success that it is to be continued and placed on a permanent basis.

#### TYPES OF COURSES OFFERED IN DEPARTMENTS OF POLITICAL SCIENCE

Four different types of courses are comprised within the range of departments of political science. The first of these types to be developed and now offered in most institutions giving instruction in political science is of a descriptive character dealing with the organization and operation of American and European governments. These courses are based upon Wilson's *The State* and Burgess's *Political Science and Constitutional Law*, and the more recent treatises on the governments of Europe or the texts describing American institutions. In some of these courses ancient and modern governments are considered first and then this preliminary work is made the basis for a study of the American system of government. The history of modern forms of government and their present organization from the constitutional point of view is the chief object of such courses. Second, there is a type of course which first presents the theory of the state (*Allgemeine Staatslehre*), which deals with the conception of the state, its basis, the form of its constitution, and sovereignty. In these courses the consideration of theories and political principles is followed by a comparative study of the departments of government, executive, legislative, judicial, and by an analysis of the ends and aims of the state. This course aims to present the philosophy and underlying principles of the state as well as to give some notion of the forms of organization. A third kind of course is one which is primarily confined to a study of functions rather than organization. This course, although involving comparative features, is more often frankly confined to a study of one branch of government or one system of government, and the matters of form and organization of public authority are subordinated to those of functional activities. All three of the above types of political science are presented in many colleges and universities.

A fourth type of course comprises the work offered in constitutional law, administrative law, international law, commercial law, Roman law, elements of law and jurisprudence. These courses mark the

dividing line where the technical phases of law merge into the realm of public policy, ethics and custom and thus constitute a common vicinage in which the departments of law and political science are equally interested and involved. It is in this latter type of course that the question arises whether they should not be offered primarily as law courses to which advanced undergraduates might be admitted instead of being offered under departments of political science and admitting law students. Each arrangement has some distinct advantage in its favor, but there is no indication of any uniformity in practice with the result that the relation between departments of political science and departments of law is one of the difficult problems of university instruction in government and law.

In the course of its investigations and the discussions aroused by the efforts of the committee certain problems have arisen on which there should be a more thorough exchange of opinion among teachers of political science. Some of these problems should receive special attention by the Political Science Association and after due consideration a well defined policy should be formulated as a guide to instructors and college administrators. A list of queries arising from a few of these problems is presented herewith.

#### LIST OF QUERIES RELATIVE TO INSTRUCTION

##### *A. Methods of making instruction practical*

1. Should elementary courses give special emphasis to a study of political theories and principles of government or to a study of government in operation?
2. If instruction in elementary courses should be made practical and concrete, what methods would you suggest to accomplish this end?
3. To what extent and in what ways can students be brought into touch with the actual operation of government?
4. Under what conditions may credit be allowed for such practical work?
5. What courses in history, economics, sociology and political science would you suggest as best adapted in the way of preparation for advanced instruction along lines of training for public service?

*B. Relating to basic course*

1. a. Is it advisable to offer a preliminary course as an introduction to the social sciences?

b. Will a thorough course in history serve as an adequate introduction to political science, economics and sociology?

c. Is it advisable to drop the courses in English and American constitutional history leaving these subjects to be treated in regular history courses?

d. Should courses in the department of political science be open to freshmen?

2. a. Should the basic course in political science be American government or comparative government or a combination of the two?

b. Is it advisable to give greater attention to American government in elementary courses, or should emphasis be given rather to the study of foreign governments?

c. Can foreign governments be adequately and effectively treated in brief elementary courses, covering many countries, so as to make a general course in this subject desirable?

d. Should contemporary and domestic forms of government be minimized in favor of the history of law and political institutions?

*C. Relating to law and law courses*

1. a. What should be the relation between departments of political science and departments of law in institutions with law schools?

b. Should Roman law and jurisprudence be offered in the law school rather than in the college department?

c. Is it advisable to offer courses in elements of law or jurisprudence to undergraduates?

2. a. Should administrative law and administrative methods be given more attention in elementary courses?

b. Is it necessary to omit judicial procedure from elementary courses because of the technical nature of the subject?

c. Is it advisable to offer commercial law in undergraduate departments of political science?

*D. General*

1. Should the course in general political science be abandoned in favor of courses in political theory, comparative government, etc.?

2. Is the term *Political Sciences* more accurate and desirable than the use of *Political Science* as at present?

3. What would you suggest as the content for a standard elementary course?

4. What classification of courses in political science would you suggest for the purpose of maintaining unity, and of giving emphasis to fundamental principles?

The committee desires:

a. Comments, suggestions and criticisms of its preliminary recommendations.

b. Specific answers to the above queries by those who have definite convictions as a result of experience.

c. Constructive suggestions for the standardization of elementary courses in political science and for the improvement of instruction in the subject.<sup>7</sup>

Respectfully submitted for the committee by

CHARLES G. HAINES,  
*Chairman.*

#### PRELIMINARY REPORT OF THE JOINT COMMITTEE ON ACADEMIC FREEDOM AND ACADEMIC TENURE

SUBMITTED IN BEHALF OF THE COMMITTEE BY E. R. A. SELIGMAN

At the December, 1913 meeting of the American Economic Association, the American Sociological Society, and the American Political Science Association, this identical resolution was adopted:

*Resolved*, That a committee of three be constituted to examine and report on the present situation in American educational institutions as to liberty of thought, freedom of speech, and security of tenure for teachers of economics (sociology, or political science).

"That the committee be authorized to cooperate with any similar committee that may be constituted by other societies in the field of political and social science."

The three committees appointed in virtue of these resolutions subsequently decided to merge into a joint committee on academic freedom, of which Professor Seligman was elected chairman and Professor Lichtenberger secretary. The report herewith presented to each of the three associations is the report of this joint committee.

<sup>7</sup> The full report of the committee included a resume of the year's work and a brief statement relative to an investigation of secondary school instruction. Limitations of space required the omission of these portions of the annual report.