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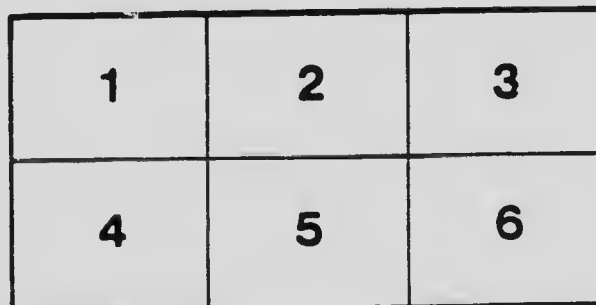
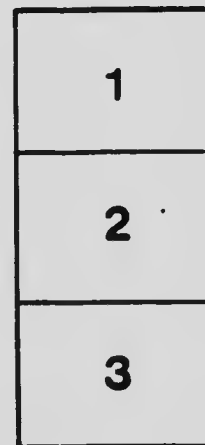
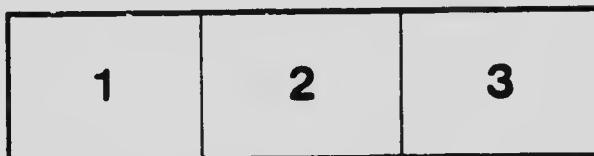
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THE PRESENT STATUS OF INSTRUCTION
IN MUNICIPAL GOVERNMENT IN THE
UNIVERSITIES AND COLLEGES
OF THE UNITED STATES

BY
WILLIAM BENNETT MUNRO

JS

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The Present Status of Instruction in Municipal Government in the Universities and Colleges of the United States¹

By WILLIAM BENNETT MUNRO, Ph.D.

Assistant Professor of Government at Harvard University
Chairman of the Committee

"It is manifest that the instruction of the people," wrote Thomas Hobbes in his *Leviathan*, "dependeth wholly on the right teaching of the youth in the universities." The English philosopher no doubt grossly overestimated the influence which the institutions of higher education are capable of exerting upon the political ideals of a people; for the universities and colleges of the land constitute but one of the channels,—and perhaps only one of the minor channels—through which sound political doctrines may be disseminated. At the same time it is to be remembered that the universities and colleges of the United States have come to include upon their rolls of attendance a steadily increasing proportion of the young men and young women of the land; that these do not represent merely the average run of American youth, but an element which is far above the general level in intelligence, ambition, and in the promise of political capacity. It is not alone a select element in the national population, but an element which is almost uniformly made up of individuals at the formative period of life. No one with experience in collegiate teaching, if he be at all observant, can fail to notice the extremely plastic nature of the undergraduate mind, its entire receptivity, and its wholly indiscriminating acceptance of what may be laid before it. It is at this

¹ Report of the Committee on the Coördination of Instruction in Municipal Government.

stage more than at any other that a man's general attitude toward political, social and economic questions is apt to be definitely framed. Impressions made at this stage usually sink deep, and can be eradicated only with slowness and difficulty.

The task of the teacher of political science is therefore one of extreme responsibility and is the embodiment of an unusual opportunity. It is the privilege of such teachers to afford annually to thousands of young men, drawn from the best homes in the land, their first definite impressions concerning the nature

**The Task of
the Teacher**

of the state and the workings of its administrative organs. This is a high privilege and presents an opportunity for influence such as is given to but few professions. But the privilege is not more than commensurate with the responsibility involved; for upon the zeal and capabilities of the instructor will depend in large measure the extent to which the student's interest in the affairs of government will be aroused, the attitude which he will assume toward the problems of government when he goes out into the world, and the fund of useful information which he will be able to turn to account in fulfilling the duties of active citizenship.

It was with these features in mind that the National Municipal League established, some years ago, its Committee on Instruction, and entrusted to this body the task of securing such coöperation among teachers of municipal government as might prove possible, as well as such coördination of instruction in this subject as the varying character of different universities and colleges might permit. It was hoped that by mutual interchange of views between instructors engaged in this work the efficiency of the instruction might be increased, and that the successful experience of each teacher might be made to serve the profit of all.

**The League's
Committee
on the
Coördination
of Instruction**

This task, the committee hopes, has been in some degree accomplished. It has not been the committee's aim to advocate any definite system or method of instruction in municipal government, much less to carry on a propaganda for any political principles. On the contrary it has consistently recognized that the scope of instruction must relate itself to the resources of the university

which undertakes it; that the methods of instruction must relate themselves to the tastes and capabilities of the instructor who imparts it; and that when instruction ceases to be a scientific and impartial presentation of facts, conditions and problems and becomes the vehicle of any propaganda it forthwith loses its chief claim to the consideration of scholars. The chief work of the committee has been, therefore, not the advocacy of any principle or practice; but the collection of such data as might seem to be of service to teachers and the placing of this at the disposal of those whom it might interest.

It was in keeping with this general policy that, during the past year, an elaborate inquiry was conducted with a view to finding out just how much instruction in the subject of municipal government is actually undertaken by the different universities and colleges of the United States, whether in special courses devoted wholly to this particular field or as part of the general programs of instruction in political science. To this end circular questionnaires were addressed to more than 200 such institutions situated in every part of the Union and including educational establishments of every grade, from the largest universities down to the smallest rural colleges. Information was sought as to the number of independent courses in municipal government afforded by each institution; the number of students, undergraduate and graduate, enrolled in such classes; the amount of time devoted to this particular subject in connection with the general courses on sociology, economics, or government; the number of students who receive the benefit of this instruction; the scope of the different courses (e.g., whether confined to American cities or including European as well); the methods of instruction, whether by lectures, recitations, or other means; the opportunities afforded to students for investigating actual municipal machinery or for taking part in active politics—on these and a variety of like matters the committee sought precise information. On the whole the response was ready and cheerful; replies were had from over 100 institutions, and with these as a basis the committee has been able to obtain an accurate idea concerning the status of instruction in the country as a whole.

4 INSTRUCTION IN MUNICIPAL GOVERNMENT

In the first place the inquiries of the committee have served clearly to establish the fact that during the last decade or more, a marked development of the subject has taken place in the programs of educational institutions. Ten or fifteen years ago, independent instruction in the subject of municipal government was afforded in only three or four of the largest universities of the country, and here, moreover, it was regarded as a field of study for the specially qualified, not for the ordinary undergraduate. At the present time, however, independent and distinct instruction is given at more than forty universities and colleges, and the number seems to be steadily on the increase. The University of Chicago now provides 7 distinct semester courses on different aspects on municipal government; other large institutions of the Middle West afford from one to four courses each. No Eastern university provides more than a single distinct course in the subject; and some of them do not offer even this. Many Eastern colleges, however, are undertaking work in this special direction, and intimation has come to the committee that others are planning steps in the same direction. President Reed of Dickinson College, Pa., writes to state his conviction "that a good strong independent course in municipal affairs would be of vast advantage to American students," and expresses the hope that one may be established shortly in his institution. Chancellor McCormick of the University of Pittsburgh reports that he is "preparing to give thorough instruction in this important branch next year," and encouraging reports to the same effect have been received by the committee from a number of other institutions. Indeed there seems to be every reason for thinking that the next decade will witness a more rapid extension of collegiate interest in this subject than that which has marked the past ten years.

Owing to the limited nature of their resources, many institutions have not found it possible to establish independent instruction in municipal government, but endeavor to have this subject dealt with in connection with their general courses in political science, sociology, or economics. Courses in American government, if they are at all comprehensive in scope, must

deal to some extent with the government of cities. Instruction in public finance must to some extent lead the student into the field of municipal taxation, expenditures and loans. The field of sociology and social ethics include many matters directly connected with the efficiency of civic administration and particularly with the exercise of the city's police power. The committee has not, however, sought to follow up all this incidental instruction, but has endeavored simply to find out how much attention is given to municipal government in the regular courses upon the science of government in general. Almost every university and college in the country has one or more courses of this nature and the time allotted to municipal government varies from two to thirty exercises per year. The emphasis which instructors are placing on this branch of the general field is evidently growing as shown by the replies to the committee's circular, and the instructors find that, from the student's standpoint, this phase of the work proves highly interesting. In a number of colleges instructors have intimated their intention of giving more time to this branch in view of "the increasing importance of the city in the general system of American government." With most of the smaller institutions, however, the question is merely one of financial resources: the desirability of more instruction is fully recognized, but as in many cases only one instructor is provided for the whole field of government, he must necessarily decentralize his energies over a broad field.

Wherever special instruction in municipal administration is afforded, it has apparently proved its popularity with the student body. The largest single class in the subject is that at Yale University, where Prof. W. B. Bailey's course has a total enrollment of 431 students, but the courses in this subject at the University of Chicago numbered 66 last year and of this number over 80 were graduates. The course in municipal government at Harvard numbers regularly about 100, while some half dozen other institutions report an attendance of from 50 to 75 students in special courses of this nature. This

**Municipal
Instruction
Popular with
Students**

of course does not include the large bodies of undergraduates who receive a smaller or larger amount of instruction in connection with the general courses of political study. The number of these latter runs well up into the thousands, and affords an adequate proof that the study of political science, so far as its attractiveness to the students is concerned, is quite capable of holding its own.

The methods of instruction show no approach to uniformity. Some instructors conduct their classes wholly by lectures; others by recitations. Some combine both methods.

No Approach to Uniformity in Methods of Instruction Many require each student to present a thesis or essay embodying the results of personal investigation into some phase of the work.

Where the university is situated in a large city this is a practicable and highly useful form of student training; but as many instructors point out, the rural location of an institution frequently precludes any effective use of this method. One instructor has solved this difficulty by requiring each student to present a "vacation report" including the results of an investigation made during the Christmas or Easter vacations and based upon data gathered by the student in his own city or a city allotted to him for study. A very comprehensive study of the New York police system is to be undertaken by a dozen students of Williams College during the coming Christmas recess under the general direction of one of the assistant commissioners. Some instructors report a successful use of class debates on municipal questions; others have found that the interest of the students may be developed by informal class-room discussions. In a considerable number of instances it has been found entirely feasible to afford students some practical experience in municipal politics. In Boston the students both at Tufts and Harvard are given opportunities to serve as checkers and watchers at the polls, and also are utilized by the good government organizations in collecting data concerning candidates. Similar opportunities are afforded to some extent in New York, Chicago, Philadelphia, Cleveland, Los Angeles, and other cities. In many of the larger institutions, moreover, there exist political clubs, or in some cases municipal government clubs, or city clubs,

and these organizations take an active interest in local politics. Many other institutions, however, are debarred by their location from this form of training for their students. "We are a country college," writes one president, "and you know what handicap that implies." Instructors seem to recognize on the whole that actual contact with political contests, even in some very humble capacity, is very useful to the undergraduate.

Attention is devoted by colleges, in the main, to the study of American cities; only a few broaden their work so as to include any study of European city administration.

Scope and Methods of Study

Where this latter field is included it is usually in an elementary way, although in a few institutions nearly half the entire instruction is devoted to this branch of the subject. Some instructors find advantage in the use of a syllabus, or outline of topics and references; but the majority have not followed this plan. The committee has been able to secure several of these outlines, and has noted the care with which they have evidently been prepared and the testimony which they afford to the substantial character of the work done. One of the very best has come from an institution outside the bounds of the United States—the University of Havana, where elaborate instruction in the subject is provided. Many instructors, on the other hand, feel that the use of any extended syllabus is inadvisable as it tends to stereotype a course of instruction and to deprive it of that flexibility in method which is, from many points of view, highly desirable. In the largest institutions, moreover, the printed syllabus is sometimes too useful to the professional tutor and the vendor of printed notes. The instructor who announces, at the beginning of his course, just what reading will be required during the year, thereby seems to lend encouragement to the preparation of printed summaries. This is true, of course, only where classes are large. As it is scarcely practicable to print a new syllabus each year the use of a syllabus may indeed prove a deterrent to progress in the methods of instruction and may encourage an instructor to give the same lectures year after year. A number of instructors, particularly in the smaller colleges, have suggested that the

committee should prepare a more or less detailed outline of a course on municipal government, embodying not only a syllabus of lectures but bibliographical apparatus of an elementary sort, lists of topics suitable for class essays, and other like agenda. Such a publication would of course have its limitations of service; but it might prove very helpful in many smaller institutions where the study of municipal government is undertaken only in an elementary way.

In discussing the status of instruction in municipal government at the present time it would scarcely prove profitable to present all the details which the committee's investigations have served to disclose. The various data have all been carefully tabulated and are made available in the appendix to this report. It should be stated that this table does not include statistics of instruction offered in professional schools, many of which include in their curricula courses bearing rather directly into the broad field of municipal administration. Many of the larger engineering schools afford instruction in various phases of municipal engineering and sanitation; some law schools offer courses or parts of courses dealing with the subject of municipal corporations, their powers and legal responsibilities; the best equipped medical schools give instruction in municipal hygiene and the protection of the public health; various schools for social workers give training, both theoretical and practical, in the methods of municipal poor relief, charities, and civic betterment in general, while schools of commerce and business administration devote attention to municipal accounting and kindred subjects. The amount of instruction thus afforded would, however, be difficult to tabulate in any accurate form. The results of the inquiry have been distinctly encouraging and show that the outlook is more promising than ever.

Under the committee's auspices arrangements were made for holding, in connection with the annual meeting of the American Political Science Association at Richmond, Va., a round table conference on the methods of instruction in municipal government. The conference was held at the Hotel Jefferson, Richmond, on the morning of Thursday, December 31, and was well attended. Prof. F. J. Goodnow of Columbia University

opened the discussion with a résumé of his many years' experience in the teaching of the subject, giving his views as to the scope and method of a university course on the government of cities. The speaker emphasized

**Round Table
Conference on
Methods of
Instruction**

his opinion that the subject of municipal government should not be made available to students until they had already obtained a grasp of comparative administration in general, and that instruction in the special subject should not be open to undergraduates until at least the junior year of a college course. The city should not be studied, Professor Goodnow thought, moreover, as an isolated unit, but as a part of the whole governmental machine, hence the relation of the municipality to the state ought to be a guiding thread. The speaker also felt that a well-organized course on municipal government ought to include a study of European cities in order that the comparative method might be profitably employed. Other matters such as the nature of the lectures to be given by the instructor, the value of thesis work by students, and the need of a "source book" as an auxiliary to efficient teaching were touched upon briefly.

Prof. Henry Jones Ford of Princeton University dealt with the purpose and aim of instruction in municipal government. An effective course in the subject ought to be strictly disciplinary in its nature and ought to train the student in the use of official data rather than set before him a mass of information in the form of lectures. The actual information which the student carried with him from the class room was, he believed, a consideration of the very slightest importance.

Prof. J. W. Garner of the University of Illinois discussed at some length the question as to where, in a general course of instruction, the main emphasis should be placed. He was not in favor of devoting any time to the history of municipal institutions, and he thought, moreover, that too much time was generally devoted to the study of municipal organization, to the powers of the different municipal officers, and to the framework of administration. More attention should be given, he felt, to municipal functions, to the actual exercise of the city's powers, and to the economic aspect of the whole question.

Prof. J. A. Fairlie of the University of Michigan called attention to the striking utility of the subject as a field for inductive study. The vast and heterogeneous nature of the material available for the comparative study of municipal government rendered this special field particularly well suited to research work of an elementary sort. Students should be required to examine carefully selected portions of this material and to present reports embodying generalizations drawn therefrom. No other branch of political science affords better facilities for work of this nature.

Prof. W. W. Willoughby of Johns Hopkins University continued the discussion, speaking of the place which the study of city government ought to occupy in the general political science program.

It was arranged that another round table conference on the same subject should be held in New York during the last week of December, 1909.

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APPENDIX

APPENDIX

Institution	Where located	Courses devoted wholly to Municipal Government		Number of Students		Courses devoted partly to Municipal Government		Number of Students		Total
		Number	Time	Under-Grads.	Graduates	Number	Time.	Under-Grads.	Graduates	
1 Adelphi College.....	Brooklyn, N. Y.....	1	½ year (56 hours)	15	2	1	56 hours	36	..	53
2 Albany College.....	Albany, Ore.....	..	..	..	..	1	..	7	..	7
3 Allegheny College.....	Meadville, Pa.....	1	24 hours	25	..	..	..	..	..	25
4 Amherst College.....	Amherst, Mass.....	..	..	..	..	2	..	..	..	..
5 Amity College.....	Colorado Springs, ..	..	..	..	..	2	5 lectures	15	..	15
6 Antioch College.....	Yellow Springs, O.....	..	..	..	..	1	..	..	..	..
7 Armour Inst. of Technology.....	Chicago, Ill.....	1	8 lectures	12	..	1	6 exercises	150	..	162
8 Atlanta University.....	Atlanta, Ga.....	..	..	..	..	1	10 or 12 recitations	20	..	20
9 Auburn Theol. Seminary.....	Auburn, N. Y.....	..	..	..	..	1	..	..	..	..
10 Baker University.....	Baldwin, Kan.....	..	..	..	..	1	..	40	..	40
11 Baltimore, Woman's College of	Baltimore, Md.....	..	..	..	..	1	16 exercises	11	..	11
12 Bates College.....	Lewiston, Me.....	1	36 hours	60	..	1	36 hours	100	..	160
13 Baylor University.....	Waco, Tex.....	..	..	..	..	..	..	..	..	..
14 Beloit College.....	Beloit, Wis.....	1	½ year, 3 hours a week	10	..	2	..	15	..	25

INSTRUCTION IN MUNICIPAL GOVERNMENT

APPENDIX—Continued

Institution	Where located	Courses devoted wholly to Municipal Government		Number of Students		Courses devoted partly to Municipal Government		Number of Students		Total
		Number	Time	Under-Grads.	Graduates	Number	Time	Under-Grads.	Graduates	
40 Dickinson College.....	Carlisle, Pa.....	..	..	..	..	1	required for 2 hours	25	..	25
41 Drake University.....	Des Moines, Iowa..	..	..	..	..	1	week, 3 months	..	..	..
42 Elmira College.....	Elmira, N. Y.....	..	..	..	..	..	1 hour	8	..	8
43 Fayette College.....	Fayetteville, Ark..	..	..	..	..	..	..	..	..	..
44 Piske University.....	Nashville, Tenn....	..	..	..	..	..	..	..	..	..
45 Franklin College.....	Franklin, Ind.....	..	..	..	..	1	..	10	..	10
46 Furman University.....	Greenville, S. C....	..	..	..	..	1	..	..	..	..
47 George Washington Univ.....	Washington, D. C....	1	3 hours week 1 term	10	..	..	..	..	..	10
48 Georgia, University of.....	Athens, Ga.....	..	..	..	..	2	..	40	..	40
49 Grove City College.....	Grove City, Pa.....	..	..	..	..	1	15 lectures	45	..	45
50 Gustavus Adolphus College.....	St. Peter, Minn.....	..	..	..	..	3	considerable attention	30	..	30
51 Hartford Theological Sem'y.....	Hartford, Conn.....	..	..	..	..	1	..	..	..	..
52 Hamline University.....	St. Paul, Minn.....	1	38 hour lectures	25	..	2	..	30	..	55

APPENDIX—Continued

Institution	Where located	Courses devoted wholly to Municipal Government		Number of Students		Courses devoted partly to Municipal Government		Number of Students		Total
		Number	Time	Under-Grads.	Graduates	Number	Time	Under-Grads.	Graduates	
75	Maine, University of.....	1	1 hour week through year	18	..	2	..	70	..	88
76	Maryville College.....	..	..	..	..	1	..	135	..	135
77	Mass. Agricultural College.....	..	..	..	..	1	10 hours	50	..	50
78	Miami University.....	..	..	..	..	1	1 week	25	..	25
79	Michigan Agricultural College.....	..	..	..	..	..	..	..	..	..
80	Michigan, University of.....	2	96 hours	20	3	2	8 hours	50	3	76
81	Minnesota, University of.....	4	144 hours	..	..	..	..	..	..	..
82	Missouri, University of.....	1	2 hours 1 week, 1/2 year	8	..	2	..	49	1	58
83	Montana, University of.....	..	..	..	..	1	3 days	8	..	8
84	Morris Brown College.....	..	..	..	..	..	..	..	..	..
85	Mt. Holyoke College.....	..	..	..	..	..	..	..	..	..
86	Muhlenburg College.....	..	..	..	..	1	40 hours	14	..	14
87	Muskingum College.....	..	..	..	..	2	..	50	..	50
88	Nebraska, University of.....	2	2 hours for 16 weeks 1 hour 1 semester	..	22	3	about 40 lectures about 10 periods	150	..	172
89	Nebraska Wesleyan University.....	1	..	15	..	2	..	25	..	40

APPENDIX—Continued

	Institution	Where located	Courses devoted wholly to Municipal Government		Number of Students		Courses devoted partly to Municipal Government		Number of Students		Total
			Number	Time	Under-Grads.	Graduates	Number	Time	Under-Grads.	Graduates	
112	Purdue University.....	Lafayette, Ind.....	..	..	..	..	2	..	300	..	300
113	Radcliffe College.....	Cambridge, Mass.....	1	90 hours	9	3	..	..	..	..	12
114	Randolph Macon Woman's Coll.	Lynchburg, Va.....	..	..	..	..	1	1 hour a week through year	20	..	20
115	Rio Grande College.....	Rio Grande, Ohio.....	..	..	..	..	..	..	..	..	..
116	Rochester University of.....	Rochester, N. Y.....	..	..	..	..	..	..	..	..	..
117	Rockford College.....	Rockford, Ill.....	..	..	..	..	1	..	10	..	10
118	St. Charles College.....	Ellicott City, Md.....	..	..	..	..	..	..	..	..	..
119	St. John's College.....	Annapolis, Md.....	1	30 hours	50	..	1	..	25	..	75
120	St. Lawrence University.....	Canton, N. Y.....	..	..	..	..	1	..	75	..	75
121	Shaw University.....	Raleigh, N. C.....	..	..	..	..	..	..	..	..	..
122	Simmons College.....	Boston, Mass.....	..	..	..	..	..	..	..	..	..
123	Simpson College.....	Indianola, Iowa.....	..	..	..	..	2	..	..	..	..
124	South Dakota University of.....	Vermilion, S. D.....	..	..	..	..	1	..	..	..	..
125	South Carolina University of.....	Columbia, S. C.....	..	..	..	..	2	..	..	..	..
126	Southern California Univ. of.....	Los Angeles, Cal.....	1	3 hrs. week; 1 semester	29	1	not specified	..	30	..	30
127	Southern University.....	Greensboro, Ala.....	..	..	..	..	2	..	..	..	..

WILLIAM BENNETT MUNRO

127	Southern University.....Greensboro, Ala.....	1 semester	..	..	2	..	..	180	..	180	..	..	30
128	Stevens Institute of Technology Hoboken, N. J.	..	..	..	2	..	..	180	..	180	..	..	..
129	Swarthmore College.....Swarthmore, Pa.	..	..	..	1	..	..	..	..	..	..	..	..
130	Syracuse University.....Syracuse, N. Y.	..	..	..	1	..	..	..	..	..	..	..	..
131	Tabor College.....Tabor, Iowa	..	..	..	1	8	hours	6	..	6	..	..	..
132	Talladega College.....Talladega, Ala.	..	..	..	1	..	..	6	..	6	..	..	..
133	Tennessee, University of.....	..	..	..	1	..	..	6	..	6	..	..	..
134	Texas Agricultural and Mechanical, College of.....College Station, Tex.	3 weeks	..	..	1	8	..	12	..	12	..	..	20
135	Trinity College.....Hartford, Conn.	..	..	..	1	..	6 months	..	..	..	..	..	..
136	Trinity College.....Durham, N. C.	..	..	..	2	..	20 hours	15	..	15	..	..	15
		..	..	..	1	..	3 hours week; 1/2 year	20	..	20	..	..	20
	Tufts College.....Medford, Mass.	..	..	..	1	..	12 exercises	20	..	20	..	..	20
138	Tulane University.....New Orleans, La.	..	..	..	1	..	10 hours	15	..	15	..	..	15
139	Union College.....Barbourville, Ky.	..	..	..	..	..	..	..	..	..	..	..	..
140	U. S. Military Academy.....West Point, N. Y.	..	..	..	..	..	..	..	..	..	..	..	..
141	U. S. Naval Academy.....Annapolis, Md.	..	..	..	..	..	..	..	..	..	..	..	..
142	University of the Pacific.....San José, Cal.	..	..	..	2	..	..	..	..	..	..	..	..
143	University of the South.....Sewanee, Tenn.	..	..	..	2	..	..	..	..	..	..	..	..
144	Ursinus College.....Collegeville, Pa.	2 hours week 1/2 year	..	..	2	..	..	15	..	15	..	..	15
		60 hours 1/2 year	..	..	2	14	4 hours	10	..	10	..	..	24
145	Utah, University of.....Salt Lake City, Utah	..	..	..	..	..	..	..	..	..	..	..	..
146	Valparaiso University.....Valparaiso, Ind.	..	..	..	1	140	..	205	..	205	52	..	424
147	Vanderbilt University.....Nashville, Tenn.	..	..	..	1	..	incidental in several courses	..	..	..	..	..	..

INSTRUCTION IN MUNICIPAL GOVERNMENT

APPENDIX—Continued

Institution	Where located	Courses devoted wholly to Municipal Government		Number of Students		Courses devoted partly to Municipal Government		Number of Students		Total
		Number	Time	Under-Grads.	Graduates	Number	Time	Under-Grads.	Graduates	
148 Vassar College.....	Poughkeepsie, N. Y.	..	..	..	..	..	..	..	..	..
149 Virginia, University of.....	Charlottesville, Va..	..	..	..	..	..	..	..	..	..
150 Wake Forest College.....	Wake Forest, N. C.	..	..	..	..	..	..	..	..	..
151 Washington College.....	Chestertown, Md.	..	..	..	..	a few lectures	..	..	..	..
152 Washington and Jefferson Coll.	Washington, Pa.	..	..	..	..	..	..	..	..	..
153 Washington University.....	St. Louis, Mo.	..	..	..	..	..	..	..	..	..
154 Wellesley College.....	Wellesley, Mass.	..	..	..	..	..	..	..	..	..
155 Wells College.....	Aurora, N. Y.	..	..	..	..	1	..	..	..	..
156 Wesleyan University.....	Middletown, Conn.	..	..	..	..	..	..	..	..	..
157 Western College for Women...	Oxford, Ohio	..	..	..	..	..	..	..	..	..
158 Western Reserve University...	Cleveland, Ohio	..	..	..	..	..	..	..	..	..
159 Western Theological Seminary.	Allegheny, Pa.	1	50 hours	23	2	1	5 hours	20	..	45
160 Wheaton College.....	Wheaton, Ill.	..	..	..	..	..	..	..	..	..
161 Williams College.....	Williamstown, Mass.	..	..	..	..	1	3 hours	8	..	8
162 Wisconsin, University of.....	Madison, Wis.	..	..	..	..	..	..	..	..	..
163 Worcester Polytechnic Institute.	Worcester, Mass.	1	48 hours	20	2	3	..	75	30	127
164 Yale University.....	New Haven, Conn.	..	..	..	..	1	10 exercises	105	..	105
165 Yankton College.....	Yankton, S. D.	1	80 lectures	410	21	about 200 lectures	200	..	..	631
		..	..	..	..	2	..	..	..	..

