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The History of Adult School Legislation in the United States

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THE HISTORY OF
ADULT SCHOOL LEGISLATION
IN THE
UNITED STATES

ANNE GERTRUDE CAINE

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INTRODUCTION

In the field of adult educational opportunities and activities, as in other departments of public endeavor, it has been the policy of the states to experiment. As a result we might expect to find that the respective states would differ somewhat in the nature of legislation which provides new types of educational advantages proffered the near-adult, the adult, and the illiterate.

Statistics published by the United States Bureau of Education show that the percentage of the total population enrolled in schools of all kinds for the purpose of formal instruction has been increasing gradually until now the figures approximate thirty per cent. Between twenty-five and thirty per cent. of the population of America, therefore, may be found for at least some part of each day in the classroom, and all but a small minority of these students receive public instruction provided by state and federal governments and are housed in public school buildings.

The purpose of this thesis is to study the historical phase of the problem of adult public school education in the United States and the legislation responsible for the progress of this movement. Analysis of the laws, especially in some states, is enlightening as to attitudes taken by legislators and educational leaders toward this function of providing
education of various types for groups which, before legislative provision, had not come within the compass of publicly financed instruction.

This study will attempt to analyze the legal provisions contained in statute books that have created, financed, and supervised this adult evening school movement in recent years. The research has revealed the effectiveness of legislation and the ability which state departments of education have displayed in the establishment and administration of this division of our American public school system. The study has arisen from a definite interest on the part of the writer in the problems of adult education, and it was with the aim of ascertaining the extent to which adult schools have been legally recognized and supported that the study was undertaken. The writer will trace briefly the early history of adult schools under colonial laws, will endeavor to determine and to describe the factors involved in the origin and progress of the movement as it exists to-day, and to designate generally the citizens who may attend, and will conclude with a report on state and federally supported educational activities for the years 1900-1930 inclusive.

The term "adult" is closely associated with evening schools because of the student personnel. Adult schools are practically always held in the evening, and most evening schools are intended for adults. In a few cases the laws provide for adult classes without reference to time of meet-
ing. Hence it could not be assumed from these laws that such adult schools were intentionally and necessarily evening classes.

By the term "evening school" it may be understood, as frequently stated in the codes, that an evening school is a part time school -- one which is held outside regular school hours. Evening schools are usually, but not always, in session between the hours of seven and ten p. m.

The term "public" in this thesis is of significance. This qualifying word makes a very important restriction in the types and kinds of schools studied. Only those adult schools that are authorized by state approval, recognized by boards of education, and maintained by public finds, are considered in this thesis.

In treating the history of public adult school legislation since 1900 it was considered advisable to outline more or less briefly the development of the evening and adult schools from earliest times in America. However, it was possible to make an exhaustive study only of the laws of the forty-eight states dealing with this problem since the year 1900.

Very few of the facts contained in this thesis are new. They are to be found in the various bulletins of the United States Bureau of Education and in the general literature relevant to the subject of adult learning.
Chapter II

THE ELEMENTARY ADULT SCHOOLS

In the seventeenth century (30:223 ff.) adult schools were established by the early colonists. Their curricula seem to have been variable and for the most part practical. Vocational courses such as book-keeping, industrial and mechanical drawing, navigation, and mathematics early became their most popular courses (113:12-59).* The American evening adult schools have taken a notable part in the problem of providing education for every social group. These were founded first at the seaports of New England, some time between 1674 and 1700, and have continued to grow from that time.

These early schools were established primarily for apprentices and others who were unable to attend school during the day. The colonists brought this apprenticeship form of education with them. Of course, these early schools were not tax-supported public institutions. They were private commercial ventures. They advertised for their students and charged tuition (113:65).

* Robert Francis Seybolt in the bulletin on "Evening Schools in America" submits a list of one hundred typical curricula gathered from institutions of New England and the Atlantic seaboard towns during the period from 1723 to 1770. His work shows a divergence of opinion among historians regarding dates.
All early schools were established in cities, where soon there developed considerable rivalry between instructors for students who would attend their classes during working hours. Town schools and others maintained by public money were in session during the day only. It was left to individual initiative and private enterprise to cope with the situations created by new demands which were made on the already existing schools. That this extension of adult educational opportunities afforded by evening schools might be a state responsibility apparently did not enter colonial consciousness. It was not until the nineteenth century was well begun that any of the states recognized the establishment and maintenance of adult evening schools to be a function of the state. The old English idea regarding schools appears to have carried over to the American mind in a very large degree, videlicet, that education was individual, that the state had no interest in the education of its members, and that it was wrong to tax one person for another's instruction, for the education of his neighbor's children. Why the colonies and states were so quick to recognize the obligations of the community to establish schools for children that they might learn to read, to write, and to comprehend the laws of their country, and yet be slow to recognize the values of adult evening instruction for persons engaged during the day, is difficult to comprehend (30:Ch. XXVII).
The Massachusetts Act of 1642 conceded that to train children that they might become profitable to their commonwealth was a duty of the state (79:26). This act recognized the fact that the state could not trust parents and guardians to bring up their children that they might acquire "so much learning as would enable them perfectly to read the English tongue and have knowledge of the capital laws." But other colonies were not prompt to follow the lead of Massachusetts.

The backwardness of the colonies to assume authority over adult schools may be attributed to the fact that those early evening schools were essentially trade schools. The classes were attended by apprentices and others who enrolled because future advancement in their respective fields of daily work depended on the acquisition of additional knowledge and skill. That there was any demand for schools to teach the English language, laws, and customs to adult immigrants is doubtful, due to the homogeniety of resident groups in character, in training, and in the provincialities of their respective colonies. During the colonial period, 1620-1763, few settlements had a very cosmopolitan population, each community being somewhat of an entity in itself.

When and where the first adult school in America was established we cannot determine with certainty, for historians are at variance on the point. Dexter relates that traditional schools for adults existed in America in 1661 (30:333).
There are examples of laws providing for such schools, and it appears that the beginning of the adult public evening school movement of the present-day type was at Louisville, Kentucky, in 1834. According to Dexter, this was the first significant adult school in the country in any way connected with public education, or having any bearing upon its subsequent development. About the same time other schools of a similar nature were established in New York City, while communities in Massachusetts and Ohio followed with public evening schools before 1850 (30:541).

The first general state law enacted to provide for adult evening schools was that of Ohio in 1839. It was included in an act entitled "An act for the support and better regulation of common schools, and to create permanently the office of superintendent." Section 16 of that law reads as follows: "In all districts composed in whole or in part of an incorporated town, city or borough, it shall be the duty of the directors to provide a suitable number of common schools for the instruction of such male youth, over twelve (12) years of age, as are prevented by their daily avocations from attending day school, which schools shall be subject to such regulations as the directors from time to time may adopt for the government thereof" (103:61).

It will be noticed that this law provided for boys over twelve years of age. The apprentice group, and those who sought employment in factories and mills at an early age,
probably were uppermost in the minds of the legislators. It should also be remembered that at this date child labor laws had not been enacted (the first was adopted by Massachusetts in 1842) and many children of the lower classes, in the industrial centers, went to work at an early age.

The immediate result of the Ohio educational legislation was the establishment of evening schools in Cincinnati during the following year (28:421).

In 1842 Pennsylvania enacted that "the controllers of the public schools of the first school district are hereby authorized and directed to cause such of the public schools in the said district as they may deem necessary to be opened at night during the months of January, February, March, October, November, and December of each and every year, for the instruction of male adults" (110:65, Sec. 5).

New York followed with a similar law in 1847 which authorized "the board of education of the city of New York to establish adult free schools for the education of apprentices and others" (97:Ch. 74). This law also provided that the board of supervisors of the city and county of New York should raise and collect by taxes such further sum of money as was certified to be necessary for the organization and support of said schools, but not to exceed the amount of $6,000.00 (97:Ch. 74).

In the same year, 1847, Massachusetts passed an optional law. It was of a general nature. Apparently the legislators
had in mind adult groups who might prefer educational advantages rather than the creation of an evening continuation school for those who had left elementary schools to work in factories and mills during the day. The law provides that, "in addition to the grants of money for common schools which cities and towns are now by law authorized to make, any city or town may appropriate such further sums of money as it may deem expedient, for the support of schools for the instruction of adults in reading, writing, English grammar, arithmetic and geography" (80:Ch. 137, p. 391).

In the Virginia statutes for the year 1881 reference is made to educational work for adults in the public schools. No reference occurs, however, to night schools. The law provides that "any board of district school trustees may, in its discretion, admit as pupils into any of the free schools of its district persons between the ages of 21 and 25 years of age, on prepayment of tuition fees, under the regulations to be prescribed by the board of education" (143:Ch. 40, p. 37).

In this report the legislators seemed to believe that it was of individual self-interest, and not to that of public advantage, that persons who have reached the age of twenty-one or over should have the advantages of an education which had been denied them in earlier years.

Although our first adult evening schools of significance were established at Louisville, Kentucky, in 1834, Dexter writes: "They were not, at first, a complete success. Hence,
from 1836 until after the Civil War they were opened only occasionally in that city (30:541). Since 1882, however, the work has continued there without interruption. These Louisville schools have furnished an outstanding historic example of what may be done in this field for the further instruction of adults, and they have created sufficient public sentiment even in that rather backward state of Kentucky, so that in 1886 the legislature passed the following law, which is both enlightening and significant in content:

"Whereas, the management of the night schools in the city of Louisville by the board of trustees of the public schools of said city has revealed the fact that a large number of the applicants for admission to the evening classes are laboring people of both sexes who are unable to read and write, and who have to be excluded under the present law because over the school age; and whereas such people ignorant from misfortune, poverty, or lack of opportunity, are children in knowledge, and manifest a laudable ambition in seeking knowledge to overcome their ignorance and become better citizens by studying and attending school at night after their toil of the day; and whereas, it is manifestly to the interest of the public at large that every person know how to read and write, without which knowledge they cannot properly or fully discharge the duties of citizenship under a free and enlightened government: Therefore, the board of trustees of the public schools of any city in this common-
wealth, having a population of 20,000 or over, are hereby authorized and empowered to admit as pupils such persons over
the pupil age now prescribed by law and under the age of 40 years, at their discretion, and under such rules, regulations
and restrictions as the said board of trustees provide, not inconsistent with the laws of the commonwealth: Provided,
that on no account shall the pupils admitted to said school by virtue of this act be enumerated as pupils under the com-
mon school law of the state" (65:Ch. 85).

Only five other states seem to have passed laws relating to adult schools before the beginning of the present century: these are Vermont in 1874 and 1898 (141: No. 37, Sec. 2, 1874 and No. 28, Sec. 2, 1898); Maine in 1884 and 1889 (74, Ch. 11, par. 11); Connecticut in 1885 (26:Ch. 69); while about the
same time, 1889, Indiana and Georgia passed similar laws on adult education (57:Ch. 89, p. 178), (43:Sec. 1380). The
states that passed the earlier laws, particularly Massachusetts and New York, frequently made revisions and added amend-
ments to their original enactments. To quote from the law of Vermont:

"Any school district may, by vote at a meeting duly
warned and holden for that purpose, authorize the prudential
committee of trustees of such districts to establish an even-
ing adult school in such districts and make all necessary
arrangements and provisions therefor, in the same manner as
day schools are now sustained" (141: No. 37, Sec. 2; No. 28,
Vermont, in 1898, passed a second act in which it is provided that "adults desirous of learning to speak and read the English language, or of studying other subjects, including book-keeping, may be admitted as pupils to such evening schools upon such terms and by the payment of such rates of tuition as the school board or school directors may prescribe" (142: No. 28, Sec. 2).

The Maine law as adopted in 1899 provided "that any city or town might annually make provisions, raise and appropriate money, to maintain evening schools which should admit persons of any age, teach only the elementary branches, and be under the direction and supervision of the superintending school committee." It provided, in addition, for free instruction in industrial and mechanical drawing to persons over fifteen years of age either in day or evening schools (75:Ch. 11, Par. 11).

Most of these original laws placed complete authority and control, as well as responsibility for financial support of evening schools, in the local district and its board of education, trustees, or commissioners, as the case might be. The Connecticut law of 1885 provided for some support from the commonwealth: "Every town might establish and maintain public adult evening schools for the instruction of all persons above fourteen (14) years, in spelling, reading, writing, arithmetic, geography, and any other subjects that might
be prescribed by the local board. It further provided that the board of school visitors was to draw on the state to the amount of one dollar fifty cents ($1.50) for each scholar included in average attendance" (26:Ch. 69).

The Indiana statute of 1889 enacted that "in all cities having a population of 3,000 or more, according to the United States census of 1880, the school trustees of such cities shall keep and maintain a night school during the regular school terms as a part of the common school system whenever twenty or more inhabitants of such city having children between the ages of 14 and 21, or persons over the age of 21 years, and who by reason of their circumstances are compelled to be employed or have their children employed during the school days to aid in the support of such families, who desire to and who shall attend such school, shall petition such school trustees to do so......All persons between the ages of 14 and 30 may attend such schools if they are actually engaged in business or employment during the day" (57:Ch. 89, P. 178). *

The law adopted by Georgia in 1889 resembles the earlier enactments of other states inasmuch as it was intended to give a child who had entered the industrial world at an early age the increased opportunity to obtain at least an elementary education. Here we notice the authority of the county *

* Under the Laws of Indiana prepared by B. J. Burris, Superintendent, and published in 1923, this same statute is repeated verbatim (P. 95, Sections 198, 199).
board in the South. In part this Georgia law reads: "County boards of education may establish a suitable number of evening schools for instruction of youths over twelve years of age who are prevented by their daily avocations from attending day schools" (43:Sec. 1380).

Thus far it may be noted that the legislative encouragement of adult schools, with a few exceptions, was confined to the North Atlantic states. Dexter points out that educational movements have developed slowly in the southern states (30:541). In 1906 there were but forty-five adult schools operating in all the southern region. The North Central states were slow also in this phase of public education, due partly, perhaps, to the fact that child labor and compulsory attendance laws came earlier in the history of their school systems and to the fact that their population was less urban and industrial.

In character, most of those earlier laws were optional; that is to say, the cities or districts might establish adult elementary evening schools if they wished. However, the law gave them the right to create and maintain such additional educational facilities at public expense. Massachusetts passed its compulsory law in 1870. It provided that any city or town may, and every city and town having more than 10,000 inhabitants shall, annually make provision for giving free instruction in industrial and mechanical drawing to persons over 15 years of age, either in day or evening schools, under
the direction of the school committee (Sl:Ch. 248, Sec. 2).

After 1900 important changes become apparent in laws and tendencies. This may be ascribed to the fact that in many states the legislatures were giving the large city school districts, either by a general school act or by a special charter, the right to establish and maintain such schools as superintendents deemed necessary to forward educational work in their respective communities. We find evening schools existing antecedently to specific legislation. This was true in Illinois, where the first law to mention night or evening schools was that of the Child Labor Act of 1903, which specified that "every child employed between the ages of 14 and 16 should have a certificate and this school certificate should show that the child was able to read at sight and legibly write simple sentences, or that he was attending night school. Where there was no night school, or when such school was not in session, no certificate was to be issued to a child under 16 years of age who could not read or write" (53:P. 190).

In the same year, 1903, New Jersey enacted a law similar to those already existing in the New England states. It provided that: "The board of education of any district may maintain evening schools for the education of residents over 12 years of age; such schools must be maintained each year for at least four months of sixteen evenings each, the evening sessions to be of two hours in length, if the district maintaining such schools is to receive state apportionment for their
support. The expenses of such evening schools shall be paid the same as expenses for day schools" (95:Second Sp. Ses. P.57).

The California Child Labor Act of 1905 contained a provision somewhat similar to that of the Illinois act of 1903. This act stipulated that no child under 16 years of age not in attendance at night school and unable to read English at sight and write legibly should be employed at a gainful occupation (18:Ch. 18).

The Colorado Child Labor Law of 1911 contains a provision similar to that of the California code (24:Sec. 9, P.237).

In a United States Bureau of Education Bulletin, Arthur J. Jones writes that in 1905 at least nine states recognized night schools in their child labor laws, making it unlawful to employ any child under 16 years of age who could not read or write English unless he attended an evening school, where there was such a school, or some other school (61:91).

After 1909 the laws seem to express a somewhat altered attitude toward the need and importance of establishing adult evening schools. Two elements are particularly evident in the laws following that date: first, they show an effort to increase the facility by which such schools are to be established, by placing the powers of initiative in the hands of the people; and, secondly, there is an increasing tendency to make special appropriations or provisions for a larger amount of state support for such schools. In many of the more recent laws these two factors are very noticeable.
Special schools, such as those for evening instruction, have not always been provided for under general state laws. For example, in Georgia the legislature amended the charter of the city of Macon in 1907 so as to authorize and direct the mayor and council to appropriate certain fixed sums of money for the support of a night school to be held at one or both of the Macon public libraries (43:No. 100, P. 786).

In 1909 Rhode Island provided that there should be an annual appropriation for the support of night schools, to be apportioned among the towns by the state board of education (112:Ch. 65).

The Missouri law of 1909 in part reads as follows: "On a signed petition of fifty or more freeholders in a town or city school district requesting such action, the district board may establish and maintain free night schools. The board of directors is authorized and empowered to make all necessary rules and regulations therefor; to fix the rates of tuition of pupils therein above the ages of 20 years and of such others as are not entitled to receive free public school privileges in the district, and to have general charge over such schools" (87:828).

The Pennsylvania law of 1911 provides that: "The board of school directors or any school district of second, third, or fourth class, upon application of the parents of twenty-five or more pupils above the age of 14 years, shall open a free night school for their instruction in spelling, reading,
writing, arithmetic, and such other branches as may be judged advisable. Such schools are to be kept open for a term of not less than four months in each year, each month to be of twenty days, and each session two hours in length. No pupil is to be admitted who is unemployed during the day or in attendance at a day school. The board of directors may discontinue such schools if the attendance falls below fifteen" (111: P. L. 309, Art. XIX).

In the same year, 1911, the Oregon legislature passed a law providing for the establishment of continuation schools in districts of the first class, which include only the city of Portland (107:Ch. 211). In 1913 this law was extended to include districts of the second class (107:Ch. 75). These laws were general and, as the title implies, they were expected to aid in the work of continuation education rather than to provide elementary instruction for the type of youth that the laws of New England had in mind. By this time most of the states had passed compulsory education laws (forty-two states by 1910) which kept children in school until they had either finished the work of the eighth grade or had passed the age of fourteen years.

At present the only evening schools found in Maryland, as reported by the United States Bureau of Education, are in Baltimore County. The legislature in 1910 provided that "free evening schools shall be opened in Baltimore County for the study of rudimentary branches of knowledge, including
reading, writing, and arithmetic, and such advanced studies as may be advisable. Such schools are to be open to males of not less than twelve years of age" (78:Ch. 59).

The board of school commissioners had been previously authorized in general terms to establish night schools and pay expenses therefor in the same manner as the expenses of day schools, but this law went into more detail.

In 1912, Louisiana gave the school boards of the parish districts the right to maintain adult evening schools for those who were prevented from receiving instruction during the day because of their daily vocations (71:70).

In 1913, Kansas and Montana added to their school codes, and gave the directors of school districts the right to establish and maintain evening schools the same as regular day schools (64:Ch. 267, Sec. 2); (88:Ch. 76, Sec. 507).

After 1910 many of the laws reveal an attempt upon the part of the legislatures to bring to bear some effort at control, and to make more effective the work of evening schools. The work of these schools was in many cases unsuccessful because of poor management, and of sessions too short to obtain effective results. The inability of local school boards in rural communities to obtain competent instructors was doubtless an additional factor responsible to some extent for disappointing results. The financial remuneration usually offered was too small to attract good teachers. Often school directors engaged day school teachers to spend two or three
evenings a week in the night schools in addition to their regular work. In other instances instructors were engaged from the community who had no connection with the public school system and who frequently did not hold teachers' certificates at all.

The entrance of the United States into the Great War in 1917 awakened many people to the need for additional educational opportunities, and we find states passing laws which might be included under the classification of evening elementary school acts. Colorado, Nevada, West Virginia, and Iowa passed general laws providing for the establishment of such schools in all school districts where there was a demand for them. "On petition of fifteen or more bona fide applicants therefor," to cite the Nevada law, "the state superintendent shall authorize any local school district to establish and maintain an evening school open to all native and foreign-born youths and adults" (93:Ch. 191).

A North Dakota law provided for evening schools, and stipulated that one-half of the salary of each teacher was to be paid by the state, and appropriations were made for that purpose (102:H. B. 81, P. 100).

Minnesota gave the school board of any district permission to establish and maintain public evening schools for all persons over 16 years of age, and, as in the case of North Dakota, specified that one-half the salaries of all teachers should be paid from state funds or state and fed-
eral funds combined, as far as such funds were available (85:Ch. 356).

Tennessee, in the same year, 1917, passed her first evening school law empowering city and county boards of education to use public school funds for the purpose, and permitting them to enroll any person fifteen years of age or over (122:No. 29). In no instance were any of the above laws permitted to interfere with existing compulsory school laws.

Arizona and Mississippi, in 1918, passed general laws similar to that of Tennessee (8:Ch. 10, P. 29); (86: Ch. 251).

Connecticut, one of the earliest states to promulgate evening school legislation, again took the lead in 1919, and adopted a measure which made attendance compulsory at evening schools for children between 14 and 16 years of age, residing in a city or town where such schools were held, if such child possessed an employment certificate and had not completed such courses of study as had been prescribed for the elementary schools (27: Ch. 198). Another law granted state aid in the sum of four dollars ($4.00) per pupil attendance at an approved evening school which was maintained for seventy-five or more evenings in the school year (27: Ch. 238).

In the same year, 1919, Maine amended its school laws to read: "When an evening school is maintained, said town shall be reimbursed by the state with a sum equal to two-
thirds the amount paid for instruction in such evening school, provided there have been offered in addition to the subjects elsewhere prescribed, courses in the commercial branches, the elements of the trades, said courses to be approved by the state superintendent of public instruction. The total average attendance shall equal a total of not less than twenty-five per cent. of the average attendance of the school" (75:Ch. 19, Par. 167, P. 395).

North Dakota, to give impetus to the provisions of her act of 1917, passed laws in 1919 to provide an appropriation and levy by the county commissioners of each county for the purpose of furnishing aid to night schools. The districts maintaining night schools were expected to contribute an amount equal to that contributed by the county (102:Ch. 201).

A number of the states have passed minor laws and amendments dealing with the evening school in general since 1919, but the elementary evening school, as it existed before 1900, is past. Compulsory attendance laws have recognized that every capable child should have at least an elementary school education, and that he must not be allowed to leave the day school, unless physically or mentally disabled, until his elementary education is completed. For adult foreigners and for the adult illiterates who grew up before compulsory education laws became statutory, the elementary evening schools served a worthy purpose, but our system as a result of the better enforcement of compulsory laws has now outgrown that
need except in the case of foreigners who require help to overcome language barriers.
Chapter III

EVENING HIGH SCHOOLS AND JUNIOR COLLEGES

The American public high school has had by far the major part of its growth since the year 1900. Prior to that date the public in general never had regarded high school training as a vital necessity for all youth in order to prepare for the tasks of life and the exercise of the functions of citizenship. Until quite recently, indeed, the opinion was widely held, among those who had never enjoyed the privilege, that a high school education was a dispensable luxury. Therefore, as might be expected, legislators and state superintendents of public instruction were slow in their authorization of amendments applicable to public evening high schools and continuation high schools. Only a small number of states have made special provision by statute for evening high schools. This omission, however, has not prevented the growth of such institutions. High schools have been recognized by the courts as a part of the common school system.* Wherever a district has secured permission to hold evening classes, it has usually assumed that such sanction applied to classes in both elementary and secondary subjects whenever demand for them arose.

As this study proceeds it will become evident that adult schools were not concerned solely with the removal of language barriers. Cubberley states that by 1870 there were sixty public evening high schools in the United States (28:-421). Many of these schools offered broad curricula, pertaining both to the educational interests and activities of the American wage earner, and also to the student personnel who attended these part-time classes solely for the purpose of improving themselves.

In Cincinnati as early as 1828 there were laws providing for adult evening high schools. The Ohio Mechanics Institute conducted lectures and classes in botany, chemistry, mechanics, geometry, and arithmetic. Apprentices and minors, sons of members of the institute, were entitled to attend classes on the payment of fifty cents per annum. This was not really a high school but a school of science. However, it undoubtedly had a strong influence on the establishment of a public evening high school in Cincinnati in 1856 (126:-92). This high school in Cincinnati appears to have been the original of its particular type in America, but the first important law providing specifically for this type of school was enacted in Massachusetts in 1886. The law reads as follows:

"Every city of 50,000 or more inhabitants shall establish and thereafter maintain an even-
ing high school in which shall be taught such branches of learning as the school committees thereof may deem expedient, whenever fifty or more residents 14 years of age or over who desire, and in the opinion of the school committee are competent, to pursue high school studies, shall petition in writing for an evening high school and certify that they desire to attend such school" (81:Ch. 236).

In 1864 Assistant Superintendent William Jones of New York recommended that an evening high school be established. This was done, October, 1866, and was the first public high school of any kind in New York City. Day high schools were not established until many years later (126:93).*

The American high school, as stated above, is largely an educational development of the twentieth century. Hence we must turn to the more recent laws to find provisions applicable especially to evening high schools.

Connecticut in 1903 made provision by law (similar to the enactment of Massachusetts in 1886) for evening classes in high school subjects, but the law was applicable to cities with an even smaller population. The law provided that:

* Another valuable legislative historical reference to the early establishment of evening schools may be found in the Twenty-fifth Annual Report of the Board of Education of the City and County of New York for the year ending December 31, 1866, pp. 25-28. Wm. C. Bryant & Co., printers, 41 Nassau Street, New York City, 1867.
"Every town and high school district having 10,000 or more inhabitants shall establish and maintain evening schools for the instruction of persons over 14 years of age, in such branches as the proper school authorities of the town or district shall prescribe, and on petition of at least twenty persons over 14 years of age for instruction in any one study usually taught in high school, which persons are considered competent to pursue high school studies, said town or district shall provide for such instruction" (26:Ch. 135, 1903).

This law was amended in 1909 in order to delete the word "one", thus permitting the establishment of such schools if twenty persons petitioned for any subject taught in high school (27:Ch. 5).

The law of California in 1905 declared that public schools, other than those supported exclusively by the state, should be day and evening elementary, and day and evening secondary schools (18:Ch. 18). In 1921 a second act provided that:

"The high school board of any high school district shall have power to establish and maintain in connection with any high school under its jurisdiction special day and evening classes for
the purpose of giving instruction in any of the branches of study that may be taught in a high school. These classes may be convened at such hours and for such length of time during the school day or evening, and for such period and for such length of time during the school year, as may be determined by said governing authority" (19:Ch. 764, p. 1322).

The Oregon laws of 1911 and 1913 provide for the teaching in evening schools of all subjects given in the day sessions if the demand justifies. The board of directors fix a course of study required for graduation. These night schools admit any person not receiving instruction in the day session without restriction as to age or citizenship (107:Ch.764, p. 1322).

Unlike the evening elementary school, the evening high school is a growing institution. We may expect to find legislation for this type of school. The evening high schools will no doubt continue until the day high schools have reached their culmination, that is, when all pupils of high school age are actually in secondary school attendance. Then, no doubt, the demand for night classes in secondary subjects will cease, or will be confined entirely to immigrants.

At this point the question logically arises, What then? Should we expect the establishment by legislative statute of
free public evening classes in college and university subjects?

From one state in the Union an answer has already come. In 1923 a Wisconsin law provided:

"The common council or school board of any city may establish evening and part-time college classes. The common council may appropriate money to maintain such classes and may accept and use donations therefor" (149:Ch. 421).

Thus the initial step has been taken. Logically there is no valid reason why our citizens, having demonstrated their ability to master high school subjects, should not pursue the quest of knowledge in its higher branches. The principal obstacles to development of public evening colleges on a universal scale will probably be financial. But with the growth of strong public opinion in favor of such extension of educational activities, all obstacles will necessarily yield. As yet, however, such a movement is in the embryonic stage. No doubt many years will elapse before public evening classes in college subjects with full credit become a reality throughout the country.

Meanwhile, tentative steps in the general direction of universal college training have been taken under the guise of the junior college movement. How far this movement is destined to affect adult evening educational work is still a moot question. Its answer depends upon a comprehension of
the underlying purposes of this new sphere in the public school system. If junior colleges are to become opportunity schools, the reply would appear to be that a great and beneficial service may be rendered the adult by the general establishment of evening junior colleges. If, on the other hand, the purpose of the junior college is conceived to be that of filling the interim between high school graduation and the time when an individual may elect his chosen career with some profitable and purposeful intellectual activity and social life, then it is conceivable that the answer might not be the same. For, once a person has successfully completed the adjustment between school life and entrance upon a life work, the junior college, according to this conception of its function, would serve no additional useful purpose and the individual would be abandoned to his own efforts as regards further formal education.

The various proposals placed before legislators in recent years indicate a growing public interest in this latest development in the field of adult education (135:12). But a careful analysis of legislative measures for this distinct unit in its detailed forms, and with respect to its services to adult evening school pupils, is beyond the scope of this thesis. Nevertheless, this modern movement merits an open-minded consideration. It is a desirable addition, in some cases, to the current activities of the American educational system. Koos, however, probably expresses the prevailing
opinion of even the most ardent friends of the junior college movement when he says: "It is too early to essay prophecy that will approach realization of the reorganization of secondary schools.... Traditional forces will for a long period be able to withstand reorganization forces" (68:26).

The junior college movement began about 1901 under the influence of William Rainey Harper, first president of the University of Chicago (1892-1906). ".... In fact, we might well call that far-seeing educator the father of the junior college. It is of him that the average individual thinks when the origin of that institution is mentioned" (135:11).

"In its typical form the public junior college consists merely of the first half of the standard college course offered in a high school building and taught for the most part by high school teachers. It is a public institution, supported by local taxation and state aid*. Perhaps the most significant example of state recognition of the public junior college comes from California. In that state the law provides for these institutions on the same bases as the high school" (135:48).

The curricula include both classical and vocational courses, but the program does not permit specialization until

* In a large number of states, especially in the south, the junior college is a denominational institution offering, in addition to various other courses, a four year high school or academy course. These differ from the public junior college in purpose, organization, and control. Their support is from tuition, endowment, and miscellaneous sources. Discussion at length will not be necessary in this paper.
the student is enrolled in the senior college or "upper division".* The junior college has its limitations, and naturally does not confer a baccalaureate degree, although a junior diploma may be awarded "(135:103).

"The first public school of this type was established in Joliet, Illinois, and bore the name Joliet Junior College. It is now perhaps the oldest junior college in operation, and its apparent success speaks much for the junior college movement. The work accomplished there demonstrates that the high school may safely be entrusted with the first two years of college work" (135:12).

"In 1907 the legislature of the state of California passed an act permitting high schools to offer the first two years of standard college work in addition to the regular four year high school courses" (135:41). "A number of public high schools in California, Illinois, Michigan, Minnesota and Iowa are now offering one or two years of standard work. Missouri, Texas, and other southern states are gladly accepting the readjustment" (135:42).

The study of the origin and progress of the public junior college activity leads to the conclusion that it has arisen in response to certain fundamental needs, and hence for the present, at least, it seems assured of a definite

* In the University of California at Los Angeles, where, almost contemporaneously, a work was undertaken by Dean Alexis F. Lange similar to that of President Harper in the University of Chicago, the junior college is referred to as "the lower division" (135:44).
place in our systems of public evening educational policies. (Vide: Political Code of California, Section 1790, 1919).

It is patent that this modern organization will have some effect upon the student personnel of the public evening school, resulting in a greater percentage of adult membership. Uniformly the reports of superintendents have encouraged the new system, and state that the results are satisfactory, although the institution is admittedly still in its experimental stage.

The outstanding study of the junior college to date is that of Leonard Vincent Koos. He furnishes in detail the status of the junior college of seven years ago, and his excellent article in The School Review, April, 1928, describes subsequent progress. His study includes the years 1900-1927 (69:265).

"Statistics concerning junior colleges offering at least two years of college work have been collected by the United States Bureau of Education since 1918. During this ten year period the number of junior colleges has been multiplied by five. These organizations serve the purpose of enabling youth to continue their education at or near their homes, without any considerable expense, and give opportunities to try certain courses before entering the larger colleges and universities for more advanced work. Their success is best shown in the increase in enrollments, which has been rapid over the whole ten year period" (13:691-2).
Both the North Central Association and the Southern
Association maintain special committees for the study of
junior college development. The question of where and when
to establish junior colleges has no definite, universal an-
swer. Comparison with norms and similar data must be relied
on to denote trends and tendencies.

Among recent additions to the educational literature of
the junior college movement are:

1 - California Quarterly for Secondary Education,
June, 1928. An incisive study by W. C.
Eells, indicating that junior college
graduates did better work.

2 - California Quarterly for Secondary Education,
October, 1928.

3 - The Junior College Movement in Louisiana, by
J. M. Foote, State Department of Educa-
tion, Baton Rouge, Louisiana, 1928.

4 - Public Junior Colleges, by Agnes Samuelson,
Des Moines, 1928.

5 - North Central Association Quarterly, September
and December, 1928. Reports on junior
colleges by Frederick Lamson Whitney.

6 - Vocational Educational of Junior College Grade,
by George V. Bennett. Warwick and York,
1928.

7 - Junior College in America, by F. L. Whitney,
Colorado State Teachers College, 1928,
(13:153-4).

8 - Considerations in Establishing a Junior Col-
lege, by John T. Morris, Columbia Univ-
ersity, New York, 1929.

9 - Junior College Journal, edited by Walter
Crosby Eells, Stanford University, Palo
Alto, California. October, 1930, June,
1931. Volume 1, page 604.
The annual rate of growth of public junior high schools in the United States is vividly indicated by the figures set forth in Table I. It will be noted that in the period from 1907 to 1917 growth was comparatively slow, an average of less than four junior colleges being established annually during the first five years and a fraction over ten during the latter half of the period. In the decade 1918-1928, however, the rate of growth increased rapidly, an average of nineteen and one-half new institutions being organized each year. It is apparent that the movement has gained firm footing, and if present tendencies continue to develop it is reasonable to expect a rapid and steady expansion of this phase of public educational activity.
Table I

Growth of the Public Junior College Movement - 1907--1917

<table>
<thead>
<tr>
<th>Year</th>
<th>Number Organized</th>
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<tbody>
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<td>2</td>
</tr>
<tr>
<td>1909</td>
<td>2</td>
</tr>
<tr>
<td>1910</td>
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<td>1911</td>
<td>3</td>
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<td>1912</td>
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<td>9</td>
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<td>1915</td>
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<td>1916</td>
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</tr>
<tr>
<td>1918--1928</td>
<td>195</td>
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Total 264

### Table II

Status of the Public Junior College from 1907 to 1917

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<td>Illinois</td>
<td>3</td>
</tr>
<tr>
<td>Iowa</td>
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<td>Indiana</td>
<td>1</td>
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<tr>
<td>Michigan</td>
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<td>Minnesota</td>
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<td>Texas</td>
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<td>Washington</td>
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</tr>
<tr>
<td><strong>Total</strong></td>
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# Table III

Statistics of the Public Junior College Showing Distribution by States in Period 1918--1928

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<td>Idaho</td>
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<td>Illinois</td>
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<td>Iowa</td>
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<tr>
<td>Washington</td>
<td>2</td>
</tr>
<tr>
<td>West Virginia</td>
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Table IV

State Activities in Adult Education

<table>
<thead>
<tr>
<th>State</th>
<th>Has State enacted legislation to promote adult classes?</th>
<th>Does State department supervise adult classes?</th>
<th>Does State aid local communities for adult education?</th>
<th>What percent of cost is provided by State?</th>
<th>Has State an illiteracy commission?</th>
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<tbody>
<tr>
<td></td>
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<td>Yes  No</td>
<td>Yes  No</td>
<td>Yes  No</td>
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<td>Yes  No</td>
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<tr>
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## Table IV - Continued

### State Activities in Adult Education

<table>
<thead>
<tr>
<th>State</th>
<th>Has State enacted legislation to promote adult classes?</th>
<th>Does State department supervise adult classes?</th>
<th>Does State aid local communities for adult education?</th>
<th>What per cent of cost is provided by State?</th>
<th>Has State an illiteracy commission?</th>
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<td>24 / 20</td>
<td>21 / 20</td>
<td>12 / 31</td>
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</table>

* The Illiteracy Commission was created in 1918 when the World War aroused this nation to the extent of its illiteracy problems. The Commission was continued from year to year until July, 1925, when by vote of the representative assembly its work was transferred to the Department of Adult Education (89:140).
Chapter IV

INDUSTRIAL AND VOCATIONAL PUBLIC ADULT NIGHT SCHOOLS

The colonial legislators of Massachusetts in one of their acts, dated 1642, required that: "All parents and masters do bring up their children and apprentices in some honest lawful calling, labor or employment, either in husbandry or some other trade, profitable for themselves and the Commonwealth. If they will not or cannot train them up in learning, to fit them for higher employments, and if any select men, after admonition given by them to such masters of families, shall find them still negligent of their duty in the particular afore mentioned.....the said select men with the help of two magistrates, or the next county court of that shire, shall take such children or apprentices from them, and place them with some masters.....which will more strictly look into, and force them to submit unto government according to the rules of this order, if by fair means and proper instruction they will not be drawn unto it" (23:-1642:26).

* Again, this law may be found in Records of Massachusetts, Vol. II, p. 203. William White, Boston, 1853, p.344.

In the Early History of Massachusetts published by the Massachusetts Historical Society, p. 476, the writer finds this law was without a preamble. It is not given in full there. The printed records of the colonies are very incomplete. The law of 1647, commonly known as "that old deluder Satan law", is the real foundation of the Massachu-
"Six years after the general court had made provision for collegiate education, it turned its attention to the general educational conditions of the colony, taking into consideration the great neglect of many parents and masters in training up their children in learning and labor and other employments which may be profitable to the Commonwealth. Hereupon the court ordered and decreed that in every town the chosen men appointed for managing the prudential affairs of the same (general court) shall henceforth stand charged with the care of the redress of this evil, so as they (the parents, shall be liable to be punished or fined for the neglect thereof upon any presentment of the grand jurors or any other information or complaint; and for this end they (the chosen men) or the greater part of them, shall have power to take account from time to time of parents and masters and of children concerning their calling and employment of their children, especially of their (the children's) ability to read and understand the principles of religion and the capital laws of the country, and to impose fines upon all those who refuse to render such accounts to them when required" (Massachusetts Colonial Records, p. 328, and 19:58-59).

Among these laws was the following provision for child-
setts school system, and has often been called the mother of all our school laws. Consult: Paul Monroe, Cyclopaedia of Education, Vol. iv, p. 148.
ren and servants: "The constable and overseers are strictly required frequently to admonish the inhabitants of instructing their children and servants in matters of religion and the laws of the country."* Another enactment dated 1656 reads, quoting again from Miss Clews, page 355: "Male orphans may be bound apprentice to tradesmen, merchants, and mariners, and female orphans to some suitable trade or employment."

"The courts were empowered to remove to other guardians those who were not maintained and educated according to their estates, or who, when apprenticed, were neglected in their industrial training" (21:355).

It was no doubt with something of this same idea, as is conveyed by the foregoing excerpts from the laws of the early colonists, that many of the states have provided for vocational and industrial training at public expense. These early lawmakers in Massachusetts certainly had no socialistic opinions or purposes. They intended so to regulate education and training of the young in public usefulness and service that they might become fit members of society, contributing to the welfare of the commonwealth. The colonists interest in vocational and industrial training has permeated the school systems of all the states and many superintendents have added to the state course of study classes of a technical nature for adults in the evening sessions.

* Vide: Education in the Colonies, p. 223, by Elsie Clews, Columbia University, New York, 1899.
Night school for the purpose of industrial education is a very old institution in the industrial countries of Europe and in the older states of America. The evening industrial schools have done much to aid pupils in the attaining of greater proficiency for daily work because evening instruction afforded them needed training in the occupations in which the individuals were employed.

"The demand for such schools finds its origin in the unavoidable conditions of life, unfortunate, but irremediable for some time to come. Not until we enjoy a universal prosperity can equal educational opportunities be open to all. The disadvantages of evening schools for industrial workers are numberless" (58:33). Intellectual application, when the body is exhausted by the day's work, leads to overexertion and is apt to arouse feelings of repulsion in the learner towards the study which robs him of leisure and repose. But as people are desirous of foregoing their leisure for a time and wish to spend their evenings in study related to their chosen employments, in order to improve both their economic and social status, our legislatures have seen fit to establish and sanction these schools to provide the student personnel with the educational opportunities desired for self-improvement.

Arthur J. Jones says: "The most significant movement in the evening school is the effort to minister more directly to the material needs of the pupils by means of trade or
technical instruction. Probably the first evening school of this kind was that in mechanical and architectural drawing given for apprentices and others and inaugurated by various mechanics' institutions and organizations" (126:94). Jones further says: "There was a tendency in this direction in the curricula of four of the evening high schools first established, namely, those in Cincinnati, New York, St. Louis, and Philadelphia" (126:94).

In legislation and in the fostering of adult public evening schools for vocational training, again Massachusetts appears to be the leader. In 1870 her enactment read: "Any city or town may, and every city and town having more than 10,000 inhabitants shall, annually make provision for giving free instructions in industrial or mechanical drawing to persons over fifteen years of age, either in day or evening schools under the direction of the school committee" (81: Ch. 243).

In 1872 Massachusetts granted permission to any city or town to establish and support industrial schools in which instruction might be given in the arts and in the various trades and occupations. This law, with that of 1870, did much to influence the character of instruction in the state evening schools, although it was not until 1898 that the permission granted in 1872 was taken advantage of by any city. (126:95).
In 1884 the laws of Maine show a statute similar to that of Massachusetts, and in 1911 the Maine legislature passed the following: "When an evening school is maintained, said town shall be reimbursed by the state with a sum equal to two-thirds the amount paid for instructions in such evening school, provided there have been offered in addition to the subjects elsewhere prescribed, courses in commercial branches, the domestic and manual arts, or the elements of the trades, said courses to be approved by the state superintendent of public instruction" (74: R. S. Ch. 11, Sec. 11).

Pennsylvania, also, in 1911, provided for evening manual training schools if such were requested by seventy-five or more residents of the district, for pupils over 14 years of age. In 1913 evening classes in industrial, agricultural, and household arts were provided in the same state (Ill: P. L. 309, Art. 19, and P. L. 138).

The legislature of Wisconsin, in 1909, passed the following joint resolution: "Whereas, reliable statistics show that there are at least 104,000 illiterates in the state of Wisconsin at the present time, and Whereas, there is a great movement through this country at present to establish night schools and night trade schools so that workers and those who have been denied education can not only get the elements of education, but can also improve themselves in their business life; and Whereas, the growing need of instruction to our people who cannot attend schools demands from us invest..."
Therefore, be it resolved by the senate, the assembly concurring, that the state superintendent, the president of the university extension division of the University of Wisconsin, the librarian of the legislative reference bureau, and the superintendent of the Milwaukee public schools, are hereby created a committee to report to the next legislature upon remedies for these conditions" (148:No. 53, p. 842 ff.)

In 1911 the Wisconsin legislature passed an extensive and detailed law relating to educational advantages in commercial, continuation, industrial, and evening schools (149: Ch. 616). The result of this legislation and the progressive activities of school authorities in the state can be seen in the increased enrollment of adults in the evening school as given in the reports of the United States Bureau of Education. In 1911-12 the total enrollment was 4,933; by 1913-14 it had increased to 11,567, and by 1923-24 to 34,203.

The laws of Indiana in 1913 provided vocational and industrial evening schools. These were to be established in any school district as a part of the common school system. This law holds that "such classes in order to be termed vocational, must in their courses of instruction deal with subject matter cognate to day employment; but evening classes in domestic science relating to the home shall be open to all women over seventeen years of age who are engaged in any capacity during the day. All evening classes are open to
those over seventeen years of age who are employed in the day time" (57:37).

A large per cent of those laws specify in their instructions that evening classes in vocational departments must deal with the subject matter of the day employment of those students who attend the courses.

Nebraska in her school codes stipulates that "vocational classes may be so planned that pupils can be instructed in subjects related to their chosen employment" (91:Ch. 234). There is a modification in the enactment which reads: "That for cities and towns of less than twenty-five thousand population, according to the last preceding United States census, the state board with the approval of the Federal Board for Vocational Education, may modify the conditions as to the length of the course and hours of instruction per week for schools and classes giving instructions to those who have not entered upon employment, in order to meet the particular needs of such cities and towns" (91:Ch. 234).

In the United States the work of vocational education has been influenced and widely extended by the congressional enactment of 1917, known as the Smith-Hughes Act, "An act to provide for the promotion of vocational education". This act provided appropriations for the salaries of teachers of trades, home economics, and industrial subjects. In order to receive the benefits of such appropriations the states are required to meet certain conditions promulgated by that
law, and schools receiving such benefits must meet with the approval of the Federal Board for Vocational Education.

Under this law definite standards are set up for plant and equipment, for personnel, length of sessions, the length of time that may be devoted to certain subjects and the group that may attend these vocational schools. In part, this law provides: "At least one-third of the sum appropriated to any state for the salaries of teachers of trades, home economics, and industrial subjects shall, if expended, be applied to part-time schools (which include evening schools) or classes for workers over fourteen years of age who have entered upon employment, and such subjects in a part-time school or class may mean any subject given to enlarge the civic and vocational intelligence of such workers over fourteen and less than eighteen years of age; that such part-time schools or classes shall provide for not less than 144 hours of classroom instruction per year; that evening industrial schools shall fix the age of sixteen years as a minimum entrance requirement, and shall confine instruction to that which is supplemental to the daily employment."

The provisions of the Smith-Hughes Act were accepted subsequently by all the states, and state boards for vocational education were created as per requirements. During the years following this legislation vocational classes for adults rapidly expanded. Greater progress was made in adult educational interest and activities throughout the Union. Each
state made an effort to expend its share of the federal appropriation, which had to be supplemented by an equal amount of local, or state, money, and also to co-operate with the United States Government by promoting vocational advantages for the American wage earner. The acceptance of the terms of the Smith-Hughes act by the various states practically makes this legislation a part of the school law of each state. Therefore, we have come to have a more or less uniform system for adult and vocational education throughout America.

Not only were the propositions of this act acceded to, but in some states additional provisions were made whereby vocational schools of different types were established in order to take advantage of the educational services thus afforded. Those states that came into the latter class were Nebraska (91:1069); Rhode Island (112:15); Colorado, (24:Ch. 37); California (18:Act 7496); Washington (144:457, Sec. 6); and New York (98:Ch. 531). In each state the laws included the vocational evening school. Classes in these schools were to be so planned as to supply instructions which were applicable to the daily interests and engagements of the student body in attendance. The law of California may be cited as a representative example. The following provisions are included:

"There may be special evening classes for:
"a - Instructions in civic and vocational subjects."
b - Counsel and guidance in social and vocational matters.

c - Opportunity for those in skilled occupations to improve themselves in such occupations.

d - Preparation of those engaged in unskilled occupations for skilled occupations, or those which offer opportunities for promotion.

e - Instruction in home economics.

f - Instruction in oral and written English and in the duties and the responsibilities of citizens.

g - A minimum uniform standard of efficiency shall not be required" (18:Act 7496).

Other states, without specific stipulation in their courses of study for technical education, have established and maintained public vocational schools. Such legislation was not essential in the states which previously had general laws providing for evening or part-time schools and for vocational education. In most of the states the curriculum was left either to the state, to the local unit, or to the district boards of education in their respective areas.

As we have seen, the law has assumed the position that all citizens of all ages may attend free public schools for vocational and industrial training in such courses as may be given, or as may be requested by a sufficiently large number of students. We can only speculate how far this may go. The groups of students are adults or near-adults for the most part. They and their families move to follow particular industrial interests located in distant centers. The time may come, and certainly will come, if the present trend in
adult educational progress continues, when states will assume the duty of training all citizens for useful, profitable activities at public expense. It must be admitted that it would be difficult to foresee any discrimination which a state could make, asserting that it will give training free in some occupations and not in others; for one trade or profession and not in all lines of educational interests which serve society usefully. Further, should a man find himself un­fitted for the work in which he had received training, the state may regard it as its duty to train him for something else. Vide: W. R. Hood, "Legal Provisions for the Unadjusted," Americanization Bulletin, February 1, 1919, pp. 3-4. United States Bureau of Education, Washington, D. C.
Chapter V

ADULT AMERICANIZATION SCHOOLS

The pressure of the great World War awakened America to the truth that there were within her boundaries millions of persons of foreign origin who had migrated here from distant countries and whose sympathies remained entirely with their native lands. Then Americans discovered an educational problem. In April, 1918, the Council of National Defence and the United States Bureau of Education endeavored to forward a nation-wide program for the Americanization of aliens. (Vide: Emory S. Bogardus, "Essentials of Americanization").

The Council of National Defense besought the State Councils to appoint committees to assist the United States Bureau of Education in formulating a program on Americanization. This program included education in English, and in principles of American citizenship. It was designed for all foreigners and illiterates* (130: Bul. 18, 1927).

Before this nation-wide movement began, the States had not been idle. In 1917 several states passed laws affecting evening adult schools, and all of these legislative acts dealt primarily with the education of foreign-born adults possessing language handicaps.

* An illiterate is a person of ten years of age or over who cannot read and write in any language. This is the definition accepted by the United States Census Bureau.
New York City in 1917 had 617 classes in its evening schools for the purpose of teaching the English language to foreigners. These classes had an average attendance of from twenty-five to thirty, many of whom were adults (5: Bul. 18, p. 27, 1918). Other large cities with great foreign-born populations reported correspondingly large statistics. Army tests had revealed an astonishingly large percentage of illiteracy even among native-born Americans, and consequently between the years 1919 and 1930 many of the states passed laws designed to abolish citizen-illiterates (137: Bul. 20, 1931).

In certain respects the immigrant and the native illiterate presented to educators an identical problem. Both were civically unadjusted. Both were in need of education which should be essentially elementary in character, and in both cases it was the adult who created the problem (129: Bul. 13, p. 31, 1919). Still another similarity appeared in the fact that the same school building could serve the purpose of Americanization for the alien and afford educational advantages for the native-born illiterate (6: Bulletin of the Department of the Interior, Bureau of Education, 1918-1919).

In some states it had been customary even before the World War to conduct "Moonlight Schools"* or similar pro-

* The rural night schools for adults, known as "Moonlight Schools," are so called because they were formerly conducted on moonlit nights (131:45). The writings of Mrs. Cora Wilson Stewart, Chairman of the Illiteracy Commission of the National Education Association, and County Superintendent in
jects for the instruction of illiterates (121:429-31). Foreigners also attended these schools for the purpose of learning the American forms of government. In a few states these activities are now under the direction of a state "Illiteracy Commission". Such commissions were established in Arkansas in 1917, and in Mississippi in 1916. The legislators in some states, however, failed to provide appropriations, and commissioners were obliged to look to private philanthropy for aid in order to carry on educational services. North Carolina in 1917 and Kentucky in 1918 each appropriated the sum of $25,000 annually for the work of reducing illiteracy (129: Bul. 13, 1919). In 1922 Arkansas made special appropriations for executing the work necessary to reduce its illiterate population (9:No. 543, p. 603).

Alabama* enacted a law in 1919 to establish day or night Rowan County, Kentucky, supply a valuable addition to the early history of American educational endeavor in behalf of illiterates. She organized moonlight schools. Her work spread rapidly, affecting groups of very meagerly educated persons. In Alabama, California, Kentucky (where the experiment originated), Minnesota, New Mexico, North and South Carolina, Oklahoma, Tennessee, and Washington, her efforts to teach illiterates have been so successful as to merit legislative sanction; the support of public funds appropriated on the recommendations of state governors, and publicity from superintendents of public instruction administering in the particular areas benefited. (Vide: Moonlight Schools, by Cora Wilson Stewart, G. P. Dutton Company, New York, 1922, pp. 128-132; and United States Bureau of Education Bulletin No. 20, p. 28, 1913, as well as National Education Association Proceedings for 1925, pp. 140 and 340).

* The enactments of legislation which might be listed under the term Americanization or adult educational advantages, received legislative sanction from the different states in such quick succession that the chronology here is not important. For this reason the writer prefers to discuss these
schools for adult illiterates and for the Americanization of foreigners in any town of 2,000 inhabitants or more (3:No. 422, p. 567).

Arizona in 1918 passed two Americanization acts, the first of a temporary nature (8:Sec. 12), and the second with the aim of permanency (8:Ch. 10, p. 29, 1918). Both the enactments show the influence of the petition made early that year by the Council of National Defense for cooperation in the work of Americanization. The first act, which carried with it a special appropriation, was repealed the following year (8:Ch. 9, 1919). The second law provided for "night schools in districts where there are fifteen or more students over sixteen years of age who either do not read and write English or who do not speak the English language". State appropriations are granted for the support of these schools. In 1921 a third law was passed which provided for immigrant and adult elementary education and the teaching of English to foreigners. The superintendent of public instruction had power to devise his plans for the establishment of classes. "The purpose of this school is to be the stimulation and correlation of Americanization work of various agencies, including governmental, throughout the state" (8:Ch.140).

Connecticut, in 1919, increased her state appropriations for adult evening schools from $2.25 per pupil to $4.00 per

laws in the alphabetical order of the States. The laws of Vermont and New Jersey existed prior to the war-time Americanization laws (Vermont, 1898; New Jersey, 1907).
pupil (27:Ch. 165).

Delaware, in 1920, appropriated $25,000 to forward provisions of an act to establish evening schools in any district within the state "where there were ten or more persons over sixteen years of age, who do not speak the English language and who desire to attend classes in which they may receive instructions in the language and in the constitutions and forms of government of the United States and of Delaware."

The act does not require the teachers to hold certificates under the general school law (29:Ch. 165).

Georgia, in its legislation of 1920, empowered the county authorities to provide schools for the instruction of illiterate adults. The payment for such schools was to be made from the county treasury (43:No. 779).

Idaho, in 1921, provided for adult instruction authorizing at the time Americanization education for adults of foreign birth or extraction. The law provided for a special school tax and county apportionment for the support of this activity (52:Ch. 209).

Maine, in 1919, so altered her statutes relating to evening schools that there were provisions in the revised legislation for both the Americanization problems and the reduction of illiteracy (74:Ch. 148).

The Massachusetts state law provided in 1921 for the payment of one-half the amount expended in the local school district for supervision and teaching when the classes were
held for the instruction of adults in the use of English (81:Ch. 434).

Minnesota, in 1917, adopted legislation similar to that of Massachusetts (85:Ch. 356).

Mississippi has legislation which provides a biennial appropriation of $25,000. This is made to encourage industrial education, sanitation, and good citizenship among negroes. An extension agent operating from Alcorn College (colored) is provided (86:Ch. 56).

New Hampshire, in 1919, made it compulsory "that every school district in which there were residing, or in which there were employed twenty or more persons above the age of 21 years who could not read and speak the English language understandingly should maintain schools for such persons" (94:Ch. 106, p. 16).

New Jersey has passed three acts to provide for the establishment of adult schools for foreign-born residents. The first was in 1907 (a pre-war law); the second, in 1917, was termed "Evening School for Foreigners Act" (95:Ch. 267); while the third act, passed in 1921, stated that: "The district board may establish and maintain a class or classes for the instruction of foreign-born residents over fourteen years of age in the English language and in the forms of government and laws of the State and of the United States. The county superintendent shall apportion $100 for each full time teacher. The classes must be maintained not less than
one hundred hours a year in sessions of from one to two hours" (95:Ch. 197).

New Mexico, in 1919, provided for the maintenance of night schools for "illiterate or semi-illiterate persons" (96:Ch. 142).

New York's legislature in 1918 passed three acts designed to end illiterate citizenship in that state. One law carried with it a substantial appropriation (99:Ch. 412). Another law demanded attendance at either day or night school of all persons between the ages of sixteen and twenty-one years who do not possess such ability to speak and write the English language as is required for completing this work in the fifth grade of elementary school (99:Ch. 409). Two measures appear among the enactments of 1920. One authorized the commissioner of education to provide courses in English, history, civics, and other subjects promoting good citizenship for foreign-born and native adults and minors over sixteen years of age, and to employ and to fix the pay of teachers (99:Ch. 852).

North Carolina, in 1919, passed a law similar to that of New Mexico (101:Ch. 161).

North Dakota, in 1917, appropriated money for the maintenance of evening schools for adults and others (102:H. B. 81, p. 100).

Ohio provided for Americanization work in 1919. That law encouraged patriotic education and the assimilation of
the foreign-born residents (103:H. B. 649, p. 539). In
1921 an amendment provided for special Americanization work
among foreign-born adults, stipulating that tuition fees
might or might not be levied (103:H. B. 44, p. 101).

Oregon, in 1921, passed an act similar to that found
in Ohio legislations, providing for the Americanization of
foreign-born children and parents. It authorized school
boards to employ "home teachers." These teachers go into
the living apartments of the foreigners (108:Ch. 87) (Vide
also Bogardus, op. cit.).

Pennsylvania passed its Americanization laws in 1919.
They were general measures to eradicate illiteracy. No
mention was made of night schools in that code (108:No. 311).
In 1925 a second law was enacted. "English and citizenship
for immigrants and native illiterates," and "Citizenship
for adults," were specified in the curricula, and free even-
ing schools were authorized in order to instruct the foreign-
born students attending the classes. These schools were to
be supported by state aid (111: P. L. No. 250).*

Rhode Island passed laws in 1919 which contain the
following provisions: "One or more public evening schools,
in which attendance shall be free to persons resident in the
town in which such schools shall be located, and in which
the speaking, reading, and writing of the English language
* Pennsylvania, as we note elsewhere in this history,
sanctioned recreational features also as a part of her adult
educational program (111: P. L. 309, Art IV).
shall be taught for two hours on each of at least one hundred nights between the first of September and the first of June in each year, shall be established and maintained by the school committee of every town in which twenty or more persons of more than sixteen and less than twenty-one years of age who cannot speak, read and write the English language are resident. Public evening schools may, if approved by the state board of education, receive state support from the annual appropriations for evening schools and for industrial education. The state board of education is hereby authorized to provide for the visitation, inspection, and supervision of day and evening schools maintained under the provisions of this chapter" (112:Ch. 1802, 1919). This law also makes attendance compulsory for those between the ages of sixteen and twenty-one who cannot speak, read and write the English language in accord with standards approved by the state board of education.

South Carolina permits persons over twenty-one years of age to attend public night schools. This law was passed in 1917 (115:No. 24).

South Dakota, in 1919, passed laws which permitted school boards to maintain evening schools provided that one-half the cost of maintenance for said schools might be defrayed by the state and that persons between the ages of twenty-one and fifty might attend school free of charge during good behavior if they did not have the ability to
read, write, and speak the English language equivalent to fifth grade requirements. Attendance at these schools was made compulsory for those between the ages of sixteen and twenty-one who did not possess such ability (116:Ch. 169).

The school law of South Dakota is more liberal than that of Pennsylvania regarding the upper age limit of students who may desire to attend evening or part-time classes (116:169). Pennsylvania offers no educational opportunities for employed adults after they have passed the age of twenty-one years (111: P. L. 309, Art. XIX).

Utah enacted the following statute in 1919:

"Every alien person residing in this state, except those who may be physically or mentally disqualified, between the ages of sixteen and forty-five years, who does not possess such ability to speak, read, and write the English language as is required for the completion of the fifth grade of the public schools of the State, shall attend a public evening school class for at least four hours a week during the entire time an evening school class of the proper grade shall be in session in that district, within two and one-half miles of his place of residence, or until the necessary ability has been acquired" (139:Ch. 93).

This statute of Utah delegates to the board of education power to make regulations concerning the conditions under which it will direct the establishment of adult classes, the giving of examinations, the selection and payment
of teachers, attendance and other matters connected with successful administration.

The impossibility of enforcing this law seems to have become apparent, for in 1921 the following session of the legislature reduced this compulsory age limit from forty-five to thirty-five years (139:Ch. 108). It also provided that an instruction fee of ten dollars be required of each person at the time of registration and that such money as was collected be paid to the state treasurer and credited to the Americanization Fund.

Vermont saw the need of adult instruction long before the World War. In 1898 she passed a law providing for this type of education. It reads: "Adults desirous of learning to speak and read the English language, or of studying other subjects including book-keeping, may be admitted as pupils to such evening schools upon such terms and by the payment of such rates of tuition as the school board or school directors may prescribe" (142:No. 28: Par. 1).

West Virginia provided night schools for all persons in 1917 (145:Ch. 74). In this state the colored and mountain population augments the illiteracy problem.

Wisconsin established general laws on adult education in 1909. According to an abstract from the Federal Census of 1910 the illiterate population at that time was 57,769. Of this number 44,000 were foreign-born (131:10). Legislative educational enactments in Wisconsin have followed the
Wyoming, in 1921, passed laws for evening schools and Americanization work, and defined Americanization as "education in the English language, in American government, American history, patriotism, or such other subjects, as will tend to prepare for better American citizenship" (150:Ch. 127).

Michigan is the last state which authorized by law a type of education helpful to adult groups. Her legislation is dated 1923. It allowed the board of education of any district to provide for the education of aliens and of native illiterates over the age of eighteen years who are unable to read, write, and speak the English language and who are un instructed in the principles of government of the state and of the United States (63:No. 124).

Changes in school extension programs were made in New York in 1912. That state through the commission of labor authorized the establishment of camp schools for adult and minor aliens. No funds were appropriated (7:Vol. 1, p. 428).

In 1913, however, the New York legislature amended the education law and provided for the organization of "temporary schools districts." Such districts might be established outside of the cities and union free school districts "whenever any considerable number of persons shall have been congregated in camps or other places of temporary habitation who are engaged in the construction of public works" under contract with the state or any municipality. Each district is
entitled to a stipulated quota from state school funds. Additional support is made a charge upon the particular state or municipal funds appropriated for the construction of the public works. Immediate supervision is vested in an official of the state department of education (98:Ch. 176).

The California commission of immigration and housing created in 1913 followed the plan of New York. The legislature co-operated with the proper authorities and extended educational opportunities for both children and adults to all labor camps and other sections from which the regular schools were not easily accessible (7:Vol. 1, p. 429). These provisions aim to extend the usefulness of public schools, and if followed by other states, will facilitate the assimilation of thousands of foreign laborers employed on construction work.

The problems of illiteracy are momentous in America. No panacea has ever been offered to cure this evil, other than more effective school advantages. Nearly every state has come to recognize its obligations to make special efforts to overcome illiteracy. To cite a recent bulletin of the United States Bureau of Education:

"The evils of illiteracy are so great and so expensive that nearly all states not now having such legislation are considering enactments that will enable them to carry on systematic plans for the elimination of illiteracy and near illiteracy...Experience has shown that two things aid in the
promotion of such a program: First, there should be an officer in the state department of education whose business it is to organize the educational forces so that proper instruction in elementary subjects may be given to adults as well as to employed young people who need it; and, second, state aid should be available to local districts so they may provide adult schools. State aid for this purpose is just as important as it is for the regular day schools (132:47).

"Illiteracy is not a matter that can be cured by a few lessons. In most cases the illiterate person needs regular class work for a number of years in order to acquire sufficient ability to read with pleasure and profit....A number of states now have effective laws that foster evening schools, and illiteracy in these states is being abolished" (132:47).

Mrs. Dorothy Canfield Fisher writes: "More widespread education will solve some of our difficulties and be a help in our more complex lives" (39:163). This opinion, which is representative of the belief of numerous students and social workers today, indicates a new appreciation of education and the awakening of wide public interest in a crusade to obliterate adult illiteracy in every state.
Chapter VI

ANALYSIS OF STATUTES PROVIDING FOR ADULT EDUCATION

That one may attain to a knowledge of the nature of state laws and what their legislatures have essayed by way of establishing and of administering public adult night classes, it is important to analyze these laws and to compare data available from state courses of study and local school curricula.

Laws existing in the various states may be considered under the following aspects:

a - Conditions required for establishment.
b - Financial support.
c - Curricula sanctioned by state laws.
d - Compulsory attendance.
e - Length of sessions.
f - The social groups for which evening adult schools have been provided.
g - Analysis of provisions in the law for adult education.

Under these headings it will be a simple matter to examine and compare the progress of the adult education movement in the various states.

Alabama. "Establishment of adult schools is optional
in any city of 2,000 inhabitants or over" (2: Act No. 422).

California. "The governing body of any elementary school district may establish special day classes as well as evening schools, for persons over fourteen years of age and for adults" (18: Ch. 528). "The high school board of each high school district wherein there are living within a radius of three miles of any high school located in the district, twenty or more persons over eighteen and under twenty-one years of age not in attendance at a day school who cannot write, read or speak the English language to a degree of proficiency equal to that required for the completion of the sixth grade of the elementary schools of the state, must establish and maintain special evening schools or classes" (18: Ch. 764, p. 1322). There is a literacy test for voters (130:5).

Colorado. "Evening classes may be established by the board of education in any first class district. Adult schools may be established when twenty or more persons sixteen years of age or over make written applications for instruction" (24: Ch. 37).

Connecticut. "Any town of less than 10,000 may vote to establish an evening school. Every town having a population of 10,000 or more shall establish and maintain evening schools for the instruction of persons over fourteen years of age on petition of twenty persons" (26: Ch. 46, Sec. 868).

Delaware. "The school committee is authorized to es-
establish evening schools if there are in the district ten or more persons over sixteen years of age who do not speak English, and who do not understand the principles of American government" (29: Ch. 165, 1921).

Florida. The General Laws of Florida, page 576, published in 1927, and which embrace the provisions of an act of 1920 "authorize the establishment and maintenance of public evening elementary and high schools, available to all residents of Florida" (40:576). The same enactment is found also in the Biennial Survey for 1926-1928, page 415.

Georgia. "Establishment is optional with the county boards of education" (43: No. 778, 1921).

Illinois. "Establishment is left with the school boards of the districts" (56:730).

Indiana. "Cities of a population of 100,000 or over are required to maintain night schools during the regular school term. The maintenance of such schools is optional with school trustees in towns of 3,000 population and over, but they must be established on a petition of twenty or more inhabitants having children between fourteen and twenty-one who desire to attend" (44:97).

Iowa. "Establishment is optional with school boards, but compulsory if petitioned by ten or more persons over sixteen years of age who desire instruction in the common branches" (60: Ch. 97).

Kansas. "Establishment is optional with the board in
any district or city, and compulsory when petitioned by parents or guardians of ten persons eligible to attend" (64: Ch. 267, Sec. 1).

Kentucky. "Cities of the third class may establish evening schools" (66: Ch. 53).

Louisiana. "Establishment is optional with the school board of the parish district" (71: Sec. 70, Act 214).

Maine. "Establishment is optional with any city or town" (74: Ch. 16, Sec. 25).

Maryland. "No evening schools are to be opened without a written application to the trustees of the schools and the board of county school commissioners of at least twenty persons eligible to attend such schools" (78: Ch. 59).

Massachusetts. "Any town may and every town must establish evening schools if during the school year twenty or more employment certificates are issued to persons who do not possess the educational qualifications enumerated in the compulsory law" (81: Ch. 290). "Every town over 10,000 inhabitants must establish such evening schools" (81: Ch. 496). "Every city of 50,000 or more inhabitants is required to maintain an evening high school if fifty residents, fourteen years of age or older, competent to pursue such studies, petition for such" (81: Ch. 236).

Minnesota. "Establishment is optional with the school board of any district or unorganized territory" (85: Ch. 256, Sec. 1).
Mississippi. "Establishment is optional with the board of trustees of any public schools" (86: Ch. 251).

Missouri. "At the discretion of the board of directors in any city school district, or on a signed petition of fifty freeholders or more in a town or city district requesting such action, evening schools may be established" (87: Sec. 10889).

Montana. "Establishment is optional with the trustees of school districts" (88: ch. 76, Sec. 507).

Nebraska. "Any school district may establish evening classes for vocational training" (91: Ch. 234).

Nevada. "On petition of fifteen or more bona fide applicants the state superintendent shall authorize any school district to establish and maintain an evening school" (93: Ch. 199, 1921). A later law provides for such application to be made to the board of trustees of any district (93: Ch. 199, 1921).

New Hampshire. "Any school district may maintain evening schools and every district in which reside, or are employed, fifteen or more persons between the ages of sixteen and twenty-one who cannot read and speak the English language must do so" (94: Ch. 119, Sec. 17).

New Jersey. "The board of education in any district may maintain evening schools" (95:57).

New Mexico. "Whenever there are ten or more illiterates or semi-illiterate adults in a district who wish to attend
night school, the county or municipal board of education may employ a competent instructor to teach such persons" (96: Ch. 142).

**New York.** "The board of education of each school district and of each city may maintain free night schools. Such schools shall be taught

1 - In each city of the first class throughout the school term.
2 - In each city of the second class on at least one hundred nights.
3 - In each city of the third class on at least eighty nights of the school year.
4 - In other cities and districts where twenty or more minors between the ages of sixteen and twenty-one are required to attend school, or where twenty or more persons over the age of sixteen make application for instruction in a night school, for at least seventy-five nights. All night schools shall be free to all persons residing in the city or district" (98: Ch. 409).

**North Carolina.** "Establishment is optional with the state board of education" (101: Ch. 161, Sec. 1).

**North Dakota.** "The school board of any district may, upon the direction of the county or city superintendent, establish and maintain evening schools. Whenever there shall be residing in a district or unorganised territory ten or more adult persons over sixteen years of age who desire evening school instruction, the school boards shall establish such" (102: Ch. 209).

**Ohio.** "Upon petition of the parents or guardians of
not less than twenty-five school children who are prevented from attending day school, the board in any district shall organize an evening school" (104:116). "On application of not less than fifteen adult persons born outside the territorial limits of the United States and residents of the district, the board of education in such school district may establish and conduct an Americanization school" (104:101-3).

**Oregon.** "School boards or directors in districts of the first class and second class may establish and maintain evening schools" (107: Sections 5083 and 5187).

**Pennsylvania.** "The board of directors in every school district may establish and maintain evening schools for the education and recreation of persons within the district" (111: P. L. 309, Art. IV). "Boards of directors of any district of the second, third, and fourth classes shall open a free evening school upon application of the parents of twenty-five or more pupils above the age of fourteen years. These may be discontinued if the attendance fall below fifteen members" (111: Art. 19). "Evening manual training schools may be provided upon the request of seventy-five or more residents of the district" (111: P. L. 138). "Boards in any district may open evening schools upon written application of twenty or more persons above the age of sixteen, residents of the district, and not in full time attendance at any public or private school during the day" (111: P. L. 250).

**Rhode Island.** "Public evening schools shall be provided
free for residents of every town in which twenty or more persons more than sixteen and less than twenty-one, who cannot read, write and speak the English language, are resident (112: Ch. 1802).

South Dakota. "The local school board may, and by direction of the state superintendent shall, maintain evening schools" (116: Ch. 169).

Tennessee. "County and city boards of education are authorized to establish and maintain night schools, under rules and regulations prescribed by the state board of education" (122: Ch. 145).

Vermont. "A town district may maintain one or more evening schools" (142: Sec. 1236).

Virginia. "The board of school trustees in districts where day schools are conducted for eight or more months each year may, in its discretion, and by and with the consent of the state board of education, and under rules and regulations to be prescribed by said board, establish and conduct night schools" (143: Code of 1919, Sec. 721; Laws of 1915, p. 190).

Washington. "The directors of the school districts shall have power to establish and maintain evening schools" (144: Ch. 44).

West Virginia. "Boards of education may establish and maintain night schools" (145: Ch. 74).

Wisconsin. "Boards of school directors in cities of
the first, second or third class may establish and maintain for children and adults evening schools without charge to residents. Upon petition of ten per cent. of the electors, the questions of providing evening schools shall be submitted at the next election of any kind, and if the proposal receives a majority of votes cast the school board shall provide evening schools" (148: 42, 50).

Wyoming. "The school board of education shall arrange for Americanization education in evening schools and classes" (150: Ch. 127).

From these excerpts it is evident that laws of nearly all states vest in boards of education, either district, county, or state, chiefly district, the right to establish adult evening schools, where and when they find need for them. This is as it should be if we assume that all boards of education understand the needs of their local communities and have at heart the well-being of the entire state. Where the establishment of evening schools is placed in the hands of state boards, they work on the theory that a state should supervise and control any activity which, by its nature, is of interest to the entire state and is a state tax-supported function. From the recent trend of legislative sanction, this view of active supervision appears to be gaining strength. The history of our school codes has been that the local unit receives power from the state respecting the organization and maintenance of such schools.
The laws of twelve states make provision for the people in the territory to assume the initiative and petition for adult evening schools. This harmonizes with the idea of autonomy in school matters under which local self-government our American school systems developed even as far back as colonial days (30: Ch. 3).

Eight states have made the organization of evening schools compulsory under various conditions. Since it is a national function (138: Bul. No. 18) to prevent the expensive menace of ignorance, no one can deny the justice and expediency of such legislation. These statutory provisions are for the well-being of every state in the Union. The adoption of laws of this type displays a fast growing tendency to abolish, at least, language barriers.

Financial Support

In the recodification of school laws one of the prominent features of modern educational legislation consists in providing financial means for adult education (134:13).

Arizona. "State aid is granted" (8: Sec. 12).

Colorado. "District funds are used for the evening schools. The state board of education may expend funds therefor. Adult schools are granted state aid on a basis of $2.00 per pupil in attendance for seventy-five night sessions" (24: Ch. 37).

Connecticut. "State appropriations were increased
in 1919 in order to cover the cost of adult evening classes" (26: Ch. 165).

Delaware. "State appropriations are made to carry out the purposes of the act of law which established adult and evening classes" (29: Ch. 165).

Georgia. "Payment for the support of evening schools is to be made from the county treasury" (43: No. 778).

Idaho. "Payment for the support of evening schools shall be made from the county apportionment and special school tax" (52: Ch. 207).

Illinois. "Evening schools are to be supported as other public schools" (56: 730, 1919 ed.).

Indiana. "Under the laws of this state adult educational service is maintained as other schools" (57:97).

Iowa. "No tuition need be charged, and there is state supervision provided for adult classes" (60: Ch. 97).

Kansas. "The cost of evening schools shall be paid from the public school fund of the local district or city" (64: Ch. 267, Sec. 2).

Kentucky. "The council shall levy a tax, not to exceed one dollar on the hundred, and fifty cents on each poll except to pay bonds and sinking funds for the evening schools" (66: Ch. 53).

Maine. "Towns and cities maintaining evening schools shall be reimbursed by the state in a sum equal to two-thirds of the amount paid for instruction in such schools, provided
they meet certain requirements in curriculum and are approved by the state superintendent of public instruction" (74: Ch. 16, Sec. 137).

**Maryland.** (Baltimore County). "Evening schools are to be free. All necessary expenses are to be paid out of the public school funds of the county" (78: Ch. 59).

**Massachusetts.** "The state is to pay one-half the amount expended for supervision and instruction in classes for the instruction of adults in the use of English" (81: Ch. 484).

**Minnesota.** "One-half the salaries of all teachers who teach in the evening schools shall be paid from state or state and federal funds combined in so far as such funds are available. The district is entitled to its pro-rate apportionment of state school funds for all pupils not over twenty-one, counting each evening session of two or more hours as the equivalent of one day" (85: Ch. 356).

**Mississippi.** "Evening schools are to be supported from school funds raised by local levy" (86: Ch. 251).

**Missouri.** "Tuition may be charged for pupils above the age of twenty years and others not entitled to free, public school privileges within the district" (87:828).

**Montana.** "Expenses of maintaining evening schools shall be paid from the general school funds of the district" (88: Ch. 76, Sec. 507).

**Nebraska.** "Vocational schools are to be supported by
the general fund of their district. Whenever any school giving instructions in vocational subjects has been approved by the state board of education, it shall be entitled to a share in the state and federal funds available, to the extent of not less than three-fourths of the salaries of teachers of such subjects" (91: Ch. 234).

Nevada. "The state shall pay the teachers at a rate of not more than one dollar per hour of actual teaching nor more than forty dollars per month. The average enrollment per teacher must be above ten. State appropriations are made for this purpose. The county treasurer is to pay claims for equipment and maintenance and not more than an additional one dollar per hour in salary for teachers. The district is also entitled to an apportionment from the state school fund for evening schools" (93: Ch. 199, 1921).

New Jersey. "Expenses of evening schools are to be paid the same as those for the day schools. State aid is granted, provided that they meet the time requirements, to an amount equal to that raised by the district; such aid is not to exceed five thousand dollars per year for any district. Special state aid may be given for evening vocational schools. The county superintendent is to apportion one hundred dollars for each full time teacher of Americanization classes maintained not less than one hundred hours each year in sessions of from one to two hours" (95: Ch. 36).

New Mexico. "Expenses of evening schools are to be paid
out of the funds of the district" (96: Ch.142).

New York. "Vocational evening schools may receive state aid, but all money so apportioned must be used for the payment of teachers. They may also participate in the federal aid fund provided for by the act of 1917.* The commissioner of education may apportion public money on account of teachers employed to teach illiterate persons over sixteen years of age" (98: Ch. 327).

North Carolina. "Evening schools are to be supported as other public schools of the state" (101: Ch. 161, Sec. 3). The North Carolina legislature of 1917 appropriated twenty-five thousand dollars annually for its moonlight schools" (120: 128).

North Dakota. "One-half of the salary of teachers in evening classes shall be paid from state appropriations made for such purposes. The county commissioners of each county may appropriate and levy on property a sum for the purpose of furnishing aid to night schools. The said district maintaining night schools shall contribute an equal amount to that made by the county" (102: Ch. 209).

Ohio. "Tuition may be charged any person over twenty-one years of age attending night classes" (104: Code, Sec. 7680).

Pennsylvania. "The commonwealth shall pay annually

* The Smith-Hughes Act was passed during the presidency of Woodrow Wilson (1913-1921), in the second session of the Sixty-Fourth Congress (25: P. 749, S. B. 703).
from the treasury to school districts and unions of school
districts maintaining evening classes an amount equal to two-
thirds of the sum which was expended for salaries of part-
time and evening teachers and supervisors during the previous
school year, for approved instructions in practical and rela-
ted technical subjects" (111: P. L. No. 250).

**Rhode Island.** "Schools may receive state support from
appropriations for evening and industrial education to an
amount not to exceed one-half the amount of the entire ex-
 pense. Equipment and buildings shall not be included in this
expense" (112: Ch. 1654).

**South Carolina.** "Enrollment of night schools is to be
counted in state apportionment to districts, but enrollment
shall not be counted until the pupil has attended an evening
school at least twenty evenings" (115: Sec. 1716).

**South Dakota.** "Not more than one-half the cost of ap-
proved evening classes is to be paid by the state. Claims
for such are to be paid from state funds appropriated for
rural and consolidated schools" (116: Ch. 169, and Ch. 200).

**Tennessee.** "Any funds available for the schools of any
county or city shall be available for night schools at the
discretion of the board of education" (122: Ch. 29, and Ch.
145).

**Utah.** "Salaries of teachers and supervisors of Ameri-
canization groups shall be paid from the state Americaniza-
tion fund. An instructional fee of ten dollars shall be
charged at the time of registration, the money to be paid to the state treasurer and credited to the Americanization fund (139: Ch. 93).

Vermont. "Evening schools shall be supported the same as other public schools" (142: No. 37, Sec. 2).

Virginia. "Persons between the ages of twenty and twenty-five may be charged tuition when attending evening schools" (143: Sec. 721, Laws 1919, p. 190).

Washington. "Public evening classes are supported the same as day schools. Night schools are to be counted as one-half actual attendance, without maximum age limit, for purposes of the apportionment of the current school funds" (144:313).

West Virginia. "Regular school funds may be used for the financial support of evening classes" (145: Ch. 74).

Wisconsin. "The council of any city shall levy a property tax to support evening classes along with other activities. Such tax before it is levied must be referred to the electors for approval. Tuition for non-residents may be charged, not to exceed fifty cents per week" (148: Sec. 533).

Wyoming. "Available federal and state funds shall be used for the support of evening classes" (150: Ch. 127).

The belief that the state at large suffers from the failure to educate its citizens is showing results. Viewing evening schools from the angle of financial support it appears from the legislation that a new attitude exists in the
in the minds of all boards of education, for superintendents of public instruction have regard for both the well-being of their local communities and the educational activities necessary for the entire state.

The state is ready to accept its share of the expense for adult and evening classes. This is true, so the state reserves the right to control these schools through the state boards of education. Later statutes place more responsibility on the states than earlier legislations. No state has assumed the entire support of adult or evening schools, but in all cases at least one-half the money, and in some cases two-thirds the expense for instructions is provided by the commonwealth.

The state, by financing the work done in evening classes, protects itself and the nation from the dangers of illiteracy and the presence within the borders of non-English speaking groups. Certainly this is as it should be when we consider that it is to the welfare of America to bring everyone to a minimum educational standard in order to preserve democracy and the political structure of our government. Under state support for the adult schools, no person, no matter how poor his section of his state may be, need remain illiterate or ignorant.
Curricula Shown by State Laws

Alabama. "Americanization work" (2: Act No. 422, p. 567). "These classes are held chiefly for aliens who desire to become citizens" (127:1).

California. "The governing body of any elementary school district may establish special day classes as well as evening schools for students over fourteen years of age and for adults interested in civic problems, responsibilities of citizenship, vocational subjects, the skilled trades, home economics, oral and written English, and any branches of instruction that may be taught in the day high schools" (18: Act No. 7496).

Colorado. "Instruction in the arts and practices of trades and vocations" (24: Ch. 37).

Connecticut. "Any subjects usually taught in the elementary or high schools" (27: Act 7496).

Delaware. "Instruction in English, and the constitutions and forms of government of the United States and of the State" (29: Ch. 165).

Georgia. "The curriculum is to be under the regulation of the state school commissioner" (43: Sec. 1511, Code of 1911).*

Idaho. "Americanization education: This work provides opportunities for native illiterates and foreign-born resi-

* The Georgia Code of 1926, page 319, quotes the above regulation verbatim.
Illinois. "The curriculum is left to the local boards" (56:730). "Class instructions take care of three types of students:

1 - Native illiterates.
2 - Foreign-born illiterates (men and women who are unable to read or write in any language).
3 - Foreign-born beginners (men and women who can read and write in their native tongue but not in English" (130:2).

Indiana. "Classes may be given in vocational, industrial, agricultural and domestic science" (57:37).

Maine. "Mechanical drawing, domestic science, manual training, elements of trades, and the commercial branches, may be taught" (74: Ch. 188, Sec. 6).

Maryland. "Reading, writing, arithmetic, and such additional advanced studies as may be advisable shall be taught in the evening schools" (78: Ch. 59).

Massachusetts. "Orthography, reading, writing, English language and grammar, geography, arithmetic, industrial drawing, both freehand and mechanical, the history of the United States, physiology and hygiene, and such other subjects including the high school studies, as the school committees deem expedient, may be taught in evening schools" (81: Ch. 496, Sec. 5).

Michigan. "The English language and government of the state and nation shall be taught" (83: No. 124).
Montana. "The curriculum is to be determined by the trustees of the district" (88: Ch. 76, Sec. 507).

Nebraska. "Instructions in the evening must deal with the subject matter of the day employment of those taking the courses. Classes for vocational training in the trades, industries, agriculture and home economics may be given" (91: Ch. 234).

Nevada. "The curriculum shall be under the control of the state board of education" (93: Ch. 191).

New Jersey. "Industrial education may be given in evening classes, also instructions in the English language, government and laws of the State and of the Nation" (95: Ch. 36).

New York. "The common branches and such additional subjects as may be adapted to the students applying for instruction shall be offered by the evening schools" (98: Ch. 409). "Evening vocational schools shall offer classes in the trades and industries, agricultural and home-making subjects" (95: Ch. 531).

Ohio. "The Americanization curriculum shall be such as may be provided by the supervisor of Americanization" (104: 1921, H. B. 44, p. 101).

Oregon. "Provision is made for the teaching of all subjects given in day sessions when the demand justifies. A course of study shall be offered providing for regular graduation from the evening high school and for Americanization of the foreign-born" (107: Sections 5083 and 5187).
Pennsylvania. "Instruction may be given in any course of study taught in the public schools of the district; in English and citizenship for immigrants and native illiterates; in citizenship for adults, and in such other courses as the board may deem advisable" (111: P. L. 250). "Evening classes in manual training, industrial, agricultural and household arts are also provided for" (111: P. L. 309: Art. XIX).

Rhode Island. "Vocational and industrial education, including agricultural, mechanical and industrial arts and the use of the English language, are to be offered in the evening schools" (112: Ch. 802).

Tennessee. "Courses of study shall be adopted that will best serve the locality in which said night school is located" (122: Ch. 145).

Washington. "Evening schools and classes may be provided giving instructions in vocational subjects, supplementing the daily employment of the students" (144:457, Sec. 6).

Wisconsin. "The evening school course of study shall include English, citizenship, physical education, hygiene, sanitation, the use of safety devices, instruction in the trades and industries, commerce, household arts, and other subjects approved by the board" (148: Sec. 533).

Wyoming. "Americanization education shall be given in the evening schools, and classes shall include education in English, in American government, American history, patriotism" (150: Ch. 127).
In the majority of cases the evening classes and the curricula are left to local authorities, and are so planned that they meet local requirements. The law does not, as the foregoing excerpts show, go into detail. To judge from the legislation apparently, the evening classes as vocational and as Americanization opportunity rank equally. Nevertheless, the two are unlike. The work of the public vocational school is much the older institution. But no person would question the validity of the Americanization schools.

Compulsory Attendance

Compulsory evening attendance obtains in only seven states: California, Connecticut, Massachusetts, New York, Rhode Island, South Dakota, and Utah.

California. "Attendance in compulsory for all non-English speaking persons between the ages of eighteen and twenty-one if not in attendance at some day school" (18: Act 7496).

Connecticut. "Attendance is required at evening school of children between the ages of fourteen and sixteen in towns where such schools are maintained if the child has an employment certificate and has not finished the work of the elementary school" (26: Ch. 193).

Illinois. "School boards may require compulsory attendance as they see the need for such" (56:p. 730). "The age of the individual is the determining element, not the grade attained in the schools" (62:33).
Kansas. "Attendance is not compulsory" (64: Ch. 257, Sec. 2). "Citizenship classes for adults are provided in forty communities throughout the state" (Vide Table I, U. S. Bulletin No. 18, 1924-26, p. 4). (130:4).

Massachusetts. "Every illiterate minor between the ages of sixteen and twenty-one years shall attend a public night school for the whole time such classes are in session, if not in attendance at some public or private day school" (81: Ch. 71, Sec. 20).

New York. "Minors between the ages of sixteen and twenty-one who have not finished the work of the fifth grade must attend day school or evening school" (99: Ch. 409).

Rhode Island. "Every person between sixteen and twenty-one who is unable to speak, read and write the English language, shall attend evening school when established for at least two hundred hours during the school year every year until he shall have acquired reasonable facility in these things" (112: Ch. 1802).

South Dakota. "Attendance at evening school is compulsory for those between sixteen and twenty-one, not physically or mentally disqualified, and who do not possess the ability to read and write the English language as required for the completion of the fifth grade. Attendance is required for at least eight hours per week while such school is in session" (116: Ch. 169).

Utah. "Every alien person in the state, not physically
or mentally disqualified, between sixteen and forty-five years of age (later amended to thirty-five years) (139: Utah Laws 1921, Ch. 108) who does not possess such ability to speak, read and write as is required in the fifth grade shall attend a public night school or class" (139: Ch. 93).

Utah goes far in her compulsory legislation. It is effectively applicable to adults, stating even the maximum age when the student might claim exemption from night attendance. Of the seven states having specific laws under which attendance is compulsory, five (California, New York, Rhode Island, South Dakota, and Utah) require attendance of all adults who are unable to use the English language. These states have taken a very decided stand against complacent toleration of illiteracy.

When compulsory day school laws become more effective, and as they are better enforced, compulsory attendance at night school will be for adults only, principally for immigrant students. But it is possible to make adult attendance compulsory for other reasons. As the present tendency is seen, individual responsibilities augment with the increasing complexity of life within the social groups, and the function of evening classes may become more than that of an English language course or an elementary school.

Length of Sessions

This is regulated by superintendents and their boards of
directors, at their discretion, since there is no uniform state legislation in regard to the length or number of sessions required per year. Among the states in which we find the law specifying a minimum term for adult instruction, the range is from two hundred hours or one hundred nights, to forty nights per year. Usually a required minimum session is made a prerequisite upon which state apportionment will be allowed for night classes.

California. "The length of time is to be determined by the school board. Americanization classes are to be in session four sixty-minute hours per week for at least thirty-six weeks in the school year" (18: Act 7496).

Colorado. "Evening schools must be in session seventy-five evenings per year in order to collect state aid" (24: Ch. 277).

Connecticut. "A minimum of seventy-five evenings is required" (26: Ch. 238). The state aid is based on enrollment and attendance.

Illinois. "Evening schools must be maintained during a period of not less than nine months during the year" (56:1917 p. 730).

Indiana. "Sessions shall be between seven and nine-thirty p. m. during the regular school term" (57:641).

Iowa. "Evening schools shall be in session not less than two hours per evening or two evenings per week nor less than three months during the school year" (60: Ch. 97).
Kansas. "Evening schools must be in session not less than three nights per week, the term to continue only through the term of public day school, but not less than five months" (64: Ch. 271, Sec. 1).

Massachusetts. "Evening schools must be maintained for not less than forty nights during the school year" (81: Ch. 257, Sec. 179).

New Hampshire. "Evening schools shall be maintained for such time as the state board of education may prescribe" (94: Ch. 119, Sec. 17).

New Jersey. "Night classes must be maintained at least sixty-four evenings of the school year, in order to receive state aid. These periods must be two hours in length, and at least three evenings per week" (95: Ch. 270). "Americanization groups are to be taught one hundred hours each year in sessions of from one to two hours" (95: Ch. 197).

New Mexico. "Night schools are to be taught in two hour sessions three nights per week during the school term" (96: Ch. 142).

New York. "Evening schools are to be maintained in cities of the first class for the duration of the school term; in cities of the second class for at least one hundred nights; in cities of the third class for eighty nights, and in other cities and districts for at least seventy-five nights per year" (99: Ch. 409).

Oregon. "The length of the evening school term shall not
be less than one-third of that of the day session" (107: Sec. 5083).

**Pennsylvania.** "Evening schools are to be kept open for not less than four months in each year, months of twenty days, and evenings of at least two hours each" (111: P. L. 309, Art. XIX).

**Rhode Island.** "Two hours on at least one hundred nights between September first and June first of each year, evening schools shall be in session" (112: Ch. 1802).

**South Dakota.** "Evening classes are to be maintained for at least eight hours per week for twenty-five weeks, a total of two hundred hours per year" (116: Ch. 169).

**Utah.** "Americanization schools shall be in session for at least four hours per week" (139: Ch. 93).

**Groups for Which Adult Schools Have Been Provided**

The following forty-two states designate the groups for whom adult classes have been provided. The laws governing these classes were promulgated for those pupils beyond the reach of other public school services. Legislators have regarded groups who may be engaged in their avocations during the day, and have left the age limit open from twelve years up to fifty years. Twenty-six states (vide Table IV, page thirty-nine) have stipulated provisions in their curricula for adults—both Americans and students of foreign birth.
Alabama. "All adults" (2: Act No. 422). Alabama school codes date from 1826, but the Civil War interrupted schools which had been created. A reorganized system evolved in 1875 (26:250). In 1915 the Alabama Illiteracy Commission was created. This commission began the task of extending the experiment of the moonlight schools (117:126).

Arizona. "Persons over sixteen years of age" (8: Sec. 12). A state illiteracy commission has been formed to encourage adult education.

Arkansas. "The directors of any district may permit persons above the age of twenty-one years to attend the public schools under such regulations as the State Board of Education may prescribe" (9:502).

California. "Persons over fourteen years and adults" (18: Ch. 528). The law requires every illiterate to attend school (127:5). In 1915 the Home Teacher Law was passed. "This act provided an itinerant teacher to go from house to house and instruct illiterates and others" (120:33)

Colorado. "Such persons as the state superintendent or principals of the local schools may admit" (24: Ch. 37).

Connecticut. "Persons over fourteen years of age" (26: Ch. 46, 368). Pupils are taught the high school courses on petition of twenty persons over fourteen years, if in the opinion of the school board the applicants are competent to pursue such courses (127:5).

Delaware. "Those over sixteen years of age who do not
speak English" (29: Ch. 165, Laws of 1921).

Florida. "Evening schools are available to all residents of Florida" (40:576).

Georgia. "Youths over twelve years of age and adult illiterates" (43: No. 778). The Georgia legislature in compliance with the state superintendent's request created an illiteracy commission in 1919 (120:135).

Idaho. "Adults" (52: Ch. 207). There is a special provision governing the courses in Americanization.

Illinois. "Provides for schools of all grades" (56:730). Everything worth while for which there is or can be created a sufficient demand is taught.*

Indiana. "Children between fourteen and twenty-one, and adults" (57:641). In vocational evening schools those over seventeen years of age will be admitted (57:37). Gary, Indiana, reports sixteen and two-thirds per cent of its population in evening and afternoon classes (130:11).

Iowa. "Persons of sixteen years of age who, for any reason are unable to attend day schools" (60: Ch. 97).

Kansas. "Persons over fourteen years who are not required to attend day school" (64: Ch. 267, Sec. 1).

Louisiana. "Persons who are prevented by their vocations from receiving instructions during the day" (71: Sec. 70, Act 214).

* Dexter relates that the evening schools in Illinois date from 1804 (30: Ch. VIII). A secondary source is No. 62 in the bibliography, pages 33 and 127.
Maine. "Persons of any age" (74: Ch. 16, Sec. 25). Adult educational interests and activities date from 1884.

Maryland. "The annotated code for 1929 contains provisions for vocational rehabilitation" (78: Ch. 201, Sec. 265 ff.).

Massachusetts. "Those of fourteen years of age and over" (81: Ch. 236).

Michigan. "Aliens and native illiterates over the age of eighteen years" (83: 1923: No. 124). The moonlight schools have served groups in the lumber camps.

Minnesota. "All persons over sixteen years of age who are unable to attend the day schools" (85: 1917: Ch. 356, Sec. 1). The state superintendent of education organized moonlight schools in 1914. These were conducted for residents of foreign birth, mainly Swedish (120: 128 ff.).

Mississippi. "Persons in need of such instructions" (86: 1918: Ch. 251). There is no upper age legislation and adults' classes are established in two districts only throughout the state (130:4).

Montana. "Pupils fourteen years old or over, and adults" (88:12).

Nebraska. "Attendance is restricted to those over sixteen years of age" (91: 1919: p. 1096).

Nevada. "Such schools are open to all native and foreign born youths and adults" (93: Ch. 191, 1917).

New Hampshire. "Persons between the ages of sixteen and
twenty-one and adults who cannot read and speak the English language may attend" (94: Ch. 119, Sec. 17).

New Jersey. "Residents over twelve years of age" (95:57).

New Mexico. "Adult persons" (96: 1919, Ch. 409). In 1915 the state superintendent inaugurated a campaign for elevation of the educational status. He stressed English courses and made use of the moonlight schools for the Mexican population, some of whom could read and write in Spanish. The majority of Mexicans enrolled, however, were illiterate. These were taught in English. An enactment of the state legislature provided compensation from public funds for teachers of the moonlight schools (120: 131-132).

New York. "Persons over sixteen years of age" (99: Ch. 409). "Local school authorities may establish and maintain night classes in school buildings, in factories and other places of employment, in neighborhood houses, in homes, and in other places where they deem it advisable, for the purpose of giving instructions to foreign-born and native adults and minors over the age of sixteen years, thus making it possible to provide instruction at places and hours most convenient to the illiterate and non-English speaking people for whose benefit the law was primarily enacted" (130:5).

North Carolina. "Adult illiterates" (120:133). The state legislature in 1917 made the work of the moonlight schools a part of the public school system.

North Dakota. "Persons over fifteen years of age" (102:}
Ohio. "Free to all youths between sixteen and twenty-one years. Adults also are provided for" (104: 1910: Sec. 7679).

Oregon. "No restrictions as to age or citizenship of the student body" (107: Secs. 5083 and 5187).

Pennsylvania. "Pupils over the age of fourteen years admitted" (111: P. L. 309, Art. XIX). One of the outstanding activities in the state program of Pennsylvania has been the setting up of home classes for immigrant mothers (130:10).

Rhode Island. "Persons between the ages of sixteen and twenty-one years are admitted" (112: Ch. 1802).

South Carolina. "Open to all persons" (115: 1917: No. 24).

South Dakota. "Persons between sixteen and fifty who do not possess ability to read, write, and speak the English language may attend" (116: Ch. 169).

Tennessee. "The Board of Education provides for night schools to be open to all persons over sixteen years of age" (122: 1925: Ch. 145).

Utah. "Illiterates between the ages of sixteen and forty-five" (139: 1919: Ch. 93). "Amended to read sixteen to thirty-five" (133: 1921: Ch. 108).

Vermont. "Persons above the compulsory age limit" (142: Sec. 1236).

Virginia. "Pupils may be admitted regardless of their age" (143: Virginia Code, 1919, Sec. 721; also Laws, 1915,
West Virginia. "All persons including persons of foreign birth, excepting children required by law to attend day school, may be admitted" (145: Ch. 74).

Washington. "No age limits" (144:313, Sec. 9). "The city superintendents have offered educational opportunities to all teachable adults who have not finished the elementary school" (130:13).


Miscellaneous Provisions

Provisions in the laws of the different states usually stipulate who shall control and have supervision over adult schools. Primarily, evening classes were not organized solely to remove language barriers. Had this been their primary purpose, the state might have been expected to exercise a very direct form of supervision. But their purpose was largely to provide educational opportunities adapted to the varied and sometimes quickly changing needs of local communities; hence, the states as a rule have been liberal in intrusting supervision to the local unit. (Vide: Robert Francis Seybolt in his "Evening Schools in Colonial America").

In the legislation of Colorado (24: 1917: Ch. 37), "the principal is empowered to decide on the students to be admitted." This would seem to be a good policy in planning the
curriculum to meet local needs. In many cases adults attend classes cognate to their daily industrial engagements.

For the most part adult schools are governed in the same manner, and by the same official boards, as other divisions of the school system.

In six states* the laws explicitly mention the teaching personnel. In other states the appointment of teachers for the adult public schools, and the night classes has been left to the local authorities. New Jersey (95: Ch. 36) and Nevada (93: Ch. 191) provided special teachers' certificates for evening schools. The states of Ohio (101:116) and Kansas (64 Ch. 267) require their evening school teachers to hold regularly issued certificates, the same as day school instructors. A New Mexico law requires "competent instructors" (96: Ch. 142) and the law of Delaware (29: Ch. 165) states that teachers need not hold certificates under the provisions of the general school laws.

The United States Commissioner of Education in 1904 reported that it was the custom for teachers of evening schools to be secured from the regular teaching corps (Report of the United States Commissioner of Education, 1904, Vol. II, 306).

Many cities obtained the teaching staff for their evening classes otherwise. Chicago, according to the annual report for 1903, formerly employed "briefless lawyers, clerks, bookkeepers, etc." for this public service. In that year, how-

* New Jersey, 1907; Nevada, 1917; Ohio, 1893; Kansas, 1913; New Mexico, 1917; Delaware, 1921.
ever, the condition was remedied. All former licenses were revoked, and requirements were made identical with those which obtained in the day schools. "Trained teachers have carried now the best methods into the evening schools" (42:65). (Vide: Americanization Bulletin, 1918-1919, pp. 3-4).
Chapter VII

INFLUENCE OF LEGISLATION ON EVENING SCHOOLS

The adult evening school movement is now affecting many groups who seek knowledge. There is a changed attitude taken by legislators towards the student personnel. Back of this movement there is public sentiment. Educational helps for adults now rank with the most interesting and vital concerns of the day. Various measures of far-reaching importance have been set up by the states and local boards of education in their efforts to contribute to the success of this movement. Among these may be enumerated: The revision of state courses of study; administrative control of and support for "home teachers"; and the temporary establishment of "camp schools" for municipal and federal workers and their families whose daily toil requires residence in districts remote from established schools.

"Training men and women to live while they are on the job would appear to be one function of education. Even the great majority of adults study with a view to better jobs. This personal aspect is old. A review of our colonial records, inadequate as they are, substantiates this truth. Hence, adult study is of value in the community. In other words, it helps the individual with living" (63:260).
It is in the part-time and evening schools that we find the largest adult enrollment, and it is for these that the legislative enactments of nearly every state have provided public funds through taxation, have stipulated conditions of membership, have specified length of sessions, and have specified prerequisites for the personnel, teachers and pupils included. Consequently, in America to-day data tend to show that "educational opportunities for adults represent new tendencies and developments, and may be expressed and visualized as a movement" (59:436).

"The effectiveness of the adult education movement is perhaps partly due to the fact that adults now have more leisure than ever before and also to the fact that the principles of education are better understood. It has been demonstrated that the mind grows by use, and its ability to acquire new concepts does not stop with maturity but is in fact dependent largely upon what it has already acquired" (130:3).*

Adult education emphasizes need and desire as fundamentals in continuous mind expansions. Again, early colonial history shows this to be true (28:225,541). Dexter relates in his history that "the richer inhabitants subscribed to a fund to encourage education." The roots of adult educational endeavor were embedded in the very life of colonial pioneers

* Dr. Thorndike's conclusions are a significant contribution to adult education and to the statements quoted above. He reports facts concerning the ability of adults to learn, and has based his findings on the results of experiments. Vide his Adult Learning.
and have continued uninterruptedly to the present. Those early classes grew out of the only condition which gives permanent and substantial value to any institution—a imperative human need. They were intended to afford opportunities to apprentices and others of limited education who had the ambition to improve their store of knowledge.

Now, we find the adult school a tax-supported institution, with compulsory laws in some states. This illustrates the growing tendencies of legislators to abolish the menace of illiterate citizenship, and an examination of the statistics of the United States Bureau of Education shows that thirty-three states reported public evening schools previous to the passing of any legislation. Thus, adult schools have become a part of the educational service in the United States with public recognition of this movement, groups of adult workers have greatly increased the enrollment in every district (37:4 ff.).

This substantiates the trend of opinion that "adult schools, in offering various types of educational opportunities banish old dilemmas and establish new values" (77:233). There are those who think that the enactments and various forms of legislation affecting part-time schools are among the most important procedures that the world has ever known (133:1).

Further examination of figures given us through the United States Bureau of Education since 1900 reveals that of
thirty-three states that had established adult schools prior to the time of legislation therefor, thirteen of these, viz., Illinois, Iowa, Kansas, Louisiana, Michigan, Minnesota, Missouri, New Jersey, Oklahoma, Rhode Island, Texas, Washington, and Wisconsin, reported enrollment ranging from 2,500 to 59,000. It might appear, then, that much of this sanctioned legislative procedure was unnecessary. The cause of this prestatutory growth of adult schools lies, no doubt, in the freedom which states gave to their local units in forwarding the work of education. In some states, for example, Michigan and Texas, these schools flourished in the absence of any statute law. In other states, for example, Delaware and Maryland, no growth has been made in the absence of tax-supported adult school legislation (Vide Table III). The adjacent states of Rhode Island, Connecticut and Pennsylvania, with almost identical economic and social conditions, have been among the leaders in adult educational features. That adult school legislation has had notable influence upon the growth and development of the adult school activities can be seen in Table V, which follows, and in the statistics for ten states reported at the end of this chapter in Table VI.
<table>
<thead>
<tr>
<th>State</th>
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<th>Date of Legislation</th>
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<tbody>
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<td>Alabama</td>
<td>8</td>
<td>1919</td>
</tr>
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<td>8</td>
<td>1918</td>
</tr>
<tr>
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</tr>
<tr>
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<td>1905</td>
</tr>
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<td>Colorado</td>
<td>6</td>
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</tr>
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</tr>
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</tr>
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<td>1927</td>
</tr>
<tr>
<td>Georgia</td>
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<td>1889</td>
</tr>
<tr>
<td>Idaho</td>
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<td>1912</td>
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<tr>
<td>Maine</td>
<td>9</td>
<td>1884</td>
</tr>
<tr>
<td>Maryland</td>
<td>4</td>
<td>1834**</td>
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** A special law for Baltimore County only.
<table>
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<td>1917</td>
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<td>Mississippi</td>
<td>2</td>
<td>1918</td>
</tr>
<tr>
<td>Missouri</td>
<td>9</td>
<td>1909</td>
</tr>
<tr>
<td>Montana</td>
<td>2</td>
<td>1913</td>
</tr>
<tr>
<td>Nebraska</td>
<td>5</td>
<td>1915</td>
</tr>
<tr>
<td>Nevada</td>
<td>1</td>
<td>1917--1921</td>
</tr>
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<td>New Hampshire</td>
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<td>1917</td>
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<tr>
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<td>6</td>
<td>1917</td>
</tr>
<tr>
<td>Texas</td>
<td>9</td>
<td>None</td>
</tr>
<tr>
<td>Utah</td>
<td>3</td>
<td>1917</td>
</tr>
<tr>
<td>Vermont</td>
<td>1</td>
<td>1874</td>
</tr>
<tr>
<td>Virginia</td>
<td>7</td>
<td>1881</td>
</tr>
</tbody>
</table>
Washington 10 1909
West Virginia 8 1917
Wisconsin 15 1909
Wyoming 3 1921

The states without adult school legislation at present are two, Oklahoma and Texas. However, this fact has not prevented the establishment of adult schools in these states.* There is adult school enrollment reported for Arkansas, and that state has what is termed "Adult Opportunity Schools", which are in session in the afternoons and evenings. This undertaking is not tax-supported, and teachers are asked to volunteer their services. Classes are intended primarily for adult illiterates. The state field-worker and his assistants are endeavoring to give all adult illiterates within the state an opportunity, at least, of learning how to read and write. Text-books are furnished free of charge and thousands have already taken advantage of the opportunities offered. The work is carried on with gifts of money received from individuals, clubs, and churches (11:11 ff.). "These societies supplemented the appropriations made through the Arkansas legislature in 1920 for the crusade in behalf of more adult education in that state" (120:138).

This is a splendid example of what individual and co-

* The National Education Association Proceedings, 1929, page 281, reported that "no organized adult work on the secondary level is promoted by the state department of education in Florida." "The extension division of the University of Florida offers many courses." (Notes in vertical files, Civics Department, Chicago Public Library).
operative enterprise can achieve when a state fails to support a function financially. These patriotic clubs have a commendable point of view.

Oklahoma, according to the census of 1924, had 56,864 illiterates and was seventeenth among the states in illiteracy. Challenged by these facts, and under the leadership of the public schools, the American Legion, and the State Federation of Women's Clubs in Oklahoma, there was begun a program of adult education which encompassed the eradication of illiteracy and promoted the work of Americanization (12:77).

Without financial compensation the public school teachers in Oklahoma, in 1923-24, organized five hundred night schools for adults, and enrolled and instructed approximately five thousand adult students. More than half the adults were not illiterate. They lacked the completion of a grammar school course and desired further training.

The ages and occupations of the adult membership covered wide ranges. They were enrolled in the primary grades. There is no upper age limit (12:54). This work was done under the financial encouragement of the American Legion.

The laws of Texas show no provision for public adult schools, although the Biennial Survey of Education for 1924-1926 reports evening school enrollment of 15,678. Fifteen cities reported maintenance for such schools. Hence, the people of the state have not been entirely inactive regarding this problem of adult education (125:31).
In 1920 Texas had 8.3 per cent of her population illiterate, a fact which her educators have much deplored. They have been unable to persuade the legislature to take action to remedy the situation. In his biennial report for 1922 the state superintendent says:

"In many of our towns there are evening schools which the illiterate may attend, if he knows of them and has the desire to learn. But the illiteracy problem in our state has never been attacked with method and system. The adult illiterate must be sought and persuaded into a desire to learn to read and write" (125:31).

The superintendent recommended for this purpose the creation of a commission on illiteracy with an appropriation of $100,000 for the work during the following two years. Apparently his recommendations were never adopted, and he, writing again in 1926 (125:18-19) deplores the existence of so much illiteracy. He points out the results of this condition in the social, political, and religious life of the people, and says: "I have requested provisions to be made in the budget of the state department of education for a division of Americanization and adult education. Our large Spanish speaking population gives us a real problem for solution. Many teachers would give voluntary service."

There are a number of factors involved in the public

---In the year 1924-1925 evening white and colored vocational schools received from the state $2,355, the only state money going to evening schools. --(Twenty-fourth Biennial Report, 1926, page 94).---
adult school movement. It is evident that these factors must receive legislative sanction in order to carry on progressive work. There is a crying need for such educational enterprises and services to the American wage-earner, but appropriate legislation is necessary to effect their creation and maintenance.

The following tables which show the adult evening school enrollment in ten states between 1900 and 1930 have been compiled from the Reports of the United States Commissioner of Education for the years 1900 to 1930, and from the Statistical Reports of the Bureau of Education for the remaining years (138:24-25). Beneath each table the years are given in which significant evening school legislation was passed.

The writer has found that accurate and comparable statistics for evening schools are difficult to obtain because of the great variation in the procedures formerly employed by the United States Bureau of Education when collecting the data, and by the city departments of education in keeping such records.*

The figures down to and including the year 1909-1910 given on the following tables have been taken from United States Reports of cities with a population of eight thousand and over. The figures for 1911-12 and 1921-22 are for cities of ten thousand and over, those for 1913-14 and 1915-16 are

* In 1925 the United States Bureau of Education added to its list of specialists one in adult education, whose business it is to collect and distribute data on all aspects of the work (130:2). This may facilitate research in the future.
for cities of twenty-five thousand population and over; and those for the years 1917-18, and 1921-1930 are for cities of 250,000 population and over. The method has been so altered that the conclusions made in this report of adult evening schools are not rendered invalid because of the slight variations that might result. The figures for 1925-1926 were incomplete in all cases.

The data for these ten states were selected for their representativeness of the leaders of the group. The total enrollment for these states in 1924-25 comprise sixty-eight percent of the total for the forty-eight states. Texas is included as a state which has no statutes dealing with adult or evening schools, and the figures for Maryland are those of a single city school system, that of Baltimore. These two lend themselves for purposes of comparison. The enrollment figures for most of the other states are so meager that they are of little value for purposes of interpretative analysis.
Table VI

DATA ON ADULT EVENING SCHOOLS FROM TEN STATES

California

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Enrollment</th>
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<tr>
<td>1901-02</td>
<td>7837</td>
</tr>
<tr>
<td>1902-03</td>
<td>8428</td>
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<tr>
<td>1903-04</td>
<td>8696</td>
</tr>
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<td>1905-06</td>
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</tr>
<tr>
<td>1913-14</td>
<td>24105</td>
</tr>
<tr>
<td>1915-16</td>
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</tr>
<tr>
<td>1917-18</td>
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<td>87950</td>
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<tr>
<td>1923-24</td>
<td>109311</td>
</tr>
<tr>
<td>1925-26</td>
<td>164028</td>
</tr>
<tr>
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<td>218011</td>
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Connecticut

<table>
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<tr>
<th>Year</th>
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<td>1901-02</td>
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<td>1902-03</td>
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<td>1903-04</td>
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Table VI (Continued)

Illinois

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Legislation enacted in 1903, 1917, and 1927.

Maryland

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Legislation enacted in 1910, 1921, and 1927.

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Legislation enacted in 1919, 1924, and 1929.

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Legislation enacted in 1911, 1913, and 1921.
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Legislation enacted in 1911, 1913, 1919, 1925, and 1930.

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No legislation.
Chapter VIII

Summary

The Purpose of this thesis was stated in Chapter I as follows:

1 - To ascertain historic facts relevant to the legislation for the various types of adult evening schools throughout the United States.

2 - To make a clear analysis of the legislative forces that have contributed to the origin, development, and financial support of public adult evening educational opportunities.

From the study of the origin and growth of evening schools everywhere in the Union, we have learned that adult part-time classes are intended chiefly to serve the age groups usually beyond reach of other public schools, and for those who are employed during the day.

In the beginning, public evening classes were maintained principally by local district funds, as were other schools. The present trend of legislation, however, is toward state contributions amounting in many cases to one-half or more of the expenditure for instruction, and with this aid as an inevitable corollary control and supervision by the state boards of education follow. As codes for maintenance have become more effective in recent years, the adult educational
work has advanced rapidly. Leaders have recognized it as vital in the school systems throughout the Union, and in reviewing statistical reports on illiteracy one finds this modern legislative movement to be a financial saving in every community.

Since the first statistical compilation of the United States Bureau of Education, 1887-88, there has been an extraordinary growth in evening school membership. The largest registration was between the years of 1900 and 1924.

Increased leisure and changing environment make education needed by an ever-increasing number of people. That this desire of adults to learn is a national resource of first magnitude is more and more recognized. United States bulletins and educational directors report a growing tendency on the part of adults to study (130*26). One of the strongest arguments to encourage the incentive to learn is that it is for the protection of the future America. Here one readily acknowledges the prudence manifested by legislation for tax-supported adult education of diversified range.

The importance of this specialized unit in educational service for social and civic betterment has objective evidence from the statistics published by the United States Commissioner of Education; from congressional records; through reports of state superintendents of public instruction, and the National Education Association proceedings published after the annual meeting.
Adult evening schools have been found to supply three wants: First, elementary instruction for illiterates; second, vocational training, frequently related to the occupation in which the individual is employed, whether commercial or industrial; third, the desire for some higher, liberal culture, and especially for those who have enjoyed few opportunities for advanced instruction along general lines in the day schools.

In later years, particularly since compulsory education laws have become more strongly enforced, the evening classes are more vocational and higher; some even, of which Gary, Indiana, may be taken as an example, award diplomas (133:14). Ninety-six subjects are offered in the curricula of the evening adult schools of Los Angeles, California. Adult education there is conducted on an evening high school basis, and a vast number enroll for cultural as well as occupational reasons. This is the best showing among our larger cities. The cost per student is estimated at $15.42 a year (130:11).

The junior college movement is new and vigorous, and regarded as a relief to the universities. This unit of our American public school system has many ardent supporters among educators, but there appears to be no agreement as to its precise function, nor is there even unanimous consent as to its right to a place in our educational system. The junior college takes away the first two years from the traditional four-year college course and assigns them to the secondary field. The junior college evening classes have arisen from a public
demand for extended opportunities in higher education. Financially, this modern institution secures its quota of support from taxation.

Experiments to bring education to people not attending the regular day schools have been of several types, for various groups, and conducted in varying situations. Even the purposes for which adult evening schools were established had their specific codes and aims, depending on population, nationality, environment, and required curricula. The purpose of the moonlight schools was to eliminate illiteracy in rural districts. Mrs. Stewart and her associates were inspired with the idea that they were upholding the commonwealth, as well as uplifting humanity. The solutions of various existing problems, including rural transportation difficulties in unorganized territories, have been worked out through this type of night school for adults. (Vide: Cora Wilson Stewart in "Moonlight Schools", No. 119 in bibliography).

The night classes in cities had for their chief purposes the offering of opportunities to study our governments, state and federal, and to prepare one's self for the life of the city in definite trades and industrial pursuits of broad range, according to developing environmental situations.

In the legislative provision and financial support of adult education, the United States ranks first among the nations. America has more to show than all the rest of the world together.
Among the leading nations, taking the army tests as a basis, the standing of the United States with reference to illiteracy was tenth in rank. Should one look for the causes, three are commonly named, inadequate schools, unenforced compulsory attendance laws, and immigration. However, the illiteracy percentage in the South cannot always be ascribed to immigration. Two other causes obtain there: poor school facilities in sparsely settled areas, and the colored population. A number of states now have effective codes that foster evening schools, and illiteracy in these states is being reduced. The Child Labor Law is a vital factor when one considers a systematic plan to eliminate illiteracy.

One of the most important educational problems of this country is the task of offering instruction to twenty or twenty-five million men and women between sixteen and fifty years of age. The opportunity for these men and women to secure the working tools of an education must come to them after a day of toil. This problem calls for an evening school program that is flexible.

The community which regards its inhabitants as its main asset and seeks to develop this resource to its capacity will not neglect to use the public evening school as one of the agencies for this accomplishment. In our effort to equalize educational opportunities the evening schools must play a large part and keep pace with the current needs of the people.

Evening school publicity should be an important part of
the program in every community where evening schools are in operation. Some steps should be taken to encourage administrators in attending to this important detail. At present it is not extensively used. Some evening schools spread their publicity at the beginning of the term and then permit it to drop. To be effective, publicity must be continuous. Prospective students, employers, citizens, and taxpayers, should be acquainted with all the details (62:127).

The writer hopes this little study may inspire research yet to be done in this interesting and important field of evening school legislations.

The subjects of any chapter have not been exhausted; they are but notes on certain aspects and phases of the adult educational movement. However, the objective, available information for this distinct activity demonstrates that the evening schools are significant divisions in our American school system. Legal recognition, general taxation support, administrative supervision and effective instruction, supplemented by broad, flexible curricula suitable to widely varying interests all have tended to create appreciation of this form of educational opportunity in every community where night schools have been established.

Many people of talent come to our evening classes. The initiative manifested by students, both in and out of the classroom is valuable socially, and in our efforts to equalize national opportunities for education the adult evening public
schools must play a large part.

The success of adult education depends in large part upon what prospective students actually desire. To attempt to determine the desires of adult pupils is a difficult task, and instructors succeed when the emphasis is placed upon serious effort rather than on passive entertainment. If we use our best knowledge to induce study, and if we continue to employ scientific methods, there is great hope that the future will be better than the past for the adult public evening schools.
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Washington, D. C.


147. Whitney, Frederick L., Junior College in America, Colorado State Teachers' College, Greeley, Colorado, 1928.


The thesis "The History of Adult School Legislation in the United States," written by Anne Gertrude Caine, has been accepted by the Graduate School of Loyola University with reference to form, and by the readers whose names appear below with reference to content. It is, therefore, accepted as a partial fulfilment of the requirements of the degree conferred.

John W. Scanlan
Dr. James A. Fitzgerald
Joseph C. Thompson

January 8, 1933
March, 1932
July 11, 1932