

Vol. 1932

Number 1

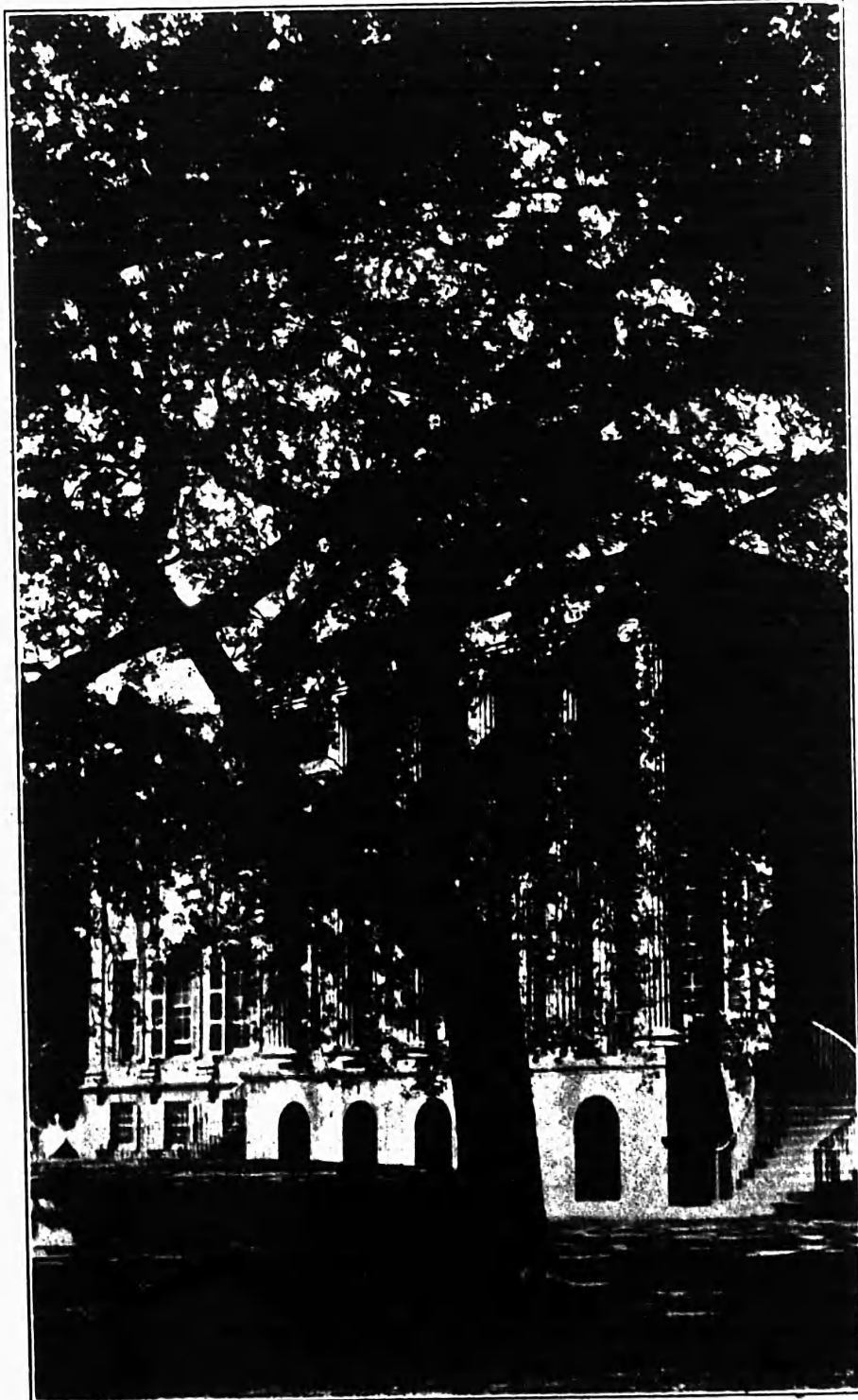
3
THE HISTORY OF THE
MUNICIPAL UNIVERSITY
IN THE UNITED STATES

LIBRARY OF THE
UNIVERSITY OF WISCONSIN
His. Historical Library

SEP 23 1932

Public Document Dept.

United States Department of the Interior
BUREAU OF EDUCATION



MAIN BUILDING, COLLEGE OF CHARLESTON

UNITED STATES DEPARTMENT OF THE INTERIOR
RAY LYMAN WILBUR, Secretary
OFFICE OF EDUCATION
WILLIAM JOHN COOPER, Commissioner

THE HISTORY OF THE
MUNICIPAL UNIVERSITY
IN THE UNITED STATES

By
R. H. ECKELBERRY
ASSISTANT PROFESSOR OF HISTORY OF EDUCATION
OHIO STATE UNIVERSITY



BULLETIN, 1932, No. 2

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1932

For sale by the Superintendent of Documents, Washington, D. C.

159300

AUG 23 1938

IK 83

UN 3

1932

2-3

CONTENTS

LETTER OF TRANSMITTAL.....	Page
PREFACE.....	v
THE HISTORY OF THE MUNICIPAL UNIVERSITY IN THE UNITED STATES.....	vii
INTRODUCTION.....	1

PART I

THE HISTORY OF THE VARIOUS MUNICIPAL UNIVERSITIES

Chapter		
I. THE COLLEGE OF CHARLESTON.....		9
II. THE UNIVERSITY OF LOUISVILLE.....		23
III. THE COLLEGE OF THE CITY OF NEW YORK.....		37
IV. HUNTER COLLEGE OF THE CITY OF NEW YORK.....		61
V. THE BOARD OF HIGHER EDUCATION AND BROOKLYN COLLEGE.....		73
VI. THE UNIVERSITY OF CINCINNATI.....		80
VII. THE UNIVERSITY OF THE CITY OF TOLEDO.....		103
VIII. THE UNIVERSITY OF AKRON.....		127
IX. THE MUNICIPAL COLLEGES OF DETROIT.....		139
X. THE MUNICIPAL UNIVERSITY OF WICHITA.....		150
XI. THE MUNICIPAL UNIVERSITY OF OMAHA.....		158

PART II

A GENERAL SURVEY OF THE MUNICIPAL UNIVERSITY

I. THE CONDITIONS THAT HAVE LED TO THE DEVELOPMENT OF THE MUNICIPAL UNIVERSITY.....	165
II. CHARACTERISTIC FEATURES OF THE MUNICIPAL UNIVERSITY.....	175
III. SUMMARY AND CONCLUSION.....	190
BIBLIOGRAPHY.....	199



LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,
OFFICE OF EDUCATION,

WASHINGTON, D. C., *April 1, 1931.*

SIR: The university as an institution is very old. Some in Italy and in France date back to at least 1200, but the municipal university is a new project. It began at Charleston in South Carolina and has for the time being ended at Omaha, Nebr. There are many cities in this country which are now more populous and better able to support universities than the States were when State universities were first founded. There seems to be no reason why large cities can not support a university. And the fact that these institutions do exist and flourish is all the evidence we need that they are feasible. The attached manuscript outlines in brief the development of the institutions of this sort which have grown up in America. I pass it with the recommendation that it be printed as a bulletin of this office.

WM. JOHN COOPER,
Commissioner.

The SECRETARY OF THE INTERIOR.

PREFACE

The present study is an attempt to bring together and to interpret the more important facts concerning the origin and development of the municipal university in the United States. It is obvious that in a work in which the history of a university must be presented in a chapter instead of a volume, and in which the discussion of the subject as a whole is confined to three chapters, a great deal must be omitted. In the matter of selection and emphasis there is room for much difference of opinion. I have sought to select those facts which throw most light on the origin and development of the institutions discussed, not merely as universities, but as municipal universities, and which aid most in interpreting the rise of the municipal university as a phase of the development of our system of public education.

The number of those who have been of material assistance in this study is so large that limitations of space preclude a mention of each by name. They include administrative officers, faculty members, and library attendants of the various institutions discussed; members of the staffs of many other libraries, including that of the Ohio State University, officers of educational associations, and others. They have been not only willing but anxious to be of service, and have contributed in large measure to whatever merit this study may possess. The following persons, however, should be mentioned as having rendered special assistance: President Harrison Randolph, of the College of Charleston; the late President A. Y. Ford and former Dean W. M. Anderson, of the University of Louisville; President Frederick B. Robinson and Prof. H. C. Newton, of the College of the City of New York; former President George S. Davis and Profs. Margaret B. Wilson, Lillian M. Snow, and A. B. Coen, of Hunter College; Prof. Clyde W. Park and Miss Mary R. Cochran, of the University of Cincinnati; the late

President John W. Dowd, President H. J. Doermann, Miss Hazel D. Geiner, Mrs. Mary Gillham, and Miss Esther Gillham, of the University of the City of Toledo; President George F. Zook, Miss Rena B. Findley, and Miss Josephine A. Cushman, of the University of Akron; Supt. Frank Cody of Detroit; Dean W. L. Coffey and Assistant Dean Albertus Darnell, of the College of the City of Detroit; Mrs. Frank H. Kentnor, formerly of the Municipal University of Wichita; and former President E. W. Emery, of the University of Omaha.

The chief acknowledgment, however, is due to Prof. Lewis F. Anderson, of the Ohio State University, who first suggested this as a promising subject for investigation, and under whose direction the original study (of which this is a revision) was carried on.—R. H. E.

THE HISTORY OF THE MUNICIPAL, UNIVERSITY IN THE UNITED STATES

INTRODUCTION

THE EXTENSION AND SECULARIZATION OF EDUCATION

A survey of the history of school education in the Western World from the early Middle Ages to the present, with particular reference to the United States, reveals, among others, two outstanding tendencies. These are, first, the extension of educational opportunity, and second, the secularization of education.

During the early Middle Ages school education was, in general, confined to a small part of the population, chiefly the clergy. It was administered by the church and had as its principal object training for the religious life.

Under the influence of successive social, political, and intellectual movements, including the development of commerce and industry, the rise of cities, the medieval revival of learning, the Italian Renaissance, the Protestant and Catholic Reformations, the rise of modern science and philosophy, the development of nationalism, the growth of political and social democracy, and the industrial revolution, the opportunity for securing any school education has been extended to larger and larger numbers of the people, the average amount of schooling received by the individual has greatly increased, and education has become very largely secular in control, aim, and content.

By the early seventeenth century, when English colonization of America began, great progress had been made in the extension of educational opportunity, but the possibility of securing an elementary education was still far from universal and secondary and higher education was provided in general for the professional and leisure classes only. Schools of all grades were strongly sectarian in tone, the

Reformation controversies having greatly increased the tendency in this direction.

The settlers in America naturally reproduced in large measure the educational conditions of the countries from which they came. During the seventeenth century, elementary schools were maintained by towns, by churches, or by private effort. In whatever way provided, however, the school was closely associated with the church, and sectarian instruction was one of its most important functions. There are no statistics of school attendance for the colonial period, but it is certain that thousands grew to manhood with no schooling and that other thousands received only a very meager amount. During the eighteenth, nineteenth, and twentieth centuries the opportunity for securing an elementary education has been extended until, in most parts of the United States to-day, it is practically universal. At the same time, the length of the school term and the average number of years of school attendance have greatly increased.

These centuries have seen not only the extension of the privileges of elementary education to practically the entire population, but also the very great extension of secondary and higher education. During the earlier colonial period, secondary education was of a distinctly aristocratic character. It was confined to a small part of the population because of two facts: First, the Latin grammar schools, which had been transplanted from England, were usually fee schools; and second, the education they provided was of a narrow classical type that met the needs of only the few—the leisure and professional classes. It was by no means unusual for poor children to attend a secondary school. "Promising youth, whatever their social station, were encouraged to go to secondary schools. But their education was preparation for a place in an upper; that is, a ruling or at least a directing class."¹

During the eighteenth century the Latin grammar school was largely replaced by the academy. This type of school arose to meet the needs of the great and increasing number

¹ Brown, E. E. *Making of our Middle Schools*, p. 109. Complete bibliographical data on works cited is given at the end of the volume. In the footnotes only such information is given concerning each source as is necessary to enable the reader to locate it in the bibliography.

of youth of both sexes who needed an education beyond the elementary school, but whose requirements were not met by the narrowly classical curriculum of the Latin grammar school. Although the broadened curriculum, appealing to a much wider group of the population, meant a considerable extension of the opportunity for secondary education, the tuition fees required by the academies made a secondary education largely prohibitive to the economically less-favored classes.

The last hundred years has seen the development in this country of a new type of secondary school—the American high school. It is public, free, and common—an upward extension of the public elementary school—and therefore it has meant the extension of the privileges of secondary education to many hundreds of thousands who otherwise would not have been able to go beyond the elementary school. By means of elective studies and parallel courses, it has also broadened its curriculum to meet the needs of ever-widening groups of our people.

Not less striking has been the extension of higher education during the same period. The colonial colleges, like the Latin grammar schools which were preparatory to them, charged relatively high fees and provided a curriculum that met the needs of only a small group. Their enrollment, therefore, was necessarily small. The development of the State universities has been a most important factor in changing these conditions. From the early years of the nineteenth century to the present, these institutions have occupied an increasingly important place in our educational system. Supported largely by public funds, they have practically free tuition, and thus have made possible a college education for many thousands who otherwise would have been deprived of it. Furthermore, the colleges and universities—both State and private—like the secondary schools, have broadened their curricula so as to meet the needs of successively larger portions of the population.

During the same period in which this extension of educational opportunity has taken place, the schools, colleges, and universities have become more secular. The increase in the number of religious denominations, the growth of religious

toleration, the development of modern science, the development of commerce and industry, the growth of democracy, and the rise of nationalistic sentiment have all contributed to this. In New England, the early state-church school systems were modified by the gradual elimination of the church authorities from control and of sectarian instruction from the curriculum. By the time of Horace Mann (the fourth and fifth decades of the nineteenth century) the schools had quite generally ceased to teach the catechism or offer any sectarian instruction. They had come to be secular institutions in both control and curriculum.

Meanwhile, other States had begun the establishment of systems of public, tax-supported elementary schools, which were free, common, and nonsectarian. Before the end of the nineteenth century, every State had made provision for such. It is an accepted principle that the public schools are secular institutions. If any religious instruction is given, it is of nonsectarian character and of minor importance compared with the secular instruction.²

The secondary school, likewise, has become secularized. The Latin grammar school of colonial days, although often controlled by civil authorities, was just as sectarian in spirit as the elementary school. The academy was distinctly religious but usually nonsectarian in tone. Its nonsectarian character was due in part to the growing spirit of tolerance, and in part to the fact that many of the academies drew their respective student bodies from comparatively large areas and from homes with a wide variety of religious views. The American high school, which has developed since about 1825 as an upward extension of the public elementary school, shares the secular character of the latter.

In the field of higher education, the denominationally controlled institution probably occupies a relatively more important position to-day than it does in either elementary or secondary education. But here also the trend is distinctly secular. Some denominational colleges have become

²In quite recent years we have had a considerable movement for the provision of week-day religious instruction for public-school pupils; but this instruction is entirely optional with the parents of the children and is supported by the respective churches. It does not, therefore, detract from the essentially secular character of the American public school.

nondenominational in control and curriculum; others, while remaining under the control of a denomination, have tended greatly to reduce the emphasis on sectarianism.

But the most important contribution toward the secularization of higher education in this country has been the development of the State universities, the earlier of which arose in the early decades of the nineteenth century. These institutions have played an increasingly important part in our educational affairs. Nearly every State now has one or more, and many of them are large and important institutions. Being essentially parts of the public-school systems of their respective States, they share the secular character of the latter.

In the United States to-day we have an educational system reaching from the lowest grade of the elementary school through the university, which is practically free to all, is attended by an ever-increasing proportion of our population, and is secular in control and curricula. This condition has been attained chiefly by the establishment of schools and universities which are controlled by civil authorities and supported by public funds.

THE MUNICIPAL UNIVERSITY AS RELATED TO THE EXTENSION AND SECULARIZATION OF EDUCATION

Within the last hundred years there has developed in this country another type of educational institution which represents an important contribution to both the extension of educational opportunity and the secularization of education, and which belongs to the increasingly important class of publicly controlled educational institutions. This institution is the municipal university.³ It represents the extension of educational opportunity because it has meant not only low fees, or none at all, but also, to the student in the city, the opportunity to live at home while attending college. It represents the secularization of education because, being supported by city taxes and controlled by pub-

³ Some of the institutions here discussed are called colleges. Following the current American practice, I shall not attempt to distinguish sharply between colleges and universities.

6. HISTORY OF THE MUNICIPAL UNIVERSITY

lic authorities, it is in effect a part of the public-school system and shares its secular character.

PURPOSE AND PLAN OF THE PRESENT STUDY

It is the purpose of the present work to present the more important facts concerning the origin and development of the municipal university in the United States and to point out their significance. For purposes of this study a municipal university is defined as an institution of learning which (1) is controlled either by a board appointed by the municipal authorities, by the city board of education, or by a board representing one or both of these; (2) is supported in whole or in large part by local public funds; (3) requires for entrance graduation from a standard high school or equivalent training; (4) gives one or more standard degrees; and (5) may have, in addition to a college of liberal arts, one or more professional or graduate schools.⁴ Such a definition excludes from consideration certain city-maintained institutions which give instruction beyond the high school, such as junior colleges, city normal schools, vocational schools, etc.

At present there are in the United States 10 municipal universities as above defined, in addition to the College of Brooklyn, which is now in process of development. None of these was established by a city as a full municipal university. Some were established as private colleges and later taken over by their respective cities; others were established as institutions of noncollege grade and have developed into municipal universities. Table 1 gives a list of these institutions, together with the dates of their first opening, their coming under control of their respective cities, and their becoming full municipal universities.

The study comprises two parts. The successive chapters of Part I describe in some detail the origin and development of each of these institutions. Part II treats them collectively; it includes a discussion of the conditions that have brought about the development of these institutions, a description of their characteristic features, and a summary and conclusion.

⁴ This definition follows closely that given by President P. R. Kolbe in "The Present Status of the American Municipal University." *School and Society*, 1: 484-486, Apr. 3, 1915.

TABLE 1.—*Municipal universities in the United States*

Present name of institution	First opened	First under municipal control	Established as municipal university
1	2	3	4
College of Charleston.....	1790	1837	1837
University of Louisville.....	1837	1846	1907
College of the City of New York—			
City College.....	1849	1849	¹ 1854
Hunter College.....	1870	1870	² 1888
Brooklyn College.....	1930	1930	(³)
University of Cincinnati.....	1873	1873	1874
University of the City of Toledo.....	1875	1884	1909
University of Akron.....	1872	1913	1913
College of the City of Detroit.....	1915	1915	1923
Municipal University of Wichita.....	1892	1926	1926
Municipal University of Omaha.....	1909	1931	1931

¹ Authorized to confer degrees in 1854 but not given the title of college until 1866.

² Established a course leading to the A. B. degree in 1888, but not a course that was fully recognized by the Regents of the University of the State of New York until 1908.

³ At the opening in the autumn of 1930 only freshmen and sophomore work was offered. The work of the junior and senior years is being added gradually.

PART I
HISTORY OF THE VARIOUS MUNICIPAL
UNIVERSITIES

CHAPTER I

THE COLLEGE OF CHARLESTON

The College of Charleston, at Charleston, S. C., bears the distinction of being the oldest municipal university in the United States. Charleston was settled in 1670, moved to its present location in 1680, and within a decade became the largest center of trade and the most important settlement south of Philadelphia.¹ In it were concentrated the economic, social, and political activity of the colony, and it soon became a great center of elegance, luxury, and culture.² In 1698 the South Carolina Assembly appropriated money for the support of a library in Charleston, which has been claimed to be the first public library in America.³ The Charleston Library Society was founded in 1743. "During the second quarter of the eighteenth century the genteel public of Charleston was listening to lectures on natural science, paying good prices at the theater to see such plays as Addison's tragedy of 'Cato,' and observing St. Cecilia's day by a concert of vocal and instrumental music."⁴

In 1710 the assembly passed an act providing for a free school in Charleston, for which (as the preamble explains) "severable [*sic*] charitable and well-disposed Christians, by their last wills and testaments, have given several sums of money." The school was to be both elementary and secondary in scope, the "master" to be "capable to teach the learned languages; that is to say, the Latine and Greek tongues, and also the useful parts of mathematicks;" a "fitting person" was to teach "writing, arithmetick, and

¹ Andrews, Charles M. Colonial self-government, 1652-1689, pp. 143-150.

² Greene, Everts B. Provincial America, 1690-1740, p. 243.

³ Greene, op. cit., p. 13; Meriwether, Colyer, History of Higher Education in South Carolina, p. 13.

⁴ Greene, op. cit., p. 320.

merchants' accmpts." ⁵ This was soon followed by other schools. ⁶

THE ESTABLISHMENT AND EARLY HISTORY OF
THE COLLEGE

The history of the College of Charleston begins in 1770 when a meeting of certain citizens of the city was held to consult about "petitioning the assembly for the establishment of a college in or near Charleston." This meeting resulted in many donations for that purpose. ⁷ By 1785 the endowment had increased to \$60,000 and the legislature was asked for a charter for the proposed institution. ⁸

The same year an act was passed incorporating three colleges in different parts of the State, including one at Charleston. This institution was endowed with about 9 acres of land in the heart of the city, which had previously been set aside for a free school, and was placed under the control of a self-perpetuating board, which was given the right to acquire and hold property and to confer the usual degrees in the arts and sciences. ⁹

Apparently little or nothing was done toward opening the college until 1789, when Rev. Robert Smith (afterwards Bishop of South Carolina) was selected as principal. In January, 1790, he moved his flourishing private academy into the college building, a former barrack. ¹⁰ Difficulties having arisen because of the ambiguity of the act of 1785, a new charter was secured in 1791. It provided for a self-perpetuating board of 21 residents of the State, forbade the exclusion of any person on account of his religious belief, gave the trustees the right to grant the usual degrees in the liberal arts and sciences, and to raise by one or two lotteries a sum not to exceed 3,000 pounds for the benefit of the college. ¹¹

Doctor Smith served as principal until 1797, during which time the average attendance was about 130, but during the whole period only 6 received the bachelor of arts

⁵ Statutes at Large of South Carolina, II, 342-346.

⁶ McCrady, Edward, jr. Education in South Carolina prior to and during the Revolution, p. 33.

⁷ Fraser, Charles. An address delivered before the citizens of Charleston on the 12th of January, 1823, p. 91.

⁸ Historical Sketch of the College of Charleston. American Quarterly Register, November, 1839, p. 164; Annual Catalogue, 1924-25, p. 11.

⁹ Statutes at Large, IV, 674-678.

¹⁰ American Quarterly Register, loc. cit., p. 165; Fraser, op. cit. p. 92.

¹¹ Statutes at Large, V, 198-200.

degree.¹² "In point of standing, the college was at this time the most respectable and useful in the State. It was the only seminary that afforded even the outlines of a collegiate education. Still it was not much more than a grammar school, and Doctor Smith educated both his own sons at northern colleges; the one at Harvard and the other at Yale College."¹³ Three-fourths of the land with which the legislature had endowed the institution was lost, and a large debt piled up during this period, due apparently to mismanagement.¹⁴ Following Doctor Smith's retirement, various persons served as principals for short terms, but financial difficulties increased and by 1811 the college had practically ceased to exist. The trustees ceased to attempt to conduct a school at all and leased portions of the building to various private academies. It is probably due to the fact that the charter of 1791 contained a provision that it should not be forfeited for misuser or nonuser that the institution did not go out of existence altogether.¹⁵

In October, 1822, the movement for the revival of the college began. The trustees discussed various plans for raising the necessary funds to enable it to resume its activities. The legislature was petitioned to give the college the right to the State's share of any property escheated in the parishes of St. Philip and St. Michael. This request was granted the following year.¹⁶ The possibility of securing appropriations from the city council was discussed, and a letter was sent to the editor of the Charleston Mercury appealing for the support of the citizens.¹⁷ Resolutions were finally passed

¹² American Quarterly Register, loc. cit., pp. 165-166.

¹³ Ibid., p. 165.

¹⁴ Ibid., pp. 166-167.

¹⁵ Ibid., p. 169; *Résumé of the Minutes of the Trustees*, Oct. 27, 1817, Oct. 21, 1818.

¹⁶ *Résumé of Minutes*, Oct. 17, 1822; *Statutes at Large*, VI, 209-210. These two parishes comprise the city of Charleston.

¹⁷ *Résumé of Minutes*, Oct. 21, 1823. In 1823 the Medical Society of Charleston applied to the trustees for permission to establish a medical school in the building and under the charter of the college. This request was declined by the trustees on the grounds that it was not authorized by the charter of the institution and that existing circumstances of the college did not permit it. The medical school, therefore, was separately chartered and entered on a successful career. Ibid., Mar. 6, 7, 1823; American Quarterly Register, loc. cit., p. 170. If, as the trustees claimed, the college charter was not broad enough to include a medical school, the legislature would probably have amended it if the request had been made. If the medical school had been incorporated as a part of the college, it would probably have contributed to the development of the latter by attracting to it the interest and support of the medical profession and the friends of medical education. It is not unreasonable to suppose that, with this support, the college would have attained a position of stability and higher standing much sooner than it did. This is only one of several instances of narrow and short-sighted action on the part of the trustees during this period.

to reopen the institution as a grammar school, and Rev. Jasper Adams, professor of mathematics and natural philosophy at Brown University, was elected principal.¹⁸ In 1824 he arrived and took up his task with vigor. He was not willing, however, that the institution remain a mere grammar school, but wanted it to be a college. He carried on a campaign through the newspapers to show the advantages to the city of a college; but he met opposition from the trustees, from various persons influenced by the earlier bad reputation of the college, and from friends of the State College at Columbia.¹⁹ Finally in October, 1824, the faculty, at its earnest request, was given permission to try the experiment of conducting a college. Accordingly, the institution opened as a college in 1825; one baccalaureate degree was conferred in October that year.²⁰

Mr. Adams saw that a new building was essential to the success of the college idea and wished to start a campaign for funds, but again met the opposition of the trustees. As he insisted, however, they finally permitted him to undertake on his own responsibility a campaign for popular subscriptions. He took up his task in addition to his other duties, and was so successful that within a short time a large sum had been subscribed, eventually reaching the amount of \$25,000.²¹

The trustees authorized the new building to be contracted for when the subscription should reach \$10,000, but by this time Mr. Adams was so wearied by the struggle that he resigned to accept the presidency of Geneva College in New York.²² With his departure, the trustees seem finally to have awakened to a sense of what they had lost. The erection of the building was pushed vigorously, and Mr. Adams was induced to return as president on practically his own terms. The trustees formally pledged themselves to make

¹⁸ *Résumé of Minutes*, Oct. 21, 1823.

¹⁹ *American Quarterly Register*, loc. cit., pp. 170-171.

²⁰ *Annual Catalogue*, 1825, p. 8; *American Quarterly Register*, loc. cit., p. 171; *Résumé of Minutes*, Oct. 28, 1825. The catalogue for 1825 shows a faculty consisting of the president, 2 professors, 2 tutors, and 8 other teachers. The enrollment was 190, divided as follows: College classes, 80; grammar school (Latin), 100; lower English (elementary) school, 39; upper English school, 21. It is evident that the institution was still essentially an elementary and secondary school supplemented by a small collegiate department. The college course was of the traditional type, consisting chiefly of Latin, Greek, mathematics, and philosophy, and offering no electives.

²¹ Stephenson, N. W. *Historical Sketch of the College*, p. 8.

²² *American Quarterly Register* loc. cit., pp. 171-172. *Résumé of Minutes*, July 26, Oct. 16, 1826. Mr. Adams's resignation took place on Oct. 16, 1826.

every reasonable effort toward putting the college on a permanent basis.²³ In the latter part of 1828 the work of the college was reorganized, and the work of the English department (designed for those who sought instruction of practical value, and not leading to a degree) was increased in scope.²⁴

The return of Doctor Adams and the new collegiate course of study led to numerous gifts, and the number of students soon rose from 119 to 220 and remained at about that figure for several years.²⁵ But there were many discouragements. The college was weighted down with very large English and grammar school departments. At this time the South Carolina State College had largely lost the confidence of the people of the State and Doctor Adams saw the opportunity of elevating Charleston College to a position of leadership. He requested the trustees to discontinue the English and grammar school departments and permit the energies of the instructors and the resources of the institution to be concentrated on college work. The request was refused, and this decision "disappointed the students, the faculty, and the public, all of whom earnestly wished for and expected such a measure from them."²⁶

About this time Thomas S. Grimke made his famous attack on the value of classical study, which added another obstacle to the work of the college.²⁷ This was also the period when nullification was a burning issue in South Carolina, and the fervid preaching of the doctrine of resistance to oppression probably reacted unfavorably on the discipline of the school. At any rate, the trustees saw fit to interfere in the discipline, causing the resignation of certain instructors.²⁸ Many students left the college to complete their studies at other institutions with greater prestige. Some, if not most, of the trustees themselves sent their sons elsewhere, often to the North, for training.²⁹ The South Carolina State

²³ *Résumé of Minutes*, Nov. 5, 1827; Jan. 12, 1828; *American Quarterly Register*, loc. cit., p. 172.

²⁴ "Charleston College." *American Journal of Education*, 3: 553-554, September, 1828. "The regular course of studies, it will be perceived, is as extensive as that pursued at any of our colleges." *Ibid.*, p. 553.

²⁵ *American Quarterly Register*, loc. cit., p. 175; Meriwether, *op. cit.*, p. 60.

²⁶ *American Quarterly Register*, loc. cit., p. 176.

²⁷ Mr. Grimke had served as a trustee of the college; *Résumé of Minutes*, Oct. 13, 1817.

²⁸ *American Quarterly Register*, loc. cit., p. 176; *Résumé of Minutes*, Oct. 13, 1817.

²⁹ *American Quarterly Register*, loc. cit., p. 176; *Résumé of Minutes*, Feb. 7, 1835.

College was soon reorganized, and the opportunity of Charleston to attain a position of educational leadership in the State was lost. Notwithstanding the efforts of President Adams and various attempts of the trustees to revive the institution, the decline continued; in December, 1836, college exercises were suspended and in the following March the lower part of the building was rented to the South Carolina Society for their male academy.³⁰

REORGANIZATION OF THE COLLEGE AS A MUNICIPAL INSTITUTION

The people of the city and the city council regarded the work of the college as intimately bound up with the welfare of the city, and were unwilling to see it discontinued. As early as 1826 the council had shown its interest by appropriating \$2,000 for philosophical apparatus,³¹ and following the suspension in December, 1836, it offered to appropriate \$2,000 a year to the college, provided that the trustees would agree to educate free not more than 10 boys at any one time, to be chosen by the council from the charitable institutions in the city, and that the intendant (mayor) of the city be ex officio a trustee.³² This, however, would have required an amendment of the charter and nothing came of the proposal.

The council, however, was not content with its previous efforts, and at a meeting on July 18, 1837, unanimously passed the following resolution, which, since it throws a light on the motives that led to the establishment of this pioneer among city colleges, is reproduced in full:

Whereas, the City Council did, on March 8, 1836, ordain that \$2,000 per annum be granted to the Charleston College, to aid in sustaining the said College, and affording to all classes of our citizens an opportunity for their children to receive a classical education, and yet to be under parental control; and, whereas, the said Institution, to the injury of many of the rising generation has discontinued its exercises; and, whereas, the reorganization of said Institution is of momentous consequence to the people of Charleston and to the inhabitants of the adjacent districts, and there can be but little doubt, if energetic means are adopted the same can be reorganized; and, whereas, the citizens have a claim through the Council, to ask of the Trustees a conference with the Mayor on this subject,

³⁰ Résumé of Minutes, Sept. 4, 1836; Mar. 17, 1837.

³¹ Résumé of Minutes, Feb. 15, 1826.

³² Ibid., Aug. 19, 1836.

Be it Resolved, That his Honor, the Mayor, be requested to confer with the Trustees of said College, and ascertain whether the College can be reorganized, and if there are any serious difficulties, to request that they be made known, that the City Council in conjunction with the Trustees, may adopt such measures as would enable the institution to be reorganized, so as to secure its perpetuity and usefulness.²³

The trustees, on receipt of a letter from the mayor informing them of the resolution of the council, resolved that the perpetuation of the college was "of tremendous consequence to the citizens of Charleston," and that the mayor be invited to a conference.²⁴

The proposal of council for the reorganization of the college aroused public interest, as is evidenced by letters to the Courier. "A Native Citizen," whose letter appears July 29, after deprecating the proposal to change the name of the institution, says:

I, myself * * * think it becomes us, as citizens, first to establish the institution upon a firm basis, and it is more than probable that an appropriate name will then suggest itself. I am of opinion that now is time to act, and that it becomes each citizen to stretch every nerve for the advancement and acceleration of an object which will procure such an invaluable blessing to the youth of our city, a collegiate education. I say now is the time, for there are, with my certain knowledge, no less than thirty youths of our city, who are now members of the South Carolina College all of whom, in the event of our college being established previous to that time, would doubtless remain at home, and enjoy the advantages which their native city could afford for a liberal education. I would, therefore, with all due respect, suggest to the Mayor of our city, the propriety of calling a meeting of the citizens, to take into consideration so noble and praiseworthy an object.

The same issue contains a letter from "Another Well-Wisher," who says:

Rather than discuss changing the name of the institution it is much better to * * * cooperate in having a good institution, upon a solid basis, established, not as a formidable rival to the South Carolina College, which institution every patriotic citizen should feel deeply interested in, but to afford facilities to the children of those who either from want of pecuniary means are unable, or who are unwilling to send them, at a critical period of life, from under parental control, to receive a classical education, and I can not conceive any

²³ Charleston Courier, July 22, 1837. ²⁴ Résumé of Minutes, July 26, 1837.

name more appropriate than the present, when it shall be reorganized under the patronage and aid of the Council of Charleston.

By August 25, an agreement for the transfer of the college to the city had been reached between the council and the trustees and a committee was appointed to draft a petition and bill to the legislature.³⁵ On December 20, an act was passed authorizing the transfer. After setting forth in the preamble that an agreement had been reached and an act authorizing the transfer petitioned for, the law provided that the trustees might transfer to the council all the property of the college "to be held by the said city council of Charleston in trust forever, to and for the sole use and benefit of the said College of Charleston; and further in trust that the said city of Charleston shall and will provide the means to reestablish and maintain the said college, should the income of the college and the tuition fees be inadequate to that object, and so far as they may be inadequate." In case the exercises of the college should be unavoidably suspended, the funds were to be applied to no other purpose, but were to be allowed to accumulate. The institution was to be under the control of a board of 21 trustees, consisting of the mayor and the recorder of the city, *ex officio*, 3 elected annually by council from its own number, and 16 elected for life from the existing board of trustees. All vacancies on the board, except in the case of the *ex officio* members, were to be filled by council.³⁶

On January 15, 1838, the new board was chosen and organized. On February 2, the new faculty, consisting of Reverend Doctor Brantley, pastor of the Baptist Church, as president, and two professors, was chosen.³⁷ In March the institution reopened.³⁸ Since that time, save for a brief suspension in 1838 on account of an epidemic of yellow fever and in 1865 because of the exigencies of the war and siege, it has been in continuous operation. Moreover, its work since that time has been exclusively collegiate, the preparatory department having been discontinued when it was transferred to the city. "The dream of Doctor Adams was

³⁵ *Résumé of Minutes*, Aug. 25, 1837.

³⁶ *Statutes at Large*, VII, 153-154.

³⁷ *Résumé of Minutes*, Jan. 15, and Feb. 2, 1838.

³⁸ *Ibid.*, March 2, 1838.

thus at an early date after his relation to the college had been dissolved, a realized and accomplished fact."³⁹

THE HISTORY OF THE COLLEGE FROM 1838 TO 1917

The history of the college from its opening under city control to the entrance of the United States into the World War was comparatively uneventful. One important modification in the method of choosing the board of trustees took place. The law of 1837, under which the transfer to the city took place, remained unchanged until 1881. In that year a law was passed providing that the board should consist of 13 members as follows: The mayor and the recorder of the city, *ex officio*; 3 members, at least 1 of whom must be a member of council, to be elected by the city council immediately following each annual election of aldermen; and 8 elected by council from the existing board of trustees, the term of one to expire each year. Thereafter the board of trustees, at each annual meeting, was to elect one trustee for 8 years.⁴⁰ In 1897 an amendment to this act provided for three additional trustees to be elected by the alumni of the college.⁴¹

Five men served as president during this period. President Brantley, who was elected when the college was reorganized in 1837, served until his death in 1845. He was succeeded by Dr. Perronneau Finley. Upon his resignation in 1857, Dr. N. Russell Middleton filled the position until 1880, when he resigned. In 1882, Dr. Henry E. Shepherd was inaugurated.⁴² In 1897 he was succeeded by Dr. Harrison Randolph, the present incumbent.⁴³

³⁹ Shepherd, Henry E. Sketch of the College of Charleston, pp. 239-240. In 1839 the city council established "an Academy" to be known as "The High School of Charleston," to be under the patronage of council, and under the control of a special board of supervisors. Ordinances of Charleston, 1783-1844, p. 119.

⁴⁰ Acts of the General Assembly, 1881-82, No. 489.

⁴¹ Acts, 1896, No. 369. Under the law of 1881 the city had only a minority representation on the board of trustees, and has a smaller minority under the law of 1897. Under a strict interpretation of the definition of municipal university previously given (*supra*, p. 5.) the College of Charleston would be excluded since 1881. But since the city council made the original selection of the majority of the board of trustees, and since the authorities and the citizens of the city still regard the college as essentially a city institution, and have made their largest financial contributions to it in recent years, I shall also so consider it.

⁴² Shepherd, *op. cit.*, p. 240.

⁴³ Yearbook of the City of Charleston, 1897, p. 308. The Yearbooks contain the annual reports of the various city departments, including the college. The following references to the Yearbooks are to those portions containing the annual reports of the president of the college.

Scholastically, the college has been rather conservative. It has always held that its principal function is the provision of liberal, not professional, education, and only in recent times has it made any concession in the form of technical and other "practical" courses. Up to 1883 it retained practically unchanged, except for the inclusion of certain sciences, the traditional classical-mathematical course of study, with no electives. In 1883-84 this was slightly modified.⁴⁴

While beginnings in the introduction of electives had been made a few years previously,⁴⁵ it was under the leadership of President Randolph, who was inaugurated in 1897, that the modernization of the curriculum was taken seriously in hand. Greater freedom of election was provided and a special 2-year, nondegree course with mathematics, physics, and chemistry predominating was introduced for the benefit of those preparing to enter the medical, engineering, or chemical profession.⁴⁶ In 1898-99 the group system of electives was introduced in the junior and senior years.⁴⁷ In 1900 courses in botany, zoology, and geology were added and laboratories for their study equipped; curricula leading to the bachelor of science degree were provided, and the group system of electives was extended downward into the sophomore year.⁴⁸

Two years later a department of mechanical and electrical engineering was established. No engineering degrees were offered, but provision was made whereby students in the scientific course might take either mechanical or electrical engineering as a major.⁴⁹

During the entire period the college remained quite small in size. At the time of the reorganization in 1837-38, the faculty consisted of President Brantley and 4 professors, and the attendance during the early years did not exceed 20

⁴⁴ Meriwether (1888) quotes a "recent" letter from President Shepherd as follows: "It maintains almost unmodified the strict collegiate curriculum—languages, ancient and modern, mathematics, and the sciences. The elective system which in its extreme form, has been engrafted upon so many of our colleges and nominal universities, has not been adopted, nor is there any movement in that direction." *Op. cit.*, p. 69. "The change seemed inevitable in view of the general neglect of classical study in most of our preparatory schools." *Yearbook*, 1884, p. 212.

⁴⁵ President Shepherd in his annual report in 1892 stated that the elective system, "in the mild and judicious form in which it has been introduced into the college, has justified the wisdom of its adoption." *Yearbook*, 1892, p. 191.

⁴⁶ *Yearbook*, 1897, pp. 308-310; *Annual Catalogue*, 1897-98, pp. 19, 39-42.

⁴⁷ *Annual Catalogue*, 1898-99, pp. 51-55.

⁴⁸ *Yearbook*, 1900, p. 307; *Annual Catalogue*, 1900-1901, pp. 57-59.

⁴⁹ *Yearbook*, 1902, pp. 255-256.

or 30.⁵⁰ Up to the time of the World War the faculty did not exceed 10 in number; and, notwithstanding diligent efforts to increase the enrollment, it did not exceed 90.⁵¹

The limited size of the enrollment was due to several causes. In the early days following the reorganization the college suffered from prejudices in favor of other institutions, from the fact that it had to close for several months on account of yellow fever that broke out soon after its opening, and probably from its own earlier bad reputation. Economic and cultural conditions in the community and the State also hindered the growth. Charleston is but a small city in a small and comparatively poor State. Both State and city were greatly impoverished by the Civil War and industrial development has been comparatively slow. Like other Southern States, South Carolina has been burdened by a double school system. Consequently educational progress has been delayed throughout the State.⁵²

Notwithstanding these difficulties, the college has consistently followed the policy of maintaining high scholastic standards. The annual reports repeatedly point out that it would be easy to increase the enrollment to 150 or 200 by adding a preparatory department or by lowering the standards of admission.⁵³ Instead of doing so, the college has raised its standards from time to time. It was the first college in the State to be admitted to the Association of Colleges and Secondary Schools of the Southern States.⁵⁴

Another cause of the small enrollment has been the inadequacy of the financial resources. The large number of private contributions to the endowment fund in the early days of the college, the land grant by the legislature in 1785, and the loss of much of this property through mismanagement has already been discussed.⁵⁵ The law of 1837, which

⁵⁰ Meriwether, op. cit., p. 63.

⁵¹ Statistics in Annual Reports of the Commissioner of Education.

⁵² In a Sketch of the College of Charleston, published in the Yearbook for 1893, President Shepherd said: "There are not in the State of South Carolina, apart from the city of Charleston, a half dozen schools which really prepare young men to enter the freshman class in any representative college" (pp. 245-246). In his annual report published in the same Yearbook (p. 291) he stated that there were whole counties in the State in which not a single school gave instruction in French and German.

⁵³ See for instance, Yearbook, 1893, p. 191.

⁵⁴ Yearbook, 1899, p. 297. The association was organized in 1895, and the College of Charleston was admitted in 1898. But owing to the low status of the secondary schools in the State, it was forced to withdraw a few years later. It was readmitted in 1916 and has since been a member. Yearbook, 1915, p. 307; 1916, p. 383.

⁵⁵ Supra, pp. 10-11.

provided for the transfer to the city, provided "that the city council of Charleston shall and will provide the means to reestablish and maintain the said college, should the income of the college and the tuition fees be inadequate for that object and so far as they may be so inadequate." But it also contained the provision that the council should "in no case be chargeable for expenses incurred by the college, except such as shall be sanctioned by them and for which appropriations shall be made according to law."⁵⁶ This in effect left the public financial support of the college to the discretion of the council for the time being, with the result that it has fluctuated considerably from time to time.⁵⁷ With but a small endowment fund, and with fluctuating support from public funds and private sources, the institution has had to get along with a low salary schedule and inadequate equipment.⁵⁸

Although the equipment of the college in many fields has been meager, in that of natural history it has enjoyed the unusual advantages afforded by the Charleston Museum. The history of this institution is such an important part of the history of the college that it deserves a somewhat detailed account.

As early as 1777, the Charleston Library Society had founded a museum, and specimens presented as early as 1798 are still preserved.⁵⁹ In 1815 the Library Society transferred its collection to the newly organized Literary and Philosophical Society, which took up with great enthusiasm the work of developing and enlarging it.⁶⁰ In 1827 the museum was moved to the building of the Charleston Medical College. In 1850 the American Association for the Advancement of Science met in Charleston. This meeting, and especially the addresses of Louis Agassiz before the association, and a series of lectures which he delivered in the city

⁵⁶ Statutes at Large, VII, 153-154.

⁵⁷ There is not space here to discuss the details of this financial history. It may be noted in passing that the college was forced to close in February, 1865, on account of the war and was enabled to reopen in May through the generosity of Ephraim M. Baynard, who bequeathed to the institution \$166,000 in stock of the city of Charleston. Shepherd, *op. cit.*, p. 242; Annual Catalogue, 1925-26, p. 21.

⁵⁸ Yearbooks, 1891, p. 134; 1892, p. 191; 1894, p. 231; 1900, p. 313; 1901, p. 146; 1910, p. 337; 1913, p. 344. The annual reports repeatedly point out how the development and the usefulness of the college is hampered by lack of funds for the necessary equipment and salaries.

⁵⁹ Mazyck, W. G. The Charleston Museum, p. 29; Annual Catalogue, 1925-26, p. 87.

⁶⁰ Mazyck, *op. cit.*, p. 30; Annual Catalogue, 1925-26, p. 97.

in 1851-52, greatly stimulated local interest in the museum, and led to its removal in the latter years to rooms prepared for it at the College of Charleston.⁶¹ The city council authorized the trustees to employ a curator at \$1,200 per year and appropriated \$300 per year for maintenance.⁶² It remained a department of the college until 1907.

With the continued development of the college, the room occupied by the museum was needed for other purposes. Accordingly, in 1907 council authorized the removal of the latter to the Thompson auditorium and materially increased its appropriations.⁶³ It was separated from the college, but under the same board of trustees, and the director of the museum also served as professor of biology and geology.⁶⁴ In 1915 the museum was placed under a separate board of trustees, but it remains available to the students of the college.⁶⁵ It contains extensive collections in botany, zoology, geology, anthropology, and art, and a considerable library. It is regarded as one of the finest institutions of the kind south of Washington.

In summary, the history of the College of Charleston from 1838 to 1917 may be characterized as that of a gallant and successful struggle to maintain a center of liberal education of high standards under the adverse conditions of a community relatively small and poor economically and burdened by a double system of public education, low scholastic standards throughout the State, and lack of adequate financial resources.

HISTORY OF THE COLLEGE FROM 1917 TO THE PRESENT

The period since the entrance of the United States into the World War has brought important changes in the College of Charleston. In 1917 the City Federation of Women's Clubs petitioned the college for the establishment of extension courses for women, leading to degrees.⁶⁶ The federation did not suggest coeducation; that is, education of men and women in the same classes. Coeducation had been

⁶¹ Mazyck, *op. cit.*, p. 30.

⁶² Ordinances, 1844-1864, pp. 92-93.

⁶³ Yearbook, 1908, pp. 282-284; Mazyck, *op. cit.*, pp. 28, 30-31.

⁶⁴ Yearbook, 1907, p. 274.

⁶⁵ *Ibid.*, 1915, p. 305.

⁶⁶ Yearbook, 1917, pp. 487-489.

suggested a number of years before, but the "combined judgment of trustees, faculty, students, and alumni was against it as unwise."⁶⁷ President Randolph replied to the petition of the federation expressing sympathy with their desires, but stating that they could not be complied with unless approximately \$12,000 per year was provided to meet the expenses.⁶⁸

But the needs of the time were great enough to overcome the traditional sentiment against coeducation, and by resolution of the trustees on August 3, 1918, all departments of instruction were opened to women. The funds necessary to provide the additional facilities necessitated by the inclusion of women were raised by popular subscription.⁶⁹

Later, on account of the crowded condition of the classes, it was found necessary to restrict the enrollment of women students to the city and county of Charleston.⁷⁰

In 1920, at the request of the city council, the trustees passed a resolution granting free tuition to residents of the city. The council immediately appropriated \$15,774 to offset the diminished tuition fees⁷¹ and has continued annual appropriations on a liberal scale. In 1923, at the request of the Charleston County delegation to the general assembly, the privilege of free tuition was extended to all residents of Charleston County. In return the college has received under legislative authorization an annual appropriation of \$20,000 from county funds.⁷²

The period following the war has seen also the expansion of the work of the college into new fields. The most important development along this line was the opening in September, 1922, of a night school of commerce, for the purpose of providing training for a business career.⁷³ Courses are offered in languages, industrial chemistry, economics, accounting, finance, business law, business administration, etc. These changes, especially the offering of free tuition, have meant expansion in enrollment and budget.

⁶⁷ Yearbook, 1917, p. 492.

⁶⁸ Ibid., pp. 490-493.

⁶⁹ Yearbook, 1918, pp. 376, 383-384; Annual Catalogue, 1925-26, p. 23.

⁷⁰ Annual catalogue, 1925-26, p. 23. The Annual Report for 1918-19 states that the faculty unanimously regard the experiment in coeducation a success. Yearbook, 1919, p. 635.

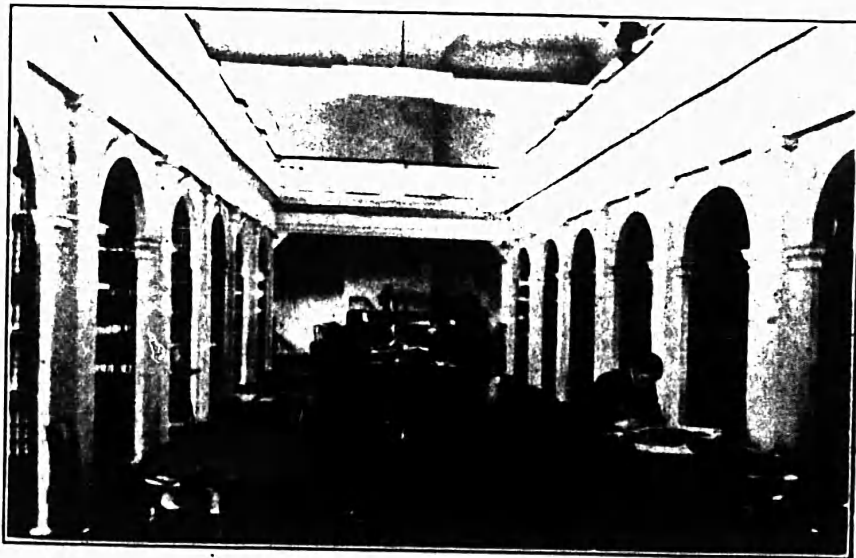
⁷¹ Ibid., 1920, p. 397; 1921, p. 362-363.

⁷² Annual Catalogue, 1925-26, p. 23; Acts and Joint Resolutions of the General Assembly, 1923, No. 173; 1925, No. 207; 1926, No. 618; 1927, No. 224; 1928, No. 722; 1929, No. 260.

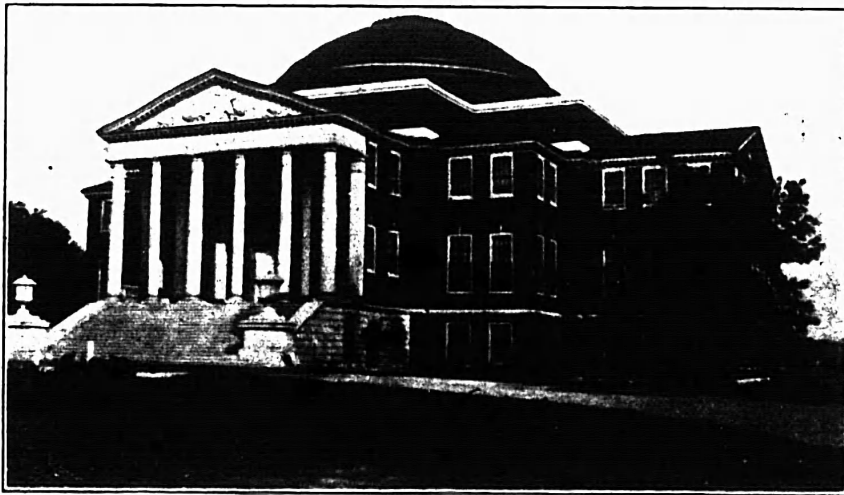
⁷³ Yearbook, 1922, p. 414.



GEORGE STREET ENTRANCE TO THE CAMPUS, COLLEGE OF CHARLESTON



INTERIOR OF LIBRARY, COLLEGE OF CHARLESTON



ADMINISTRATION BUILDING AND LIBRARY, UNIVERSITY OF LOUISVILLE

22-2

CHAPTER II

THE UNIVERSITY OF LOUISVILLE

JEFFERSON SEMINARY AND LOUISVILLE COLLEGE

The pioneers in the settlement of Kentucky were largely Virginians of Scotch-Irish descent and early manifested the enthusiasm for elementary and for more advanced education which has always characterized that people. Within five or six years of the date of the first permanent settlement we hear of a number of schools being established, and the Kentucky Society for Promoting Useful Knowledge was in existence as early as 1787.¹ Probably the most noteworthy feature of the early educational history of the State was the policy, inaugurated by the Legislature in 1794 and continued for several years, of incorporating academies and endowing them with liberal grants of public lands. It was this policy which was responsible for the first provision in Louisville of education above the elementary grade.

An act of February 10, 1798, incorporated the Jefferson Seminary in Louisville and gave it an endowment of 6,000 acres of land. The control of the institution was vested in a board of 8 trustees, which for some reason was increased to 16 in 1800.² For several years nothing was done toward opening the school, due apparently to lack of interest on the part of the trustees, and perhaps in part to lack of funds. The board, having been several times reconstituted by statute, on July 2, 1813, purchased a lot of 2¾ acres on Eighth Street and soon afterwards began the erection of a building for the seminary.³ In 1816 the school opened with Mann Butler as principal and two other teachers; between 40 and 50 students attended the first year. The work of the school was of comparatively high grade from the start, and it

¹ Lewis, A. F. *History of Higher Education in Kentucky*, p. 11.

² *Ibid.*, p. 11. An act of Dec. 17, 1798, gave this institution the privilege of raising \$5,000 by lottery for building purposes.

³ Lewis, *op. cit.*, p. 262; Durrett, R. T. *The Centenary of Louisville*, pp. 104-106, n.

served as a finishing school for the students of the elementary schools located throughout the city.⁴ In 1829 the government of the institution was much improved by reducing the number of its trustees to seven, and vesting their appointment in the county court of Jefferson County.⁵

In the meantime Louisville had been incorporated as a city. The charter gave the mayor and council power "to establish one or more free schools in each ward of said city, to receive donations of land or money for their maintenance, and to levy a tax for their support."⁶ In accordance with this charter, a public monitorial school, free to children (under 14 years of age) of citizens of the city, was established in 1829. Mann Butler, principal of Jefferson Seminary, was chosen as principal, and sent to visit the most distinguished public schools in the Atlantic States. The new school was opened on August 17, 1829.⁷ It was highly successful and by 1832 had attained an enrollment of 400.⁸

Inspired by the success of this new public free school, the trustees of Jefferson Seminary asked the general assembly to permit them to transfer half their property to the city for a high school. In response to this request, the legislature, in January, 1830, passed a law directing the trustees to transfer to the board of councilmen of the city half their property (including the real estate in the city) "for the purpose of purchasing a suitable lot and erecting a suitable building for a high school in Louisville." This was to be "open for the children of the citizens of Louisville and for the children of all those who shall contribute to the taxes of the said city, and may be supported out of the taxes of said city, or from the joint aid of the taxes and tuition fees for scholars."⁹

Although the formal transfer of the seminary property to the city did not take place until April 7, 1844, by agreement of the city and the trustees an academic school was imme-

⁴ Lewis, loc. cit.

⁵ *Ibid.*, p. 262. This is significant as showing an early tendency for public control of secondary and higher education.

⁶ Acts of the General Assembly, December session, 1827, chap. 172.

⁷ An Account of the Louisville City School (1830), p. 5. The next year an ordinance was passed establishing three departments in the school, and requiring a tuition fee of from \$1 to \$1.50 per quarter, with power to remit fees of poor children. The ordinance is reprinted in the Louisville Directory for 1832, p. 12.

⁸ Louisville Directory, 1832, p. 137.

⁹ Acts, December session, 1829, chap. 381. The other half of the property of the seminary was directed to be conveyed to the orphan asylum at Middletown.

diately organized in the seminary building under the name of Louisville College. The following chairs were established: (1) Intellectual and Moral Philosophy and Political Economy; (2) Mathematics, Natural Science, and Civil Engineering; (3) Greek and Latin Languages and Literatures; (4) Belles-Lettres and History.¹⁰

The college had a moderately successful existence for a decade, but the need was felt of placing it on a more permanent basis. Accordingly, the mayor and council in 1840 secured from the legislature a charter for the institution. This charter placed it under the control of a board of trustees not to exceed nine in number, to be chosen annually by the mayor and council; general visitorial power was vested in the city. The institution was given the right to confer the usual degrees.¹¹ During the course of the year, the council provided 30 free scholarships, to be distributed on a competitive basis among the students of the grammar schools of the city, and appropriated \$2,000 annually for the support of the college.¹²

Louisville had thus by 1840 established a municipal college of liberal arts. But, curiously enough, it was not from this institution that the present University of Louisville developed.

THE ESTABLISHMENT OF THE MEDICAL SCHOOL AND ITS DEVELOPMENT INTO THE UNIVERSITY OF LOUISVILLE

In the meantime the Medical Institute of Louisville, the institution out of which the present university has grown, had been established. Medical education had begun in Kentucky in 1799, when instruction in surgery and in certain other subjects related to the work of the physician was started at Transylvania University at Lexington. A little later this was expanded into a regular department of the university, and by the eighteen twenties the medical department, as well as the other departments of the university, had

¹⁰ Collins, Lewis. *History of Kentucky*, II, 358; Lewis, *op. cit.*, p. 262; Williams, L. A. *Ohio Falls Cities*, p. 411.

¹¹ Acts, December session, 1839, chap. 91. The legal title of the Institution remained Jefferson Seminary until this time.

¹² Williams, *op. cit.*, p. 411; Lewis, *op. cit.*, p. 263. The faculty at this time consisted of four: (1) President and professor of mathematics and natural philosophy, (2) professor of ancient languages, (3) professor of moral philosophy, rhetoric, etc., (4) professor of the French language, etc. Williams, *op. cit.*, p. 411.

attained high rank.¹³ The period of prosperity and prestige was but short lived, however. By 1830, due to various causes, a period of decline had set in, affecting first the academic department and by 1835 the medical department also.¹⁴

Louisville, situated at the Falls of the Ohio, had become the largest and most important commercial center in the State, and possessed splendid clinical facilities in its marine hospital, which had been established in 1817.¹⁵ Dr. Charles Caldwell, who had joined the medical faculty at Transylvania in 1819, within a few years had come to the conclusion that Lexington "was not calculated to be the site of the leading medical school of the West."¹⁶ Accordingly, he began to turn toward Louisville as the most promising site for such an institution. Under his leadership the faculty devised a scheme for transferring the medical department to the latter city. This scheme, after having aroused a great deal of indignation at Lexington and much bitterness between that city and Louisville, had to be abandoned. At the end of the school year in March, 1837, Doctor Caldwell went to Louisville in response to an invitation to take up the task of establishing a new institution.¹⁷

In 1833 a charter had been granted incorporating The Medical Institute of the City of Louisville under a self-perpetuating board for the "purpose of promoting medical science at Louisville."¹⁸ Little or nothing, however, had been done toward establishing the institution, and it was to this task that Doctor Caldwell had been called.¹⁹

In order to obtain from the city the necessary land and funds to make the medical institute a reality, Doctor Caldwell induced two of the trustees to call a mass meeting of the citizens, where he could address them on "a school of medicine, the only mode and means of its formation, and the great benefits it would necessarily confer on the city, if established on sound and well-adjusted principles, and

¹³ Lewis, *op. cit.*, pp. 52, 59-69.

¹⁴ *Ibid.*, pp. 69-70.

¹⁵ Louisville Directory, 1832, p. 143.

¹⁶ Autobiography of Charles Caldwell, M. D., p. 399.

¹⁷ *Ibid.*, p. 400; Casseday, Ben. *The History of Louisville from its Earliest Settlement till the Year 1852*, p. 197.

¹⁸ Acts, Session 1832-33, chap. 244. The charter was amended in 1835: Acts, Session 1835, chap. 706.

¹⁹ By whom he had been invited does not appear. Two other members of the medical faculty at Transylvania resigned and joined him.

judiciously administered." ²⁰ The meeting was accordingly held on March 30, just 15 days after Doctor Caldwell's departure from Lexington.

The meeting was large and respectable * * * and I addressed it on the subject in question 2 hours, I doubt not, with great earnestness and warmth (for my excitement was intense), brought to my task every truthful and propitious argument I could command, and thus delivered myself, of course, in my most energetic, persuasive, and convincing style and manner. I depicted, with all the force and attractiveness I could call to my aid, the multiplied and distinguished benefits, scholastic and literary, scientific, commercial, and social, which a school could not fail to bestow on the city. And, as one of those benefits, I predicted, without scruple or hesitation, that a university, with all its honors and advantages, would be one of the results * * * As the means to carry out the enterprise I asked for twenty-five thousand dollars.²¹

The speaker must have been both persuasive and convincing, for at the conclusion of the meeting resolutions were unanimously adopted calling on the mayor and council to establish "a college in the city of Louisville" with "both medical and law departments therein"; to provide land, erect suitable buildings, and purchase equipment so as to provide for the immediate opening of the medical department "with sufficient endowment on the part of the city of Louisville to afford all the facilities of instruction in the science of medicine which any college in the United States affords." The resolutions declared, furthermore, that "the establishment of a college with medical and law departments therein will be alike beneficial and advantageous to all citizens of Louisville in proportion to their property and business and ought to be a general charge on all."²²

At the next meeting of the city council, the action of the mass meeting was communicated to that body, which, by a 9 to 1 vote, adopted resolutions carrying into effect the recommendations of the meeting.

Resolved * * * that in accordance with the Resolutions of the citizens on the 30th day of March, 1837, * * * the square bounded by Chestnut, Magazine, Eighth and Ninth Streets, shall be given as a University Square and that the City of Louisville will undertake to build on said square the necessary buildings for a Medical College

²⁰ Caldwell, op. cit., p. 403.

²¹ Caldwell, op. cit., pp. 403-404.

²² Ibid., p. 404; Transcript of the minutes of mayor and councilmen of the city of Louisville, Monday, Apr. 3, 1837.

at a cost not exceeding thirty thousand dollars, and that the City of Louisville will advance in cash for the purpose of purchasing a library, anatomical museum, and requisite apparatus, etc., for the use of a medical school, the sum of twenty thousand dollars, and that the management and control of the school be placed under the direction of "the president and managers of the medical institute of Louisville" * * *. And that on the obtention of a charter for a college or university, that the square, buildings, library, etc., be conveyed to the trustees of such college with the consent of the mayor and council of Louisville.²³

On November 17 an agreement was made between the council and the trustees of the Medical Institute whereby the latter bound themselves, in case a charter could be obtained for a college or university, on demand of the city council to convey to it all the property of the institute.²⁴

In the autumn of 1837 the institute opened in temporary quarters with a faculty of 6 (including the 3 from Transylvania) and an enrollment of 25. Before the end of the first session 80 students, many from other institutions, were in attendance, and at the close of the session the degree of Doctor of Medicine was conferred on 24 candidates.²⁵ In February, 1838, the corner stone of the new building was laid, and soon afterwards Doctor Flint of the faculty was sent to Europe to purchase needed equipment.²⁶ The school soon attained high rank in the profession, being regarded in the middle of the century as one of the best institutions of its kind in the West.²⁷

By the beginning of the fifth decade of the century Louisville probably had made more advanced provisions for higher education than any other city in America. Louisville College, which, as we have seen, was regularly chartered in 1840, was under public control and provided with 30 free scholarships; the Medical Institute was under the control of a private board, but had been established by means of money and land provided by the city. Moreover, in view

²³ Caldwell, *op. cit.*, p. 404; Collection of Acts Concerning the City of Louisville, 1780-1868, pp. 101-102. This action constitutes what is probably the first instance in this country of money being appropriated by a city government for the establishment of a medical school. The resolution of council, as well as those of the mass meeting, favored a law school also, but apparently no one expected it to be opened immediately.

²⁴ Collection of Acts, pp. 101-102.

²⁵ Lewis, *op. cit.*, p. 264; Caldwell, *op. cit.*, p. 405; Annual Catalogue, Jan. 1, 1839, p. 9.

²⁶ Casseday, *op. cit.*, pp. 197-198.

²⁷ *Ibid.*, p. 198; Lewis, *op. cit.*, p. 265. By 1852 the enrollment had increased to 400. Casseday, *op. cit.*, p. 198.

of the arguments used by Doctor Caldwell at the mass meeting, the resolutions there adopted, the agreement between the city council and the Medical Institute that in case a charter for a college or university were obtained the property should, on demand of council, be turned over to it, there can be no doubt that the original purpose of the founders was to establish eventually a complete university, of which the medical school should be one unit, a law school a second, and the Louisville College a third.

In 1846 the great success of the Medical Institute led to another step toward carrying out the intentions of the founders. In that year a charter was secured from the general assembly for the University of Louisville. The institution was placed under the control of 11 trustees named in the act, who were directed to choose one of their number president. The latter was to hold his office at the pleasure of the board. The successors of the remaining 10 trustees were to be chosen by the mayor and council for 10-year terms, two terms expiring each second year.

And the said President and Trustees of the said University of Louisville, shall have full power and authority to establish all the department of a university for the promotion of every branch of science, literature, and the liberal arts; and, also, may establish faculties, professorships, lectureships, and tutorships. * * *

And the said President and Trustees may grant and confer all degrees usually conferred in colleges or universities; and, generally, shall have and exercise all other power and authority necessary and proper for an extended university of learning.

It was further provided that when the Medical Institute of Louisville should have transferred its property to the university in accordance with the agreement of 1837, it should cease to exist and the medical department of the University of Louisville should succeed to all its property and rights.²⁸

THE UNIVERSITY OF LOUISVILLE FROM 1846 TO 1906

On May 18, 1846, the newly appointed trustees adopted by-laws reorganizing the Medical Institute as the medical department of the University of Louisville, and establishing a law department.²⁹ As we have already noted, the inten-

²⁸ Acts, December Session, 1845, chap. 137.

²⁹ Lewis, op. cit., pp. 265-69; A Greater University for a Greater Louisville, p. 6.

tion of the founders in 1837 was to bring Louisville College into the university as an academic department or college of arts and sciences. The charter also contemplated this, since it gave the president and trustees power to establish "all departments of a university," specifically repealed the act incorporating the Louisville College, provided for the erection of buildings for the "academic department of said university," and provided that "gifts, grants, donations, endowments, or bequests to said university, not designating the purpose for which made, shall be taken as made to the departments of said university other than the medical and law departments."³⁰

Apparently, however, interest in the academic department of the university lagged. The citizens of the city seem gradually to have decided that a high school for boys was more needed than an academic college. At any rate, the union of the college and the university never took place. The new city charter, adopted March 4, 1851, abolished all fees in Louisville College,³¹ and the institution lost its identity as a college and became the male high school.³²

As above stated, the law department of the university was established in May, 1846, and was opened in the fall with a faculty of three.³³ Thirty students were in attendance the first year and 12 received diplomas at its end.³⁴ This department was never as famous or as large as the medical department, but it has had an able faculty and has done creditable work.

The medical department, being simply the old medical institute under a new board of trustees, was hardly affected at all by its incorporation in the university. Until 1906 the University of Louisville consisted only of the two professional departments or schools. Each school had its own faculty, its own budget, and issued its own catalogue. Each was supported by student fees. Practically the only connection between the two was that they were under the same board of trustees.

³⁰ Acts, December Session, 1845, chap. 137.

³¹ Collection of Acts Concerning the City of Louisville, p. 422.

³² In September, 1855, the board of education was granted permission to conduct a male high school in the building erected for the college. Lewis, op. cit., pp. 263, 346; Williams, Ohio Falls Cities, pp. 416-17.

³³ Lewis, op. cit., p. 169.

³⁴ Ibid. p. 270. Annual Catalogue of the Law Department, 1911-12, p. 23.

THE UNIVERSITY FROM 1906 TO THE PRESENT

In 1906 the trustees took steps to increase the scope of the university by adding a college of liberal arts. According to a statement to the people of the city signed by the trustees and published in the city papers, their reason for so doing was that the lack of provisions in the city for higher education (except in law and medicine) "closed the door of opportunity" to many persons.

Two years ago the trustees were confronted with this condition of affairs: The city then contained a population of about 250,000 people. There was no opportunity offered in the city for higher education beyond the high schools, aside from the technical schools of law and medicine conducted by the university. This community was, perhaps, the largest community in the United States where such conditions prevailed. The citizen who was unable to send his children away to college must allow his child to go without a higher education.

There was no opportunity for a mechanic unless he could send his son away to some college, to have him educated in higher mechanics: an electrical, mechanical, or civil engineer could not gain his technical education in this city. This condition closed the door of opportunity to many young men of splendid aptitude. The condition was shameful and really reflected upon the intelligence and civic pride of our whole people. Under this general situation the trustees of the university regarded it as their highest duty to undertake to establish a college of liberal arts in addition to the college of medicine and the college of law.²

² Louisville Courier-Journal and Louisville Herald, June 14, 1909.

It is interesting to note that the same issue of the Courier-Journal (May 31, 1906) that carried the first public announcement that the trustees were planning to open a college of arts and sciences in 1907 also contained an announcement that the Methodist Board of Education of Kentucky was considering the establishment of a "Lincoln-Davis University" to supplement the work of Vanderbilt University and that they considered Louisville the logical location. Each of the announcements was evidently given to the press without its author knowing of the plans of the other party. With the progress of the plans for the University of Louisville, the other project was dropped.

It is not impossible that the decision to establish such a college was influenced by the need for premedical education. At any rate, the College of Arts and Sciences was opened at about the time that the campaign of the American Medical Association to raise the standards of medical education was beginning to be felt. This campaign was started about 1900, and received a powerful impetus through the publication in 1910 of Abraham Flexner's report on Medical Education in the United States and Canada. By 1906 it had made sufficient headway that in June of that year the National Confederation of State Medical Examining and Licensing Boards adopted a resolution to the effect that beginning with 1910 no one should be permitted to begin the study of medicine without 1 year's college work in chemistry, biology, physics, and a modern language, in addition to a standard high-school course. Webster, G. W. "Entrance Requirements." *Journal of the American Medical Association*, 47: 557-558, Aug. 25, 1906. When that resolution took effect Louisville would be badly in need of a college where local prospective medical students could secure their preliminary training. The first public announcement of the proposed establishment of the College of Arts and Sciences appeared May 31, 1906, within a few days of the adoption of the resolution mentioned above. For further information on the progress of the campaign for higher standards in medical education, see Pepper, William. *The History and Progress of Medical Education in the United States*, p. 126.

They had no available buildings, no faculty, no equipment, and no funds. They believed that eventually there would be sufficient interest on the part of the public in such a college to insure it proper financial support from private and public sources, but that "it was necessary to have a going concern in order to attract public attention and excite public interest."³⁶ Accordingly, they secured a contribution of \$15,000 from 12 public-spirited citizens in order to meet the expenses of a modest college of arts for three years, convinced that by that time more permanent support from private and public sources would be forthcoming.³⁷ A building formerly occupied as a residence was secured, a faculty engaged, and the College of Arts and Sciences was opened in September, 1907, with a 4-year course and 16 departments of instruction.³⁸ In the spring, 18 students received degrees.³⁹

As we have seen, the trustees opened the College of Liberal Arts in 1907 with money from private subscription, confident that once the college got under way there would be sufficient public interest to insure reasonable financial support. Events justified this faith in the citizens and the government of the city. Beginning with 1909, the council made an annual appropriation of \$25,000 to the university. But the trustees desired to obtain a more adequate income for operating expenses, and in 1916, with the cooperation of the city administration, the board of education, and various civic bodies, secured the enactment of a law permitting the council of any city of the first class maintaining a municipal university to levy annually for its support a tax of not less than 1 cent nor more than 3 cents on each \$100 of taxable property.⁴⁰ By amendments to this act in 1920 and 1928, the maximum university levy was increased to 5 and

³⁶ *Courier-Journal*, June 14, 1909.

³⁷ *Ibid.*, loc. cit.; *Answering Questions Asked by the People of Louisville about the University*, pp. 2, 6.

³⁸ *College of Liberal Arts Courses and Rules, 1907-8*, passim.

³⁹ *Courses and Rules, 1908-9*. A tuition fee of \$100 per year, in addition to laboratory fees, was charged. The trustees hoped eventually to be able to offer free tuition to all citizens of the city, which they later did. The financial resources at their command would have been quite inadequate to open and maintain the College of Liberal Arts even in the modest way they did had they not secured the services of voluntary and part-time teachers for a large part of the work. See Flexner, *op. cit.*, p. 231.

⁴⁰ *Acts, 1916*, chap. 52; Patterson, John L. "Municipal Universities of the United States." *National Municipal Review*, 5:563; Oct. 1916. The same law gave the council the right to appropriate as a site for the university any public grounds of the city not specifically set aside by ordinance for any other purpose and to devote to the university any funds not derived from taxes levied for a special purpose.

7 cents, respectively, on each \$100 valuation; the latter act made the minimum levy 5 cents.⁴¹ Under these laws, the amount contributed by the city to the support of the university increased from \$40,950 in 1917-18 to \$194,635 in 1927-28.⁴² This increased support made it possible for the university in 1924 to offer free tuition in the College of Liberal Arts to all residents of Louisville.⁴³

While provision was thus made for the most necessary operating expenses, the enrollment of the College of Liberal Arts increased so rapidly that the need for more adequate buildings and equipment soon became pressing. A private gift in 1917 made possible the purchase of a tract of 8 acres for a future campus, but the entrance of the United States into the World War caused all plans for expansion to be deferred.⁴⁴ By 1920, the overcrowding had become so great that it was felt that the procuring of additional facilities could be delayed no longer. An enabling act was procured, permitting any city of the first class to issue bonds in any amount not exceeding \$1,000,000 for the construction and equipment of buildings for the College of Arts and Science of its municipal university, provided that the bond issue were approved by vote of the electors of the city.⁴⁵ In accordance with this act, the council in the autumn of 1920 submitted to the voters the question of a million-dollar university bond issue. The proposal had the support of the board of education, the superintendent of schools, and numerous civic bodies. It secured a majority of the votes cast but fell a little short of the necessary two-thirds.⁴⁶ The acquisition of adequate quarters and equipment was thus again delayed.

In 1923 the university had the opportunity to acquire at a very low price the buildings and grounds of the Louisville and Jefferson County Children's Home, which wished to move into the country. The property consisted of 40 acres

⁴¹ Acts, 1920, chap. 141; 1928, chap. 76. Council may or may not make a university levy, but if one is made it can not be less than 5 cents nor more than 7 cents.

⁴² Biennial Survey of Education, 1916-1918, IV, 882; U. S. Office of Education Bulletin, 1929, No. 38, p. 80.

⁴³ Later, however, an incidental fee of \$25 per semester was prescribed for all students.

⁴⁴ Answering Questions Asked by the Citizens of Louisville, p. 10.

⁴⁵ Acts, 1920, chap. 129.

⁴⁶ Annual Report, 1919-20, p. 2; The University of Louisville's Call to the Citizens of Louisville, pp. 4-13.

of land and 10 buildings, situated in a desirable part of the city. A survey showed that the buildings could be remodeled so as to be fairly satisfactory for college purposes. The trustees had about \$95,000 available, made up partly of a private gift and partly from the sale at a profit of the tract purchased in 1917. Convinced that the opportunity was too good to be lost, and that the people of the city would provide the funds necessary for the acquisition and repair of the property, as well as to wipe out the deficit that had accumulated in the last 10 years, they borrowed \$150,000 and made the purchase.⁴⁷ Certain of the buildings were repaired and in the autumn of 1925, the College of Liberal Arts moved to its new location.

In the autumn of 1925 the million-dollar bond issue was again submitted to the voters of the city.⁴⁸ The university authorities made it clear that this money was to be used to pay off the indebtedness incurred in the purchase of the new grounds and to alter the old buildings and build new ones, including one in another part of the city for the advanced education of graduates of the colored high schools. At the election on November 3, 1925, the bond issue was carried.⁴⁹ The university was thus assured of a fairly adequate plant and was placed in a position to seek an endowment fund, large gifts to which had been promised as soon as the city should place the university on a firm financial basis.

In the meantime progress had been made along other lines. The first important step was the union of other local medical schools with the university. The multiplication of medical schools and the competition among them which was so pronounced in the nineteenth century was found in extreme form at Louisville. During the course of its history that city has had 11 such institutions.⁵⁰ During the early years of the present century, 6 of these besides the medical department of the university were still in existence and the

⁴⁷ Annual Report, 1923, p. 3; A Greater University for a Greater Louisville, pp. 4-5.

⁴⁸ This was done under a new enabling act, which permitted the proceeds of the sale of such bonds to be used to provide grounds, buildings, and equipment for any department of the university other than the schools of law, medicine, and dentistry. Acts, 1924, chap. 57. The act of 1920 had restricted the use of such proceeds to the College of Arts and Sciences.

⁴⁹ Courier-Journal, Nov. 7, 8, 1926.

⁵⁰ Flexner, op. cit., p. 6.

board of trustees took up the task of uniting them with it. In 1907 the city appropriated \$25,000 to make this possible, and the following year the union of four of these with the university was effected, their alumni being made alumni of its medical department.⁵¹

In 1918 the equipment of the Louisville College of Dentistry, which had previously been conducted under private ownership, was acquired by the university and the college became the university department of dentistry.⁵² In cooperation with the State board of health a school of public health for the training of public-health officers and nurses was established in 1919.⁵³

A summer school offering courses in most of the departments of the College of Liberal Arts and Sciences, and designed particularly to meet the needs of teachers, was established in 1922.

As there was no provision for engineering education in the city, there was a strong demand for an engineering school in the university. The university met this demand in part by offering certain technical courses covering the first two years of an engineering curriculum. In 1924 a gift of \$250,000 made possible the opening of a full engineering school, and in September, 1925, coincident with the removal of the College of Liberal Arts, the Speed Scientific School was opened on the new campus.⁵⁴ It offers courses on the cooperative or "Cincinnati" plan.⁵⁵

The most recent important step in expanding the work of the college came with the establishment of the evening school in 1928. This has developed into an extension division of the College of Liberal Arts, which offers courses in the late afternoon, evening, and Saturday morning.

The expansion of the university has necessitated changes in the administrative organization. Until 1921 each department and college had its dean, but their efforts were coordinated only through the board of trustees and its president.

⁵¹ Louisville Herald, June 14, 1909; Annual Report of the University of Louisville, 1913-14, p. 9; A Greater University for a Greater Louisville, p. 8. Shortly after the consolidation the medical department was placed in "class A" by the American Medical Association. Annual Report, 1909-10, p. 584. In 1913 the new city hospital was completed and its splendid clinical facilities placed at the disposal of the medical department.

⁵² Annual Report, 1917-18 (typewritten).

⁵³ Annual Report, 1918, p. 19. This school was discontinued in 1923.

⁵⁴ Answering Questions Asked by the People of Louisville, p. 6.

⁵⁵ *Infra*, p. 99.

In that year the office of chancellor of the university was created and charged with the educational administration of the university. Dr. John L. Patterson, who had served as dean of the college of arts and sciences since its organization, was appointed to the post. Business administration and final determination of matters of policy, of course, remained in the hands of the president and trustees, who were educational laymen. This organization continued until the death of President A. Y. Ford in 1926. George Colvin, formerly Kentucky State superintendent of public instruction, was named as his successor. Shortly afterwards Doctor Patterson was made dean emeritus and the president was charged with the educational as well as the business administration of the university. President Colvin died on July 22, 1928, and was succeeded in the autumn of 1929 by Dr. Raymond A. Kent, who had been dean of the college of liberal arts of Northwestern University.

The present scope of the work of the university is indicated by the following list of colleges comprising it and the degrees which they confer:

College of Liberal Arts.—Bachelor of arts, bachelor of science, and bachelor of science in dental sciences.

School of Law.—Bachelor of laws.

School of Medicine.—Doctor of medicine.

School of Dentistry.—Doctor of dental surgery.

Speed Scientific School.—Bachelor of science in chemical, civil, electrical, and mechanical engineering.

Graduate School.—Master of arts, master of science.

CHAPTER III

THE COLLEGE OF THE CITY OF NEW YORK

THE ESTABLISHMENT OF THE FREE ACADEMY

The most important agency for the provision of popular education in New York City during the early years of the nineteenth century was the Public-School Society of New York, which was organized in 1805 "for the education of such poor children as do not belong to, or are not provided for by, any religious society."¹ The society rendered a very valuable service, and in 1807 began to receive aid from public funds.² Beginning about 1820 various denominational societies began to demand a share in the school funds apportioned to the city, and the controversy resulting from these demands finally resulted in the enactment of a law in 1842 creating a board of education for the city, to establish and maintain public or "ward" schools. These ward schools, like those maintained by the Public-School Society (which continued in operation until 1853) were exclusively elementary in character, although in a few cases they seem to have given instruction in advanced subjects to a limited number of students.²

There were, of course, numerous secondary schools in the city which were open to those who could afford to pay fees, but no provision had been made for the education of the poor beyond the elementary grades. The need for such provision was keenly felt among the more intelligent friends of popular education. As early as 1826 the trustees of the Public-School Society had taken up the question of establishing a high school, but it was felt that the financial condition of the society did not warrant its establishment at

¹ The original name was the "New York Free School Society," but it is best known by its later name.

² Coesna, Mario E. *The Founding of the College of the City of New York*, pp. 155-156, 194, 195.

that time.³ In 1828, the society issued an appeal for funds with which to establish one or more high schools "in which should be taught * * * all those branches which are desirable for the active business of life in any of its departments, the learned professions excepted," and also if possible to establish a classical school and a seminary for the education of teachers for the common schools.⁴ In 1844 the society attempted to secure the cooperation of the board of education in the establishment of a high school.⁵ Although nothing came of the society's proposal, the board of education soon succeeded in establishing an institution that combined the work of a secondary school and a college.

At the election of commissioners of common schools held June 1, 1846, Townshend Harris was elected to represent the ninth ward, and at the meeting of these commissioners to organize as the board of education, he was elected president.⁶ At a meeting of the board on July 27, Mr. Harris introduced the following resolution, which, after remarks in its favor by the author, was unanimously adopted:

Resolved, That a committee of three be appointed to inquire into the application of that part of the "literature fund" which is apportioned by the regents of the university to the city and county of New York.

That the said committee be instructed to inquire into the expediency of applying to the legislature for such an alteration of the law as will permit the monies referred to to be applied to the support of a high school or college, for the benefit of pupils who have been educated in the public schools of the city and county.⁷

Mr. Harris was appointed a member of this committee.

On January 20, 1847, the majority and minority reports of the committee were submitted to the board. The majority

³Bourne, W. O. *History of the Public-School Society*, pp. 107, 645-646. The society was probably influenced by the example of the New York High School for Boys, a private fee school which had been founded by John Griscom and opened in 1826. It became one of the best known among the early high schools in this country.

⁴*Ibid.*, pp. 114, 116, 649. This appeal is reprinted, pp. 110-118. Reference was made to the examples furnished by the Edinburgh and Boston High Schools.

⁵*Ibid.*, pp. 650-651.

⁶Cosenza, *op. cit.*, pp. 7, 10. In this book Doctor Cosenza has embodied the results of an exhaustive study of the sources bearing on the establishment of the free academy, and has reprinted the greater part of his source material. His book, therefore, is not only a history but a source book, and as such is invaluable to students of the origin of this institution.

For biography of Townshend Harris see *National Cyclopaedia of American Biography*, V, 493; *Encyclopedia Americana*, XIII, 725.

⁷Report of the Select Committee, Jan. 20, 1847, p. 1. The literature fund was a sum of money set aside by the legislature, the income from which was distributed among the academies in the State.

report, which was presented by Mr. Harris, summarizes so well the principal reasons urged for the establishment of a free academy that it deserves a somewhat extended examination. It pointed out that the money received by the city from the literature fund was distributed to four institutions: The Grammar School of Columbia College, the Grammar School of the University of the City of New York,^a the New York Institution for the Deaf and Dumb, and Rutgers' Female Institute. It claimed that the latter two institutions had no right under the law to this money, and that, since the first two were private institutions charging high fees, the money they received from the State was being used for the benefit of "that portion of our community who neither need nor seek for public assistance." The report proceeds:

The committee add a list of some of the branches of education which are not taught in either of the two grammar schools which draw from the public funds.

Electricity, Civil Engineering, Analytic Geometry, Hydrostatics, Levelling, Mechanics, Navigation, Nautical Astronomy, Optics, Surveying, Agricultural Chemistry, Geology, Mineralogy, Natural History, Constitutional and Governmental Law, Political Economy, and the Principles of Teaching.

The perusal of this list will show that many of the branches most important to a manufacturing, agricultural, and commercial people, are entirely neglected in these schools.

From the foregoing facts, your committee come to the conclusion, that the fund is not so disposed of as to give "the greatest good to the greatest number"; and they are of opinion that this sum, if discreetly expended, would give gratuitous instruction in the higher branches of learning to many of our most promising youths, who under our present system of high charges, must remain in ignorance. * * *

The Committee have now to consider the last and more important part of the duty, with which they were charged by the Board, to wit: The establishment of a Free High School or College. * * *

The whole number of students in the two Colleges [at that time existing in the city] as shown by the last Report was 245.

The Committee are unable to state precisely, what is the cost to each student attending the Colleges, but presume it will not vary much from \$125 per annum, including books, etc.

Your Committee confess their mortification in declaring the fact that in this great and wealthy city, the commercial metropolis of the New World, only two hundred and forty-five of the youth of the city are found in our College Halls. This truth would induce the stranger to suppose that we despised education, and made the acquisition of

^a Now known as New York University.

money our only study. But the liberal amount of money annually expended in our city for the support of primary schools, their number and excellence, with the throng of pupils that fill them, prove that education is not undervalued by us; and if only the small number of two hundred and forty-five is to be found pursuing the higher branches, it does not arise from any want of regard for those studies among our citizens. * * *

Our sister cities all outstrip us in this cause. Boston, Albany, Philadelphia, and Baltimore, all have their High Schools; and the numerous individuals instructed in these Institutions, who have a high standing among our literati, and in the councils of the nation prove that these Seminaries do produce élèves that can compete with the alumni of our colleges.

In the German colleges, the pupils are not numbered by scores, but by hundreds and thousands, and the experiences of that country prove that three things always concur, to wit: cheapness of instruction, numbers taught, and a high standard of education.

It is believed by your Committee, that such improvements in the mode of instruction may be introduced, that, while a higher standard of education is attained, will both reduce the cost of tuition and save that most valuable of all things—time; and that such an institution as that alluded to in the resolution creating the Committee can be established at small cost, and to the great advantage of our community.

The establishment of the proposed institution would no doubt exercise a beneficial influence on our Public Schools. Admission into it would be a high prize, for which each scholar would contend, and thus in the strife to obtain mental superiority, all would be improved.

In view of the facts heretofore noted, it is evident that from various causes, the majority of our citizens can not give their children any education beyond that which they receive in the Public Schools, and your Committee would therefore recommend that the Board should take the necessary steps to establish a *Free College or Academy*, for the benefit of pupils who have been taught in the Public Schools of this city.

Your Committee will not at present enter into the details of the proposed Institution, but will briefly remark, that their design is to offer the idea of a College, which, while it shall be in no way inferior to any of our Colleges in character, amount, or value of the information given to the pupils; the course of study to be pursued will have more special reference to the active duties of operative life, rather than those more particularly regarded as necessary for the Pulpit, Bar, or the Medical profession. Another important feature in the proposed plan is that the laboring class of our fellow-citizens may have the opportunity of giving to their children an education that will more effectually fit them for the various departments of labor and toil, by which they will earn their bread. Such an Institution, where Chemistry, Mechanics, Architecture, Agriculture, Navigation, physical as well as moral or mental Science, etc., etc., are thoroughly and

practically taught, would soon raise up a class of mechanics and artists, well skilled in their several pursuits, and eminently qualified to infuse into their fellow-workmen a spirit that would add dignity to labor—a spirit congenial with the character of our Republican institutions, while at the same time the diffusion of correct knowledge among the working class of our population would make them better acquainted with their inestimable value. * * *

If the wealthy part of the community seek instruction to enlarge the minds of their children, why should not an opportunity be given to the sons of toil to give the same advantages to their children? and why should the intellectual enjoyments, which the former seek as a "great good" for their children, be denied to those of the latter?

The committee closed its report by recommending that a committee of three be appointed to draft a memorial to the legislature, praying:

1st. That the Legislature will be pleased to pass a law directing the Regents of the University to pay over to the Board of Education such amount of the Literature Fund as may be apportioned by them to the Third, Fourth, Fifth, and Sixth Senate Districts of the State [constituting the City of New York] such money to be applied to the support of a Free College or Academy for the instruction of students who have been pupils in the Public Schools of the said city.

2nd. That the Legislature will further authorize the Board of Education in said city to call on the Supervisors from time to time, to raise by tax such sums as may be required for the erecting, furnishing and fitting up of said College or Academy and supporting the same—such sum to be notified to, and raised by the said Supervisors, in the same manner and under the same heading of taxation that the monies for the support of Common Schools in said city are now raised.

3rd. That the government of said College or Academy shall be with the Board of Education of the City and County of New York, with power to enact such rules and by-laws as are not inconsistent with the Constitution and Laws of the State of New York.

4th. That the title of all real property purchased for said College or Academy to vest in the Corporation of the City of New York, and the title of all personal property in the Board of Education.*

At the same meeting, James G. King, jr., presented a minority report in which he opposed any application by the board in regard to the literature fund on the grounds that that fund was established to aid incorporated academies, while the board of education was established for the management of common schools in the city, an entirely different

* Ibid., passim.

type of educational institution. The board should not interfere in a matter entirely outside its province. Moreover, it would be inadvisable for the income from the literature fund to be given to one institution; rather it should be divided among all the academies in the city, and in this way a healthy spirit of emulation induced among them.¹⁰

Both reports were ordered printed and made the special order of business for the next regular meeting of the board on February 10, 1847. At that meeting, the majority report, which was defended principally by Mr. Harris, was accepted and the resolutions which it recommended were adopted with only minor changes and by an almost unanimous vote.¹¹

A committee consisting of Mr. Harris and two others was appointed to draft and forward the memorial to the legislature. On February 23 the memorial was presented to the Senate.¹² This memorial apparently has not been preserved,¹³ but extensive quotations were made from it in the report of the executive committee of the board of education, May 3, 1848. From these quotations we can get a clear notion of the reasons urged by the memorialists in favor of the desired legislation. After showing that the grammar schools at Columbia and at New York University were so expensive as to close their doors to the great mass of the children of the city and that Rutgers's Institute was a corporation for gain, the memorial proceeded.

It is an impressive fact that these institutions subjected annually to these heavy expenditures, and located in the largest city of the Union, are educating only the small number of students above named, 245. It strongly indicates that however strongly knowledge may be valued, and however ardent may be their desire to acquire it, but an extremely small number of the youth of this city seek it in either of these institutions. If they acquire that knowledge which collegiate institutions were designed to confer, they acquire it elsewhere or by other aids.

It can not be denied that the unavoidable expense of a regular course of education in either of these colleges is greater than can be borne by the heads of families in this city, whose business occupies the great mass of the people.

¹⁰ Report of Mr. King from the Committee on the Literature Fund, *passim*.

¹¹ Report of the Executive Committee for the Care, Government, and Management of the Free Academy, May 3, 1848, p. 4.

¹² Cosenza, *op. cit.*, p. 89.

¹³ At least Cosenza was not able to find it after an extended search.

If the number of highly educated men can, with a trivial addition to the public expense, be greatly multiplied; if these benefits can be rendered accessible to the great mass of young men who can not now indulge the hope of enjoying them at all; if pecuniary inability to defray the present expenses of a collegiate education can cease to be a barrier to the acquisition of it, it is but reasonable to expect that in a brief period the number liberally educated in this city will be increased at least fourfold.

One of the important objects designed to be secured by establishing a Free Academy is to bring the advantages of the best education that any school in our country can give within the reach of all the children in the city whose genius, capacity, and desire of attainments are such as to render it reasonably certain that they may be made, and by such means would become eminently useful to society.

The permanency of our free institutions, the future state of society, the extent to which the laws of the country will be regarded and social quiet and order preserved, depend essentially upon the virtue and intelligence of the people.

It is believed that a liberal education of the largest practicable number of the young men who may propose to seek the means of subsistence in agriculture, mechanical, or other productive occupations, would exercise a genial influence upon all the varied relations of social and political life; that such an education would not tend to dissatisfy them with such pursuits. * * * That such a result would remove the foolish prejudice which now induces thousands to abandon the honest and healthy pursuits of their fathers, in order to establish themselves in professions and mercantile pursuits which are already crowded to excess, and in which the public rather needs an increase of practical ability than of numbers; that such a change would overturn the erroneous opinion so prevalent among, and fatal to, many young men at the present day, that some occupations are more honorable than others, and for that reason more desirable.

One object of the proposed Free Institution is, to create an additional interest in, and more completely popularize the common Schools. It is believed that they will be regarded with additional favor, and attended with increased satisfaction, when the pupils and their parents feel that the children who have received their primary education in these schools, can be admitted to all the benefits and advantages furnished by the best endowed college in the State, without any expense whatever. It is believed that such an institution as the proposed Free Academy is to be in addition to the great benefits it will confer by annually graduating a large number of highly educated young men, destined to pursue some of all the various pursuits of life, would stimulate tens of thousands who might never enter this academy, to greater advances while in the common schools. The certainty to a young man of good abilities, and desirous of making large acquisitions in knowledge of having the opportunity of gaining as extensive an education as can be acquired in any institution in the

State, if his parents can only furnish him the means to subsist at home, is in the highest degree cheering. while the certainty that the limited earnings of his parents will preclude him, in the existing state of things, from having any such advantages, tends to repress all such generous aspirations, paralyze effort, and prevent the full development of his ability to become extensively useful to the class in which his lot may be cast, or to society at large.¹⁴

It will be noted that the arguments presented in the memorial were substantially the same as those in the majority report of the select committee, adopted by the board of education on February 10. This is not at all surprising when we recall that Townshend Harris was the leading spirit of both committees, and in all probability the author of both the committee report and the memorial.

Along with its memorial the committee presented the draft of a proposed bill, which, after various vicissitudes was passed by both houses and signed by the governor on May 7, 1847. This law authorized the board of education for the city and county of New York "to establish a free academy in the city of New York, whenever the said board of education at any regular meeting thereof shall by resolution declare it expedient to do so, for the purpose of extending the benefits of education gratuitously to persons who have been pupils in the common schools in the said city and county of New York." The academy was to be under the control of the board of education, which was to appoint from its own membership an executive committee to have immediate charge of the institution. The board was to purchase a site (in case a suitable one was not furnished by the common council of the city) and erect a suitable building or buildings. The board of supervisors of the city was to raise by taxation the money necessary for the establishment and maintenance of the institution. In all these matters the law followed closely the bill drawn up by the committee of the board of education; it differed in one or two important particulars. Instead of receiving all the income from the literature fund apportioned to New York City, the Free Academy, like the other academies in the city, was to receive its "ratable portion" of this money. The money which the board of supervisors was required on the

¹⁴ Report of the Executive Committee of the Board of Education, May 3, 1848, pp. 4-8.

requisition of the board of education to raise for the building was limited to \$50,000, and that for annual maintenance to \$20,000. The board of supervisors might, in its discretion, raise a larger amount.¹⁵ Most important of all, the law was not to go into effect unless approved by a majority of the voters of the city at the next school election (June, 1847.)¹⁶

From the time of the first proposal of the free academy the newspapers of the city and their correspondents had been carrying on an active campaign for and against the proposed institution. Now that the issue had been placed squarely before the voters, this newspaper activity was redoubled in the form both of editorials and of letters to the various papers. In general the arguments in favor of the establishment of the academy were the same as those adduced in the report of the select committee and in the memorial to the legislature.¹⁷ The chief arguments in opposition were: (1) That the establishment of the institution would increase the already heavy tax burden, (2) that it would undermine existing colleges, (3) that it would tax the poor for the education of those in at least comfortable circumstances, (4) that education beyond the common schools should be left to voluntary effort, (5) that the law was too indefinite as to the character of the proposed institution, leaving too much to the discretion of the board of education.¹⁸

At the election on June 7, 1847, the law establishing the academy was approved by the overwhelming vote of 19,305 to 3,409, every ward in the city having a majority in its favor.¹⁹ At the next meeting, the newly elected board of education resolved that it was expedient to establish a free academy, chose an executive committee, and directed it to prepare plans for the necessary buildings.²⁰

¹⁵ In the original bill the board of supervisors was required to raise any amount required by the board of education.

¹⁶ Laws of New York, 1847, chap. 206.

¹⁷ These are summarized *infra*, p. 46.

¹⁸ For reprints of these letters and editorials see Cosenza, *op. cit.*, Chaps. VI, VIII, XI, XII, and XIII. In this campaign the Democratic Party of the city was quite active in support of the academy, while many of the Whigs opposed it. *Ibid.*, Chap. XIII and *passim*.

¹⁹ Cosenza, *op. cit.*, p. 203.

²⁰ *Ibid.*, pp. 222-223. Mr. Harris was appointed a member of the executive committee.

Before proceeding with the account of the actual opening of the academy certain remarks are pertinent. In the first place, Townshend Harris is justly regarded as the father of the institution. He was president of the board of education, introduced the resolution calling for the appointment of the committee of inquiry, was a member of this committee, presented, defended, and probably wrote the majority report; served on the committee to memorialize the legislature; took an active part in the newspaper controversy concerning the advisability of establishing such an institution, and served on the first executive committee for its care, management, and government.²¹

In the second place, it may be noted that the principal reason urged in favor of the establishment of the academy was that it would popularize higher education by providing an institution where it would be given gratuitously and thus be brought within the reach of thousands who would otherwise be unable to obtain it. It was believed that by so doing social welfare would be enhanced through the raising of the general level of the intelligence of the masses and that harmful class distinctions would tend to be obliterated. It was also believed that this would increase very greatly the prestige of the public schools and would be an effective means of stimulating their students to greater effort.²²

In the third place, the institution was intended to perform the functions of both secondary school and college. It was to open to students of merit from the common schools of the city, but was to be "in no way inferior to any of our colleges in the character, amount, or value of the information given to the pupils." The names proposed for the new institution are instructive. Mr. Harris's original resolution referred to it as a "high school or college"; the majority report of the select committee called it a "free college or academy"; the memorial to the legislature and the law authorizing its establishment called it the "free academy." It is altogether probable, as Cosenza thinks, that this change in the title of the institution was due to the fact that the new constitution of the State, adopted November 3, 1846—between the date of the original resolution and the report of the select commit-

²¹ Cosenza, *op. cit.*, *passim*.

²² It must be borne in mind that the institution was to be open only to those who had been students in the common schools of the city.

tee—provided that the income from the literature fund should be applied only to the support of academies.²³

In the fourth place, the founders intended that the institution should be not merely another liberal arts college of the traditional type, but while “in no way inferior to any of our colleges in the character, amount, or value of the information given to the pupils, the course of study to be pursued will have more especial reference to the active duties of operative life, rather than those more particularly regarded as necessary for the pulpit, bar, or the medical profession.” The list of subjects which the select committee named as not taught in the existing schools²⁴ also shows the practical character of the institution as projected by the founders. They believed that such a type of education would tend to dignify the work of those engaged in the mechanical arts and to promote “a spirit congenial with our republican institutions.”²⁵

In the fifth place, the founders were evidently influenced by the high-school movement, which was getting well under way by this time. As above noted, the original resolution calling for the appointment of a select committee, referred to the institution as a “high school or college.” The report of this committee specifically referred to the high schools in Boston, Albany, Philadelphia, and Baltimore as examples that New York should emulate.²⁶

Lastly, the institution was to be for boys only. In 1849 a select committee reported to the board of education strongly favoring the establishment of a “Female Free Academy” but nothing was accomplished for many years.²⁷

THE ORGANIZATION AND GROWTH OF THE FREE ACADEMY

The executive committee of the board of education took up its work with vigor. A site was selected at the southeast

²³ Cosenza, *op. cit.*, p. 49. Randall, S. S. *History of the Common School System of the State of New York*, p. 231. It must be remembered also that at this time secondary and collegiate education were less clearly differentiated than they afterwards became.

²⁴ *Supra*, p. 39.

²⁵ The movement which got under way in the fifties and which resulted in the passage of the Morrill Act of 1862 and the establishment of the land-grant colleges had much in common with the motives actuating the founders of the free academy. See James, E. J. *The Origin of the Land Grant Act of 1862*, *passim*.

²⁶ The arguments adduced in favor of the free academy were much the same as those used elsewhere in favor of the establishment of high schools. Like the free academy, the early high schools were designed to give a more practical type of education than that provided by existing secondary schools.

²⁷ Palmer, A. E. *The New York Public School*, p. 159.

corner of Lexington Avenue and Twenty-third Street, containing 15 city lots. The building was started in November, 1847, and was completed the following year.²⁸

Since the institution was new and in the nature of an experiment the executive committee and the board of education moved with great caution in organizing the work. They did not attempt to outline a complete course of study or employ a full faculty, "determining to wait until experience and observation should suggest the best means of making the institution, by one harmonious system of machinery, perform the functions of the high school, the academy, the polytechnic school, and the college."²⁹ Merely the studies needed at the outset—"the basic sciences and languages"—were prescribed. A faculty was employed consisting of the following: (1) Principal and professor of mathematics and natural philosophy, (2) assistant professor of mathematics and natural philosophy, (3) professor of history and belles-lettres, (4) professor of Latin and Greek language and literature, (5) professor of French, (6) professor of Spanish. Dr. Horace Webster, a graduate of West Point, was elected principal, which position he was to fill with distinction until 1869.³⁰

A class of 143 students having been admitted by examination, instruction began on January 15, 1849.³¹ The institution met with immediate public favor; by September, 1851, the enrollment had increased to 383, and by September, 1853, to 433.³²

The value attached to the academy by the people of the city is shown in a most striking way by its influence on the public schools. We have noted that one of the objects of the founders was to increase the prestige of the public-school system by including as a part of it an institution which would make available to its pupils the highest grade of education. In realizing this aim the academy was immediately and notably successful.

The anticipated influence of the new institution was fully realized. Thousands who had hitherto held aloof from all public schools now

²⁸ Sherwood, Sidney. *The University of the State of New York*, p. 90.

²⁹ Report of the Executive Committee, Oct. 18, 1848, p. 4.

³⁰ *Ibid.*, pp. 5, 9, 14-16. The professors of French and Spanish were part-time teachers.

³¹ Sherwood, *op. cit.*, p. 91.

³² First Annual Report of the Faculty, p. 2; Annual Catalogue, 1853, p. 23.

sent their children, and, in consequence, took direct and active interest in school affairs and in the selection of proper parties for their management. It was soon seen that much more school accommodation would be necessary. Accordingly, in 1849, three additional school buildings were opened.²²

E. C. Benedict, president of the board of education, in an address at the first anniversary of the opening of the academy, said: "This influence upon the schools is worth more than all the Free Academy costs."²⁴

During the first two or three years the course of study remained rather indefinite, but by 1852 it was felt that the time had come for it to be more definitely marked out. A complete course of study, accordingly, was "on the joint recommendation of the instructors and the executive committee, adopted by the board of education, always keeping in view those objects of the institution, which the board, in its early action, wisely considered the most important and peculiar."²⁵ To obtain admission the student had to be a resident of the city and at least 13 years of age; must have attended the common schools of the city at least 18 months; and was required to pass an examination in spelling, reading, writing, English grammar, geography, arithmetic, elementary bookkeeping, history of the United States, and algebra as far as simple equations, inclusive.²⁶

The course of study covered five years—a preparatory or introductory year and four college years. No electives were provided except that a student was allowed a choice between Latin and Greek on the one hand and modern languages on the other, and that students who did not wish to pursue a full course might elect any studies that suited their needs. In the preparatory year the subjects included: Algebra, moral philosophy, Constitution of the United States, drawing, natural history, Latin or French, oratory and English composition, geometry, physiology, anatomy, and hygiene, chemistry, rhetoric, and principles of the English language. The course for the remaining four years included: Geometry, surveying, navigation, Latin, Greek (or French and German and Spanish), analytical, plane, and spherical trig-

²² Boese, Thomas. *Public Education in the City of New York*, p. 70.

²⁴ An address delivered at the first anniversary of the Free Academy, p. 8.

²⁵ Annual Report of Board of Education, Jan. 1, 1853, p. 5.

²⁶ *Ibid.*, p. 7.

onometry, history, drawing, English etymology and philology, oratory and English composition, mensuration of planes and solids, moral philosophy, Greek and Roman antiquities, descriptive geometry, analytical geometry, shades, shadows, and perspective, differential and integral calculus, philosophy of rhetoric, intellectual philosophy, English synonyms, natural philosophy, ancient and modern geography, history and sources of the English language, logic, ancient literature, modern literature, English literature, astronomy, forensic discussions, history of philosophy, machinery and inventions, civil engineering, chemistry and physics, natural and revealed religion, law of nations, commercial law, political economy, and statistics.³⁷

It will be seen that while the academy made the typical college course of the time the basis for its work, it added numerous "modern" and more or less "practical" subjects. In this respect it was ahead of the colleges of the day and was doing something, at least, "to educate the pupils practically, and particularly qualify them to apply their learning to advance and perfect the operations of the various trades and occupations in which they might engage, and also to furnish peculiar facilities for instruction of the highest order in various branches of knowledge omitted altogether or not practically taught in our colleges."³⁸

It was believed that "The full course of studies are quite equal in their character, variety, and extent, and in some respects superior to those of the colleges of this State" and that the rigid requirements for admission and the one year of preparatory training "made the student enter the freshman year with better preparation than the admission requirements to the 4-year colleges."³⁹

The school was doing work of college grade, and by 1854 it had formed a class of "resident graduates."⁴⁰ Many of the students took only partial courses, but it was felt that to those who completed the full course of study the institution ought to be able to offer the same rewards as did the colleges; that is, academic degrees.⁴¹ Accordingly, on the recom-

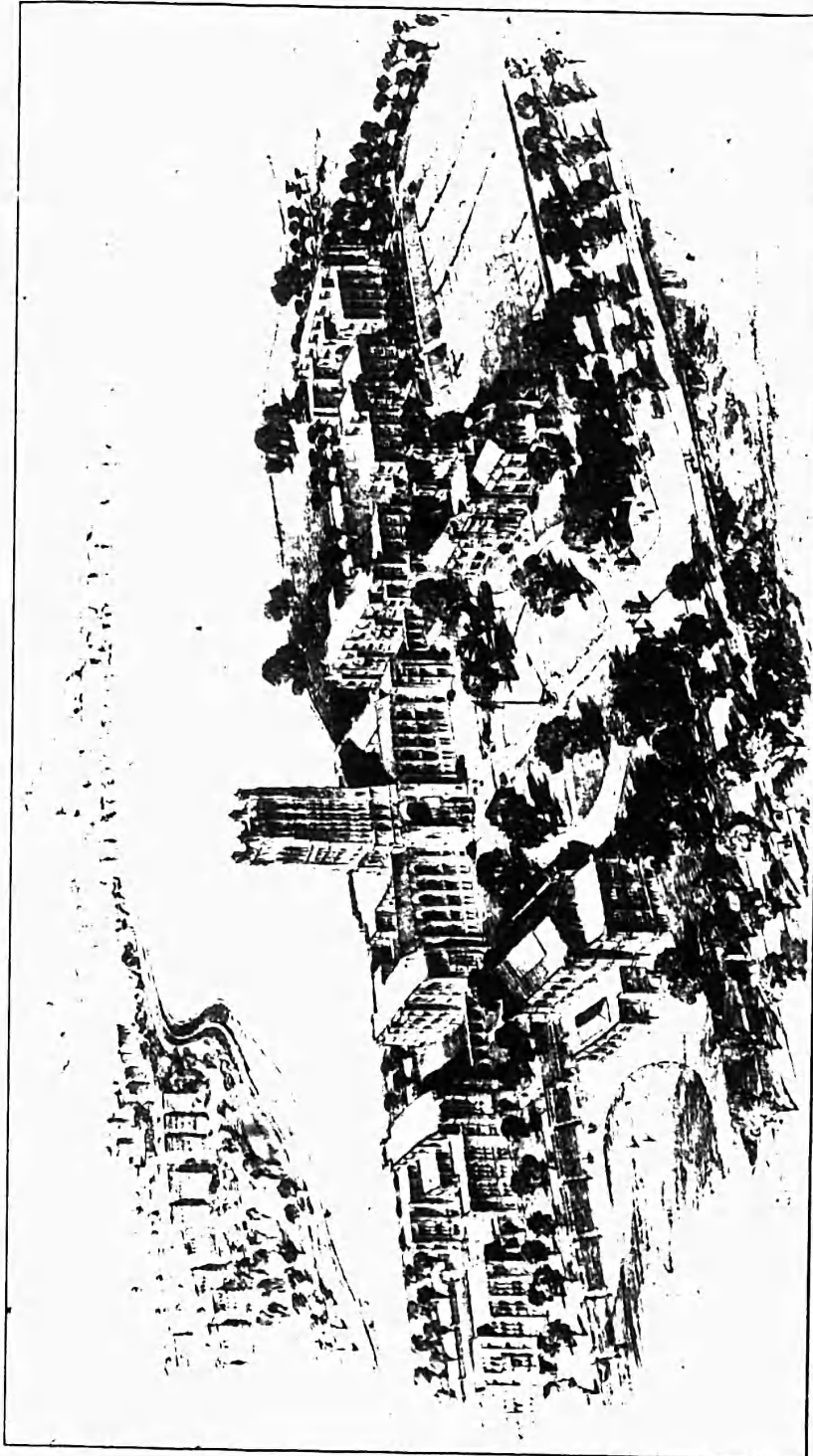
³⁷ Annual Report of the Board of Education, 1853, pp. 10-12.

³⁸ Ibid., p. 6.

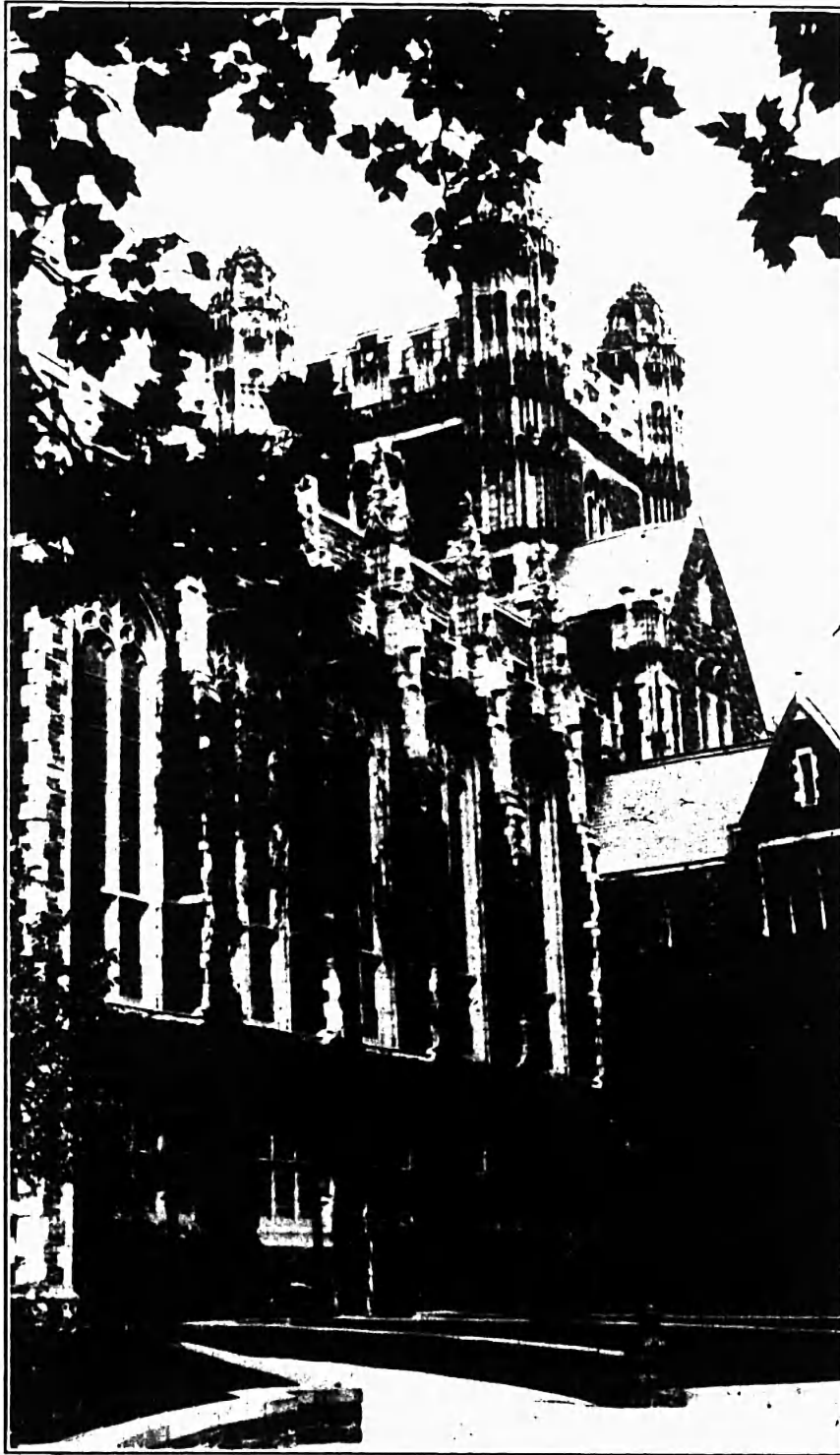
³⁹ Annual Report of the Board of Education, Jan. 1, 1853, pp. 5, 7.

⁴⁰ Annual Report of the Faculty, 1854, pp. 14-15.

⁴¹ Annual Report of the Faculty, July 26, 1853, p. 14; Annual Report of the Board of Education, Jan. 1, 1853, p. 7.



BIRD'S-EYE VIEW. HUNTER COLLEGE OF THE CITY OF NEW YORK



MAIN BUILDING COLLEGE OF THE CITY OF NEW YORK

mentation of the faculty and the board of education, the legislature in 1854 granted the right to confer the usual degrees and diplomas in the liberal arts.⁴² Following this, the academy offered the degree of bachelor of arts for completion of its course with Latin and Greek, and the degree of bachelor of science for the course with modern languages.

In one respect, however, the status of the school was still unsatisfactory. It was doing work of college grade and was conferring the usual academic degrees, but it had the name only of an academy. The consequence was that as many of the graduates left the city to live in places where the institution was known by name only they found the impression prevailing that they had not received a college education. Moreover, from year to year, an increasing number of students left to attend other schools in order that they might graduate from institutions having the name of college.⁴³ Accordingly, on March 30, 1866, the legislature, at the request of the board of education, rechartered the institution as a separate and distinct body corporate, to be known as The College of the City of New York. The members of the board of education were made ex officio trustees of the college.⁴⁴

THE COLLEGE OF THE CITY OF NEW YORK
FROM 1866 TO 1902

The change in name and status of the institution, of course, increased its prestige. By 1870, with full college status, a student body of 807, and a teaching staff of 28, it may be said to have struck its stride. It had not, however, fulfilled completely the aims of its founders, which included giving college courses especially adapted to the practical needs of those who were not entering the learned professions. It still gave but two courses leading respectively to the A. B. and B. S. degrees, and these differed from each other only in that one required the ancient, the other the

⁴² Laws of New York, 1854, chap. 267.

⁴³ Annual Register, 1869-70, p. 12.

⁴⁴ Laws of New York, 1866, chap. 264. In 1872 the president of the college was made ex officio a member of the board of trustees. *Ibid.*, 1872, chap. 63.
The institution was usually called for short "City College."

modern languages.⁴⁵ Students who did not wish to complete the entire course were permitted to take such subjects as they needed. But no other provision was made for the needs of students who might desire something different from the regular college course, and there were no electives.

There had been, from time to time, demands for more practical instruction. In 1850 Horace Greeley attacked the institution on the ground, among others, that too much attention was devoted to the dead languages, to the neglect of more practical studies.⁴⁶ The faculty in its annual report of 1855, by their opposition, testified to the strength of the demand for a broader scope of studies.

While the want of adequate extension is felt, not only in the case of these studies (composition and oratory) but, in a greater or less degree, with regard to most of the departments of the academy, the faculty would respectfully but earnestly deprecate the introduction of branches of learning other than those already taught there. They would consider such a measure wholly impracticable without a large additional body of instructors, who might be far better employed in carrying out that symmetrical plan of intellectual training which all experience pronounces to be the best, and in general accordance with which the institution is organized.⁴⁷

In 1869 a determined effort had gotten under way to eliminate the classics from the course of study, which was strongly and successfully opposed by Richard L. Larremore, president of the board of trustees, and by William Wood, a member of the board.⁴⁸

By 1870, however, the demand for more practical courses of study was becoming too strong to be resisted, and it resulted not in the abandonment of the traditional but in the introduction of new subjects. In 1870 a commercial course of one year was introduced for those who could spend only

⁴⁵ During the later years of the century these courses became more clearly differentiated.

⁴⁶ Annual Report of the Executive Committee, 1850, pp. 30-31.

⁴⁷ Annual Report of the Faculty, 1855, pp. 15-16. This is, of course, by no means the first time that an institution projected on unconventional lines has felt the force of conservative tendencies among its faculty and trustees. Benjamin Franklin found to his chagrin that the academy he had founded to provide a more practical training than that offered in the existing schools tended to neglect the "English" studies in favor of the classical. Cf. Brown, E. E. Making of our Middle Schools, pp. 187-190. This seems to have been true to a considerable extent of the academies in America. Ibid., p. 231.

⁴⁸ Remarks of Richard L. Larremore, President of the Board of Trustees of the College of the City of New York upon the proposed Change in the Course of Studies Therein, *passim*; Autobiography of William Wood, II, 439.

that length of time in study.⁴⁹ In 1874-75 a post-graduate course in civil engineering was established.⁵⁰

In 1876 Prof. Alfred G. Compton, of the department of applied mathematics, visited the Centennial Exposition at Philadelphia and as a result became convinced of the value of manual training and its suitability as a branch of college education. On his return to the college he began to make converts to his theory among the faculty and trustees, notwithstanding strong opposition.⁵¹

In 1882 the trustees appropriated \$8,000 for establishing a practical workshop and chemical laboratory. In 1883 instruction in mechanical arts and workshop practice was provided, covering 6 hours weekly for 2 years, and the following year the 1-year commercial course was superseded by a 3-year mechanical course, parallel to the first three years of the classical and scientific courses.⁵² The course was designed as a preparation for a career in the mechanical occupations.

The object of the entire course is to furnish the student with such manual skill and such a general knowledge of the tools and methods of working in the arts in which wood and metal are employed as will give him an intelligent comprehension of any mechanical operation or device, and enable him with proper study and practice to master any handcraft or mechanical profession to which his attention may be directed in after life.⁵³

In 1889 this mechanical course was replaced by a 5-year "scientific course with mechanics," leading to the degree of bachelor of science.

In 1887-88 professional work in education was offered for the first time in form of lectures on the theory of pedagogics by the professor of philosophy and on the practice of pedagogics by the professor of English.⁵⁴ During the late nineties and early nineteen hundreds these lectures were expanded into a department of education giving courses suffi-

⁴⁹ Annual Register, 1871-72, p. 29. This course was discontinued in 1885.

⁵⁰ This course was practically abolished in 1778, when Professor Compton asked for and obtained leave to offer it after regular class hours. It was definitely discontinued in 1895. Annual Register, 1875-76, pp. 13, 25; *Ibid.*, 1878-79, p. 27; *Ibid.*, 1895-96, *passim*; Fox, William, "Manual Training in the City College," *City College Quarterly*, 1: 36, March, 1904.

⁵¹ Fox, *op. cit.*, p. 35.

⁵² *Ibid.*, p. 38; Annual Register, 1883-84, p. 11.

⁵³ Annual Register, 1884-85, p. 28. The shop instruction was open to students of the mechanical course and as an elective to the scientific and classical students. Those who completed the mechanical course were permitted to enter, by examination, the junior year of the scientific course. *Ibid.*, 1887-88, p. 13.

⁵⁴ Annual Register, 1887-88, p. 18.

cient to qualify the student for the certificate issued by the New York State Department of Education.⁵⁵

During this period also the length of the course was increased. It will be recalled that since 1852 the institution had given a 5-year course which covered both secondary and college work. In the early days of the institution, when there were no high schools in the city and when throughout the country secondary and higher education were not sharply differentiated this arrangement proved quite satisfactory. The City College, moreover, required from its students a weekly schedule of from 20 to 24 hours' work, and thus could justly claim that its graduates had completed a much greater amount of work than that ordinarily accomplished in the same length of time. It was on the basis of this heavier required schedule that the degrees of the college were recognized by the regents of the University of the State of New York.

In the late nineties 4-year high schools were established in the city by the board of education, and since the college and the high schools each took students at the close of the elementary school course, they came into competition with each other. Throughout the country, moreover, colleges were being sharply separated from the secondary schools and were requiring high-school graduation or its equivalent for admission. Finally the New York State Board of Regents warned the college authorities that unless the course was extended they would refuse to recognize its degrees. They agreed, however, that the heavier work required by the college made a 7-year course—3 preparatory and 4 collegiate years—sufficient. Beginning in 1900 the change from a 1-year to a 3-year preparatory course was gradually made; by 1901 the full course was in operation.⁵⁶

While the work of the institution was thus being broadened and extended other important changes were taking place. In 1882 the college, which up to that time had been open only to those who had been students for a specified

⁵⁵ Annual Register, 1897-98, p. 33; 1901-2, p. 31; 1906-7, pp. 60-61.

⁵⁶ The City College, pp. 40-43; Palmer, op. cit., p. 323; Annual Register, 1901-2, p. 12. Cf. University of the State of New York, Secretary's Report, 1900, p. 48; Twentieth Annual Report of the Education Department, p. 512. This is the course that is in existence to-day, although the college has long since ceased to receive more than a small fraction of its students from its own preparatory department. The great mass now come from the city high schools.

time (at first 18 months, later reduced to 12) in the public schools of the city, was by action of the legislature opened to all male residents of the city who could pass the entrance examinations.⁵⁷ The broadening in the scope of the work and the opening of the college to all male residents of the city were doubtless important factors in bringing about the increased enrollment, which rose to 1,876 in 1902.

The expansion of the work and the increase in enrollment necessitated an increased revenue and an enlarged plant. Comparatively early in the history of the college it became evident that the original building would be inadequate for its needs, and the question of obtaining a new site came to the front.⁵⁸ In 1866, about two weeks after the enactment of the law which transformed the Free Academy into the City College, another act was passed directing the trustees to select a suitable site upon lands of the city north of Fortieth Street for a future campus.⁵⁹ In accordance with this act the trustees selected the site of the present Seventh Regiment Armory, but it was disapproved by the commissioners of the sinking fund on the ground that it was too small. As the original building became more and more inadequate, the associate alumni of the college in 1892 addressed a letter to the trustees directing their attention to the pressing need of a more spacious site and suitable buildings. At the request of the latter body another law was secured in 1895, authorizing the purchase or condemnation of land at a cost not to exceed \$600,000 (increased to \$800,000 in 1897) and the erection of buildings at a cost not exceeding \$575,000, or such larger sum as might be approved by the board of estimate and apportionment of the city, for the future home of the college. The money required was to be raised by bond issues.⁶⁰ The result of this legislation was the erection of the new buildings on Washington Heights, which have since formed the main plant of the college.

The same law of 1866 which authorized the selection of a new site increased to \$125,000 the maximum amount which

⁵⁷ Laws of New York, 1882, chap. 143.

⁵⁸ Annual Report of Faculty, 1853, p. 10.

⁵⁹ Laws, 1866, chap. 637.

⁶⁰ Laws, 1895, chap. 168. Amended and supplemented by the following laws: 1896, chaps. 608 and 614; 1896, chap. 433; 1901, chap. 578; 1902, chap. 464.

the trustees might annually certify to the board of supervisors as necessary to meet the running expenses of the college, and which the latter were required to raise by taxation.⁶¹ In 1872 this maximum sum that might be so required was increased to \$150,000.⁶² Under this law the income received from the city increased from \$150,000 in 1872 to \$259,681 in 1902.⁶³

There were also important changes in the administrative control of the college during this period. Up to 1897 the city of New York included only Manhattan Island, and the college, of course, was open only to residents of that territory. In May, 1897, the Greater New York charter became effective. It united with Manhattan the boroughs of the Bronx, Queens, Brooklyn, and Richmond to form the greater city of New York, and the college became the possession of the greater city, open to all its inhabitants. The members of the board of education of the greater city were made *ex officio* the members of the board of trustees of the college.⁶⁴

The members of this board, however, found that their duties with regard to the public schools were so arduous that they were not able to give the college the attention it required. At their request a law was passed, effective July 1, 1900, providing for a separate board of trustees for the college. From that date until the board of higher education took charge in 1929 the board consisted of 9 residents of the city appointed by the mayor for 9-year terms, one term expiring each year, and of the president of the board of education, *ex officio*.⁶⁵

During nearly the whole period the presidency of the college was occupied by Gen. Alexander Stewart Webb, who in 1869 succeeded President Webster. Like the predecessor, President Webb was a graduate of West Point, and continued to emphasize the ideals of high standards and strict discipline which are traditional at that famous institution.

⁶¹ Laws, 1866, chap. 637. The board of supervisors were not prohibited from raising a larger sum.

⁶² Laws, 1872, chap. 471.

⁶³ Reports of Commissioner of Education.

⁶⁴ Greater New York charter, being Laws, 1897, chap. 378.

⁶⁵ Laws, 1900, chap. 757.



NEW SCHOOL OF BUSINESS COLLEGE OF THE CITY OF NEW YORK

34-1

THE COLLEGE OF THE CITY OF NEW YORK
SINCE 1903

President Webb died in 1902, and in 1903 Dr. John Huston Finley, professor of politics at Princeton, became president. He served until 1913, when he resigned to accept the position of State commissioner of education. He was succeeded in 1914 by Dr. Sidney Edward Mezes, president of the University of Texas. In 1927 President Mezes was succeeded by Dr. Frederick B. Robinson, who had been for many years a prominent member of the faculty. Under the administration of these men the work of the college has expanded in many directions until, among municipal universities, it is second only to the University of Cincinnati in the scope of the work offered and is by far the largest of all in enrollment. The administration of President Finley may, therefore, be taken as marking the beginning of the fourth epoch in the history of the institution.

The first event of outstanding importance in this period was the completion and the occupation of the new buildings on Washington Heights which had been authorized by the law of 1895, and which were occupied in September, 1907.⁶⁶ Since that time these buildings have formed the principal seat of the college and without them the great expansion of the following years could not have taken place.

The expansion of the work of the college began with the inauguration of extension courses for teachers. In 1908, at the suggestion of Professor Duggan, the department of education was authorized to offer these courses in the late afternoons and on Saturday morning at various centers in the city. Several members of the faculty offered to help with this work without extra pay. An enrollment of about 2,400 testified to the fact that such courses met a real need.⁶⁷ Later the courses were extended to meet the needs of librarians and social workers as well as teachers, and in 1917 college credit was granted for those extension courses which were of college grade.⁶⁸

⁶⁶ Annual Register, 1907-8, pp. 17-18.

⁶⁷ Klapper, Paul, in *City College Quarterly*, 21: 30-35, Apr., 1926; *School of Education Announcement*, Sept., 1925, p. 8.

⁶⁸ Annual Register, 1925-26, p. 42. These courses are also accredited by both the State and city education departments. *Ibid.*, 1909-10, p. 147.

In 1909 evening courses were established for the purpose of offering to the adults of the city and to those youth who were employed in the daytime the same opportunities as were offered to the regular day students.⁶⁹ The plan had been under consideration for two or three years⁷⁰ and had met with a good deal of opposition on the part of the conservatively minded among the trustees and faculty, who feared that the project would prove impracticable.⁷¹ It was determined to try the experiment, however, and night classes were opened on October 1, 1909, with 201 students in 18 classes. Standards of admission and of work were identical with those of the corresponding courses of the day session.⁷² The experiment proved immediately and entirely successful, and evening sessions now constitute one of the major activities of the college.

Evening courses are now conducted at the main buildings of the college, the Commerce Building (on the site of the original building of the college on Twenty-third Street), and at various centers in different parts of the city.⁷³

From the time of the establishment of the evening session President Finley had been requested to admit city employees to courses related to their daily work, even though they could not pass the college entrance examination. Such requests were at first refused, but in the latter part of 1911 employees were admitted as auditors to such courses as they might pursue with profit. Within three years there were 250 special municipal students in the evening session, and the trustees provided for the grade of municipal student in the evening session. Courses were established which were designed specifically to improve the efficiency of municipal employees and to qualify them for promotion in the civil service.⁷⁴

⁶⁹ Annual Register, 1910-11, p. 148.

⁷⁰ Proceedings of the Trustees, 1907, pp. 315-16.

⁷¹ Duggan, S. P., in Independent, 68: 860-61.

⁷² Ibid., 860-61; 863-64.

⁷³ During the term ending in February, 1930, the evening session enrolled 15,003 students, a greater number than the regular day and afternoon sessions combined. Annual Register, 1929-30, p. 328.

⁷⁴ Robinson, F. B., in City College Quarterly, 12: 1922, March, 1916. In 1915 Mayor John Purroy Mitchel appointed a committee, of which the director of the evening session, Doctor Robinson, was a member, to consider and report the ways in which the college might be of service to the city through training of its present and prospective employees. Robinson, op. cit., pp. 23-24; Report on Municipal Service Survey, pp. 3-4.

In 1914, largely as the result of a letter from Mayor Mitchel, on the occasion of the reappointment of a trustee, the director of the evening session was authorized to organize technical courses in engineering and in business. In doing this the assistance of an advisory committee made up of engineers, financial experts, and public officials was secured.⁷⁵ This work was developed along lines laid down by the director, Doctor Robinson, who organized in September, 1915, the "division of vocational subjects and civic administration." Its function was to "administer such special courses and courses of study in vocational subjects and civic administration (other than the pedagogical courses under the administration of the teachers' extension courses) as may be authorized by this board."⁷⁶ "This division developed a vast range of courses outside the college of liberal arts in the fields of engineering, applied science, accountancy, business, etc."⁷⁷ At first these courses were given only at night, but later were offered also in the day sessions.

This work of a technical and professional character might, by a strict interpretation of the charter of the college, be regarded as beyond its powers. Accordingly, legislation was secured in 1915, 1916, and 1918 authorizing it to provide, in addition to the curricula in liberal arts and sciences, technical and other courses either gratuitously or otherwise in such administrative and pedagogical divisions as the board of trustees might create, to confer appropriate degrees, certificates, and diplomas, to prescribe conditions of admission and fees for courses for nonmatriculated or nonresident students, and to admit women as students under such conditions as the trustees might determine.⁷⁸ The college now has the broadest possible powers in the way of admission of students and the establishment of courses, and under this legislation the work has been still further extended.

⁷⁵ Skene, Frederick, in *City College Quarterly*, 18:3, October, 1922; *Proceedings of the Trustees*, 1914, pp. 111, 112.

⁷⁶ Robinson, *op. cit.*, pp. 23-24; *Annual Register*, 1915-1917, p. 200.

⁷⁷ Manuscript statement of Director, now President, Robinson.

⁷⁸ *Laws of New York*, 1915, chap. 161; 1916, chap. 580; 1918, chap. 583.

In 1917, as a war emergency measure, a summer school was established, to which women were admitted. By a resolution of the board of trustees in December, 1917, properly qualified women were admitted to the evening session.⁷⁹

⁷⁹ Annual Register, 1925-26, p. 43. "The president of the college, however, has entered into an agreement with the president of Hunter College which provides, in general, that matriculated women students who can attend the Hunter College evening session as conveniently as they can attend that of the City College must pursue at Hunter College courses available at both places, but may pursue courses offered only at the City College if a schedule including them is approved by the Hunter authorities. No Hunter College undergraduate will be admitted to a City College summer session without written approval of Hunter College.

"Furthermore, under this arrangement, women students who are candidates for the regular academic degrees will matriculate at Hunter College, which will confer those degrees. This arrangement, however, does not affect the conferring of technical degrees and special certificates or diplomas." Annual Register, 1929-30, pp. 87-88.

CHAPTER IV

HUNTER COLLEGE OF THE CITY OF NEW YORK

ESTABLISHMENT OF THE NORMAL AND HIGH SCHOOL.

We have seen in the preceding chapter how the Free Academy combining the functions of a secondary school and college was established by the New York Board of Education in 1847, and that it was (until 1917) open only to boys. The establishment of a similar institution for girls was due chiefly to two causes: First, the desire for improved means of training teachers for the public schools of the city; and, second, the desire to extend to girls the same opportunities for higher education that the College of the City of New York provided for boys.

As early as 1834 the Public School Society had begun the work of teacher training by establishing a school for female monitors,¹ which was soon supplemented by a school for male monitors and a school for colored monitors.² These schools soon came to be called normal schools, although their instruction was given in the evening and on Saturday and was open only to teachers already employed. In 1842 the legislature established a system of "ward" or public schools under the control of a city board of education. In 1853 the Public School Society surrendered all its property and rights to the board of education, and the three Saturday normal schools came under the control of that body.

A law of 1853 made it a duty of the board of education to provide "a normal school or schools for teachers, which shall be attended by such of the teachers in common schools as the board of education by general regulation shall direct, under penalty of forfeiture of their positions by omitting to attend."³ Under this law the board enlarged the Saturday

¹ Bourne, W. O. History of the Public School Society, p. 647.

² Ibid., pp. 647, 678.

³ Laws of New York, 1853, chap. 301.

normal school accommodations and passed by-laws requiring the attendance of teachers under specified conditions.⁴ In addition, it established early in 1856 a daily normal school for "females." "The school did good work for a time as an academic institution; but its work of organization [sic] and the manner in which it was conducted, being incompatible with its success as a normal school, it was soon [February, 1859] abandoned."⁵

Since the Saturday normal schools gave merely advanced academic instruction, and "the common schools advanced in grade and became able to impart a similar kind and degree of scholarship," the normal schools, with the exception of that for colored students, were abolished in 1861. In 1864 the female-normal school, and a little later the male normal school, were reestablished and made more professional in character.⁶

New York was clearly behind other cities in its provision for teacher training. By the early sixties, Boston, Philadelphia, Baltimore, Trenton, Oswego, and many other smaller towns had established full-time teacher-training institutions, but in New York only the Saturday normal schools existed. They were open only to teachers already in service and could provide only a very meager training. Vacancies in the teaching corps were usually filled by girls fresh from the grammar schools, who had no professional training. Usually they became apprentice teachers under the principals for one year.

Sometimes the principals of the higher departments preferred to do their own training, and accordingly selected girls of capacity from their highest classes and put them to teach without any previous preparation, except such as was obtained in the occasional performance of monitorial duty.⁷

In the meantime, however, there had been a good deal of agitation in favor of the provision of higher educational facilities for girls, both on the ground⁸ that the city was under the same obligation to provide it for girls as for boys, and on the ground that only by that means could an adequate

⁴ Boese, Thomas. *Public Education in the City of New York*, p. 87.

⁵ Kiddle, Henry, city superintendent of schools. *Dedication of the New York Normal College*, p. 34.

⁶ Boese, op. cit., pp. 87, 144-145; *Annual Report of the New York Public Schools, 1862*, pp. 22-23; 1864, p. 26. Quoted by Palmer, A. E. *The New York Public School*, p. 158.

⁷ *Second Annual Report of the Normal College*, p. 4.

supply of well-trained teachers be obtained. In 1849, the year in which the Free Academy was opened, a select committee was appointed by the board of education to inquire "into the propriety and expediency of establishing a female free academy," and presented a report strongly favoring the project.⁸

The annual report of the board for 1854 included the report of a committee on normal schools which pointed out the need for a day normal school for prospective teachers as well as for teachers in service; several pages were devoted to a plea for "affording the opportunity of a liberal education to the pupils of our female grammar schools."⁹ The same year an act of the legislature provided that the board of education should have power "to continue the existing Free Academy and organize a similar institution for females."¹⁰ The following year, Supt. S. S. Randall recommended "the designation, by the board of education, of the building recently erected in the Fifteenth Ward, * * * as a free academy for girls."¹¹ With the exception of the short-lived daily normal school, already referred to,¹² nothing came of these efforts.

In 1866 a law not only gave the power but made it the duty of the New York City Board of Education "To provide * * * a normal school or schools for those desirous to become teachers and for teachers, which shall be attended by such of the teachers in the common schools as the board of education by general regulations shall direct."¹³

The situation as it existed in 1867 is set forth in the annual report of the city superintendent. He quoted as follows from the report of a committee from Boston which had visited the New York schools:

Another feature in the New York schools is that they have no high school for girls. Through the Free Academy they have for nearly 20 years offered to boys the most thorough, enlarged, and advanced culture, but the girls have had to content themselves with a supplementary grade in the grammar schools. * * * This is and

⁸ Palmer, op. cit., p. 159.

⁹ Annual Report of the Board of Education for 1854, pp. 5-8.

¹⁰ Laws of New York, 1854, chap. 101.

¹¹ Quoted by Palmer, op. cit., p. 159.

¹² Supra, p. 62.

¹³ Laws of New York, 1866, chap. 323. This is the period when the "Oswego movement" was at its height and this mandatory law was not improbably due in part to the influence of that movement.

has been felt to be a defect, and the board of education, having the power, contemplates the early establishment of a girls' high school.¹⁴

Under the heading "Normal and high school for girls," the superintendent discussed the problem as follows:

It will be seen in a preceding portion of this report that the various delegations from other cities and States who have visited our schools expressed their surprise at the absence of any institution for the higher education of girls and for the proper preparation of teachers: Such institutions have long been in existence in nearly all our leading cities, and they are specially and peculiarly needed here. To supply their want we have only a Saturday normal school for those who are engaged in teaching, and supplementary classes of from 15 to 30 in as many of our Grammar schools as can obtain the requisite number.¹⁵

After pointing out that since a minimum attendance of 15 was required in order to maintain a supplementary class many schools could not have them and thus their students were cut off from all chance of advanced instruction, the report proceeds:

Independently, however, of all these considerations of mere convenience, the city, through its representatives in the board, is under the same obligation to provide for the higher education of the females as of the male pupils of our public schools. Why should the College of the City of New York be required to open its doors to every boy on leaving the grammar school with the requisite qualifications and no institution be prepared for a similar advancement to every girl desiring and qualified to avail herself of its advantages?¹⁶

As indicated in the report of the Boston committee, above quoted, the board was awake to the necessity of providing an institution for the higher education of girls and the training of teachers. By 1869 they had practically completed arrangements for such an institution, having selected a site and prepared plans for a building,¹⁷ when they were suddenly legislated out of office by a law which placed control of the city schools in the hands of a board of 12, to be appointed by the mayor.¹⁸

¹⁴ Report of City Superintendent, 1867, p. 8.

¹⁵ These supplementary classes in the female grammar schools pursued a course of study of two grades, each of which required a year or more work. Similar supplementary classes for boys were in existence. Boese, *op. cit.*, pp. 139-140; Manual of the Board of Education, 1870, pp. 126-127.

¹⁶ Report of City Superintendent, 1867, p. 24. The report estimated that there were about 1,000 young ladies who would be glad to attend such a "normal and high school."

¹⁷ Kiddle, Henry, *loc. cit.*, p. 34.

¹⁸ Laws of New York, 1869, chap. 437.

The new board of education held its first meeting on May 12, 1869.¹⁹ The question of the establishment of a normal and high school was one of the first to be taken up and was discussed for several weeks.²⁰ On September 12, the following resolution was adopted:

Resolved: That a special committee of five be appointed by the president of the board to make a thorough examination into the whole public-school system, with the view of ascertaining in what way a reduction of expenditure may be effected without impairing the efficiency of the schools, and to report at an early day the result of such an examination to the board.²¹

On October 6 the committee appointed in accordance with this resolution made a comprehensive report, from which the following is a quotation:

Your committee is of opinion that the construction and establishment of a daily normal school would be a wise and economical measure and one that the wants of the great system imperatively demand. A uniform system of training for teachers is essential to obtain a uniform system of instruction. The present supplementary classes, more particularly in the female department, is the only means of fitting teachers for educating the children of our public schools.

¹⁹ One member of this board was William Wood, whose services to the school system of the city, and especially to the Normal College, were so outstanding that a brief sketch of his life is not out of place. He was born in Scotland in 1808 and educated at the Universities of Glasgow and St. Andrews. He engaged in the mercantile business in Glasgow and later in Liverpool. Having emigrated to New York in 1844, he engaged in business and eventually was made manager of the British and American Bank. In 1867 he retired from business and devoted the remainder of his life to public service. Autobiography of William Wood, *passim*. He became concerned at the extent to which "strong anarchical feeling . . . existed under the smooth surface of New York Society."

"This led me to consider what could best be done to cure this state of affairs, and I arrived at the conclusion that the best and safest cure was the thorough education of the people. So I made up my mind that . . . it was my duty to do what I could to promote the education of the people of the city if I got any opening . . . I made up my mind to accept a proffered appointment to the board of education . . . although by no means fond of schools or school work and determined that I would thoroughly study the whole system, so that, when I had finished my researches, nobody should be able to tell me anything connected with the common schools that I did not know." *Ibid.*, pp. 361-363.

He spent a large part of his time each year visiting schools; President Hunter, of the Normal College, stated that he visited every classroom of every school in the city. *Ibid.*, pp. 401-402. But it was to the Normal College that he especially devoted his efforts.

"As a member of the committee on the care, government, and management of the Normal College, he championed the institution at all times and against all enemies. . . . Without his great influence before the board and before the general public, it is doubtful if the college could have been established at all, and, even if established, it could have arisen above the rank of an advanced grammar school." Annual Report of the President of the Normal College, 1894, p. 21.

After serving repeatedly as a member and as president of the board of education he retired at the insistence of his family when he reached the age of 80. Autobiography, p. 495. He died in 1894.

²⁰ Wood, *op. cit.*, pp. 364, 369.

²¹ Annual Report of the President of the Normal College, 1875, p. 50. This report contains as a supplement an account of the exercises at the laying of the corner stone of the new building. It is from this that the quotation is made.

and very inadequately carries out the views of our best educators. Inasmuch as the sum of \$100,000 has already been set apart for the erection of a suitable building for the purpose of a daily normal school, it is thought that prompt action should be had in this direction, because this institute will obviate the necessity of maintaining 54 supplementary classes and the expenses attending them.²²

On October 20 so much of the report as concerned the daily normal school was referred to the committee on normal, evening, and colored schools, which reported on November 17 in favor of establishing a daily normal school for females, and recommended taking a lease on the premises at the southeast corner of Broadway and Forty-fourth Street for temporary quarters, and the appointment of Thomas Hunter as president, and Arthur H. Dundon as vice president of the new institution.²³ The report of the committee was unanimously adopted by the board²⁴ and by-laws were passed formally establishing the normal and high school.²⁵ President Hunter and Vice President Dundon were sent to visit similar institutions in neighboring cities, in order to obtain suggestions for the organization of the new school.²⁶

THE NORMAL COLLEGE FROM 1870 TO 1888

The normal and high school opened on February 15, 1870, 1,068 students being admitted by competitive written examination, to which were added during the course of the year 37, making a total of 1,105.²⁷ The faculty consisted of the president, vice president, three professors, a lady superintendent,

²² Quoted *Ibid.*, pp. 50-51.

²³ The reasons urged by the committee were that such an institution would do away with the necessity of supplementary classes and thus promote the efficiency of the grammar schools by enabling them to concentrate on their proper function; that the instruction would be better than that given in the supplementary classes; and that since the great majority of the students in the supplementary classes were candidates for positions as teachers, a training better adapted to that profession could be given. Board of Education Report, 1869, p. 50. Mr. Hunter, who was recommended for president, had been very successful as principal of Public School No. 35, and Mr. Wood, in the course of his visits to that school, had become much impressed by his ability, and was doubtless responsible for his selection for the new post. Wood, *op. cit.*, p. 367, and *passim*.

²⁴ Board of Education Report, 1869, p. 51; Annual Report of the President of the Normal College, 1871, p. 9.

²⁵ Annual Report of the President, 1875, p. 51. Manual of Board of Education, 1870, pp. 131-141.

²⁶ They visited schools in Boston, Salem, Bridgewater, Westfield, Albany, Oswego, Trenton, Philadelphia, and Baltimore, and issued a detailed report on the result of their investigation. Report of the President and Vice President of the Normal and High Sc. 91.

²⁷ Annual Report, 1870, p. 6. These students, coming largely from 54 different supplementary courses, formed a heterogeneous mass and gave the faculty a great deal of difficulty in classifying them.

and teachers of penmanship, stenography, bookkeeping, free-hand drawing, calisthenics, and music.²⁸

A 3-year course of study (introductory, sophomore, and senior years) was provided, including the following subjects: Spelling, writing from dictation, drawing, penmanship, bookkeeping, ancient and modern history, Latin, French, German, algebra, geometry, natural philosophy, astronomy, rhetoric, chemistry, physics, physiology, etymology, composition, music, English literature, zoology, civil policy, trigonometry, mineralogy, and intellectual philosophy. The second half of the third year was devoted largely to reviews and to professional work, including theory of teaching, discussions on methods of instruction, and practice teaching in the training school, which had been established in connection with the institution.²⁹

It will be seen that the institution offered a broad course of study. From the beginning President Hunter insisted that the prospective teacher needed not only a training in the science and art of teaching but a broad, liberal education,³⁰ and the policy of the school has always been to give this type of training. In the professional field, the school showed that it was in touch with the educational movements of the time by giving to training in object teaching a prominent place. A graduate of the Oswego Normal School was secured for this work. The kindergarten system was introduced into the model primary school.³¹

In the meantime the work of securing a permanent building was going forward. The legislature of 1870 authorized the commissioners of the sinking fund of the city to assign to the board of education as a site for the school such property of the city as they thought desirable north of Fortieth Street, and directed that the name of the school be changed to the "Normal College of the City of New York"³²

The block bounded by Fourth and Lexington Avenues, Sixty-eighth and Sixty-ninth Streets, was selected and ap-

²⁸ Manual of the Board of Education, 1870, pp. 133-134.

²⁹ Annual Report, 1870, pp. 6-7; 1871, p. 11-12; Manual of Board of Education, 1870, passim.

³⁰ Annual Report, 1875, p. 55.

³¹ Annual Report, 1870, pp. 8-9. In June, 1870, within 5 months of the opening of the school, the first class, numbering 97, was graduated. *Ibid.*, p. 8.

³² Laws of New York, 1870, chap. 383. This law also authorized the expenditure of \$150,000 for the erection of a building. The following year the legislature appropriated an additional \$200,000 for the building. Laws, 1871, chap. 692.

proved by the commissioners of the sinking fund, and the erection of the building started. The corner stone was laid on March 19, 1872, and the building was completed and occupied in September, 1873, and formally dedicated with elaborate ceremonies on October 29.³³

From the beginning the institution attracted large numbers of students. All the supplementary classes in the girls' grammar schools were transferred to it, and the training of women teachers for the schools of the city was confined to the new institution. In a short time the schools were supplied with a large number of better-equipped teachers than they had had before and within a few years the supply exceeded the demand.³⁴

In 1877 began the process of raising the standards of the school, which was not to stop until a full college course, based on a standard high-school course was established. The admission requirements were raised,³⁵ and in 1879, at the earnest recommendation of the president, and in spite of much opposition on the part of parents and others, the course of study was extended to four years. The extra year provided for additional work in academic subjects as well as in professional courses.³⁶

THE NORMAL COLLEGE AS A DEGREE-GRANTING INSTITUTION, 1888-1914

In 1888 a new era began in the history of the college, for in that year, at the request of the board of education, the legislature chartered it as a ~~separate~~ and distinct body corporate with the full powers and privileges of a college according to the laws of the State. It was placed under the control of a board of trustees consisting of the members of the board of education and the president of the col-

³³ Annual Report, 1875, p. 49; Dedication of the Normal College, p. 5. Soon afterwards the training school was moved to the new building on Lexington Avenue, adjacent to the main building.

³⁴ Palmer, op. cit., p. 328; Annual Report, 1879, p. 40. In 1874 the college established a Saturday normal school for women teachers in service; in 1875 a by-law of the board of education required all with less than two years' experience to attend. Annual report of the Normal College, 1874, p. 12; 1875, p. 40.

³⁵ Ibid., 1878, p. 33; 1879, pp. 42-43; 1880, pp. 10-15. At the same time the Saturday classes were abolished as an extra expense. Ibid., pp. 21-22. The fourth year did not become obligatory until 1882. In his report for that year (p. 12) the president stated that the 4-year course had proved successful.

³⁶ Ibid., 1883, p. 18; 1884, pp. 19-20. This is evidence that the college was regarded by its students, not only as a teacher-training institution but as a means of acquiring a liberal education.

lege, *ex officio*. The trustees were directed to "continue to furnish through the Normal College of the City of New York the benefit of education gratuitously to girls who have been pupils in the common schools of said city and county for a time to be regulated by the board of trustees of said college, and to all other girls who are actual residents of said city and county and who are qualified to pass the required examination for admission," and to "give normal instructions in manual training for the common schools." They were given power to "grant the usual degrees and diplomas in the arts" to those who completed a course of study.³⁷

Under this law the trustees established two courses of study—a normal course of four years, and a classical course of five years, leading to the bachelor of arts degree.³⁸ The work of the first year was the same for all. No electives were offered in either course, except that classical students were permitted to substitute French or German for Greek.³⁹

During this period the movement for raising the academic standards of the school, which had gotten under way in 1877, continued. In 1897 the city established three high schools, one for boys, one for girls, and one coeducational. The work of the Normal College, which continued to admit students direct from the grammar schools, was brought into competition with the new schools.⁴⁰

As was noted in the account of the College of the City of New York, throughout the country secondary and collegiate courses were being more sharply differentiated. Under these circumstances both the State superintendent of public instruction and the regents of the State university demanded an extension of the time given to the courses, and the latter refused to recognize the degrees of the institution until this was done.⁴¹

In 1898 a postgraduate course, by which those who had completed the 4-year normal course could obtain the bachelor of arts degree in two or three years, was established.⁴² In

³⁷ Laws of New York, 1888, chap. 580.

³⁸ Annual Report, 1888, pp. 39-47. In June, 1892, the first class, 50 in number, received the bachelor of arts degree. *Ibid.*, 1892, p. 19.

³⁹ Palmer, *op. cit.*, p. 189.

⁴⁰ *Supra*, p. 54.

⁴¹ Annual Report, 1889, p. 13. President Hunter had repeatedly recommended that the 5-year course be made obligatory for all students, but nothing had been done. *Ibid.*, 1894, p. 13; 1895, pp. 13-14.

⁴² Annual Report, 1898, p. 13.

1901 the degree course was extended to six years, and in 1902 the work was reorganized into three divisions, as follows: (1) A high-school department, with a 3-year course, identical with that of the New York and Brooklyn high schools; (2) a professional course of six years, including the high school, for those who wished to enter the teaching profession; and (3) a collegiate course of seven years, including the high school, for students who were candidates for degrees. This action led to the provisional recognition of the degrees by the regents, and thus placed the graduates of the institution on a par with those of any other in seeking positions.⁴³ It was suggested that the high-school department be abolished, since it was largely duplicating the work of the city high schools, but the board decided not to do this until it was more certain that the high schools would furnish an adequate supply of students.⁴⁴

In 1906 the normal course was abandoned and all students were required to take the 7-year college course. Those desiring to qualify for teachers' certificates were permitted to elect the necessary professional subjects, and all obtained the bachelor of arts degree upon completing the course.⁴⁵ Finally, in 1908, the course was made a standard 4-year college course, based on a standard 4-year high-school course, and the degree was registered in full by the Regents.⁴⁶ Professional educational subjects were offered as electives in this course. Thus the institution which commenced operations in 1870 with a 3-year course based on that of the grammar school had developed until it had become a standard college, with a standard preparatory department.

Along with the extension of the course of study went a corresponding increase in faculty, enrollment, and resources. Between 1888 and 1913 the enrollment increased from 1,772 to 3,163, the teaching staff from 38 to 173, and the annual income from \$118,500 to \$449,900.⁴⁷ The original building proved to be inadequate, and in 1896 a fifth story

⁴³ Annual Report, 1901, p. 13; Annual Report, 1902, pp. 12-13, 17. The high-school course was also recognized by the regents.

⁴⁴ Ibid., p. 18. The high-school or preparatory department has been continued to the present, although only a fraction of the collegiate students are received from it.

⁴⁵ Ibid., 1906, p. 16.

⁴⁶ Report, 1908, pp. 9-11. Provision was made whereby students of exceptional ability might, by carrying a heavier schedule, complete the course in less time; but never in less than three years. Most of the students continued to take the pedagogical subjects and thus to qualify for teachers' certificates.

⁴⁷ Statistics from Reports of the United States Commissioner of Education.

was added to it. In 1913 the first unit of a new building designed to occupy the site of the original one was completed and occupied.⁴⁸

In 1906 President Hunter, who had guided the affairs of the college with great ability and great energy from its beginning, retired and was made president emeritus.⁴⁹ On May 4, 1908, Dr. George S. Davis, an alumnus of City College, was inaugurated president and served throughout this period.

As already stated, from the beginning the institution had aimed to furnish a well-rounded liberal education, and had been attended by many who had no intention of entering the teaching profession as the only means available to them for the pursuit of higher studies. After the full recognition of its collegiate status in 1908, the number of such students increased. Under these circumstances the name Normal College became increasingly inappropriate and misleading, and agitation for a change in name was started by alumnæ and friends of the institution.⁵⁰ This resulted in 1914 in the passage of an act, changing the name to Hunter College of the City of New York, in honor of the first president.⁵¹

HUNTER COLLEGE OF THE CITY OF NEW YORK SINCE 1914

The first event of importance in the history of the college under the new name was a change in the method of selecting the trustees. It will be recalled that it was originally controlled by the board of education and that the charter of 1888 provided that the members of the board of education and the president of the college should be the trustees *ex officio*. During the following years it was at various times suggested and urged that the institution could be better managed if it were under a board whose members were not also burdened with the heavy duties of managing the public schools of the city.⁵² In 1915 the separate board was established. A

⁴⁸ Annual Report, 1913, p. 17. This plan has now been changed. See *infra*, p. 76.

⁴⁹ *Ibid.*, p. 7.

⁵⁰ *Ibid.*, 1908, p. 20.

⁵¹ Laws of New York, 1914, chap. 115.

⁵² In 1902 President Hunter was of the opinion that "in the present state of transition" it was necessary to have the same men charged with both the normal college and the public schools. Annual Report, 1902, p. 11. City College had, at the request of the board of education, been given a separate board in 1900.

law passed that year provided that the college should be under the control of a board of trustees consisting of nine citizens of the city appointed by the mayor for 9-year terms, one expiring each year, and the president of the board of education and the president of the college, *ex officio*.⁵³ Under the new name and the new board the expansion of the work of the college has continued, the most important steps having been the establishment of a summer school and of extension and evening courses. The summer school for the special benefit of teachers was started in 1916 and has continued to the present with a continually increasing enrollment.

City College had inaugurated extension courses for teachers in 1908 and evening courses in 1909. The women of the city began to demand such courses, and in 1917 they were started by Hunter College. As in the case of the sister institution, these grew rapidly and soon came to constitute one of the most important phases of the work of the college.⁵⁴

In 1928 President Davis retired and Dr. James M. Kieran, who had been professor of philosophy and education and dean of the college, was made acting president. He became president in the spring of 1929.

⁵³ Laws of New York, 1915, chap. 516.

⁵⁴ For an account of recent events affecting Hunter College, see *infra*, Chap. VI.

CHAPTER V

THE BOARD OF HIGHER EDUCATION AND BROOKLYN COLLEGE

With the great commercial development of the city during the later nineteenth and early twentieth centuries many of the residential areas of Manhattan were taken over by business buildings. Brooklyn became the most populous borough of the city, the borough having the largest high-school enrollment, and consequently the one having the largest number of candidates for admission to City and Hunter Colleges. These institutions, however, were not located so as to be readily accessible to most of the residential districts of Brooklyn. This was especially true of City College after its removal in 1907 to Washington Heights in the northern part of Manhattan. Many students had to spend 2 or 3 hours a day going back and forth.¹

Moreover, the buildings and equipment of the existing institutions were altogether inadequate to take care of all those who sought admission, and the policy of restricted enrollment had to be enforced. The consequence was that hundreds of worthy boys and girls were kept out, simply because there was no room for them.²

As a result of these conditions there developed an agitation on the part of Brooklyn residents for either a branch of City College or an independent municipal college in their own borough.³ The evening session center established in Brooklyn by City College and the extension center conducted there by Hunter College met the situation only in part, since their equipment did not permit offering of many of the needed courses.⁴

In 1924 the agitation for a college center in Brooklyn was renewed under the leadership of two former presidents of

¹ New York Times, Sept. 26, 1926.

² Ibid., Oct. 19, 1924.

³ Ibid., Sept. 26, 1926.

⁴ Ibid., Oct. 19, 1924.

the board of education.⁵ Some demanded the creation of a college entirely independent of City and Hunter Colleges. Dr. Frederick B. Robinson, of City College, succeeded in uniting all factions in support of a plan under which a Brooklyn college should be established as a part of City College, but with its own building and faculty.⁶

A bill providing for this was drafted by Doctor Robinson and was indorsed by a great committee of Brooklyn citizens under the chairmanship of Ralph Jonas, president of the Brooklyn Chamber of Commerce. It became a law in 1926, and made possible the opening of the Brooklyn College Center. But before the provisions of that law are examined another movement which contributed to its enactment should be traced briefly.

During the early years of the present century there developed in the minds of certain officials of the city a question as to whether City College and the Normal College ought not to be consolidated in the interest of efficiency and economy. In January, 1907, the mayor appointed a commission representing the board of education, board of aldermen, the comptroller, and the board of trustees of City College, to study the question.⁷

The reasons for a closer union (but not for a complete consolidation) of the two colleges, as stated by Lee Kohns, a member of the City College board of trustees, and of the commission, were that it would tend to promote economy and efficiency of operation, to eliminate duplication, and to make positions on the college faculties more dignified.⁸

The alumni of City College generally favored a closer coordination of the work of the two colleges under a central board of regents, but believed that, since each college had its distinct function and traditions, a consolidation would be harmful to both.⁹ The Annual Report of the Normal College for 1907, although it did not oppose the government of the two colleges by a common board of regents, likewise

⁵ *Ibid.*, loc. cit. For further information concerning this agitation see also *School and Society*, 2: 526-527, Oct. 25, 1924; *Brooklyn Daily Eagle*, Nov. 10 and Dec. 4, 1925.

⁶ Solomon, Leo M. "City College inducts a new president," *New York Times Magazine*, May 6, 1928, p. 9.

⁷ *City College Quarterly*, 3: 200, December, 1907.

⁸ Kohns, Lee. "The Union of the Colleges," *City College Quarterly*, 3: 127-137, September, 1907.

⁹ *City College Quarterly*, 3: 206-210, December, 1907.

opposed complete union on the ground that the two institutions were so different that it would work harm to both," and the idea of coeducation is particularly repugnant to the people of the city."¹⁰

The law of 1926, in which the movement for a college center in Brooklyn and that for a closer coordination of the work of the existing colleges found expression, although general in form, by its terms applies only to New York City.

A board of higher education is hereby established in each city of the State of a population of 1,000,000 or more in which, at the time this article takes effect, there are maintained public institutions of higher learning which confer degrees, which are supported out of public funds, and which are under the control of separate boards of trustees. The said board of education of the said city shall govern and administer that part of the public-school system within the city which is of collegiate grade and which leads to academic, technical, and professional degrees.

The new board was to consist of the members of the boards of the existing colleges who were appointed by the mayor and, in addition, three unattached persons appointed by the mayor for 9-year terms, expiring alternately. The first three unattached persons appointed were to be residents of that borough having the largest public high-school enrollment at the time the act went into effect—that is, Brooklyn—and future appointments were to be made so that the board as a whole should represent all boroughs in proportion, roughly, to their population.

The board of higher education was to be a separate and distinct body corporate, and the institutions conducted by it were to be part of the common-school system of the State and subject to the visitation of the regents. Not later than three years from the time the law went into effect (April 16, 1926), the trustees of the existing colleges were required to turn over control of their respective institutions to the new board, and they might do so at any previous time. After this unification took place, the work of all was required to be conducted under the general name and title of the college of the city in which located (the College of the City of New York), but each unit was to have a distinctive designation.

¹⁰ Pp. 45-46.

The board was authorized to provide collegiate education as well as technical, professional, and special courses of study for qualified residents of the city and to grant the degrees already granted or any others authorized by the regents. It was given power to set up new centers of instruction, either as divisions of one or more of the existing institutions or as distinctive educational units, and the same rights as the board of education to acquire sites, buildings, and equipment. "As soon as possible after organization the board shall select a suitable site for an educational unit or center under its control and administration in the borough of the city which has the largest public high-school registration at the time this article takes effect [Brooklyn]." ¹¹

In accordance with this act the board of higher education was organized immediately. The need of Brooklyn was so pressing that the board did not wait until a site could be secured and a permanent college established but immediately began to look about for a temporary location. Eight floors in an office building were rented, a staff of teachers supplied by City and Hunter Colleges, and on September 24, 1926, the Brooklyn center offering work of the first two college years was opened for students. While both men and women were enrolled, separate classrooms and separate faculties (supplied respectively by City and Hunter Colleges) were provided.

In April, 1929, in accordance with the law of 1926, the board of higher education formally took over the functions of the two older boards and the latter ceased to exist. As the corporation resulting from the union of the older ones was by law entitled "the College of the City of New York," the college unit formerly bearing that name was given the name of the City College, while Hunter College was retained as the name of the unit for women.

Since that date all public higher education in the city has been administered by the new board. Under its direction continued expansion has taken place. A new site in the Bronx has been secured for Hunter College and the first of 14 projected buildings has been erected and is now occupied. The original building of the City College at Twenty-third

¹¹ Laws of New York, 1926, chap. 407.

Street and Lexington Avenue has been razed and a new 16-story building is under construction. The first eight floors have been completed and are now in use by the students of the School of Business and Civic Administration. Each of the two colleges have centers for evening and extension courses in the different boroughs of the city which train in the aggregate many thousands of students each year.

The most important recent development is the establishment of Brooklyn College, coordinate with the two older institutions. The center established in Brooklyn in September, 1926, expanded rapidly and by 1929-30 was occupying rented quarters in several down-town buildings. It met the demand for improved educational facilities for Brooklyn partially but not completely. Those who had completed the work of the first two years still had to go to Manhattan to attend City or Hunter College, and the demand for a complete college unit continued. Accordingly, the board of higher education on April 22, 1930, established the Brooklyn College of the College of the City of New York, and appointed as president Dr. William A. Boyland, who had been for a number of years associate superintendent of schools.¹²

The new college opened in September with an enrollment of about 2,800 in the regular day sessions and about 5,000 in the evening sessions. For the first semester, work was offered for the first two years only, but the work of the junior and senior years is being added gradually, and it is expected that within a short time a full 4-year college will be in operation. In the meantime an active search is being conducted for a permanent site, and it is hoped that the construction of the buildings will soon get under way.¹³ During 1930 the college operated under a joint budget of Hunter and City Colleges; beginning January 1, 1931, it is to have

¹² *New York Times*, Apr. 23, 1930. It is possible that this action in establishing the college was somewhat hastened by the efforts of the city administration to reorganize the agencies for higher education in the city. On March 28 a bill was introduced in the New York Legislature to create the University of the City of New York and to consolidate under its control all public institutions of higher learning in the city except those devoted exclusively to the training of teachers. It also provided for securing a suitable site for a college in Brooklyn. *New York Assembly Journal*, 1930, II, 1556; *New York Times*, Mar. 29, 1930. The bill was said to have been introduced at the direct instigation of Mayor Walker. It encountered a great deal of criticism and died in committee. *Assembly Journal*, 1930, *passim*; *Senate Journal*, *passim*; *New York Times*, Mar. 29, 30, Apr. 6, 7, 8, 11, 23, 1930.

¹³ *New York Times*, Sept. 14, 1930.

its own budget. It is expected that the college will eventually equal City or Hunter Colleges in size, and that as Hunter College moves to the Bronx it will draw from lower Manhattan many students who formerly attended the older college.¹⁴

According to the latest available figures, measured by the total number of resident students, City College with an enrollment of 24,752 ranks third among the higher educational institutions in this country. Hunter's enrollment of 15,447 gives it sixth rank. If to these figures the enrollment of Brooklyn (7,857) be added, the total is 48,056. As Columbia University, the next largest, has an enrollment of 33,144, the institutions administered by the board of higher education constitute by far the largest single project in higher education in this country. In enrollment of regular full-time students, City College, with 5,312, ranks nineteenth, and Hunter, with 4,614, twenty-fourth. The three taken together (Brooklyn 2,912) rank third.¹⁵

The principle of separation of the sexes has been retained, with certain minor modifications in practice.¹⁶ City College is open to men and Hunter College to women; Brooklyn College admits both men and women, but separate classes and separate administrative divisions are maintained. Each of the three presidents is also a provost of the board of higher education.

The following list of the schools included in City College and the degrees granted gives some indication of the scope of its work:

College of Liberal Arts and Science.—Bachelor of arts, bachelor of science, and bachelor of science in social science.

School of Technology.—Chemical engineer, civil engineer, electrical engineer, mechanical engineer, and bachelor of science in engineering.

School of Business and Civic Administration.—Master of business administration and bachelor of business administration.

School of Education.—Bachelor of science in education and master of science in education.

Hunter College offers a less wide variety of courses than City College and is not divided into colleges. The regular

¹⁴ New York Times, Sept. 14, 1930.

¹⁵ The figures for City and Hunter Colleges are taken from the compilation made by Dean Raymond Walters, of Swarthmore College, and published in *School and Society*, 32:791-793, Dec. 13, 1930. The figures for Brooklyn are from a recent letter from its registrar.

¹⁶ See *supra*, p. 60.

day session leads to the degree of bachelor of arts only, while students in the evening and extension sessions may secure the following degrees: Bachelor of arts, bachelor of science in education, master of arts, and master of arts in education.

In addition to the work leading to degrees each institution offers a great many courses designed to meet the needs of nonmatriculated students. These are given chiefly in the evening session of City and Brooklyn Colleges, and the evening and extension sessions of Hunter College. These sessions are attended also by many matriculated students. As previously stated, each of the two older institutions retains its preparatory department.

CHAPTER VI

THE UNIVERSITY OF CINCINNATI

EDUCATIONAL CONDITIONS IN CINCINNATI DURING THE FIRST HALF OF THE NINETEENTH CENTURY

Cincinnati was first settled in 1788 and developed rapidly into an important center of learning, culture, and educational effort. As early as 1806 an association was formed for the purpose of establishing a Cincinnati university. The following year this association received a charter and the right to raise by lottery a sum not exceeding \$6,000.¹ With the money raised by the sale of lottery tickets a wooden building was erected. It blew down in 1809, and in the effort to reconstruct it so many misfortunes were encountered that the promoters became discouraged and gave up the project.²

In 1814 an association was formed to conduct a Lancasterian school, and on February 4, 1815, this school was chartered as the Cincinnati Lancaster Seminary.³ It was opened the following month and within a fortnight had an enrollment of 420.⁴ In 1819 the seminary was rechartered as the Cincinnati College, the trustees of which were given power to confer "all or any degrees usually conferred in any college or university in the United States."⁵ College classes were soon started and continued until 1825, when the trustees found it necessary, on account of the prevailing business depression and the competition of the newly established Miami University at Oxford, to discontinue college instruction. Later the Lancasterian Seminary, which had continued as a department of the college, was also suspended.⁶ Various

¹ Ohio Laws, V, 64, 120.

² Goss, C. F. Cincinnati, the Queen City, p. 224.

³ Ohio Laws, XIII, 132.

⁴ Venable, W. H. Beginnings of Literary Culture in the Ohio Valley, p. 178.

⁵ Ohio Laws, XVII, 46.

⁶ Catalogue of Cincinnati College, 1835-36, p. 16.

efforts were made to revive the college but without success, and it remained inactive until 1834.

Early in the same year that the Cincinnati College was established Dr. Daniel Drake asked and received from the legislature a charter for the Medical College of Ohio at Cincinnati, and the following year it was opened for students.⁷ In 1824 the Hughes bequest and in 1826 the Woodward deed of trust were made, each of which was for the purpose of establishing a free school for the education of poor children.⁸ In 1829 Cincinnati secured a school charter, which for the first time in the history of the State provided for an organized, tax-supported system of free common schools.⁹

It was in Cincinnati that the Western Academic Institute and Board of Education were organized in 1829 as a more or less local educational association, and it was on the initiative of this association that "the first general convention of the teachers of the western country was called in 1831." This convention organized the Western Literary Institute and College of Professional Teachers.¹⁰ This College of Teachers held annual meetings at Cincinnati for a number of years and became one of the most important among the early educational associations in this country.¹¹

In 1834 the trustees of Cincinnati College, which had been inactive since 1825, established a medical department, and the following year opened law and literary (liberal arts) departments.¹² Within a few years, however, the exercises of the college, except for the law department, were suspended and the building was rented for other purposes.¹³

Cincinnati early became an important center of the movement for adult education, which was so active in the United States in the second quarter of the century. The Ohio Me-

⁷ Ohio Laws, XVII, 37; Drake, B., and Mansfield, E. D. Cincinnati in 1826, p. 40.

⁸ Report of the Special Committee on the University Project, pp. 10, 15. These two gifts have eventuated in the Hughes and Woodward High Schools, which to-day form a prominent part of the public-school system of the city.

⁹ Ohio Laws, XXVII, 33; Miller, E. A. History of Educational Legislation in Ohio from 1803 to 1860, p. 47.

¹⁰ Transactions of the Fourth Annual Meeting of the College of Teachers, p. 3.

¹¹ In the late thirties and early forties the association declined and about 1845 died out.

¹² Catalogue of the Cincinnati College, 1835-36, p. 17; Venable. Op. cit., 178-79, 427-28. Dr. William H. McGuffey became president of the college in 1835.

¹³ Cist, Charles. Cincinnati in 1851, p. 60.

chanics' Institute in that city was founded in 1828 and chartered in February, 1829,¹⁴ while the Cincinnati Lyceum was the second to be incorporated in the State.¹⁵

Space is lacking to mention the many other educational institutions established in Cincinnati and its vicinity during the first half of the nineteenth century. They include academies, seminaries, colleges, law schools, medical schools, and dental schools.¹⁶ Enough has been said, however, to demonstrate that the people of the city from early times were keenly interested in learning.

The history of the Cincinnati Astronomical Society furnishes more striking evidence on this point than any school or college. This society was organized in May, 1842, for the purpose of erecting and maintaining an observatory to carry on astronomical investigations. Its observatory was built by means of subscriptions of \$25 each from some seven or eight hundred citizens.¹⁷ This is probably the first time in history that an astronomical observatory was built through popular subscription.

CHARLES McMICKEN AND THE McMICKEN UNIVERSITY

The present University of Cincinnati grew out of a bequest by Charles McMicken, a wealthy retired merchant of the city.¹⁸ He contributed liberally to numerous philanthropic projects, especially the American Colonization Society, and was particularly interested in Farmers' College, which was opened at College Hill, near Cincinnati, in 1847.¹⁹ But his chief interest for many years preceding his death was the founding of an institution of higher learning in Cincinnati. "This educational scheme had long been the single object

¹⁴ History of the Schools of Cincinnati, p. 204; Ohio Laws, XXVII, 92.

¹⁵ Ohio Laws, XXIX, 126; Miller, op. cit., pp. 174-75.

¹⁶ For a more complete account of these institutions, see Foote, J. P. Schools of Cincinnati (Cincinnati: 1855). Drake and Mansfield reported in 1826 that there were about 50 private schools, academies, and seminaries. Op. cit., p. 43.

¹⁷ First Annual Report of the Director of the Cincinnati Observatory, pp. 39-40, 52-53. The observatory has continued to the present, having been merged with the University of Cincinnati in 1872.

¹⁸ Mr. McMicken was born of Scotch ancestry in Bucks County, Pa., in 1782. His schooling was rather limited, although it does seem to have included some study of civil engineering. He taught a country school for several months, but most of his life up to the age of 20 was spent on the farm. In 1802 he left home to seek his fortune in the West, and arrived at Cincinnati in the spring of 1803. Within a few years he had become a successful merchant, and by 1837, when he retired, he had accumulated a large fortune. He was never married. (These facts have been gathered from Shotwell, J. B. History of the Schools of Cincinnati, pp. 210-220, and from the biography published as an introduction in The Will of Charles McMicken, pp. 3-6.)

¹⁹ Ibid., p. 4.

of his life. On unfolding it, as he said, for the first time to his intimate friend, F. G. Cary, he informed him that he had labored since early manhood for its accomplishment."²⁰

Upon his death in 1858 his will, which had been made in 1855, was admitted to probate, and his plans for furthering higher education in Cincinnati became known to the public. The will, besides making a large number of specific bequests to relatives and others, contained the following provisions:

XXXI. Having long cherished the desire to found an institution where white boys and girls might be taught not only a knowledge of their duties to their Creator and their fellow men, but also receive the benefit of a sound, thorough, and practical English education, and such as might fit them for the active duties of life, as well as instruction in the higher branches of knowledge, except denominational theology, to the extent that the same are now or may hereafter be taught in any of the secular colleges or universities of the highest grade in the country, I feel grateful to God that through His kind providence I have been sufficiently favored to gratify the desire of my heart.

I therefore give, devise, and bequeath to the city of Cincinnati, and to its successors, for the purpose of building, establishing, and maintaining, as soon as practical after my decease, two colleges for the education of white boys and girls all the following real and personal estate in trust forever, to wit: * * *

Certain of this property was situated in Cincinnati, and the remainder in Louisiana. The latter was to be sold "as soon as it may be deemed prudent," but none of that in Cincinnati was to be sold. The two colleges were to be built on the property occupied by the testator as residence. The will continued:

XXXVI. If after the full and complete organization and establishment of the said institutions, and the admission of as many pupils as, in the discretion of the said city should, for the purposes of education be received, there shall remain a sufficient surplus of funds, the same shall be applied in making suitable additional buildings, and to the support of poor white male and female orphans, neither of whose parents are living, and who are without any means of support, and who may be admitted as pupils if not younger than 5 nor older than 12 years.

The said orphans, shall receive a sound English education, and where the talents of the child shall afford encouragement, he or she shall be transferred to the respective colleges [*sic*] and shall be educated to the extent that I have provided in the thirty-first item of my will. * * *

²⁰ The Will of Charles McMicken, p. 5.

²¹ *Ibid.*, p. 19.

XXXVII. The establishment of the regulations necessary to carry out the objects of my endowment I leave to the wisdom and discretion of the corporate authorities of the city of Cincinnati, who shall have power to appoint directors of said institutions.²²

The will, admitted to probate on April 2, 1858, immediately aroused public interest.²³ The school board of the city, apparently uncertain as to whether the expression "Corporate authorities of the city of Cincinnati" referred to it or to the city council, on April 19, passed the following resolutions:

Whereas, the late Charles McMicken by his last will has given the greater portion of his estate to the city of Cincinnati, for the purpose of building, establishing, and maintaining as soon as practicable after his decease, two colleges for the education of white boys and girls and by his will has left the establishment of the regulations and the appointment of directors necessary to carry out the object of this will to the discretion of "the city [*sic*] authorities of the said city."

And Whereas, it is highly expedient that measures be taken without delay, to determine upon the acceptance of said trust. Also what branch of the city authorities is to administer said trust, and to secure the property, and as early as practicable effect the noble design of the testator; therefore,

Resolved, That the city council be respectfully requested to appoint a committee to confer with a like committee from this board concerning the premises; and that a committee of three of this board,

²² The Will of Charles McMicken, pp. 23-30. The peculiar feature of this will, of course, is not that it made provision for the endowment of colleges, but that it left the property to the city and vested the control and management in the corporate authorities of the city rather than in some church or private agency. It is probable that Mr. McMicken, in providing for this disposition of his property, was influenced by the example of Stephen Girard, of Philadelphia. Mr. Girard's will, probated in 1831, left the bulk of his fortune, about \$8,000,000, "unto the Mayor, Aldermen, and Citizens of Philadelphia, their heirs and assigns," for the establishment of a college for orphans. Although Mr. Girard called his institution a college, he designed it for orphans of from 6 to 18 years of age, and meant it to be a school of lower grade than the colleges provided for by the McMicken will. The probable influence of Girard is most clearly reflected in McMicken's provision for the training of orphans, if there should be sufficient funds after the establishment of the colleges. Each of these two wealthy merchants left the bulk of his property to the city and under the control of the city authorities; each provided for poor white orphans only (Girard for male orphans, McMicken for male and female); each forbade the acceptance of an orphan for rearing in the institution until his parent or guardian had relinquished all control over him; each directed that the orphans should be bound out to some suitable occupation between the ages of 14 and 18. Each, moreover, manifested a strong dislike of sectarian teaching. Girard so detested "the excitements which clashing doctrines and sectarian controversy are so apt to produce," that he required "that no ecclesiastic, missionary, or minister of any sect whatsoever shall ever hold or exercise any station or duty whatever in the said college, nor shall any such person ever be admitted for any purpose, or as a visitor" within the college; McMicken excluded "denominational theology" from the subjects to be taught in the colleges established by his will (although not from the orphanage). (This comparison is made from The Will of Charles McMicken and the Girard Will as reprinted in Herrick, C. A. Stephen Girard, Founder, pp. 174-198.)

²³ See Cincinnati Daily Gazette, Apr. 3, 1858.

for that purpose, be now appointed. Also that the city council be requested to obtain the opinion of the city solicitor upon the points above mentioned.²⁴

The city council at its next meeting manifested mild resentment at what it evidently considered the officious action of the school board, but appointed the committee as requested by the latter.²⁵ On the joint recommendation of the two committees the school board on April 26 and the council on April 28 passed resolutions requesting the mayor to give notice to the McMicken executors that the city accepted the devise in trust for the purposes specified and "that the city authorities are ready to secure the donations and enter upon the discharge of the trust as soon as the executors are prepared to enter into the necessary arrangements."²⁶

Many persons doubtless expected a college or university to be opened immediately, but serious difficulties were in the way. On June 15 suit was brought in the United States Circuit Court on behalf of certain heirs of Mr. McMicken to prevent the carrying out of the provisions of the will on the ground that the city had no right to accept such a trust. This suit (*Perin v. Cary et al.*) was finally appealed to the United States Supreme Court, which on February 25, 1861, rendered a decision favorable to the city.²⁷ Suit was also brought in Louisiana to prevent the carrying out of the will so far as it applied to property situated in that State. In 1860 the case was decided by the supreme court of that State adversely to Cincinnati on the ground that a bequest for the maintenance of colleges under the administration of a municipal corporation was invalid.²⁸ By this decision property worth almost half a million dollars was lost and the value of the whole bequest was reduced about one-half.

In the meantime the council had, on December 12, 1859, passed an ordinance establishing the McMicken University to carry out the terms of the will. It provided that the institution should be under the control of a board of seven directors, consisting of the mayor *ex officio* and six members elected by council, the term of one expiring each year.²⁹

²⁴ Daily Gazette, Apr. 20, 1858.

²⁵ Daily Gazette, Apr. 22, 1858.

²⁶ Daily Gazette, Apr. 27, 29, 1858.

²⁷ United States Reports, XXIV, 465.

²⁸ Louisiana Annotated Reports, XV, 154.

²⁹ Laws and Ordinances of the City of Cincinnati (1866), Chap. XLV.

The directors took possession of the property, but could do nothing toward opening the university pending the final decision of the Perin suit.

Even after the favorable decision in the Perin case difficulties continued. Most of the property was situated on or near Main Street, and with the growth of business westward rental values declined. Many of the buildings were old and dilapidated and required extensive repairs. The sale of the property was prohibited by terms of the will and leases for only short terms were permitted. Annuities had to be paid during the lifetime of certain individuals. These facts, together with conditions brought about by the Civil War, so reduced the available revenue as to render impossible the opening of the university. The directors, therefore, devoted their efforts to the repair and improvement of the property.³⁰

The directors intended to establish an institution which should be different from the traditional college. Instead of providing a fixed course of study, which all students would be required to pursue, they planned to provide as many distinct and largely independent departments as their funds would permit, thus providing a freer choice of electives and carrying out the provisions of the McMicken will by providing education "for the active duties of life as well as in all higher branches of knowledge."³¹

A voluntary "school of design," opened in 1866 by two artists working gratuitously, having been very successful, the directors decided in December, 1868, to establish the McMicken school of drawing and design as the first department of the university.³² It was opened for students on January 11, 1869. Its purpose was to provide training in drawing and design as a type of vocational industrial training.

³⁰ Annual Report of the Directors of McMicken University, 1860, p. 319; Annual Report of the University of Cincinnati, 1872, p. 3. Up to 1872 the average net revenue from the property did not exceed \$18,000 per year and during 1881 the expenses actually exceeded the receipts. Ibid., p. 12; Report of the Directors of McMicken University, 1861, p. 21. See also Taft, Alphonso, A Lecture on the University of Cincinnati, Its Aims, Needs, and Resources, p. 10.

³¹ Annual Report, 1868-69, pp. 584-585.

³² Shotwell, Op. cit., p. 233. Five years earlier they had decided to conduct a free night school from November, 1863, to March, 1864. "Little is known of the venture, but it could not have been very successful, if it started at all as the records are silent about it, and no one seems to have ever been paid for teaching; hence for several years McMicken University was merely a name." Ibid., p. 233.

The special object of this school is the promotion of taste and design in the industrial arts; an object in which the population and prosperity of this city are so intimately concerned that, having at hand the gallery of art given to the university by the Ladies' Academy, the directors regarded it as one of the most appropriate modes of holding out to the youth of the city Mr. McMicken's cherished design of fitting them for the active duties of life.⁵²

The vocational purpose of the school is repeatedly emphasized in the annual reports. For instance:

We avail ourselves of the opportunity to repeat that the special aim of this school is the improvement of the industrial and operative classes of our people, by affording to all, who are capable of it, a thorough technical and scientific education in art and design, as applied to manufactures. The advantage and profit which manufacturers and master mechanics may derive by encouraging their workmen and apprentices to attend the night school, would soon appear, if they will but try it. Schools of this character will soon assume the same importance in this country which they have always had in Europe; and they will be wise who soonest catch the idea.⁵³

The school proved popular and night classes were soon added; 120 students enrolled the first year.⁵⁴ For a number of years sessions were held at Third and Main Streets, but in 1873 the school was moved into more commodious quarters in the upper story of the Cincinnati College building.⁵⁵

THE ESTABLISHMENT OF THE UNIVERSITY OF CINCINNATI

During the decade of the sixties, as it became increasingly evident that the McMicken estate alone would not be sufficient to maintain a university as his will contemplated, a movement got under way for a union of various educational trusts in the city as a means of establishing a real university on an adequate financial basis.

In this movement the city council, the superintendent of schools, and the board of education played leading parts. During the winter of 1868-69 the council presented to the Ohio legislature a bill which, if it had become a law, would have authorized the council to set aside grounds for a university, and "for the further endowment and maintenance of

⁵² Annual Report, 1868-69, pp. 584-585.

⁵³ University of Cincinnati. Annual Reports, 1874, p. 7. The fifties, sixties, and seventies of the nineteenth century witnessed a strong movement in the United States for the introduction of drawing into the public schools, chiefly for industrial and commercial reasons. See Anderson, L. F. History of Manual and Industrial School Education, pp. 129-132.

⁵⁴ Annual Reports, 1869-70, p. 39.

⁵⁵ University of Cincinnati. Annual Reports, 1873, p. 6.

such university or colleges" to accept as trustee property held by any person or corporation for educational purposes and to choose a board of directors for the management of the university. The board of directors was to have power to confer the usual degrees.³⁷ This bill was not acted upon for want of time.

On the organization of the newly elected board of education in July, 1868, its delegates to the Union Board of High Schools³⁸ were instructed to secure the consolidation of that board "with the board of education proper, on some equitable basis, with a view to establishing a university as part of our educational system." In December a committee of the board of education was appointed to further this object.³⁹ In his annual report for 1868-69 John Hancock, superintendent of schools, recommended that the "McMicken, Cincinnati College, Woodward, and Hughes funds" be consolidated, with a view to establishing a university. He stressed in particular the value of such an institution in raising the cultural level of the city.

As lovers of our fair city and her prosperity, we ought never to rest satisfied until we have made her the educational center of the Mississippi Valley. We have a right to expect from her age and position that she should become such. This university when established, if conducted in the spirit of the people and the age, will be a powerful means of bringing about this desirable consummation.⁴⁰

* At the meeting of the board of education on December 28, 1868, the following resolutions were adopted:

Whereas there are in this city several educational interests under public control, but each under different management; and

Whereas with these various institutions, and the great expenditure of money for them, we should have in this city a system of education of the highest attainable character, but which can not be done under the present disconnected interests; therefore

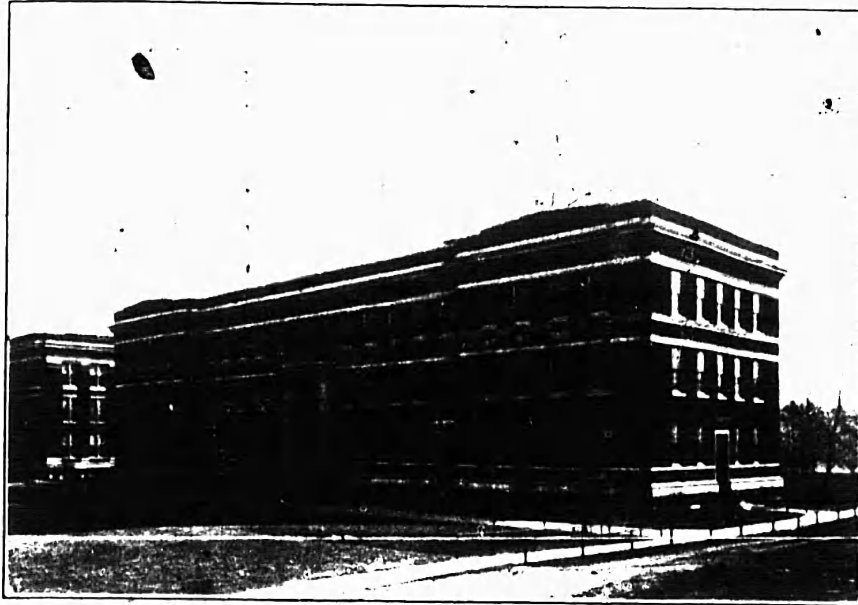
Resolved, With the view of consolidating the various educational interests of this city, embracing the "district and intermediate schools," the "high schools," "Cincinnati College," "McMicken University," etc., under one management for their highest development,

³⁷ This bill is reprinted in Report of the Special Committee on the University Project, p. 51.

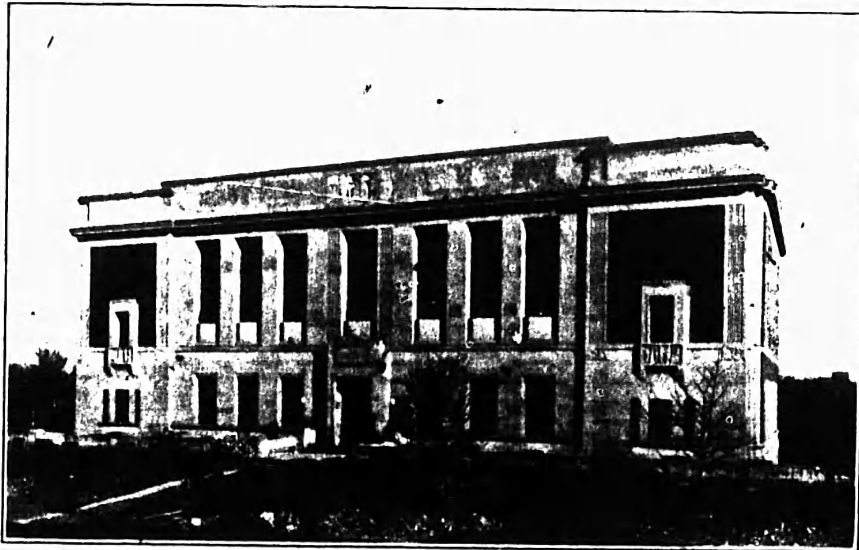
³⁸ The Union Board of High Schools was a body made up of delegates representing the board of education, the Hughes fund, and the Woodward foundation.

³⁹ Report of the Special Committee on the University Project, p. 3. Apparently the plan was for the board of education to take over entirely the work of maintaining the high schools and thus release the Woodward and Hughes funds for the university. See Taft, *op. cit.*, pp. 21-24.

⁴⁰ Annual Report of the Cincinnati Common Schools, 1868-69, pp. 76-78.

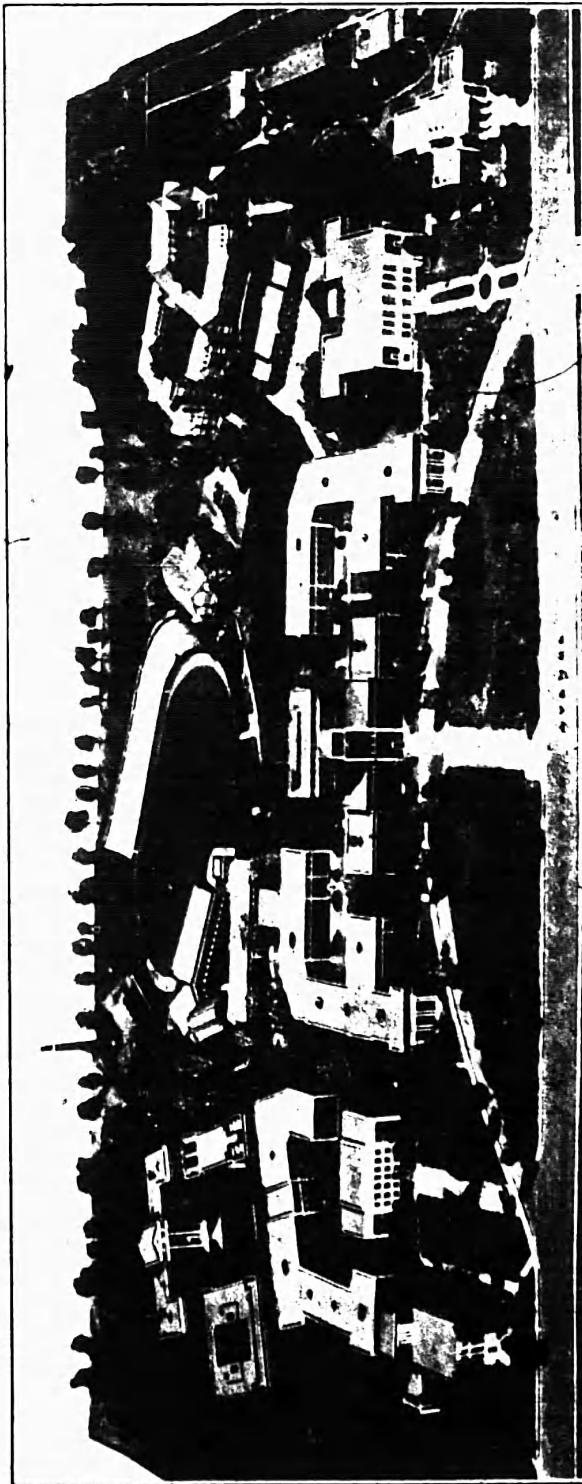


SWIFT HALL, UNIVERSITY OF CINCINNATI



NEW LIBRARY BUILDING, UNIVERSITY OF CINCINNATI

88-1



SMALL-SCALE MODEL OF THE FUTURE UNIVERSITY OF CINCINNATI CAMPUS

and to provide for a thorough and uniform course of instruction, that a committee of five be appointed * * * to inquire into and report at the earliest practicable day upon the general subject of education here, with special reference to the aforementioned, and also what additional legislation, if any, may be required to secure the same.⁴¹

The committee appointed under these resolutions (upon whose appointment the committee which had been appointed earlier was discharged) drew up an elaborate and carefully documented report. It was dated June 30, 1869, but was issued and printed the following December. It set forth the history and status of the following educational trusts: Cincinnati Astronomical Society, Ohio Mechanics' Institute, Farmers' College, the Hughes and Woodward funds, Cincinnati College, and the McMicken Fund. It recommended the union of as many as possible of these to form a "University of Cincinnati."⁴² This university was to be free to all citizens of the city and open to others at a small annual tuition fee. It was to be under a university board consisting of the mayor, the president of the university, the president of the city council, and the president of the board of education ex officio, and 24 others elected for 6-year terms (four expiring each year) by the council or the board of education. The establishment of collegiate, law, medical, dental, astronomical, normal, musical, fine arts, and polytechnic departments, and such others as might from time to time be deemed practicable was recommended.⁴³

The principal reasons urged for the establishment of such a university, in addition to the making effective existing provisions for education, were that it would democratize opportunity for higher education, would provide a center of culture from which the whole community would profit, and would have a beneficial influence on the public schools.

Some of the fruits of such a university would be to draw together a group of literati whose influence would permeate our whole community. It would open the door of higher education to hundreds in our own midst who are now hopelessly excluded from the same. Its retroactive effect would infuse new life into our whole school system. And let us hope that it would rekindle that "sacred flame," which

⁴¹ Reprinted in Report of the Special Committee, p. 4.

⁴² Report of the Special Committee, pp. 5-60, passim.

⁴³ Report of the Special Committee, pp. 60-61.

High School, and three out of the five teachers were members of the Woodward faculty. College classes in ancient and modern languages, mathematics, chemistry, and physics were conducted; 58 students were admitted, of whom 40 were females.⁵²

During the following year the academic department was more fully organized. Admission requirements were laid down, courses of study were prescribed, and temporary quarters were removed to the intermediate school on Liberty Street.⁵³ The new building on the McMicken estate, for which the bond issue of 1872 was provided, was begun in 1874 and was completed by September, 1875. In October the fully organized academic department was housed there.⁵⁴

The announcement of the academic department for the year 1875-76 shows three courses of study, each covering four years, 15 hours per week, and leading to the degrees of bachelor of arts, bachelor of science, and civil engineer, respectively. Provision was made for special students who did not wish to take a 4-year course. Students were required to be graduates of the high schools of Cincinnati or to possess equivalent qualifications, and in addition to pass an entrance examination. There was a faculty of seven and an enrollment in December, 1875, of 51.⁵⁵

THE DEVELOPMENT OF THE UNIVERSITY FROM 1875 TO 1904

The evolution of the University of Cincinnati from the simple form in which it existed in 1875 to the very much larger and more complex institution which it had become by the beginning of the twentieth century is too long and too complicated to be related here. Only the most important developments can be sketched.

During this period the scope of the work offered was greatly broadened, through both the consolidation or affiliation with it of other educational institutions and the expansion of the work of the academic department. The union of the observatory with the university has already been

⁵² Annual Reports, 1873, pp. 5-6.

⁵³ Annual Reports, 1874, pp. 4-6.

⁵⁴ Annual Reports, 1875, p. 5. The board of directors decided that it would be more practicable, and not a perversion of the will of Mr. McMicken, to build one building for both sexes instead of separate buildings. Taft, *op. cit.*, p. 17.

⁵⁵ Academic Department Announcement, 1875-76, pp. 7-8 and *passim*; Annual Report, 1875, *passim*.

noted.⁵⁶ A step in preparation for the expansion that was to follow was the transfer of the school of design to the Cincinnati Museum. This school had been very popular and successful from the first, the enrollment increasing from 120 in 1869-70 to 536 in 1876.⁵⁷ But it was essentially an industrial art school and there was a feeling that it was somewhat out of place in a university, or at least that some other agency might conduct it to greater advantage.

In the early eighties, as the need for a new building became pressing, the question of the advisability of transferring it to the Cincinnati Art Museum was raised. The directors of the university were favorable to the transfer, but as there was grave question as to the legality of such a procedure action was delayed.⁵⁸ Nicholas Longworth, having agreed that if the school were transferred to the museum he would endow it liberally, and legislative authority having been secured, the transfer to the Cincinnati Museum Association was effected in 1884.⁵⁹ From that time to the present the university, with one exception to be noted later,⁶⁰ has devoted its energies entirely to work on the college and university level.

The attempt in the early seventies at the consolidation of various educational trusts not having succeeded, in 1886 a more successful effort was made to secure their educational affiliation with the university. Under this plan each was to retain its separate organization and the control of its property.

In that year the clinical and pathological school of the Cincinnati Hospital, and in 1887 the Miami Medical College, the Medical College of Ohio, and the Cincinnati College of Pharmacy affiliated.⁶¹ Several institutions in the city, however, refused to affiliate or cooperate in any way.

In 1892 the general assembly passed an act for the consolidation of Cincinnati College with the university. The preamble stated that as the endowment of the former insti-

⁵⁶ *Supra*, p. 91.

⁵⁷ Annual Reports, 1874, p. 6; 1876, pp. 8-9. But the report for 1877 states that enrollment figures for this department in reports of previous years were not accurate. It states the enrollment for 1877 as 365 (p. 7). In 1878, 472 were enrolled. *Ibid.*, 1878, p. 23.

⁵⁸ Annual Reports, 1882, p. 9; 1883, p. 10.

⁵⁹ Ohio Laws, LXXXI, 214; Annual Reports, 1884, pp. 9-14, 17.

⁶⁰ *Infra*, p. 95.

⁶¹ Annual Reports, 1887, pp. 12-13. Miami Medical College was founded in 1852, the Medical College of Ohio in 1820, and the Cincinnati College of Pharmacy in 1870. These several affiliations gave the university a complete medical and pharmaceutical department.

High School, and three out of the five teachers were members of the Woodward faculty. College classes in ancient and modern languages, mathematics, chemistry, and physics were conducted; 58 students were admitted, of whom 40 were females.⁵²

During the following year the academic department was more fully organized. Admission requirements were laid down, courses of study were prescribed, and temporary quarters were removed to the intermediate school on Liberty Street.⁵³ The new building on the McMicken estate, for which the bond issue of 1872 was provided, was begun in 1874 and was completed by September, 1875. In October the fully organized academic department was housed there.⁵⁴

The announcement of the academic department for the year 1875-76 shows three courses of study, each covering four years, 15 hours per week, and leading to the degrees of bachelor of arts, bachelor of science, and civil engineer, respectively. Provision was made for special students who did not wish to take a 4-year course. Students were required to be graduates of the high schools of Cincinnati or to possess equivalent qualifications, and in addition to pass an entrance examination. There was a faculty of seven and an enrollment in December, 1875, of 51.⁵⁵

THE DEVELOPMENT OF THE UNIVERSITY FROM 1875 TO 1904

The evolution of the University of Cincinnati from the simple form in which it existed in 1875 to the very much larger and more complex institution which it had become by the beginning of the twentieth century is too long and too complicated to be related here. Only the most important developments can be sketched.

During this period the scope of the work offered was greatly broadened, through both the consolidation or affiliation with it of other educational institutions and the expansion of the work of the academic department. The union of the observatory with the university has already been

⁵² Annual Reports, 1873, pp. 5-6.

⁵³ Annual Reports, 1874, pp. 4-6.

⁵⁴ Annual Reports, 1875, p. 5. The board of directors decided that it would be more practicable, and not a perversion of the will of Mr. McMicken, to build one building for both sexes instead of separate buildings. Taft, *op. cit.*, p. 17.

⁵⁵ Academic Department Announcement, 1875-76, pp. 7-8 and *passim*; Annual Report, 1875, *passim*.

noted.⁵⁶ A step in preparation for the expansion that was to follow was the transfer of the school of design to the Cincinnati Museum. This school had been very popular and successful from the first, the enrollment increasing from 120 in 1869-70 to 536 in 1876.⁵⁷ But it was essentially an industrial art school and there was a feeling that it was somewhat out of place in a university, or at least that some other agency might conduct it to greater advantage.

In the early eighties, as the need for a new building became pressing, the question of the advisability of transferring it to the Cincinnati Art Museum was raised. The directors of the university were favorable to the transfer, but as there was grave question as to the legality of such a procedure action was delayed.⁵⁸ Nicholas Longworth, having agreed that if the school were transferred to the museum he would endow it liberally, and legislative authority having been secured, the transfer to the Cincinnati Museum Association was effected in 1884.⁵⁹ From that time to the present the university, with one exception to be noted later,⁶⁰ has devoted its energies entirely to work on the college and university level.

The attempt in the early seventies at the consolidation of various educational trusts not having succeeded, in 1886 a more successful effort was made to secure their educational affiliation with the university. Under this plan each was to retain its separate organization and the control of its property.

In that year the clinical and pathological school of the Cincinnati Hospital, and in 1887 the Miami Medical College, the Medical College of Ohio, and the Cincinnati College of Pharmacy affiliated.⁶¹ Several institutions in the city, however, refused to affiliate or cooperate in any way.

In 1892 the general assembly passed an act for the consolidation of Cincinnati College with the university. The preamble stated that as the endowment of the former insti-

⁵⁶ *Supra*, p. 91.

⁵⁷ Annual Reports, 1874, p. 6; 1876, pp. 8-9. But the report for 1877 states that enrollment figures for this department in reports of previous years were not accurate. It states the enrollment for 1877 as 365 (p. 7). In 1878, 472 were enrolled. *Ibid.*, 1878, p. 23.

⁵⁸ Annual Reports, 1882, p. 9; 1883, p. 10.

⁵⁹ Ohio Laws, LXXXI, 214; Annual Reports, 1884, pp. 9-14, 17.

⁶⁰ *Infra*, p. 95.

⁶¹ Annual Reports, 1887, pp. 12-13. Miami Medical College was founded in 1852, the Medical College of Ohio in 1820, and the Cincinnati College of Pharmacy in 1870. These several affiliations gave the university a complete medical and pharmaceutical department.

tution was not sufficient to carry out the purposes of the original charter, in the opinion of the general assembly its union with the University of Cincinnati would be for the advantage of both institutions and of the public. The act, accordingly, amended the Cincinnati College charter of 1819 so as to make the directors of the University of Cincinnati the trustees of the college.⁶² The directors of the university in accordance with this act, demanded of the Cincinnati College trustees the surrender of their property. This was refused on the ground that the act of the legislature was unconstitutional and therefore void.⁶³ Suit was immediately brought to secure the property. The case was carried to the Supreme Court of Ohio, which on March 12, 1895, rendered a decision adverse to the claims of the university.⁶⁴

In 1896 several steps in the process of expanding and integrating the work of the university took place. With a view to establishing a college of pharmacy as an organic part of the university the contract by which the Cincinnati College of Pharmacy was affiliated was canceled.⁶⁵ It was agreed by both the university authorities and those of the Medical College of Ohio that the interests of both institutions would be promoted if they were organically united. Accordingly, the general assembly passed an act placing the medical college under the control of the directors of the university.⁶⁶

On June 15 a law department of the university was created, which began operations the following October on a self-sustaining basis.⁶⁷ The following year, on the initiative of the trustees of Cincinnati College, a contract was made by which their law school was affiliated with the law department of the university. Degrees were conferred by joint action of the two boards.⁶⁸

In 1901 courses in civil, mechanical, chemical, and electrical engineering were announced.⁶⁹ In connection with the

⁶² Ohio Laws, LXXXIX, 647. Cincinnati College, it will be remembered, had for many years maintained only a law department.

⁶³ Annual Reports, 1892, p. 9.

⁶⁴ Ohio State Reports, LII, 375.

⁶⁵ Annual Reports, 1896, p. 14. This was done with the consent of the latter institution. No college of pharmacy seems to have been established, however.

⁶⁶ Ohio Laws, XCII, 751-752. The clinical and pathological school became the department of clinical medicine of the College of Medicine. The other medical schools had withdrawn the preceding year. Annual Reports, 1895, p. 41.

⁶⁷ Annual Reports, 1896, p. 14.

⁶⁸ Annual Reports, 1897, pp. 14-15.

⁶⁹ Annual Reports, 1900, p. 64; 1901, p. 34.

newly established department of engineering, the Technical School of Cincinnati was taken over by the directors. It had been conducted for some 15 years through the generosity of certain public-spirited citizens of the city; the directors agreed to continue it as a manual-training school until such time as manual training should be introduced into the public schools. Money for its operation was furnished by the friends of the school.⁷⁰

While these various departments were being added, the academic department (known after 1892 as the McMicken College of Liberal Arts) was expanding. A literary course leading to the degree of bachelor of letters and a philosophical course leading to the degree of bachelor of philosophy were added in 1879 and 1883, respectively. In 1879 a 2-year nondegree normal course was added.⁷¹ In 1900 graduate work was more definitely organized and work for the doctorate of philosophy offered for the first time.⁷²

This expansion of the work of the university, of course, meant a corresponding increase in enrollment, faculty, buildings, equipment, and income. During this period the total enrollment increased from 45 to 1,457 and the faculty from 7 to 185.⁷³

We have seen that in 1875 the academic department was housed in the newly completed building on the McMicken homestead. In November, 1885, this building was badly damaged by fire, and while repairs were being made classes were held in the building of the Hebrew Union College at the invitation of that institution.⁷⁴ Even before this time the question of the suitability of that site for the permanent home of the university had been raised. The rector of the university in his annual report for 1884 said:

The question as to what shall be done regarding the poor heating arrangements in the building * * * depends for its answer upon another and larger one; to wit, whether or no the present building

⁷⁰ Annual Reports, 1901, pp. 6-7. In taking over this school the directors were doubtless motivated by a desire to provide good preparatory courses for their engineering students.

⁷¹ Annual Reports, 1879, p. 1819; Annual Catalogue, 1883-84, p. 26. The normal course was discontinued in 1885-86 and the philosophical course in 1889-90.

⁷² Annual Catalogue, 1900, pp. 52-53. There had been a small amount of graduate work carried on almost from the earliest years of the academic department.

⁷³ Reports of United States Commissioner of Education.

⁷⁴ Annual Reports, 1885, pp. 12-13.

and present site are to be the permanent home of the university. This is a subject which I wish to commend to the careful consideration of the board.⁷⁵

In 1885 both the rector and the chairman of the board referred to the unsatisfactory character of the existing site.⁷⁶ The directors carefully considered the question of a change in location and discussed several possible sites, but since Mr. McMicken's will had specifically directed that the buildings should be erected on his homestead, they believed that to make the change without a release from the McMicken heirs or the decree of a proper court would endanger their possession of the property.⁷⁷

The evident need for a new site resulted, on October 22, 1889, in an agreement between the mayor (acting in accordance with an ordinance passed by council on September 20) and the directors whereby the city agreed to convey to the university some 43 acres of land at the southern end of Burnet Woods Park as a new site provided that within three years the construction of a main building for university purposes should be begun, and that within five years at least \$100,000 should be expended on such building.⁷⁸

Suit was commenced in the common pleas court for such a construction of the will as to permit the removal of the university. It was contested by the McMicken heirs, appealed to the circuit court, which decided in favor of the right of removal, and to the Supreme Court of Ohio, which on March 7, 1893, confirmed the decision without report.⁷⁹

On April 20 council passed an ordinance providing for the issuing of \$100,000 in bonds for a main building and its equipment.⁸⁰ The corner stone of McMicken Hall, the new building, was laid on September 22, 1894, and the central portion was completed and occupied in September, 1895.⁸¹

⁷⁵Annual Reports, 1884, p. 35.

⁷⁶Annual Reports, 1885, pp. 5, 26-27. It is not improbable that the renewed efforts of the university in 1886 for a cooperative affiliation of other schools with the university was caused in part by the inadequacy of the building and grounds.

⁷⁷Annual Reports, 1888, pp. 16-18.

⁷⁸Ordinance reprinted in Annual Reports, 1884, pp. 24-26.

⁷⁹Ohio Circuit Court Reports, VI, 1888; Weekly Law Bulletin, 29:168. Some question as to the legality of the transfer of the land to the university having arisen, in 1892 an act was secured from the legislature affirming the power of the council or the board of education to convey public land to a municipal university. Ohio Laws, LXXXIX, 250-251.

⁸⁰Annual Reports, 1893, p. 11.

⁸¹Annual Reports, 1894, p. 12; 1895, pp. 8-9. The completion of McMicken Hall made it possible to utilize the old building for the medical department, which was opened in 1896.

The construction of McMicken Hall was the first step in a program of building which continued through the period. It is impossible to give the details here; it must suffice to state that the value of the buildings and grounds of the university, as reported to the United States Bureau of Education (now United States Office of Education) increased from \$75,000 in 1876 to \$1,250,000 in 1904.

The expansion of the work of the university necessitated enlarged financial support. The law of 1870 permitted the board of education to levy a one-tenth mill tax for university operating expenses.⁸² The board having failed to make this levy in 1876, a law of 1878 made it mandatory so long as university bonds should be outstanding.⁸³ By a law enacted in 1893 the board of education was authorized, on application of the university directors, to levy a tax not to exceed three-tenths mill for general university purposes, and was required to levy from three-hundredths to five-hundredths mill for maintenance of the observatory.⁸⁴ In 1902 this power and this duty were taken from the board of education and conferred on the "Board of Legislation" of the city.⁸⁵ In 1904 the statutes governing municipal universities in the State were amended by a comprehensive law. This law defined very carefully a municipal university, with the evident purpose of distinguishing clearly between university and secondary school work. The taxation provisions, however, remained unchanged.⁸⁶ Under these successive enactments the income of the university received from the city increased from \$17,909 in 1875 to \$66,128 in 1904.⁸⁷

The method of choosing the directors was changed several times during the period. The original charter of 1870 provided that the board should consist of the mayor ex officio and 18 citizens appointed by council, of whom six were to be chosen from among persons nominated by the board of education.⁸⁸ In 1881 an amendment to this act provided that the 12 members not chosen on the nomination of the board of education should be chosen on the nomination of the supe-

⁸² Ohio Laws, LXVII, 86.

⁸³ Ohio Laws, LXXV, 138.

⁸⁴ Ohio Laws, XC, 150-51.

⁸⁵ Ohio Laws, XCV, 548.

⁸⁶ Ohio Laws, XCVII, 541.

⁸⁷ Reports of United States Commissioner of Education.

⁸⁸ Supra, p. 90.

rior court of the city, or, if no such court existed, on the nomination of the common pleas court of the county.⁸⁹

In 1892 a law was passed providing that all vacancies on the board should be filled by appointment by the judge or judges of the superior court of the city. By an act of 1902 the board was reduced in number from 18 to 9, and their appointment was vested in the mayor. Each member served for 6 years, the terms of three expiring each second year.⁹⁰

No president or rector was chosen until December, 1877, when Thomas Vickers was appointed rector. He served gratuitously until the following year, when he was given the full-time salaried position of rector and professor of history.⁹¹ He served until April, 1884, and was succeeded in 1885 by ex-Governor Jacob D. Cox. Upon his resignation in 1889 no president was appointed, but the administrative duties were exercised by the dean of the faculty. By 1899 the funds were deemed sufficient to justify the employment of a president, and Dr. Howard Ayers, professor of biology at the University of Missouri, was called to the post. He served until 1904, when he was succeeded by Dr. Charles William Dabney, who had been president of the University of Tennessee.

THE UNIVERSITY SINCE 1904

President Dabney assumed his duties on July 1, 1904, and was formally inaugurated on November 16. He was succeeded in 1920 by Dr. Frederick Charles Hicks, who had been since 1900 professor of economics and commerce. Upon President Hicks's resignation in 1927, Dean Herman Schneider was appointed acting president, and in 1929 became president. Under the administration of these men the University of Cincinnati has attained a nationally recognized position and its example has been very influential on the development of other municipal universities, notably those at Louisville, Toledo, and Akron.

In 1904 the university comprised the following divisions, in addition to the observatory and the library: (1) College of liberal arts, (2) college of engineering, (3) college of law, (4) college of medicine, (5) technical school (manual-train-

⁸⁹ Ohio Laws, LXXVIII, 178-79.
⁹⁰ Ohio Laws, LXXXIX, 31-2; XCVI, 91.
⁹¹ Annual Reports, 1877, p. 5; 1879, p. 8.

ing high school). In addition to these, the Ohio College of Dental Surgery was closely affiliated with the university but was not under the control of its board of directors.⁹²

The history of the university from 1904 to the present has been characterized by the still further expansion of the scope of its work, by a more closely integrated organization, and by a minor change in the method of choosing members of the board of directors. The latter change came with the adoption of the new city charter in 1917. This charter as amended in 1924 provides that the directors shall be appointed by the mayor with the advice and consent of the city council for a term of nine years, one term expiring each year.⁹³

In 1905 a college of education was opened.⁹⁴ It was controlled jointly by the university and the board of education until 1930, when it was taken over by the university. It has developed a system of teacher training very closely integrated with the work of the public schools of the city. The same year saw the inauguration of cooperative courses in engineering, which were conceived by Dean Herman Schneider, and which have exercised such a marked influence on technical education in this country.⁹⁵

In 1906 a graduate school with its own dean and faculty was organized to administer and to extend the graduate work in the university.⁹⁶ The same year external or extension courses, meeting in the late afternoon and on Saturday morning and offering regular university work, were inaugurated for the special benefit of teachers.⁹⁷

In 1909 the technical school, which since 1901 had been maintained as a manual-training high school, was discon-

⁹² Annual Reports, 1904, pp. 23-24.

⁹³ Page's General Code of Ohio, 1920, I, 1770. Copy of amendment adopted in 1924 in Legislative Reference Department of Ohio.

⁹⁴ Annual Reports, 1905, p. 24. The Cincinnati Board of Education had established a city normal school in 1868. It was closed in 1890, and the following year the university began extension courses for teachers. Annual Reports, 1892, p. 14. These courses grew in range and in attendance, and in 1900 a summer extension school for teachers was established (*ibid.*, 1900, p. 64), which likewise proved successful. The catalogue for 1902-3 (pp. 166-76) announced certain courses in a "teachers college," but there was no organization of a separate faculty or college. The organization of a college for teachers "was conceived as the first concern" of President Dabney for a municipal university that should serve the city in every possible way. Annual Reports, 1908, p. 88.

⁹⁵ Annual Reports, 1905, pp. 26-27. *Infra*, p. 189.

⁹⁶ Annual Reports, 1906, p. 10.

⁹⁷ Annual Reports, 1907, p. 11. Extension courses for teachers had been established in 1891, but had not carried college credit. *Ibid.*, 1892, p. 14.

tinued,⁹⁸ and the work of the university again became entirely collegiate, which character it has since retained. The same year an agreement was made with the Medical College of Ohio (which since 1896 had been the college of medicine of the university) and the Miami Medical College (which since 1895 had refused to affiliate) by which these became an organic part of the university, thus forming a new and larger college of medicine.⁹⁹ In 1916, under the new city charter, the College of Medicine and the Cincinnati General Hospital were brought into a closer relationship, being jointly placed under the management of the university directors.¹⁰⁰

In 1912 evening classes in liberal arts were inaugurated and the college of commerce, the bureau of city tests, and the municipal reference bureau were established. For several years there had been a strong demand for evening college classes and the matter had been repeatedly discussed in annual reports.¹⁰¹ Such classes were now established as a part of the work of the college of liberal arts and at once met with popular support.¹⁰²

As early as 1900 President Ayers had advocated at length the desirability of establishing a college of commerce,¹⁰³ but nothing definite was accomplished.

In 1910, at the request of the board, President Dabney prepared a special report in which he recommended the establishment of such a college.¹⁰⁴ In August, 1912, the Cincinnati College of Finance, Commerce, and Accounts, which had been established in 1906, was, at the request of its board of trustees, made an integral part of the university and the work advanced to full college grade.¹⁰⁵ At first only late afternoon and evening classes were held, but later regular day classes were added. In 1919 this college was combined with that of engineering so as to form the present College of Engineering and Commerce.

⁹⁸ Annual Reports, 1909, p. 6.

⁹⁹ Annual Reports, 1909, pp. 13-14.

¹⁰⁰ Annual Catalogue, 1923-24, p. 51.

¹⁰¹ Annual Reports, 1908, p. 27; 1910, pp. 44-48.

¹⁰² Annual Reports, 1912, p. 11. By the end of the academic year 1928-29 evening enrollment in the College of Liberal Arts had reached 1,053, and in the College of Engineering and Commerce, 3,240.

¹⁰³ Annual Reports, 1900, pp. 60-73.

¹⁰⁴ Annual Reports, 1910, pp. 43-44.

¹⁰⁵ Annual Reports, 1912, p. 9.

The city council, in 1912, by one ordinance established a bureau of city tests in connection with the College of Engineering, and by another requested the university to establish in the city hall a municipal reference bureau.¹⁰⁶ Both bureaus have rendered valuable service to the city. One makes all tests (chemical, bacteriological, etc.) of materials and supplies for the various city departments; the other makes available to the authorities and citizens of the city needed information concerning the ordinances of Cincinnati and other cities on any subject called for. The director of the bureau is appointed by the university and confirmed by council.

In 1914 a home economics school, which had been developed by the Cincinnati Kindergarten Training Association, was taken over and became the school of household arts of the university.¹⁰⁷ In 1919 it became the department of home economics of the college of education, and in 1924 the school of household administration. In 1916 the Cincinnati Hospital Training School for nurses became the School of Nursing and Health, a division of the college of medicine.¹⁰⁸

A closer union of the Cincinnati Law School with the university took place in 1918. In 1897 the Law School of Cincinnati College (the only department of the college in actual operation) was closely affiliated with that of the university.¹⁰⁹ In 1918 the stockholders of the college voluntarily transferred nearly all their stock to the directors of the university who elected themselves and three other persons as trustees of Cincinnati College.¹¹⁰

The expansion of the work of the university outlined above has necessitated and at the same time has been made possible by a corresponding increase in the physical plant and in the financial resources of the institution. By an act passed in 1906 the tax that might be levied by council for the general work of the university was increased to five-tenths of a mill and the levy for the observatory or other scientific

¹⁰⁶ Annual Reports, 1912, p. 13; Cincinnati City Council, Second Supplement to Codification of Ordinances, pp. 127-129. Due to lack of available space, the latter bureau was not completely organized until 1914.

¹⁰⁷ Annual Reports, 1914, p. 14.

¹⁰⁸ Annual Catalogue, 1924-25, p. 52.

¹⁰⁹ Supra, p. 94.

¹¹⁰ Annual Reports, 1918, pp. 21-22. In 1923 the Ohio College of Dental Surgery was still more closely affiliated with the university. Organic union has not yet taken place, however.

work to five-hundredths of a mill.¹¹¹ Under this law and with the constantly increasing tax duplicate of the city the income received from the city increased from \$66,128 in 1904 to \$571,169 in 1927-28. The income from private sources has also greatly increased.¹¹²

The present scope of the work of the university can be indicated by showing the various divisions and the degrees granted by each. They are as follows:

Graduate School of Arts and Sciences.—Doctor of philosophy, master of arts, and master of science.

McMioken College of Liberal Arts.—Bachelor of arts.

College of Engineering and Commerce.—Bachelor of science in architecture, aeronautical engineer, chemical engineer, civil engineer, commercial engineer, electrical engineer, geological engineer, and mechanical engineer.

College of Education.—Bachelor of education, bachelor of arts in education, master of arts in education, and doctor of philosophy in education.

College of Medicine.—Bachelor of medicine and doctor of medicine.

College of Law.—Bachelor of laws and master of laws.

School of Nursing and Health.—Bachelor of science.

School of Applied Arts.—Bachelor of science in architecture, bachelor of science in landscape architecture, bachelor of science in interior decoration, bachelor of science in applied arts, and bachelor of science in ceramics.

School of Household Administration.—Bachelor of science.

¹¹¹ Ohio Laws, XCVIII, 128-129. In 1913 this university levy was removed from the 1 per cent limitation imposed by the so-called Smith One Per Cent Law. *Ibid.*, CIII, 472.

¹¹² Space is lacking to show the details of this material expansion. Some facts concerning the present status are given *infra*, p. 182.

CHAPTER VII

THE UNIVERSITY OF THE CITY OF TOLEDO

THE TOLEDO UNIVERSITY OF ARTS AND TRADES

The present University of the City of Toledo is an outgrowth of a manual-training school which was founded in 1872 by Jessup W. Scott, a resident of the city.¹ He became concerned over the lack of provision for vocational training in the public schools and desired to do something to supply this lack. In 1869-70 the Lake Shore & Michigan Southern Railway bought 80 acres of land on the outskirts of the city and announced that an important junction point was to be developed, with train trip terminal facilities, car repair shops, freight and coal trackage, etc. Mr. Scott owned 160 acres of land adjacent to this tract and believed that this railroad development would create a demand for building lots on a long-term leasehold. He accordingly determined to give this land for the promotion of manual and industrial education.

On October 12, 1872, articles were signed creating a private corporation known as the Toledo University of Arts and Trades. J. W. Scott, his three sons, five personal friends, together with the mayor, the city superintendent of schools, and the Governor of Ohio *ex officio* were constituted a self-perpetuating board of trustees. The object of the corporation was stated as follows:

The object of this trust is to establish an institution for the promotion of knowledge in the arts and trades and their related sciences, by means of lectures and schools, by extensive collections of models, and representative works of art, by geological and mineralogical or other cabinets and museums that relate to the mechanic arts, and whatever else will serve to furnish artists and artisans with the best facilities for a high culture in their professions; also to furnish instruction in the use of phonographic characters, and to aid in their introduction into more general use. Other branches of learning not

¹ His interest in vocational education seems to have been inspired by his son Frank J. Scott, who, while studying architecture in Paris in 1853-54, was much impressed with the usefulness of the instruction given in the Paris *École des Arts et Métiers*. Annual Report of the Directors of the Manual Training School, 1895, p. 8.

included in the above specifications may become a part of the institution when endowed so as to be sustained without the use of the trust fund herein provided. All the advantages offered by this institution are to be free of cost to all pupils who have not the means to pay for the same, and all others are to pay such tuition and other fees as the trustees may require.²

On October 21 the corporation received from J. W. Scott and his wife a deed of gift conveying the 160 acres of land already mentioned.³

Frank J. Scott believed that training in the arts and trades should become a part of the system of public education and suggested to his father that the deed of gift be amended so as to make the endowment available for aiding such work in the public schools.⁴ Accordingly, on December 16, 1872, Mr. Scott and his wife gave an amendatory deed, which permitted the funds arising from the leasing of the land to be used in conjunction with or as a part of "any educational fund for the promotion of the kind of education embraced in the deed of trust which may hereafter be furnished by State or city or by the General Government of the United States, subject to such conditions and agreements as the trustees of the university and the authorities having the disbursements of the public funds may unite in making."⁵

With money contributed by William A. Raymond and by certain of the trustees, a building at Adams and Tenth Streets was purchased in 1873 and named Raymond Hall.⁶ Mr. Scott died in 1874, and in settling up his estate the widow and sons gave to the university real estate in the city valued at \$50,000.⁷ The value of the original donation, however,

² Reprinted in Bulletin of Toledo University, Vol. V, Nos. 1 and 2, pp. 8, 8. The articles provided that the institution should be open to pupils of both sexes alike.

³ The purposes of the gift as set forth in the deed were essentially the same as those expressed in the articles of incorporation already quoted; but since they differed in minor details, and since they were later the subject of bitter and prolonged controversy, it is well to quote Mr. Scott's own words. The purpose of the gift was "To establish an institution for the promotion of knowledge in the arts and trades and related sciences, by means of lectures and oral instruction; of models and representative works of art; of cabinets of minerals; of museums instructive of the mechanic arts; and of whatsoever else may serve to furnish artists and artisans with the best facilities for a high culture in their respective occupations, in addition to what are furnished by the public schools of the city. Also to furnish instruction in the use of phonographic characters, and to aid in their introduction into more general use, by writing and printing. And also, to encourage health-giving invigorating recreations." Reprinted in Scott, F. J. *The Present Status of the Project for a Toledo University of Arts and Trades*, pp. 32-35.

⁴ *Ibid.*, pp. 35-36; Annual Report of the Directors of the Manual Training School, 1895, p. 4.

⁵ Reprinted in Scott, *op. cit.*, pp. 35-36.

⁶ Scott, *op. cit.*, p. 4; Annual Report of the Directors, 1885, p. 718.

⁷ Annual Report of the Directors, 1885, p. 718; Scott, *op. cit.*, pp. 37-39. The deed of gift is reprinted in the latter.

was greatly decreased by reason of the fact that the projected railway development did not take place.

On January 4, 1875, the trustees opened a school of design in Raymond Hall. William Young, a former pupil of Calvin M. Woodward, at St. Louis, was employed as instructor. Instruction was given for 2 hours each on 5 evenings per week and 1 hour on Saturday. "This school of design continued for several seasons and imparted valuable instruction to large classes of pupils, but there being no funds to maintain it, it had to be discontinued [about 1878]."⁸

TOLEDO UNIVERSITY FROM 1885 TO 1902

The trustees of the Toledo University of Arts and Trades, being unable for financial reasons to maintain a school, on January 18, 1884, decided to tender the entire property to the city, on condition that the city would assume the trust under and by virtue of the powers conferred by sections 4095 to 4105 of the revised statutes of Ohio.⁹

The city council, after full deliberation, on February 7 accepted the trust,¹⁰ and on March 18 passed an ordinance establishing the Toledo University:

There is hereby established a university for the promotion of free education of the youth of both sexes within the city, under and by virtue of Chapter XIV, Title III, Revised Statutes of Ohio, to be styled and known as the Toledo University.

The annual appointment of directors shall be made on the first Monday in May of each year, and a meeting of the common council for that purpose shall be called annually and held on that day. * * *

The first department of such university to be opened shall be designated and known as the manual-training school, and shall be devoted to instruction in the practical arts and trades.

⁸ Scott, op. cit., p. 4. In 1873 the country was swept by a disastrous panic, which doubtless affected the rental value of the university property. This, combined with the failure of the railway project, made the continuance of the school impossible.

⁹ Annual Report of the Directors, 1886, pp. 32-33. These sections constituted the act passed in 1870 at the request of Cincinnati authorizing cities of the first class having a population of 150,000 or more to receive and administer educational trusts, and under which the University of Cincinnati was organized, together with supplementary acts. Through the efforts of Hon. Guido Marx, one of the trustees of the Toledo University of Arts and Trades and a member of the legislature, this law, which although general in its terms was applicable only to Cincinnati, was amended in 1873 by the enactment of the following section:

"That the above-named act shall be applicable to cities of the first class with less than 90 and more than 31,000 inhabitants by the last Federal census [i. e., Toledo]; provided, that in such cities the number of directors shall consist of 13; and provided, that the rate of taxation levied on the taxable property of said city shall not exceed one-half of 1 mill on the dollar valuation thereof, to be applied by said board of trustees to the support of said university, college, or institution of learning." Ohio Laws, LXX, 117.

¹⁰ Annual Report of Directors, 1885, p. 718.

The directors were authorized to receive any property or income which might be given to the city and apply it to the "founding, maintaining, or aiding said university, or any department thereof." The entire control of the trusts was placed in the hands of the directors subject to the intent of the donors of such trusts.¹¹

On May 25, 13 directors, consisting largely of members of the old board of trustees, were chosen by council, and on May 29 the board was organized.¹² On July 3 the trustees of the Toledo University of Arts and Trades conveyed the real estate held by that corporation, estimated to be worth \$100,000, to the city in trust for the promotion of practical education under the direction of the board of directors of the Toledo University.¹³

The original Scott donation of 160 acres of land was burdened with conditions which the directors deemed to be subversive of the primary purpose of the trust. Accordingly in 1885, the city solicitor, at the request of the directors and with the full consent of the Scott heirs, brought suit to vacate these conditions. On May 9, 1885, the court of common pleas of Lucas County granted an order vacating such conditions and vesting the city with absolute title to the property, provided that the proceeds be used to promote the purpose of the trust.¹⁴

The board of education and the superintendent of schools were very anxious to cooperate with the university in establishing a manual training school, and two rooms in the high-school building were assigned for that purpose. In September, 1884, the school was opened with an enrollment of 50 boys and 10 girls.¹⁵

In March, 1885, the board of education leased to the university directors part of the grounds of the Central High School as a site for a manual-training school building.

This lease was executed under authority of the State legislature, obtained for that purpose,¹⁶ and runs for a term of 20 years subject to indefinite renewal unless after that term the exigencies of the high

¹¹ Ordinance reprinted in Annual Report of the Directors, 1885, pp. 709-710.

¹² Annual Report, 1885, pp. 710, 712.

¹³ Annual Report, 1885, p. 711.

¹⁴ Annual Report, 1885, p. 712.

¹⁵ Annual Report, 1885, pp. 711-712. In the work for boys the methods of the St. Louis Manual Training School were closely followed.

¹⁶ Ohio Laws, LXXXII, 121.

school shall need the room ; in which event the appraised value of the building shall be paid by the board of education to the university board. This condition was undoubtedly a wise precaution on the part of the board of education, but it is nevertheless the view of both parties to the lease that such exigencies will never arise, and that the lease is practically a perpetual one. It is believed that under wise direction the two systems of instruction will become so welded together as to be forever inseparable.¹⁷

With the money raised by selling all of the real estate in their possession, except the original Scott farm, the university directors immediately began the erection of an east wing of the Central High School building. This work was pushed forward rapidly, and the building was practically completed and was formally opened on December 5, 1885.¹⁸

Thus the net result of the creation of the Toledo University was the establishment of a manual-training school of secondary grade under the joint control of the board of education and the directors of the university. The building in which the work was carried on was owned by the university, but was situated on land owned by the board of education, and constituted a wing of the high-school building, the main part of which was the property of the board of education. The school was supported in part by a special tax levy by the board of education and in part by the income from the Scott farm. The students were boys and girls of grammar-school and high-school age who wished to take a manual-training course, rather than the traditional school course. Some of the instruction was furnished by the board of education and some by the university board. The school was, for all practical purposes, a part of the public-school system of the city.

Instruction in free hand and mechanical drawing is furnished by the university board, while the intellectual studies, which must go hand in hand with the development of manual training, are furnished in the public schools, in the prescribed grammar and high-school courses.

The practical effect of the united action of these two boards is to so enlarge the scope of public instruction in Toledo, as represented

¹⁷ Annual Report, 1885, p. 713.

¹⁸ Annual Report, 1885, p. 713. The dedication exercises occupied two days. Former President Rutherford B. Hayes presided, and addresses were made by Calvin M. Woodward, managing director of the St. Louis Manual Training School; Prof. Felix Adler, managing director of the Workingmen's School of New York City; and others. Ibid., p. 714; Dedicatory Exercises held in Toledo, Dec. 4 and 5, 1885, *passim*.

by the grammar and high schools, as to include instruction in the practical arts, domestic economy, together with free hand and mechanical drawing. The course, including this instruction, will be known as the manual training school course.¹⁹

No one apparently had any notion that the Toledo University was ever to be anything more than such a secondary manual-training school. Its complete union with the public-school system was expected to be consummated eventually. Frank J. Scott, a son of Jessup W. Scott, and a member of the original board of trustees and of the board of directors of Toledo University, later said:

Thus the city of Toledo became the trustee of Jessup W. Scott's donation of the university 160 acres, the Raymond gift, and the after donation of the Scott heirs. The manual training school became the city's ward. That it should in time become incorporated as an integral part of the public school system was my wish, and I think of most of my intelligent coadjutors. I can conceive of no more complete realization of Jessup W. Scott's desires and those of the trustees, and of the public, for the promotion of technical education than to have it lifted out of the sphere of private benevolence into the great highway of education under the ægls of the public school system. * * * Personally, I looked forward to the union of the manual with the public school system as a consummation devoutly to be wished and recommended turning over the office duties and separate existence of the university trustees, so far as the manual training schools were concerned, to the board of education whenever it could be done legally. In this my brother and older associates on the board fully concurred.²⁰

From 1885 to 1902 the work of the manual-training school was continued without any essential change in its character but with a gradual extension of its scope. In 1886 a department of domestic economy and in 1895 a business department was added.²¹ Beginning in 1893, the work in manual training and domestic science, which had been confined to the classes in the high school and the eighth grade in the grammar school, was extended by adding manual departments in the ward schools.²²

During this period there were certain changes in the administrative control of the university. As already noted, some, if not most, of the friends of the institution hoped that

¹⁹Annual Report, 1885, pp. 699-701.

²⁰Scott, *op. cit.*, pp. 13-15.

²¹Annual Report, 1886, pp. 34-35; *ibid.*, 1895-96, pp. 1075-76.

²²Annual Report, 1894-95, p. 31. The following year the report of the school showed an enrollment of 353 high-school and 1,906 elementary-school students. *Ibid.*, 1895-96, p. 1078.

eventually it would be completely united with the public-school system of the city. The first step toward this consolidation was taken in 1900, when a law was secured which provided that in any city "of the third grade of the first class" [Toledo] having a municipal university, the board of directors or trustees should consist of five members appointed by the board of education and confirmed by the city council.²³

The next, and what was doubtless expected to be the final step in such consolidation, was the enactment of a law on May 10, 1902, by which in cities of the third grade of the first class the office of directors and trustees was abolished, and the custody and management of any funds given for a university and the administration of all educational trusts accepted by the council was vested in the board of education.²⁴ Under this law the board of education immediately took possession of the property and conducted the manual-training school during the year 1902-3.

TOLEDO UNIVERSITY FROM 1903 TO 1909

In the latter part of June, 1902, the Supreme Court of Ohio handed down several decisions which declared invalid practically all existing legislation dealing with the government of municipalities on the ground that it was in fact special legislation and therefore unconstitutional. The general assembly was, therefore, called into session to enact a new municipal code, which became a law on October 22, 1902. This code provided, as already noted in the case of Cincinnati, that each municipal university should be under the control of a board of nine directors, to be appointed by the mayor of the city.²⁵

The law just referred to provided that the university directors should be appointed not earlier than the second Monday in May and not later than the first Monday in June,

²³ Ohio Laws, XCIV, 241-242.

²⁴ Ohio Laws, XCV, 518-519. This law was passed with the approval of the Toledo University trustees. The Authority and Duty of the Council to Place the Scott Manual Training School under the Board of Education, p. 4. Two days after the enactment of this law another was passed which provided that "In cities of the first grade of the first class where there are universities supported in whole or in part by public taxation upon the property of such city, [i. e., Cincinnati], the power of taxation for university support should be vested in the board of legislation instead of the board of education, as it had previously been. Ohio Laws, XCV, 548.

²⁵ Ohio Laws, XCVI, 91.

1903. There was a considerable doubt whether this law applied to Toledo, and in all probability the general assembly did not intend that it should apply.²⁶ The mayor, however, assumed that it did apply, and on Monday, June 1, the last day allowed under the law, appointed such a board.²⁷ This newly appointed board immediately demanded and received from the board of education the possession and control of the Scott Manual Training School and its properties.²⁸ The two boards, however, reached an agreement providing for their cooperation and the prevention of duplication of work.²⁹

The city council, apparently, disapproved the transfer of the school from the board of education to the university board. At any rate, it refused to make any tax levy for the support of the school³⁰ and refused the request made by the directors in the autumn of 1903 that the Scott farm be sold and the proceeds placed in their hands for university development.³¹ The directors then prepared for the consideration of the legislature a bill to amend the statutes governing municipal universities. It would have made mandatory instead of permissive a tax levy of three-tenths of a mill for university purposes and would have vested in the board of directors the authority to acquire, manage, control, and dispose of property given to the city for university purposes.³² The legislature not only refused to pass this bill, but enacted a law defining a municipal university more exactly, and placing the control of all educational institutions and trusts belonging to any city, except municipal universities as there defined, under the control of the board of education of the city in which located.

²⁶ Previous legislation had applied to any municipal "university, college, or other institution of learning." This law applied only to a "university supported in whole or in part by public taxation."

²⁷ Toledo Blade, June 1, 1903.

²⁸ The Authority and Duty of the Council, p. 18. A demand was made by Dr. James Waddick that the city solicitor bring an injunction suit against the university board to prevent their taking control of the property and to prevent the levy of 3 mills for university purposes under the law of 1902. Upon the refusal of the solicitor to bring such suit, Waddick himself, as a taxpayer, brought the suit, but the injunction was denied. Toledo Blade, June 30, July 6 and 7, 1903.

²⁹ Toledo Blade, Sept. 2, 1903.

³⁰ Toledo Blade, May 24, 1906. Later the council did make certain financial contributions to aid the directors in maintaining the school.

³¹ Toledo News-Bee, Oct. 20, 1913; The Authority and Duty of the Council, p. 18. This request was opposed by members of the Scott family and by the trustees of the University of Arts and Trades (whose corporate existence had not been terminated). Scott, op. cit., pp. 16-30.

³² Scott, op. cit., p. 19; Seventy-sixth General Assembly of Ohio, regular session. House Bill No. 462.

A university, supported in whole or in part by municipal taxation, is hereby defined as an assemblage of colleges, united under one organization or management, affording instruction in the arts, sciences, and the learned professions, and conferring degrees. * * *

[Council was given power to levy taxes for the support of such university, college, or institution:] provided, however, that the taxes specified in this section shall only be levied and assessed when the chief work of such university, college, or institution is the maintenance of courses of instruction in advance of or supplementary to the instruction authorized to be maintained in high schools by boards of education. * * *

The custody, management, and administration of any and all estates or funds, given or transferred to any municipality for the promotion of education, and accepted by the council thereof, and any institution for the promotion of education heretofore or hereafter so founded other than a university as defined by this act, shall be committed to, and exercised by, the board of education of the school district including such municipality and such board of education shall be held representative or trustee of such municipality in the management and control of such estates and funds so held in trust and in the administration of such institution. * * * And for the purposes of such board of education in administering such trusts the council of such municipality may annually levy taxes * * * to the amount of three-tenths of 1 mill on the dollar valuation.²³

There can be little doubt that the legislature intended by the enactment of this law to leave the control of the University of Cincinnati unchanged but to place the Toledo institution under the administration of the board of education. Certainly the Toledo school was not a university as defined by this act. It was not an assemblage of colleges, it did not give instruction in the "arts, sciences, and learned professions" or confer degrees, and its principal work was not that of maintaining courses of study in advance or supplementary to that authorized to be maintained in high schools by boards of education.²⁴

The directors, however, refused to relinquish control of the institution and, in order that there might be no doubt as to

²³ Ohio Laws, XCVII, 541-545.

²⁴ In 1887 boards of education of cities of the second grade of the first class (that is, having a population of 90,000 to 200,000) were authorized to levy an annual tax of one-fifth mill, in addition to other taxes authorized, for the purpose of providing manual and domestic training. Ohio Laws, LXXXIV, 92. As the census of 1900 credited Toledo with a population of 131,822, it became a city of the second grade of the first class, and this act became applicable to it. On Apr. 25, 1904, the same day that the law defining municipal universities more exactly was passed, the new school code became a law. It authorized all boards of education to provide instruction in manual training and to pay for it in the same way that other educational expenses were met. Ohio Laws, XCVII, 864.

its legal standing, they determined to develop it into an "assemblage of colleges." On July 27 they leased the building and acquired control of the Toledo Medical College, which had been established as a private institution in 1880. On the same date they passed a resolution establishing departments of general culture, medicine, and pharmacy.³⁵

The annual announcement for 1905-6 describes departments of medicine, pharmacy, general culture, and manual training. The manual training department was the Scott Manual Training School. The department of medicine was the Toledo Medical College, conducted in the medical college building and offering a 2-year course. The general culture department announced university extension lectures, four courses of six lectures each. Since the university had no income except for the manual training all the other departments were supported by tuition fees.

The members and friends of the Scott family steadily opposed the efforts of the directors to expand the work of the university, and repeatedly expressed the desire that the control of the Scott property and the administration of the manual training school be restored to the board of education, as it had been by the law of May 10, 1902. These views found expression in a series of pamphlets.³⁶

These pamphlets condemn the project for the expansion of the manual training school into a university as a gross violation of the wishes of the principal donor, J. W. Scott, and of the members of his family, as a highly inequitable proceeding, as impracticable for financial and other reasons,

³⁵ Toledo University. Annual Announcement, 1905-6, p. 11. The Toledo Blade of May 18, 1906, contains a letter from W. J. McCullagh, one of the directors, in which he said: "In order more fully to conform to the requirements of the statutes of the State, the trustees made a lease for a term of 5 years of the Toledo Medical College building and created the enterprise a part of the Toledo University, and at the same time resolved upon opening a college of pharmacy. These things were done so as to remove any doubt as to the standing of Toledo University as such."

³⁶ Scott, Frank J. The Present Status of the Project for a Toledo University of Arts and Trades, of Manual Training in the Schools of Toledo, and the Relation of the City of Toledo as Trustee for Each, Respectively (November, 1913); The Authority and Duty of the Council to Place the Scott Manual Training School Under the Board of Education (June, 1906); Dedicatory Exercises Held in Toledo Dec. 4 and 5, 1885, on the Occasion of the Completion of the Scott Manual Training School as an Integral Part of the Central High School (1907?). The last-named pamphlet contains reprints of newspaper accounts of the dedication exercises in 1885, together with the report of the directors for 1903-4, and various supplements, all designed to discourage the idea of expanding the university. The latter two pamphlets do not show the names of the authors or compilers, but they were evidently written by members or friends of the Scott family. The style indicates that they were probably written by Albert E. Macomber, who was a member of the original board of trustees. See *infra*, p. 124.

and as a violation of the intent of the legislature in passing the municipal code of 1902.⁸⁷

The university directors, on the other hand, claimed that the Scott property had been given to the city, and not to the board of education, which was an independent body, charged by law with specific duties; that it was given for the founding of a university of arts and trades, which was to teach branches of learning not taught in the public schools; that the university had been repeatedly sustained by the courts; that the existing board of directors had been legally appointed; and that the opposition was the work of interested parties.

Space is lacking to trace in detail this controversy; a single quotation from each part to it must suffice. Early in 1906 Mrs. Mary A. Scott addressed a letter to Attorney John A. Doyle, requesting his opinion as to the steps necessary to be taken to restore the control of the manual training school to the board of education. In his reply, the latter expressed the opinion "that if the city council should pass an ordinance appointing the board of education as its representative to take custody, control, and management of this property * * * that it would be sustained * * *."⁸⁸ In accordance with this opinion, on July 16, 1906, a communication was sent to the city council by the Scott heirs, formally requesting that such action be taken. The following paragraphs are quoted in part from that communication, and in part from other portions of the pamphlet in which it is reprinted:

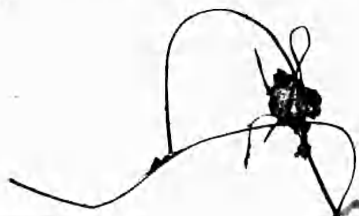
We express this desire because we know that the manual training school, as formerly conducted by the board of education, and prior thereto, is the kind of school the late Jessup W. Scott and his family desired to establish.

With this end in view, we hereby promise and guarantee, that if our above request be complied with, no legal contest will be made by us relative to said properties, so long as the same remain with the board of education. * * *

While it is true that the school in question was erected and conducted for a term of years by a special board—the board of education being then without funds or authority—yet no member of such special board, then including the three Scott brothers, was so uninstructed as

⁸⁷ Dedicatory Exercises, pp. 23-28, 31. Present Status, p. 15; Authority and Duty, p. 18.

⁸⁸ Both the letter of Mrs. Scott and the opinion of Judge Doyle are reprinted in Authority and Duty, pp. 3-8.



to the proper classification of schools or the correct meaning of elementary words, as to suppose that such secondary school work was a "university" or was ever intended to be such. It was in fact what it was properly recognized to be—a department of secondary instruction conducted in conjunction with and as a part of the central high school work.

Subsequently, the legislature empowered boards of education to give instruction in manual training and domestic science as a part of the regular school work, and increased the authorized tax levy to meet such additional cost.³⁹

With the board of education in possession of this enlarged power, it was deemed unnecessary to maintain two boards, when the work could be better done by one; it was deemed wise to give the board of education full control of the manual school, including the Scott gifts. This, the Scott family greatly desired, an opinion fully concurred in by the board of education and the special manual board, and legislation to that end was secured and later was affirmed by the general legislation of the State and the ordinances of the city.

The adverse contention of a small group of men (most of whom are closely related to the small Cherry Street medical school conducted in a privately owned building) that such medical school is a "Toledo University" in evidence of which a large gilt-lettered sign has been placed thereon, and that the Scott Manual Building and all the properties related thereto must be surrendered by the board of education for the purposes and uses of such medical school, and its recently proposed school of language and literature, constitutes one of the most astounding departures from good morals, and that equity that lies at the base of all sound law, that the human mind can conceive.⁴⁰

The position of the directors is set forth in a letter which they sent to the city council in June, 1905, on the occasion of their requesting the usual tax levy. The following paragraphs are quoted from it:

Whereas certain persons have been persistently and continuously operating upon the public mind with the avowed purpose of injuring the growth and development of the Toledo University, the board of directors feel called upon as officers entrusted with the protection and preservation of property belonging to the city of Toledo to furnish your honorable body information concerning the conditions to be observed in maintaining the city's title to the property, the status of the university fixed by law, and the obligations and aims of the present board of directors that the board may receive your cordial support and cooperation.

First, relating to the property of the Toledo University, the council should be impressed with the fact that the city of Toledo is the owner of property valued at about \$200,000 upon condition that the city, not

³⁹ See footnote 33, supra.

⁴⁰ Dedicatory Exercises, p. 30.

the school board, conduct a college of technical training and other branches of science in conformity with specific articles embodied in a deed transferring this property to the city. * * * The donor specifically declared in his deed establishing the trust that the property donated was for the founding of the university of arts, trades, and science. All subsequent gifts have been made in support of the original trust, with an additional amendment giving more latitude for extending the scope of university work. * * *

With all the efforts of interested parties to destroy the university by legislative enactment the circuit court has, on four different occasions, unequivocally sustained the university, holding always that the trust could not be violated and that the legislature could not assume to control or dictate in the management of a private trust. * * *

It should be understood that the school board is not part of the municipality, that the school districts of the state * * * are as independent of the municipalities as are the townships and counties; that boards of education are creatures of the legislature for carrying out our peculiar system of public education which limits them to elementary studies. * * * A school board can not conduct a university; it can not conduct the fire department of the city; it can not engage in the business of managing the city's private enterprises. * * *

Relating to the aims of the present board of directors, we are proud to make known that we have added a number of departments that will be conducted without expense to the fund created by the levy, and which will make our city known for its educational advantages.⁴¹

The city council, however, does not seem to have been in sympathy with the contentions of the directors. At any rate, they refused to make a tax levy for the manual-training school for 1906-7, and as the funds of the directors were insufficient to run the school, they were obliged to announce that the school would not be opened in September, 1906.⁴²

The situation was a difficult one. The people of the city were unwilling to be deprived of the advantages of the school. The university board had possession and control of the school, but insufficient money to employ teachers and pay running expenses. The board of education had funds to conduct the school, but did not have possession of the building and equipment. Repeated efforts were made to get the two boards to reach a temporary agreement by which

⁴¹ Minutes of the Board of Directors, June 7, 1905.

⁴² Toledo Blade, Sept. 4, 17, 1906. The school had been kept open the preceding school year through the contribution of \$2,000 each by the council and the board of education, supplementing the funds of the university directors. It was charged by Adam Schauss, a member of council, that some of the funds of the manual-training school had been used for other purposes. Toledo Blade, May 24 and 29, 1906.

the school could be opened. Although at times it seemed that these efforts would be successful, they finally failed. The university board was willing to employ teachers, subject to the confirmation of the superintendent of schools, and conduct the school, provided the board of education would pay the necessary bills. The latter board, however, was not willing to pay the expenses of running a school not under its own control. It offered to conduct the school for the current year and pay all the bills, provided it was given free use of the buildings, and was willing to agree to take no legal advantage of the fact of temporary possession of the plant. The university board, however, felt that this would jeopardize their rights to the building and insisted that if the board of education wished to conduct a school in the building, that they should purchase it at its appraised value, in accordance with the terms of the lease of March, 1885.⁴³

When it became evident that the two boards could not reach an agreement so as to permit the opening of the school, the city council finally acceded to the request of the Scott family and on September 17 passed an ordinance placing the manual-training school and the Scott property under the management of the board of education, subject to the control of council.⁴⁴ This ordinance became a law on September 27 without the signature of the mayor.⁴⁵

The university board, however, following the opinion of the city solicitor, refused to recognize the legality of the ordinance and declined to yield possession of the building. Thereupon, the board of education resorted to strategy. A key to an attic door was secured from the janitor of the Central High School, and on Saturday morning, October 13, before daylight, G. L. McKeeson, with his assistants, entered the building, barricaded it, and remained there con-

⁴³ Toledo Blade, Sept. 4, 5, 17, 28, 1906. On Sept. 25, 1905, the board of education had formally notified the university board that a year from that date the lease by the university of the site for the manual-training building would terminate. By the terms of this lease, upon its termination the board of education would be required to purchase the building at an appraised value. Toledo Blade, Sept. 4, 1906; Minutes of the Board of Directors, Sept. 5, 1905. See also, *supra*, pp. 106-107.

⁴⁴ Toledo Blade, Sept. 18, 1906. This "Wickenhiser ordinance" had been defeated a week before, when it had been held by the city solicitor to be illegal and when it seemed that the two boards were about to reach an agreement. *Ibid.*, Sept. 11, 1906. The ordinance is reprinted in *City Financial Problems*, p. 10.

⁴⁵ Toledo Blade, Sept. 28, 1906.

tinuously until Monday morning, when the school was reopened.⁴⁶

On October 18 the university directors brought suit to oust the board of education from the school.⁴⁷ The court held that although the board of education had taken possession of the building by illegal means, the board of directors did not have the legal status of a corporation, and therefore had no right to bring suit, and that an ouster suit could be brought only in the name of the city. The board took no further steps at the time to gain possession.⁴⁸

On May 2, 1907, at the request of the directors, the city solicitor brought suit in the name of the city to oust the board of education.⁴⁹ It is impossible here to follow the course of the ensuing litigation; sufficient to say that the case was not finally decided until 1911. Until that time the board of education was left in control of the manual-training building.⁵⁰

In the meantime, with the board of education in possession of the manual-training school, the university board continued to conduct its other departments and went ahead with plans for the further expansion of the university work. In 1909 these plans came to fruition, and as the institution that year established a college of arts and sciences and thus for the first time became a municipal university as defined for purposes of this study, that year may be taken as marking the beginning of the fourth period of its history.

TOLEDO UNIVERSITY SINCE 1909

On June 18, 1909, a contract of affiliation was signed by which the Toledo Conservatory of Music became affiliated with the university, retaining its own financial independence. The contract stated that the directors expected to secure an endowment and establish departments of science,

⁴⁶ Blade, Oct. 15, 1906.

⁴⁷ Blade, Oct. 19, 1906.

⁴⁸ Blade, Jan. 24, 1906.

⁴⁹ Blade, May 2, 1907.

⁵⁰ E. D. Libby, a son-in-law of J. W. Scott, in a letter to the council, asked that body to request the city solicitor that this suit in the name of the city be stopped, but the council refused to make such request. Mr. Libby in the same letter charged that the directors had used certain of the income of the Scott fund for the medical college and that certain of the equipment of the manual-training school had been transferred to the medical building. Reprinted in Blade, May 21, 1907.

language, pedagogy, mathematics, medicine, pharmacy, dentistry, music, applied science, and other departments.^{51A}

On July 21 Prof. Jerome H. Raymond was employed as the first president of Toledo University,⁵² and began to plan the work of the college of arts and sciences. On July 28 the raising of a university fund by popular subscription was authorized.⁵³ On October 1 the college of arts and sciences was opened, the teaching staff being made up largely of local persons who volunteered to teach part time without pay.⁵⁴ Classes were held in the building of the medical college. On November 10 the law school which, since 1906, had been conducted by the Toledo Young Men's Christian Association, was taken over and made a department of the university, to be supported entirely by tuition fees.⁵⁵ Law classes were held at night, as they had been under the Young Men's Christian Association régime.

The principal reason urged for the further development of the university was that in this way the advantages of higher education could be brought within the reach of those to whom it would otherwise be inaccessible. A secondary reason was the belief that such an institution would be of economic benefit to the city. W. H. Tucker, president of the board of directors, in June, 1909, expressed the belief of the board that a local university, such as Toledo, with its growing population and resources was capable of supporting, "would give an opportunity to the children of the laboring men and of our men of moderate means to receive the benefits of a higher education in all lines."⁵⁶ The following year speaking in favor of a bond issue for the university he stressed the same point:

He also spoke of the now recognized necessity of bringing the advantages of higher education * * * to the people. To thousands of young people, he said, higher education is impossible if they must go away from home to get it. These young people are entitled to the advantages they crave and for which they are willing to make all possible sacrifices, and it is the duty of the public—not Andrew Carnegie or John D. Rockefeller—to maintain such institutions of learning. The whole people should pay for this because it is the

⁵¹ Minutes of the Directors, June 18, 1909.

⁵² Minutes, July 21, 1909.

⁵³ Minutes, July 28, 1909.

⁵⁴ Minutes, Sept. 1, 7, 20, 1909; Toledo Blade, Sept. 2, 1909.

⁵⁵ Toledo Blade, Nov. 20, 1909; Minutes of the Directors, Nov. 20, 1909.

⁵⁶ Toledo Blade, May 28, 1909.

whole people who benefit. Mr. Tucker spoke of the commercial and financial advantages that have accrued to cities where there are higher institutions of learning, notably Cleveland, through the creative efforts of their graduates who make their homes in such cities.⁵⁷

At the end of the academic year 1909-10 the contract of affiliation with the conservatory of music was terminated because it was thought to be in violation of the State law, which defined a municipal university as "an assemblage of colleges under one management."⁵⁸ On September 2, 1910, a college of industrial science was authorized for the purpose of affording advanced training in "the arts and trades and their related sciences." This college opened on October 1 with a first-year curriculum, including courses in languages, mathematics, science, design, and general engineering.⁵⁹

In 1911 the litigation concerning the control of the manual-training school, which had been pending since 1907,⁶⁰ was brought to a close. On January 24 the Ohio Supreme Court handed down a decision confirming that of the circuit court of Lucas County, to the effect that the control of the school and of the Scott funds was vested in the university board and not in the board of education. The latter was ordered to surrender control on July 1.⁶¹ Following this decision an agreement was reached by which the manual-training building was leased to the board of education for two years at a rental of \$50 per month.

In 1912 a graduate college was organized,⁶² and in 1913 a building for the colleges of arts and science, and industrial science was secured. On December 12, 1912, the university board notified the board of education that at the expiration of the existing lease (i. e. on June 30, 1913) it would re-occupy the manual-training building. Before the opening of the next school year, however, an arrangement was made by which the university secured the school building on Illinois Street and \$25,000 in exchange for the manual training

⁵⁷ Toledo Times, Feb. 19, 1910.

⁵⁸ Minutes of the Directors, Mar. 28, 1910.

⁵⁹ Toledo University. Announcements. 1910-11; pp. 8, 25.

⁶⁰ Supra, p. 117.

⁶¹ Ohio State Reports, LXXXIII, 495; Toledo Blade, Jan. 25, 1911. Two years later the Supreme Court of Ohio, in the case of Toledo University of Arts and Trades v. J. K. Hamilton et al., again confirmed the legality of the university by directing that the bequest of Anna C. Mott, which had been given "to aid in increasing the usefulness of the Manual Training School," should be paid to the university board. Ibid., LXXXVII, 521. These two decisions settle finally the legal status of the university.

⁶² Minutes of the Directors, Aug. 28, 1912.

building.⁶³ Thus the connection of the university with the Scott Manual Training School was finally severed. The Illinois Street building was repaired, and in January, 1914, the college of arts and sciences and the college of industrial science moved there.⁶⁴

The same year saw the closing of the medical college, which had been under the control of the university since 1904. In a previous chapter⁶⁵ we have noted that about 1900 the American Medical Association began an active campaign to improve the standards of medical education in the United States, and that this campaign received a powerful impetus from the publication in 1910 of Abraham Flexner's report on Medical Education in the United States and Canada. During this campaign the Toledo Medical College came under fire. The Flexner report stated that its income, equipment, and resources were entirely inadequate to maintain proper standards, and there was "not a shred of justification" for its continuance.⁶⁶ Early in 1913 the council on medical education of the American Medical Association placed it in class C.⁶⁷ In June the secretary of the college was notified by the Ohio State Medical Board that the question of its future recognition would come up for consideration at the meeting of the board in July. Following this notification, the Toledo Medical College Association offered to turn over to the university all its property (consisting of the building and its equipment), subject to certain debts and obligations, provided that the university would agree to conduct the school for three years on a plane satisfactory to the Ohio Medical Board. The proposition was unanimously accepted by the directors.⁶⁸ The university, however, was unable to secure an endowment which would enable it to maintain satisfactory standards, and further recognition of the school was refused at the meeting of the medical board in January, 1914.⁶⁹ The school was, of course discontinued.

In November, 1914, the college of arts and sciences was reorganized by dividing it into a junior and senior college of

⁶³ Toledo Blade, Aug. 27, 1913; Minutes of the Directors, Aug. 21, 1913.

⁶⁴ Minutes, Jan. 10, 1914. Later an annex to this building was constructed.

⁶⁵ Supra, p. 31.

⁶⁶ Pp. 140, 287-88.

⁶⁷ Minutes of the Directors, Feb. 10, 1913.

⁶⁸ Minutes, June 27, 1913.

⁶⁹ Annual Report of the State Medical Board, 1913, pp. 22-23; *ibid.*, 1914, pp. 8-9; Toledo Times, July 10, 1913; Toledo Blade, July 11, 1913.

two years each,⁷⁰ and in December a college of commerce and business was established, which was opened for students in September, 1915.⁷¹ In 1915 a cooperative scheme of teacher training, under the joint control of the university and the board of education, was established.⁷² The same year a summer school was opened for the first time.

In 1916 the university sought to extend the scope of its service to the city by establishing the University Public Service Bureau and the University Public Health Laboratories.⁷³ The Annual Catalogue for 1918-19 describes these two divisions of the university as prepared to carry on research and public service in a wide variety of forms, including public health administrative and prophylactic measures, chemical, psychological, educational, sociological, and industrial research.⁷⁴ The same year the graduate college was discontinued, but graduate work was ordered to continue under the control of special faculty committees,⁷⁵ and the teacher-training work was reorganized and became teachers college.⁷⁶ At the end of the academic year 1916-17 the cooperative arrangement for training elementary teachers was discontinued on the initiative of the board of education, which made provision in its own system for training its prospective teachers.⁷⁷

In 1918 the work of this, like that of nearly all other universities, was greatly influenced by the World War. The War Department having requested the university to establish a school for training auto mechanics, the city council appropriated \$25,000 and authorized the issuing of bonds to the amount of \$200,000 to construct a dormitory and machine shop on the university farm, with the provision that after the war the university should hold the building

⁷⁰ Minutes of the Directors, Nov. 11, 1914. This was a feature of the reorganization plan of President Stowe. See *infra*, pp. 124-125.

⁷¹ Minutes, Dec. 31, 1914; Annual Catalogue, 1915-16, pp. 32-41.
⁷² Minutes of the Directors, Apr. 20, May 29, Sept. 4, 1915; Toledo News-Bee, July 7, 1915. That year the new building of the State normal school at Bowling Green was completed, and it withdrew that part of its work which had been carried on in Toledo. The cooperative arrangement followed as a means of enabling prospective teachers for the Toledo schools to get their training without leaving home.

⁷³ Their services were formally offered to the government and people of the city by a resolution of the directors, Apr. 5.

⁷⁴ Pp. 22-25.

⁷⁵ Minutes, Mar. 11, 1916.

⁷⁶ *Ibid.*, Mar. 16, 1916.

⁷⁷ Toledo Blade, May 22, 1917.

for such use as council might determine.⁷⁸ This was agreed to and on September 16 a contract was signed for the erection of the buildings.⁷⁹ Before the war-training work was well under way, however, the armistice was signed and the university speedily returned to a peace basis.

On August 23, 1920, council authorized the utilization of the buildings erected on the university farm during the war to be used for university purposes until such time as the city should provide more adequate buildings for the institution,⁸⁰ and in 1921 and 1922 issued bonds in the amount of \$160,000 to complete the buildings and to alter them so as to render them available for university work.⁸¹ The former machine shop building thus became the main building of the university, while the Illinois Street building became the center for the late afternoon and evening classes.⁸²

At the request of the directors, council on August 30, 1921, changed the name of the institution to the University of the City of Toledo, in order to indicate more clearly its relation to the city.⁸³ This name has been continued to the present. In 1921, also, the academic work of the university was reorganized. The first two years' work of all the colleges was brought together into one division known as the university junior college.

The work of the second two years and graduate work was divided between the college of arts and sciences and the college of education. The work offered by the former colleges of industrial science, commerce and business, pharmacy, and law was assigned to corresponding departments in the new junior and senior colleges.⁸⁴

Recently the work of the institution was again reorganized. The junior college plan was retained and the following divisions with curricula leading to the respective degrees were set up:

College of Arts and Sciences.—Bachelor of arts, bachelor of science, and bachelor of philosophy.

⁷⁸ Toledo City Journal, 3: 415-416, Aug. 17, 1918.

⁷⁹ Minutes of the Directors, Sept. 16, 1918.

⁸⁰ City Journal, 5: 412, Aug. 28, 1920.

⁸¹ City Journal, 6: 211 and 7: 232, Apr. 30, 1921, and May 27, 1922.

⁸² The old medical college building, which had been purchased by the university in 1917, was leased to other parties.

⁸³ Minutes of the Directors, Aug. 30, 1921; City Journal, 6: 426, Oct. 8, 1921.

⁸⁴ Annual Catalogue, 1927-28, passim. In 1923, the work of the public health laboratories and the public service bureau was discontinued.

College of Business Administration.—Bachelor of arts, bachelor of science, bachelor of business administration, master of business administration (5-year course).

College of Education.—Bachelor of arts, bachelor of science, and bachelor of education.

College of Engineering.—Bachelor of science in chemical, civil, electrical, and industrial engineering.

Division of Pharmacy.—Bachelor of science in pharmacy.

Division of Law.—Does not give degrees but gives a certificate in law, and prepares for the State bar examination.⁸⁶

There have been several changes in the presidency during the period. In 1910 President Raymond resigned after a year's service, and Dr. Charles A. Cockayne, who had served during the preceding year as professor of philosophy and education, was chosen president. At the end of the academic year 1913-14, he was not reappointed, and in January, 1915, Prof. A. Monroe Stowe became president. He served until 1925, when he was succeeded by Dr. John A. Dowd, associate professor of political science. President Dowd died in the spring of 1926, and on December 1, 1926, was succeeded by Dr. Ernest Ashton Smith, who had been president of the State School at La Crosse, Wis. After a service of less than a month, President Smith died. Dr. Henry John Doermann, dean of administration and acting president of the University of Porto Rico, was chosen president in the autumn of 1927, entered on his duties in the early part of 1928, and has served to the present.

We have noted that during the period from 1903 to 1909 there was active opposition to the policy of developing a university on the Scott foundation. During the first few years following the establishment of the college of arts and sciences in 1909 this opposition continued to be strong,⁸⁶ and the university encountered many difficulties. Toledo, like many Ohio cities, was in serious financial straits, and there was strong opposition to adding university expenditures to the budget.⁸⁷ There was a belief that it was unwise for

⁸⁶ No catalogue has been published by the university since 1927-28; this account of the present organization is based on an oral description by President H. J. Doermann.

⁸⁷ The charter commission appointed in 1914 to draw up a new frame of government for the city included no reference to the university in the charter which it proposed, and which was adopted Nov. 3, 1914. Proposed charter for the City of Toledo, *passim*. It is probably true, as charged (Macomber, Supplement to the Survey of the Municipal University Adventure, p. 17), that this omission was intentional.

⁸⁸ See, for instance, Toledo Times, June 29, 1910; Toledo Blade, June 30, 1910.

Toledo to attempt to offer educational advantages on a par with those offered by Ohio State University and the University of Michigan.⁸⁸ The early presidents of the institution were reputed to be radical in their social views, and this made for distrust of the institution on the part of the conservative classes in the city. This distrust was increased through the activities of Dr. Scott Nearing, who served as professor of economics and sociology from 1915 to 1917, and whose strongly expressed radical and pacifistic views aroused the opposition of many people, particularly as the entrance of the United States into the World War became imminent.⁸⁹ The members and certain friends of the Scott family continued their opposition to the use of the Scott foundation for university instead of manual-training purposes. This opposition found expression in a number of pamphlets, which violently attacked the university on the grounds that it had no legal standing, that it took money which was sorely needed for other municipal purposes, that it was without sufficient resources to do standard college work, that it was a "diploma mill," that it originated in an attempt to unload on the taxpayers of the city a discredited medical college, and that it represented a perversion of the intent of J. W. Scott, etc.⁹⁰

President Stowe, who served from 1915 to 1925, seems to have lacked the tact necessary for one who was to win and retain the confidence of the faculty, trustees, students, and citizens. His plan for reorganizing the work of the university so as to bring it more nearly into harmony with the needs of a modern industrial society led to serious disagreement

⁸⁸ See Toledo Blade, June 19, 1909.

⁸⁹ Toledo Times, Mar. 27, 1916, Minutes of the Directors, Mar. 12 and Apr. 17, 1916.

⁹⁰ The pamphlets which I have seen are: Is the Toledo University an Iridescent Dream of a false pretense? (1910); The Scott Manual Training School (1911?); The Story of a Crime (1912?); Macomber, A. E., The Futility of a Great Attempt to Establish a Municipal University under the Shadow of a Great State University (1913?); City Financial Problems (1913?); Macomber, A. E., A Survey of the Municipal University Adventure . . . (1916); Macomber, A. E., A Supplement to the Survey of the Municipal University Adventure (1916?); Lewis, George L., The Budget Commission Problem (1917?); The Hidden Reason for Municipal Curtailment (1917?); A Study of the Responsibility which the University Adventure bears to the Critical Financial Situation Now Confronting the City (1924). In several cases the author's name does not appear on these pamphlets, but the style of treatment indicates that Mr. Macomber is the author. He was a member of the original board of trustees of the University of Arts and Trades and of the board of directors of Toledo University for a number of years following its establishment in 1884. He has been most active and the most persistent opponent of the policy of developing a municipal university in Toledo, insisting that the Scott endowment be used for manual training only.

with the faculty and apparently a good deal of dissatisfaction on the part of the students and alumni.⁹¹

During the latter part of the period under consideration, however, these difficulties have almost entirely disappeared. One evidence of this is the provision of buildings on the university farm by bond issues in 1918, 1921, and 1922. Another is the fact that beginning with 1910 the city council each year has made a tax levy which has produced a substantial and increasing income for the university. During the past few years, moreover, these levies have been secured without the difficulty and opposition which were encountered in the early part of the period. This increased ease of securing appropriations from council reflects the favorable public opinion with respect to the university which has gradually come to prevail. This is further reflected in the attitude of the press, which for some time has been quite favorable to the institution.⁹²

The most striking evidence of the change in the attitude of the city and the most important recent event in the history of the university is the acquisition of a new site and new buildings, which were occupied for the first time in the spring semester, 1931. At least as early as 1926 there was a realization on the part of the friends of the university that a more suitable site and more adequate buildings were necessary for its proper growth and functioning.⁹³ President Doermann was keenly conscious of this need and is said to have accepted the presidency on the understanding that within five years a start would be made on a new building.⁹⁴

On April 16, 1928, the board of directors first discussed the question, and three weeks later appointed a committee to confer with the mayor regarding the advisability of attempting to obtain a bond issue. The mayor was in favor of the idea and the matter was submitted to the city council. That body, on June 18, by unanimous vote passed a resolution submitting to a vote of the people the question of issuing

⁹¹ See Toledo Blade, Mar. 20; Toledo News-Bee, Mar. 20; Toledo Times, Mar. 21, 26, 1925. The contention concerning President Stowe and his policies culminated in his resignation in March, 1925, Minutes of the Directors, Feb. 24, Mar. 7 and 8, 1925). Doctor Stowe's book, "Modernizing the College," sets forth in detail his plan for reorganizing the university and his experience in trying to carry it out.

⁹² See, for instance, Toledo Blade, May 16, July 18, Sept. 19, 26, 1927; Feb. 14, 1931; Toledo News-Bee, Sept. 14, 1927; Feb. 16, 1931.

⁹³ Toledo City Journal, 12:1-2, Jan. 1, 1927.

⁹⁴ Toledo News-Bee, Feb. 14, 1931.

bonds in the sum of \$2,850,000 for a site, building, and equipment for the university.⁹⁵ Preceding the election in November a very extensive campaign of propaganda and personal solicitation was conducted, with the result that the bond issue passed by a vote of approximately three to two.⁹⁶ Early in 1930 a site of 114 acres was secured and on February 26 a contract was let for the construction of the new buildings, which were completed in time to be occupied in the spring of 1931.⁹⁷

The University of the City of Toledo, with assured support by the city council, a growing body of alumni, a favorable public sentiment which has largely forgotten earlier controversies and difficulties, recognition by the North Central Association, and an adequate plant, apparently is entering on a period of usefulness which promises to surpass all its previous efforts.

⁹⁵ Toledo City Journal, 13: 379, 391, 403, June 16, 23, 30, 1928.

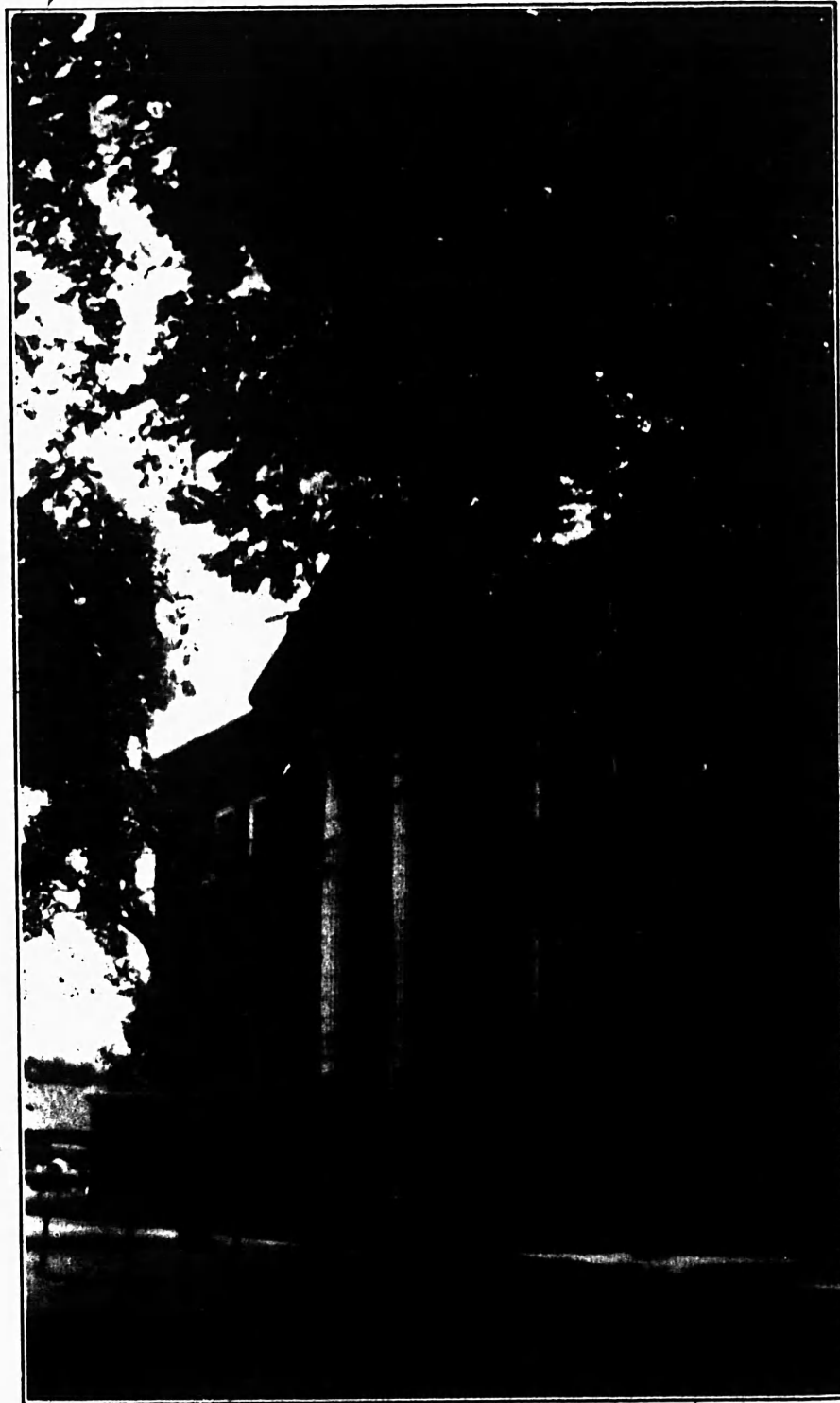
⁹⁶ Toledo City Journal, 13: 703, Nov. 17, 1929; Toledo Blade, Nov. 7, 1928.

⁹⁷ Toledo Blade, Feb. 14, 1931, Toledo News-Bee, Feb. 16, 1931.



UNIVERSITY HALL, UNIVERSITY OF TOLEDO

126-1



BUCHTEL HALL. ADMINISTRATION BUILDING. UNIVERSITY OF AKRON

126-2

CHAPTER VIII

THE UNIVERSITY OF AKRON

BUCHTEL COLLEGE AND ITS TRANSFER TO THE CITY

Buchtel Collège, the nucleus of the present University of Akron, was established in 1870 by the Ohio Universalist Convention in order that the denomination might have within the State of Ohio a collège under its own control. Several cities were considered as possible locations for the proposed school, and Akron was chosen largely because John R. Buchtel, a well-to-do citizen of that city subscribed \$6,000 for a building and pledged \$25,000 as an endowment fund when the college should be established there. Other citizens of the city and county added enough to his donations to make a total of \$60,000, and thus assured the location of the college in the city.¹ It was opened for students on September 11, 1872, and was formally dedicated nine days later.

Until the time of his death in 1892, Mr. Buchtel took an active interest in the welfare of the institution, contributing generously of both his time and his money. During the whole period he served as president of the board of trustees, and his total gifts amounted to almost half a million dollars. His example, moreover, was a powerful influence in inducing others to contribute.²

Following Mr. Buchtel's death, the college experienced serious financial difficulties, which continued until it passed from private control in 1913. At times they were so great as to threaten its very existence. Its existence was preserved by strenuous efforts among the alumni, members of the Uni-

¹ Spanton, A. I., ed., *Fifty Years of Buchtel (1870-1920)*, pp. 5-7. It is interesting to note that up to the time that Akron was seriously considered as a location the Universalist convention had contemplated only an academy. But as the Akron high-school system was just being developed, and as the people of the city were much interested in high-school education, some of the leading men of the city thought that there would not be enough difference between the high school and the proposed academy to be worth their while, and asked that a college be established instead. This was agreed to, provided that the county raise \$60,000, which, as we have seen, was done. The "Akron Law" of 1847 (Ohio Laws, XLV, local, 187) was one of the most important steps in the development of public high schools and of graded school systems in the State. See Miller, *History of Educational Legislation in Ohio, from 1803 to 1850*, pp. 50-55.

² Spanton, *op. cit.*, pp. 34-35, 76-77.

versalist denomination, and residents of the city, who raised sufficient funds to make possible the construction of a new building when the old one was destroyed by fire in 1899, and in 1910 subscribed \$98,000 to increase the endowment fund sufficiently to enable the college to retain its membership in the Ohio College Association. It is highly significant that the greater part of this fund was made up of nearly 2,000 pledges and gifts of small sums from the wage-earners of the city, the class of people whose children, if they received a higher education at all, would be dependent for it very largely on a local institution.³

In November, 1912, President A. B. Church died, and early in 1913 Dr. Parke R. Kolbe became president. He realized that a crisis in the affairs of the college was at hand and determined that the time had come for radical action. Denominational support had for a number of years been steadily decreasing and by 1912 had almost ceased.⁴ At the same time citizens of the city had not yet come to realize their responsibility for the support of what they considered a denominational college. The campaign of 1910 had brought sufficient endowment to enable the college to retain its membership in the Ohio College Association, but not enough to save it from chronic financial embarrassment. In 1911 and 1912 President Church had worked energetically at the task of securing an adequate endowment, but without success, and his experience convinced President Kolbe that it was useless to hope for adequate financial support from private local contributions.

He found, moreover, that the student body had ceased to be denominational to any considerable degree, and had become chiefly local in character. In 1883, 38 per cent of the students (collegiate and preparatory) had come from Universalist families, while in 1913 only 9 per cent (collegiate students) came from the denomination. During the same period the percentage of students who lived in Akron had increased from 36 to 62.⁵

Under these circumstances he came to the conclusion that the only way out of the difficulty was for the city to take

³ Kolbe, P. R. History of the Establishment of the Municipal University of Akron, p. 4. For a fuller account of the difficulties of the college during this period, see Spanton, *op. cit.*, *passim*.

⁴ Spanton, *op. cit.*, p. 120; Kolbe, *op. cit.*, p. 3.

⁵ Figures given in Kolbe, *op. cit.*, p. 3.

over and conduct the college as a public enterprise. He was influenced by the success of the University of Cincinnati, and found that the State legislation which had been enacted at various times for the benefit of that institution was general in character and was ample to enable Akron to acquire and maintain the college. After careful planning, he laid the matter before the board of trustees at their meeting on April 14, 1913. The board, after careful consideration, voted unanimously to offer the property and rights of the college to the city as a nucleus for a municipal university.⁶ At that time, a charter commission was at work drafting a new charter for the city, and the formal offer was contained in the following letter addressed to that body:

To the Charter Commission of the City of Akron:

GENTLEMEN: During its existence of more than 40 years Buchtel College has performed a most important work in this community, and it should be looked upon as an institution to be permanently maintained among us. As an evidence that the college has a rightful and permanent place among our municipal institutions, we call attention to the fact that the attendance has trebled during the last decade, and that this increase is due largely to the increase of local students. Unfortunately, the increase in our endowment has not kept pace with the increase in the attendance, with the result that the present sources of income are insufficient to enable the college to carry on its work satisfactorily.

Therefore, we, the board of trustees of Buchtel College, representing the corporation in its corporate capacity, do offer and propose hereby to transfer, turn over, and convey to the city of Akron, Ohio, the entire plant and endowment of Buchtel College and academy on the terms and conditions hereinafter set forth. We will first pay and discharge all the present indebtedness of the college; and the residue set over to the city will have a value of about \$400,000, of which about \$150,000 will be in interest-producing endowment, but subject to a few small annuities not exceeding the sum of \$1,845.65 per year, payable to certain donors during their lives, and further subject to the granting of certain free scholarship privileges as requested by the original donors of scholarship funds or their descendants. The college is now and has been for some years wholly free from all denominational or sectarian control and influence, and will be so turned over to the city of Akron.

This offer is conditioned as follows:

1. That the city of Akron will devote perpetually the plant and funds turned over to it, to the uses of a municipal college or uni-

⁶ Kolbe, op. cit., pp. 5-6. It is interesting that as early as 1899 Prof. S. P. Orth had suggested that the college seek some measure of support from the city. But he discovered that a special act of the legislature would be required and the matter was dropped. Spanton, op. cit., p. 97.

versity, to be called the College (or University) of the city of Akron, with the provision that in case of the development of several colleges, schools, or departments, the department of liberal arts shall retain the name of "Buchtel College of Liberal Arts," thus forming a department of a university in the same manner as Adelbert College forms a part of Western Reserve University, or as McMicken College forms a part of the University of Cincinnati.

2. That the endowment turned over to the city shall be maintained as an endowment and not diverted from that purpose, and that only the income thereof shall be used for the support of the college or university.

3. That if a charter be adopted for the city of Akron, it will provide in adequate terms for the maintenance of the college or university. The present laws on the subject relating to municipal colleges and universities as provided in sections 7902 to 7922 of the General Code (as already successfully embodied and carried out by the University of Cincinnati) will be deemed adequate.

4. That the charter of the city shall provide for the government of the institution by a separate board of trustees to be chosen and perpetuated under city control in a manner to be determined by you, with a provision, however, that fitting representation on the board of trustees be assured to the present organization of the alumni of the college.

It may not be amiss to direct your attention to the following matters in the consideration of the foregoing proposition:

1. As a municipal institution, and with very slight addition to the money which the city now expends for educational purposes, the college or university would offer to all qualified students of the city of Akron a college education with free tuition.

2. The adoption of Buchtel College as a municipal institution will insure, on a permanent basis, the continuance of one of Akron's oldest and worthiest semipublic institutions.

3. The identification of the college with city interests can be turned directly to practical use for the city. A bureau of city tests for the examination of all materials used by the city; a bureau of municipal reference for collecting and filing information required by municipal officers—these and many other functions can be established and exercised by a municipal institution at great savings to the city.

4. The natural growth of the city will soon inevitably demand a school where her young people can be trained at small expense in technical branches and in the learned professions—the establishment of a municipal college or university upon the foundation of an already tested and recognized institution will provide a most excellent beginning for the development of a greater municipal university.

The matter of the formation and adoption of a municipal charter being now before the people, we earnestly urge a serious consideration of this offer. We make it in the full belief that this very favorable

opportunity for the foundation of a municipal university should not be neglected.⁷

At the same time, the trustees addressed a communication to the people of the city, as follows:

To the citizens of Akron:

In offering Buchtel College to the city of Akron as the nucleus for a municipal college or university, the trustees have but one desire, to enable Buchtel College to serve more efficiently the people of Akron. For more than 40 years the college has rendered a valuable service, making it possible for scores of young men of the community to secure a college education, who could have gone elsewhere only at great inconvenience and expense; in many cases, to have gone elsewhere to college would have been practically impossible.

A college exists to serve: The denominational college, to serve the denomination; the municipal college to serve the city. Now, in a very real sense, Buchtel is already a city college. It is one of the valuable and honored institutions of our city. And it is not only in Akron, it is for Akron. It is peculiarly a local institution, for most of its students are from Akron homes, and the excellent work it is doing in training young men and women is primarily a work done for this community. But to change Buchtel College to a municipal college, according to the plan suggested by the trustees, will make it possible for the college to serve the people of Akron far more efficiently than ever can be done under present conditions. With an adequate income enabling it to offer free tuition to the youth of Akron, and to keep pace in buildings, equipment, and courses of study with the growing needs of our prosperous community, and with a cooperation between the college and the city so close and hearty as could not otherwise be possible, the College of Akron would become a most powerful factor in the building of the greater Akron.

The plan suggested is not new and untried. [Here follows an account of the University of Cincinnati, stressing its service to the city in the way of night classes, cooperation with various departments, the bureau of city tests, the cooperative course in engineering, and also the modest economic status of many of the students' families.]

What Cincinnati has done, Akron in proportion to her size can also do. There are many reasons why Buchtel College should be to Akron what the University of Cincinnati is to that city. Buchtel is a flourishing college of high repute, with an honorable history, a large body of alumni, a continually increasing student attendance, and a valuable plant. It has more students to-day than ever before and never did the college do better work than now * * *

These students (who come from local homes in even larger proportion than do those of the University of Cincinnati) represent all classes of our citizenship, but especially the substantial people of thrift, energy, and ambition. Many of the students are wholly or

⁷ Reprinted in Spanton, op. cit., pp. 122-124, and in Akron Beacon-Journal, Apr. 15, 1918.

partially self-supporting. But Buchtel College, with the limited income and equipment, can not take care of a much larger student body than she now has. The one thing needful is such an enlargement of her resources and such opportunities for cooperation with the city's industries and other activities as the plan suggested will bring about. Surely, opportunities for such cooperation are not lacking. Why should our Akron College not offer to the youth of our city such a cooperative course as is given so successfully by the University of Cincinnati and similar cooperative courses in rubber chemistry and other subjects? Akron is an unusually prosperous city, growing with remarkable rapidity. We call it the City of Opportunity, and rightly so. Shall it not be the city of full educational opportunity as well as industrial opportunity for all the people? Already the city offers, in its grade schools and high schools, free elementary and secondary instruction to the children of all its citizens. But what of equal opportunity for the higher and professional education? Shall not this also be put within the reach of all who are able and willing to profit by it? By doing so Akron will but round out and complete her educational system. Surely nothing short of this should satisfy a growing and prosperous city in a country whose government aims to be not only of the people and by the people, but also for the people.⁹

The proposition of the trustees was favorably received by the press and by the public.⁹ The charter commission, although almost unanimously in favor of accepting the offer, was in doubt as to the legality and the advisability of incorporating a provision for its acceptance in the proposed charter. It was felt that the acceptance of the college ought to be decided on its own merits and therefore ought not to be united with such a different issue as that of adopting a new frame of government. The commission, therefore, referred the matter to the city council with a strong recommendation in favor of acceptance, and inserted in their proposed charter provisions for its government.¹⁰

To show its interest in the proposal, the commission also appointed a committee of six representative citizens to answer these four questions:

1. Can the proposed levy for the municipal university be incorporated in the tax duplicate under present tax laws (beginning in

⁹ Beacon-Journal, Apr. 15, 1913. Ten days after this offer was made President Dabney, of the University of Cincinnati, spoke in Akron on the advantages of having a municipal university. He stressed particularly the fact that it promoted equality of opportunity by bringing higher education within the reach of the poorest boy. *Ibid.*, Apr. 26, 1913.

¹⁰ Beacon-Journal, Apr. 29, 1913; Kolbe, *op. cit.*, pp. 21-24.
¹¹ Kolbe, *op. cit.*, pp. 9-10; Spanton, *op. cit.*, p. 124; Beacon-Journal, May 14 and 15, 1913. The wisdom of the commission's action was soon apparent, for the proposed charter, when submitted to the people, was defeated by a small vote.

1914) without taking needed funds from the city departments or the board of education?

2. Is the expense of maintaining a municipal university likely to prove a burden to the city in coming years?

3. What will be the maximum cost to the taxpayer of maintaining a city university?

4. What advantages can the city hope to receive from a municipal university in the matter of cooperation with the city departments?"

After an investigation extending over two months, the committee reported. They stated that the State law permitted a levy which could be expended for municipal university purposes only, and that, therefore, the proposed levy could be made without crippling other departments; that the money expended for education is the best investment any community can make, and ought not therefore to be considered a burden; that the cost to the taxpayer could not exceed 55 cents for a \$1,000 assessed property valuation; and that the advantages which the city could derive in the way of cooperation with other city departments was almost unlimited. They cited the experience of the University of Cincinnati in support of the last finding. They concluded the report by unanimously recommending the acceptance of the offer.¹¹

The chamber of commerce, after an investigation and report by its educational committee, also indorsed the proposal on the ground that acceptance of the college would insure continued and improved educational facilities for the people of Akron, would tend to equalize educational opportunity, would provide opportunities for technical training, would increase the number of those graduating from high school, and would attract to the city a high type of citizen.¹²

¹¹ Reprinted in Kolbe, op. cit., p. 11.

¹² Report reprinted in Spanton, op. cit., pp. 125-27.

¹³ Beacon-Journal, May 27, 1913. On June 11 the Ohio Universalist Convention met in Akron. President Kolbe explained the situation of the school, and the expected opposition to the transfer failed to develop. He said, among other things:

"Our plan is one which Doctor Church had in mind for several years as the only solution for the ultimate success of the school. He made every effort to preserve the bonds between the college and the denomination. His attempt to unite the Buchtel and Lombard Colleges into one great Universalist school for the Middle West failed.

"We must act at once if the college is to be saved. Local church leaders realize this, and the majority are in favor of making the city of Akron the offer which now stands. . . . Sorry as I am to state it, there are but 16 students who are affiliated with the Universalist denomination.

"Each student pays a yearly tuition of \$75. It costs the college between \$300 and \$400 yearly to educate the individual. Can the church afford to pay for the education of the people of Akron? It will take a half million dollars to place the institution on its feet. Can the Universalist denomination afford to give this amount to the people of Akron?" Beacon-Journal, June 12, 1913.

These indorsements, particularly that of the citizens' committee, seem to have removed the last doubt that council may have entertained regarding the wisdom of acceptance. But they felt that such an important question should be decided by the people of the city, and on July 28 passed a resolution directing that the question of acceptance be submitted to the voters at the primary election in September.¹⁴ The secretary of state, however, following an opinion by the attorney general, ruled that they had no legal right to submit such a question.¹⁵ Accordingly, at a regular meeting on August 25, 1913, the council unanimously passed an ordinance accepting the property of the college, to be used solely for the maintenance of a university to be known as the Municipal University of Akron, and agreeing to provide for its maintenance and growth.¹⁶

At the same session an ordinance was passed levying a tax of five-tenths of 1 mill for university purposes.¹⁷ Both ordinances were immediately signed by the mayor and became effective September 24, 1913. On December 13 the formal transfer of the property was made, and on December 15 the university directors were appointed by the mayor. Of the nine members six were alumni of Buchtel.¹⁸ Thus did Buchtel College become the Municipal University of Akron.

Judging by the records as reprinted above, the authorities of the city, in their decision to accept the college and develop it as a municipal university, were influenced chiefly by a desire to insure a complete system of education for the city, and to afford opportunity for higher education for those who could secure it only with great difficulty or not at all if they had to leave home to get it. They desired, also, to insure for the community the other advantages that the continuance and the further development of a center of higher education in their midst would bring. Among these, the service that such an institution could render to the city in the way of testing of materials, providing a municipal reference library, etc., was prominent.

¹⁴ Kolbe, *op. cit.*, pp. 14-15.

¹⁵ *Ibid.*, p. 15; *Beacon-Journal*, Aug. 8, 1913.

¹⁶ The ordinance is reprinted in Kolbe, *op. cit.*, pp. 16-18. It embodies a new offer, differing slightly in details, which was made by the trustees on August 20.

¹⁷ *Beacon-Journal*, Aug. 25, 1913.

¹⁸ Kolbe, *op. cit.*, pp. 19-20; Spanton, *op. cit.*, p. 120.

THE UNIVERSITY OF AKRON SINCE 1914

The history of the university from 1914 to the present can be briefly told. It is a story of the extension of the scope of the service rendered by the institution, of growth in enrollment, and of increase in material resources.

The work of Buchtel College continued without any interruption and without any notable change in its character, except a renewed interest on the part of the people of the city. It became the center around which other colleges of the university were developed. The College of Engineering and the Curtis School of Home Economics were opened for students in September, 1914. The College of Engineering was conducted on the cooperative or "Cincinnati plan."¹⁹ At the end of the academic year 1914-15 preparatory work was discontinued, making the institution entirely collegiate in character.²⁰

Besides the increased provisions for collegiate work proper, the same year saw the development of other agencies and activities for the service of the community. Courses designed for persons of mature years and open to anyone qualified to pursue them with profit, were offered by six departments of the university.²¹ A bureau of city tests was organized to take charge of all chemical, bacteriological, and physical testing of materials for the various city departments, and a bureau of industrial research was established to do general chemical work at cost for individual citizens and small manufacturers.²²

In January, 1916, late afternoon and evening courses for benefit of those employed during the day were established and met with immediate success.²³ This phase of the work of the university has grown in scope and in enrollment until it has become one of the outstanding features of its service. It is now possible to secure in the evening session most of the work needed for the first two years toward the bachelor of arts degree, besides a great many courses in professional fields.²⁴ During the same year a course in business training

¹⁹ Municipal University of Akron. Annual Report, 1914, p. 3.

²⁰ Ibid., p. 4.

²¹ Ibid., p. 9.

²² Ibid., pp. 9, 21. In 1915, however, it was found advisable "to discontinue the work of the bureau of industrial research and to concentrate the force thus gained in the department of chemistry." Annual Report, 1915, p. 1.

²³ Annual Report, 1916, p. 8.

²⁴ Annual Catalogue, 1928-29, p. 167.

on the cooperative plan and under the administration of the college of engineering was established, and a combination teacher-training course in cooperation with the city normal school was inaugurated.²⁵

In January, 1921, the course in commerce was extended and the name of the college of engineering changed to the college of engineering and commerce.²⁶

The same year a teachers college, under the joint control of the board of directors and the city board of education, and administered jointly by the president of the university and the superintendent of schools, was established, replacing Perkins Normal School, which for a number of years had been conducted by the board of education. The salaries of teachers of professional subjects were paid by the board of education, while the university supplied the other instruction and took care of all other expenses. As a few years' experience under this arrangement indicated that it did not sufficiently concentrate responsibility, a new agreement was made in June, 1928, by which the university assumed entire control of the college, and the board of education agreed to pay to the university an annual sum to help defray the expenses.²⁷

In 1922 a summer school was inaugurated,²⁸ and in 1923 the teachers college was authorized to offer graduate work leading to the master's degree.²⁹ As it was felt that the title of the institution was needlessly long, the word "Municipal" was dropped in 1926.

The present scope of the collegiate work of the university can be indicated by showing the degree courses offered in each college.

Buchtel College of Liberal Arts.—Bachelor of arts, bachelor of science.

College of Engineering and Commerce.—Civil engineer, mechanical engineer, electrical engineer, industrial engineer, bachelor of science

²⁵ Annual Report, 1916, pp. 8, 10, 19.

²⁶ Annual Report, 1921, p. 4. In this college the work of the sophomore, junior, and senior years for all engineering students and for some commerce students is conducted on the cooperative plan.

²⁷ Annual Report, 1921, p. 4; 1928, p. 9. By a vote of the board of education on January 5, 1931, this subsidy is to be discontinued after June, 1931. *Ibid.*, 1930, p. 7, Akron Beacon-Journal, Jan. 6, 1931.

²⁸ Annual Report, 1922, p. 4.

²⁹ Annual Report, 1923, pp. 5-6. Buchtel College of Liberal Arts offered work for the M. A. and M. S. degrees from 1914 to 1921, discontinuing it in 1922, excepting in the field of rubber chemistry, in which one or two master's degrees are conferred each year.

In business administration, and bachelor of science in secretarial science.

Curtis School of Home Economics.—Bachelor of science in home economics.

Teachers College.—Bachelor of education and master of arts (graduate division).

In 1925 President Kolbe resigned to accept another position, and was succeeded by Dr. George F. Zook, the present incumbent, who for several years had been chief of the division of higher education in the United States Bureau of Education (now Office of Education).

The expansion of the work was paralleled by a great increase in enrollment²⁰ and necessitated increased facilities in the form of buildings and equipment. Notwithstanding the issuance of city bonds in the total amount of \$200,000²¹ and a considerable amount of building, overcrowding has been serious during nearly the whole period. Early in his administration President Zook became convinced that the existing campus was too small to provide adequately for the future development of the university, and that a new and larger one should be selected, and a new plant constructed. After several years' consideration of the matter, the board of directors on April 17, 1928, by a unanimous vote passed a resolution that the university ought to be moved to a new site, comprising the east end of the J. Edward Good Park and certain adjacent land. One week later the city council, in response to the request of the university directors, suspended its rules and unanimously passed a resolution appropriating to the use of the university 60 acres from this park. Adjoining land was secured without cost to the city, so that the university then had approximately 100 acres for a new campus.²²

Having secured a site and about \$175,000 in private subscriptions for new buildings, the university authorities in August, 1929, requested and secured from the city council the right to submit to the voters of the city a bond issue of \$3,000,000 for the construction of suitable buildings. In October a vigorous campaign was launched to secure a favor-

²⁰ The total enrollment grew from 198 in 1913-14 to 8,837 in 1929-30.

²¹ Annual Report, 1916, p. 20; 1920, p. 4.

²² Annual Report, 1928, p. 11; Akron Beacon-Journal, Mar. 7, 1929.

able vote on the bond issue, but at the election on November 4 it was defeated by a rather narrow margin.³³ The unfavorable economic condition of the city doubtless was responsible for the defeat. The progress of the university toward a still larger sphere of usefulness thus suffered a reverse, but no one at all familiar with the history of the institution can believe that it was more than temporary.

³³ Annual Report, 1929, p. 13; Akron Beacon-Journal, Nov. 6, 1929.

CHAPTER IX

THE MUNICIPAL COLLEGES OF DETROIT

The city of Detroit has five municipal colleges: The College of the City of Detroit, Detroit Teachers College, The Detroit College of Medicine and Surgery, Detroit City Law School, and the College of Pharmacy of the City of Detroit. They have developed separately and will be discussed separately in the present chapter.

THE COLLEGE OF THE CITY OF DETROIT

The present College of the City of Detroit is an outgrowth of the Detroit Junior College, which, in turn, was an extension upward of the work of the Central High School. As early as 1910 the extension upward of the city system of public instruction had been advocated,¹ but outside of offering a certain amount of postgraduate work in the high schools, nothing was done until 1915. The story of the beginnings of the junior college can best be told in the words of David MacKenzie, who was principal of Central High School, and became the first dean of the college.

Like many other high schools, the Detroit Central High School had for many years been offering postgraduate work. In some cases these courses were in advance of the standard secondary school courses; in other cases they were merely the more advanced courses in the regular curriculum. For this additional work advanced credit

¹ Moehlman, A. B. *Public Education in Detroit*, p. 186. In a personal letter Professor Moehlman states that, so far as he knows, there is no documentary evidence of this early advocacy, but he recalls that from time to time members of the board of education made speeches in favor of offering college work and sometimes mentioned a municipal university. Doctor Moehlman was a member of the staff of the Detroit schools from 1913 to 1925, serving successively as teacher, high-school principal, and director of reference and statistics.

It is interesting to note that J. F. Nichols, the first superintendent of schools for Detroit, in his first annual report (1856) strongly recommended the establishment of a "Free Academy or Central High School," which should offer to the most advanced pupils of the upper grades secondary instruction "and perhaps the first university year." The report is reprinted in Moehlman, *op. cit.*, pp. 259-263. When, two years later, in compliance with this recommendation, a city high school was established, some advocated the immediate expansion of this school into a junior college, but Mr. Duffield (city superintendent) felt that it should be developed into something similar to the Chicago high school, or 'high-toned substantial academy, preparing both for college and for life.' Moehlman, *op. cit.*, p. 97.

was sometimes given our students on entering college; but, as there was no general agreement on this point, and as the practicability of doing advanced work grew apparent, we decided to organize a 1-year junior college, and to offer such beginning collegiate courses as our existing instruction force seemed to justify.¹

The work of the junior college began in 1915 with an enrollment of 33 students; the teaching was done by the faculty of the high school without extra compensation.² The University of Michigan gave formal recognition to this work, and stood sponsor for it before the North Central Association of Colleges and Secondary Schools, which also recognized it.⁴

The enrollment grew rapidly, indicating that the junior college was meeting a real need, for which ampler provision ought to be made. In view of this fact and of the rapid growth of the junior college in different parts of the country, Supt. Charles E. Chadsey recommended that the course be extended by the addition of a second year.⁵ In order that the legality of the project might be assured, legislative authorization was sought.

In order to forestall any attempts to hinder our development, in 1917 we decided to seek legislative authorization for the establishment of a junior college. Opposition to the establishment of public high schools in Michigan had to be fought in the courts in the early days, and we feared that any attempt to organize a junior college would arouse similar opposition unless sanctioned by legislative enactment.⁶

In compliance with the request of the Detroit authorities, the legislature in April, 1917, passed an act authorizing the board of education in any school district having a population of more than 30,000 to provide a junior collegiate department embracing not more than the first two years of college work, and to issue diplomas to those successfully completing the course of study. Such junior collegiate departments were to be open only to graduates of standard 4-year high schools.⁷ The Detroit Board of Education unanimously authorized the

¹ Mackenzie, David. *Problems of the Public Junior College*, p. 29.

² Mackenzie, loc. cit.

⁴ Mackenzie, loc. cit.; *Proceedings of the North Central Association*, 1915, p. 39.

⁵ *Detroit Junior College Announcement*, 1919-20, p. 3.

⁶ Mackenzie, loc. cit. This doubtless refers to the famous Kalamazoo case, which is one of the landmarks in the history of the American high school. See *Michigan State Reports*, XXX, 69; Brown, *Making of our Middle Schools*, pp. 356-359.

⁷ *Public Acts of Michigan*, 1917, No. 146.

establishment of a 2-year junior college,⁸ which was put in operation in September.

The 2-year college likewise proved immediately successful; by 1919-20 the enrollment had increased to 816, and by 1921-22 to 1,227. Within a short time there began to be demands for its expansion to a full 4-year college. The chief reason urged was that if this were not done, many deserving boys and girls would be deprived of the opportunity of obtaining a college education. In December, 1918, Superintendent Chadsey expressed the hope that a city university would eventually be established. He pointed out that the city council and the people of the city were increasingly recognizing the value of education.

They have seen millions spent for war, and been glad to give it, and now they are more willing to see greater sums spent for improving home conditions. We shall gradually round out the supplying of the demand for elementary education, and I hope to get to the point finally where we can see our way clear to establish a city university, with the cooperation of the city's citizens.⁹

In January, 1921, the deans of the junior college, teachers college, and the college of medicine and surgery, after careful consideration of plans for coordinating the work of the three institutions,¹⁰ united in urging the board of education to request the Legislature to authorize the extension of the work of the junior college to four years. Dean W. H. McCracken, of the College of Medicine, pointed out that authorization of four years' work was necessary in order that graduates of the medical college who did their premedical work at the city college might be recognized by the New York State Medical Board, and by certain other authorities. He also pointed out that many good medical students left because they could not secure their bachelor's degree after completing their course at the junior college and the medical college.¹¹

In September, 1921, the superintendent reported to the board of education that there were 150 students at the junior college who were ready for the third year's work, of whom 60 would be unable to go on if they were not given the

⁸ Proceedings of the Board of Education of Detroit, 1917-18, pp. 27-28.

⁹ Detroit Free Press, Dec. 21, 1918.

¹⁰ Detroit Free Press, Dec. 9, 1920.

¹¹ Detroit News, Jan. 27, 1921.

opportunity of resuming their college work in the city. He, therefore, recommended that he be permitted to add a third year's work. The board, however, was not ready to act on the proposal and referred it back to the superintendent for further consideration.¹² On October 13 it was reported that the superintendent did not wish to give any further consideration to the proposal, as it was then too late in the year to care for the students, and the freshman and sophomore classes filled the college to capacity.¹³ By this time it seems to have been pretty generally agreed that a senior college should be established, but the rapid growth of the city had created such an acute shortage of facilities for elementary education that efforts had to be concentrated on relieving that situation.¹⁴

By 1923 the pressure for the establishment of a senior college had become too strong to be resisted. In May of that year, at the request of Detroit, the legislature passed an act authorizing the board of education of any city having a population of more than 250,000 to establish a 4-year college as part of the public-school system, and to grant diplomas and degrees to those completing the course.¹⁵ Commenting on the enactment of this law, the Detroit Free Press said:

In the passage of the bill Dr. John S. Hall, member of the board, and David MacKenzie, dean of the college, have won a fight which they have waged for years. They have sought greater recognition of the college in Detroit and maintained that any city of the size of Detroit should have the power to give to students a university education. Doctor Hall said Tuesday night there were 18 States in the country with a population less than the city and that the bill gave to Detroit what it has deserved for years.

According to Doctor Hall the bill will enable hundreds of students to gain a university education who could not have afforded to go to Ann Arbor to study at the University of Michigan. He stated that scores of young men and women who have had to quit the junior college after they have completed two years of study would have con-

¹² Proceedings of the Board of Education, 1921-22, p. 175.

¹³ Proceedings, 1921-22, p. 229. During 1921 resolutions and petitions were received in favor of the senior college from the Detroit Teachers Association, the Twentieth Century Club, and "a large number of citizens." Ibid., 1920-21, pp. 409-410; 1921-22, p. 64.

¹⁴ "The establishment of a senior college," said Mr. Cody, city superintendent, "has been delayed until the elementary situation was cared for and the crowding in the elementary schools relieved. However, the University of Michigan is overcrowded, and cities will be obliged to establish their own units to relieve the State." Detroit News, Dec. 2, 1921.

¹⁵ Public Acts of Michigan, 1923, No. 138.

tinued their studies had it not been necessary for them to leave the city to do so.¹⁶

In June the board of education changed the name of the college to The College of the City of Detroit, and the institution opened in September under the new name and with the extended course.¹⁷

The history of the college as a 4-year institution has been that of growth in enrollment and broadening of the scope of its activities. The first two years of work in engineering was offered early in the history of the college, and later a 4-year course in chemical engineering was added, and in 1929 a separate department of engineering was organized. In 1930 a department of nursing education was added.

At present the college offers courses leading to the degrees of bachelor of arts, bachelor of science, bachelor of science in home economics, bachelor of science in aeronautical, chemical, civil, electrical, and mechanical engineering, and bachelor of science in nursing. In addition there are various preprofessional, combination, and certificate courses. Work for the degrees of master of arts and master of science has recently been added to the offerings. As in the case of the other municipal institutions, evening classes form a very important part of the work. They are all taught by regular members of the faculty, whose regular teaching loads are divided between day and evening work. In fact, there are no evening courses as a separate activity of the college; its teaching day simply extends from 8 a. m. to 10 p. m. There is an eight weeks' summer school.

Dean David MacKenzie continued to direct the affairs of the college until his death in July, 1926. Early in 1928 he was succeeded by Dr. Wilford L. Coffey, formerly State superintendent of public instruction of Colorado. In the interim Assistant Dean Albertus Darnell was in charge.

THE DETROIT TEACHERS COLLEGE

The Detroit Teachers College is an outgrowth of the city normal school, which in turn developed out of a normal training class. In 1864 Supt. J. M. B. Sill in his annual

¹⁶ May 2, 1923.

¹⁷ Proceedings, 1922-23, p. 568; Detroit Public Schools, Annual Report, 1923-24, pp. 73, 74. The total enrollment for the year was 2,400. A few students entered with sufficient advanced credit to enable them to receive their degrees in June, 1924.

report suggested the establishment of a training class for prospective teachers as a part of the work of the public schools, and repeated this recommendation in almost every annual report from 1865 to 1880. His efforts finally came to fruition with the establishment of such a class in September, 1881.¹⁸ The work was immediately successful and the period of instruction was gradually extended—in 1895 to two semesters, in 1904 to three semesters, and in 1913 to two full years.¹⁹

In 1914 the school, which had been housed in various buildings, was removed to the Martindale Normal School building, which had been erected for the purpose. Following the removal "a college credit course was worked out, and a credit arrangement made with the University of Michigan whereby students who took special courses at the normal school for two years would be prepared to enter the university with a junior standing."²⁰ In 1918 a summer session was inaugurated, and evening courses were begun on a small scale.

In May, 1919, the legislature, at the request of the Detroit board of education, passed an act authorizing the State board of education to issue life certificates to the graduates of the school, provided the work of the school met with its approval.²¹ As the school had already been visited and informally approved by the State board, official approval was immediately forthcoming, and the school acquired practically the status of a State normal school.²²

In May, 1920, Superintendent Frank Cody made the following recommendation regarding the extension of the work of the normal school:

With each advance in educational progress the need for continued education of teachers in service becomes more apparent. Each year large numbers of the teaching force leave the city for professional work at distant universities during both winter and summer sessions. The attendance at the summer and evening sessions of our city normal school has increased marvelously. To meet this developing need and to insure proper professional credit for constructive work done by teachers in improving the service within the city, I recommend that beginning September 7, 1920, the name of the City Normal School be

¹⁸ Logan, Jean W. History of the Detroit Normal School, p. 5.

¹⁹ Logan, op. cit., pp. 12, 15, 22.

²⁰ Logan, op. cit., pp. 21-22.

²¹ Public Acts of Michigan, 1919, No. 157.

²² Logan, op. cit., p. 22; Proceedings of the Board of Education, 1919-20, p. 88.

changed to Detroit Teachers College and that as soon as possible legislative action be secured empowering the college to offer 4-year courses and graduate work leading to appropriate degrees.²³

The recommendation was adopted, and on September 7, 1920, Detroit Teachers College commenced operations.²⁴ Curricula were provided for the training of elementary, intermediate, and high-school teachers. At the legislative session of 1921 a law was enacted authorizing the State board of education to issue suitable degrees to graduates of the teachers college.²⁵

Until 1930 the college continued to offer four years of work and to occupy its own building. In that year the course was limited to the junior and senior years and the college moved to the building of the College of the City of Detroit. The 3-year course leading to the Michigan life certificate has been discontinued, and all new students must complete a 4-year course to qualify for the life certificate. The degrees of bachelor of arts in education and bachelor of science in education are offered, and recently the graduate degree of master of arts in education has been added. The college maintains very close relations with the city-school system, the members of the staff cooperating in the solution of many public-school problems. Since 1918, and to a greater extent since 1920, evening classes for teachers in service have been an important part of its work.

THE DETROIT COLLEGE OF MEDICINE AND SURGERY.

The Detroit College of Medicine, a privately controlled institution, was organized in 1885 through the merger of two competing medical schools.²⁶ Depending chiefly upon student fees for its support, and faced with the rapidly increasing cost of medical education and the campaign of the American Medical Association and the Carnegie Foundation for higher standards, the college encountered serious financial difficulties in the early years of the present century. At this point certain alumni of the institution came forward, and in 1913, with the help of the authorities and friends of the college, perfected a new organization—The Detroit Col-

²³ Proceedings of the Board of Education, 1919-20, p. 525.

²⁴ Logan, op. cit., p. 24.

²⁵ Public Acts of Michigan, 1921, No. 52.

²⁶ Detroit College of Medicine and Surgery. Annual Catalogue, 1915-16, p. 38.

lege of Medicine and Surgery. The teaching staff was re-organized and plans were laid to procure an endowment fund of a million dollars.²⁷

By 1917 plans had been perfected for the endowment fund campaign, but the entrance of the United States into the World War, bringing as it did so many calls for money, made it necessary to abandon them. The result was that the trustees of the college, in February, 1918, requested the board of education to take over and carry on its work. The following paragraphs are quoted from the letter containing this request:

The cost of medical education has increased so much during the last 20 years that medical schools all over the country have been obliged to ask for help from the State, the municipality, or by endowment.

The Detroit College of Medicine and Surgery doing noble work for 50 years, and being rated as a "Class A" college by the American Medical Association, must close its doors unless it receives help. Last year an arrangement had been made to raise an endowment, but the war breaking out just at that time prevented it, as money was needed in so many other directions. * * *

All students are enlisted in the Medical Reserve, and assigned to finish their medical education in the medical college, as doctors are very much needed in the Army. It is, therefore, a patriotic duty of the citizens to continue the school. The Central High School now has 60 pupils preparing to take a medical degree.

The board of trustees of the Detroit College of Medicine and Surgery, therefore, request the board of education to ask the common council and the board of estimates for \$30,000 and that the board of education take over and have entire management and charge of the medical school, the trustees of the latter to keep charge of the granting of diplomas to the graduates, until legislation can be obtained, giving the Detroit Board of Education the power to grant degrees, and the Detroit College of Medicine and Surgery will then surrender its charter and transfer to the board of education the full management of the medical school and all the buildings, real estate, and equipment, free of charge, and free of debt. * * *

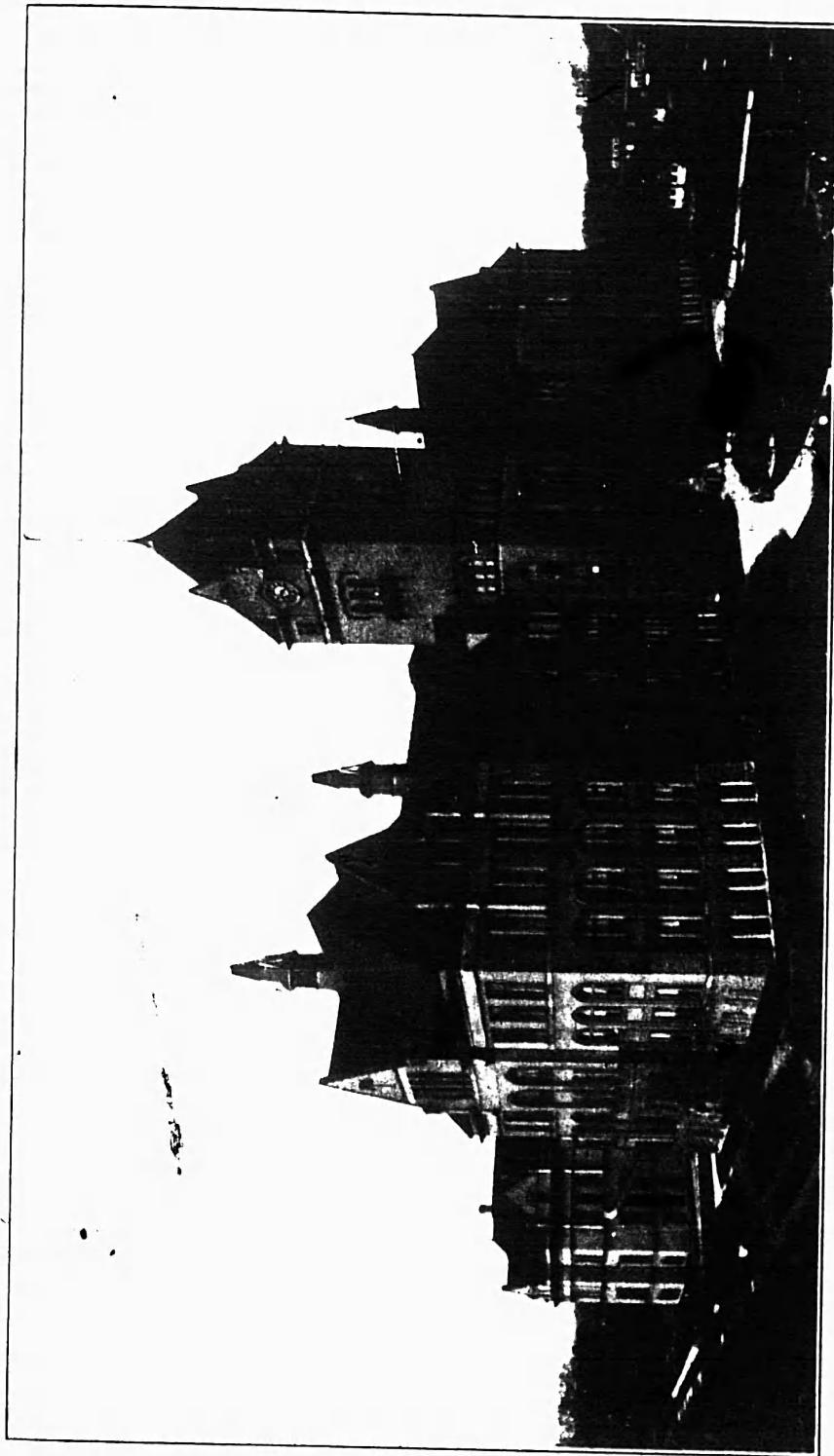
The board of education immediately requested the grant of \$30,000 as urged in the letter, and on April 25 passed a resolution to take charge of the college on July 1.²⁹

The assistant corporation counsel of the city having criticized this action of the board on the ground that it was

²⁷ Annual Catalogue, 1914-15, p. 40.

²⁸ Reprinted in Proceedings of the Board of Education, 1917-18, pp. 401-402.

²⁹ Proceedings, 1917-18, pp. 402, 456. At a meeting on July 25 the terms according to which the college was taken over were modified in certain details. Proceedings, 1918-19, p. 42.



MAIN BUILDING, COLLEGE OF THE CITY OF DETROIT

146-1



METALLURGICAL LABORATORY OF THE ENGINEERING DEPARTMENT, COLLEGE OF THE CITY OF DETROIT

done without legal authority, Dr. John S. Hall, a member of the board, said in reply:

Mr. Atkinson claims that this agreeing to operate College of Medicine and Surgery was done without legal authority. I will not discuss that, but I will say that the city would have lost the school if we had not acted, and one of the most efficient medical colleges in the country would have ceased to exist.

When the legislature meets this autumn any needed legislation to properly turn the school into our hands will be passed. We had to act, law or no law. This is war times; we could not afford to have our country lose the instruction the college gives.³⁰

The following April the legislature passed an emergency act legalizing the actions of the board in taking over and supporting the college and another act definitely conferring on the board of education the right to take control of and conduct a college of medicine and surgery and to grant the usual degrees to those completing the course of study.³¹ The college has since been conducted by the board of education. It grants the degrees of bachelor of medicine, doctor of medicine, and doctor of public health.

DETROIT CITY LAW SCHOOL

The Detroit City Law School, the fourth unit in the city's system of higher education, was established in 1927. In the spring of 1926 negotiations were undertaken by the board of education looking toward the transfer to its control of the Detroit College of Law, which had been conducted as an evening school for a number of years by the Young Men's Christian Association.³²

³⁰ Detroit Times, Sept. 27, 1918.

³¹ Public Acts of Michigan, 1919, Nos. 85, 109. This legislation was strongly opposed by certain members of the Detroit delegation to the legislature on the ground that it was too expensive an undertaking, that it meant the neglect of the elementary schools, and that it was impertinent to ask the legislature to legalize retroactively an illegal act. It was defended on the ground that the action had been taken as a war necessity. Detroit Journal, Mar. 19, 1919.

³² Detroit News, Apr. 8, 1926; Detroit Free Press, Apr. 8, 1926. Allen Campbell, the member of the board of education who seems to have taken the lead in the movement for the acquisition of the school, said:

"Assumption by the school board of the law school's functions may prove to be very desirable from the point of view of public education, provided it can be accomplished without excessive cost to taxpayers.

"It will aid in rounding out the city's collegiate program, which already has progressed to commendable proportions.

"There are a number of phases to be considered before the city can take over the law school.

"Financially, we are in no position to undertake new departments while elementary instruction and other proper functions of the city's educational system are lacking.

"At the same time, it is advisable to look to the future in matters of this kind where additions to the public-school system for higher education apparently are available at little cost. Ultimate development of the law school is one consideration, and it is my belief that the school will fare better under public administration by the Detroit school board than under the more or less financially restricted supervision of the Y. M. C. A." Free Press, Apr. 8, 1926.

An agreement for the transfer of this school to the board of education not having been reached, that body proceeded to establish a new law school. On November 11, 1926, the superintendent of schools was instructed to include in the board's budget for 1927-28 an estimate of the cost of establishing courses in law in connection with the College of the City of Detroit; and on December 23 the budget, carrying an item of \$25,000 for that purpose, was approved.³³

In May, 1927, an act of the legislature was secured which granted to the board of education of any city having a population of 500,000 or more and comprising a single school district the right to "establish or acquire and maintain a college of liberal arts and such professional colleges as it may deem expedient," and to "operate such professional colleges in connection with said college of liberal arts or separately," as it might determine, and to confer the appropriate degrees.³⁴

On June 9 the board of education passed a resolution establishing the Detroit City Law School, to be administered by a dean appointed by the superintendent of schools with the approval of the board of education.³⁵ The school was formally opened on September 15 on a self-supporting basis.³⁶ Classes are held in the evening in the building of the College of the City of Detroit. Completion of the course leads to the degree of bachelor of laws.

COLLEGE OF PHARMACY OF THE CITY OF DETROIT

Upon the completion of the Cass Technical High School Building in 1922 a department of pharmacy was organized and a 6-year pharmacy course provided.³⁷ Following the organization in 1923 of the College of the City of Detroit as a 4-year institution, the work in pharmacy was transferred to it in order that it might be on a collegiate level and thus be rendered acceptable to accrediting agencies.³⁸ From 1924 to 1928 the school of pharmacy formed part of the college and offered a standard 3-year course. In the latter year it

³³ Proceedings of the Board of Education, 1926-27, pp. 229, 298.

³⁴ Public Acts of Michigan, 1927, No. 193.

³⁵ Proceedings, 1926-27, p. 615.

³⁶ Detroit News, Sept. 16, 1927.

³⁷ Detroit Public Schools, Annual Report, 1922, p. 46.

³⁸ Annual Report, 1924, pp. 74-75; Proceedings of the Board of Education, 1923-24, p. 474.

was given the status of a separate college with its own dean and coordinate with the other four colleges maintained by the board of education. It offers a 4-year course leading to the degree of bachelor of science in pharmacy and also a 3-year course leading to that of pharmaceutical chemist, but no candidates will be accepted for the latter degree after June, 1932.

The history of public higher education in Detroit is unique in that it presents the independent development of four institutions of collegiate rank (to which a fifth has been added by the division of one of them). Two developed as parts of the public-school system: The College of the City of Detroit as an extension upward of the Central High School to form a junior and then a senior college; the Detroit Teachers College as an extension upward of the city normal school. The third, the Detroit College of Medicine and Surgery, was a private institution taken over by the board of education as a war emergency measure. The Detroit City Law School was established as a new department, after the failure of negotiations for the transfer to the board of education of a privately controlled school. The College of Pharmacy, as we have just seen, resulted from the division of the College of the City of Detroit.

As they developed separately for the most part, these five institutions have each retained a large degree of autonomy. The only organic connection between them lies in the fact that all are under the control of the board of education and subject to the administration of the superintendent of schools.

In practice, however, the five institutions are closely interrelated. All except the college of medicine and surgery occupy the same building, and present plans call for the development of other buildings for them adjacent to the present one. A council of deans, under the chairmanship of Dean Coffey, of the College of the City of Detroit, has charge of all matters of common interest, and integrates the work very closely. If, as seems not improbable, the board of education establishes a city university with them as constituent parts, it will only be giving formal recognition to an existing fact.

CHAPTER X

THE MUNICIPAL UNIVERSITY OF WICHITA

The history of the Municipal University of Wichita is similar to that of the University of Akron. Fairmount Institute was organized in 1892 by a number of public-spirited citizens of the city, and was conducted as an academy until 1895.¹ In that year, with the promise of support of the Congregational Education Society, the institution was rechartered as Fairmount College of Wichita and was conducted as such until 1926. The charter provided that a majority of the trustees should be members in active standing of Congregational churches.²

In the second and third decades of the present century the institution encountered financial difficulties. The Congregational Church, which had been maintaining two colleges in Kansas—Washburn College, at Topeka, and Fairmount College—decided that it could no longer contribute to more than one, and withdrew a large part of its support from Fairmount.³ A much larger endowment was needed if standards acceptable to the North Central Association were to be maintained, but repeated attempts to secure an adequate endowment were unsuccessful.⁴

Under these circumstances President John D. Finlayson suggested, and the board of trustees agreed, that it would be desirable for the city to take over and operate the college as Akron had taken over Buchtel College. An enabling act was secured from the legislature in 1925, providing that the governing board of any city of 70,000 to 100,000 inhabitants might submit to the voters at any regular or special election the question of establishing a municipal university, and that upon the petition of 10 per cent of the registered voters,

¹ Fairmount College, Annual Catalogue, 1912-13, p. 13.

² *Ibid.*, p. 13.

³ The number of Congregational churches in the State decreased from 183 in 1895 to 114 in 1925. Congregational Yearbook, 1896, p. 390; 1925, p. 178.

⁴ Wichita Beacon, Apr. 4, 1926; see also Annual Catalogues of Fairmount College, 1920-21, p. 12; 1921-22, p. 12; 1922-23, p. 12; 1923-24, p. 12;

the submission of such question should be mandatory. If the vote was in the affirmative, the governing board of the city was required to establish the university. Any municipal university so established was to be under the control of a board of nine regents—four elected by the governing board of the city for 4-year terms, one to expire each year, four elected by the city school board with the same tenure, and the mayor of the city *ex officio*. The regents were given power to accept gifts and donations, to establish such departments and courses as they might determine, and to confer honors, diplomas, certificates, and degrees. They were required to levy an annual tax for the support of the university, not exceeding two mills on the dollar of taxable property.⁵

In accordance with this law the question of establishing a municipal university was submitted to the voters of Wichita on Apr. 10, 1925, and was defeated by a majority of 445 in a total of 15,721.⁶ The city having declined to accept and maintain the college, plans were made to discontinue it and transfer its property to Washburn College. In the autumn of 1925 when rumors concerning this plan became current, the Wichita Chamber of Commerce directed its secretary to ascertain whether such a movement was on foot, and if so, whether it had gone so far that the plans could not be changed. After a conference with the trustees of the college, the secretary reported that there was such a movement under way, but that it had not gone too far for a change of plans, and that there was every indication that the trustees would be willing to donate the college to the city, provided the latter would accept and maintain it. The question was referred by the chamber of commerce to its civic committee for consideration. Seven of the ten members of the committee were at that time opposed to a municipal university, several of them holding that Fairmount College and Friends' University (another denominational college located in the city) ought to be amalgamated, thus creating a single private university with adequate resources.

⁵ Kansas Session Laws, 1925, chap. 111.

⁶ Christian Science Monitor, Apr. 11, 1925. It is believed that the fact that the university proposition was submitted at a regular election, when the choice of city officers and two other referendum proposals were before the voters, may have contributed to the defeat. Wichita Beacon, Apr. 12, 1925.

Conferences were held by the committee with the trustees of the two schools, at which the difficulties in the way of such an amalgamation were found to be insuperable. The denominational control of Friends' University could not be surrendered without a loss of its property, and the trustees of Fairmount were naturally unwilling to transfer their property to a school controlled by another denomination. Moreover, it was discovered that in case of amalgamation an additional endowment fund of half a million dollars would be necessary if satisfactory standards were to be maintained. There seemed to be no prospect of raising any such sum. Under these circumstances it seemed best that Friends continue as an independent denominational college, and that the only alternative to the loss of Fairmount was for the city to take it over. The civic committee, therefore, reported unanimously in favor of a special election for the municipalization of Fairmount.

The report was approved by the directors of the chamber of commerce and the president was directed to proceed with plans for securing an election and for conducting a campaign for a favorable vote.⁷ Petitions were circulated asking for an election, and on March 30 the city commission ordered the election for April 14, 1926.⁸

A spirited campaign for a vote favorable to the university was carried on under the leadership of a citizens' committee of 150, appointed by the chamber of commerce. This committee was composed of doctors, lawyers, preachers, union laborers, housewives, manufacturers, merchants, bankers, society women, teachers, realtors, and representatives of a score of other occupations. Included in the membership were three members of the city commission and four members of the board of education.⁹ Speeches, radio addresses, editorials, and other newspaper propaganda, pamphlets and paid advertisements were utilized.

The principal argument used was the democratic one—that retention of the college meant the preservation of

⁷ The above facts concerning the activities of the chamber of commerce were gathered from an address on Apr. 10, 1926, by Robert F. Campbell, of that body, as reported in the *Wichita Beacon*, Apr. 11, 1926.

⁸ *Wichita Beacon*, Mar. 22, 30, 1926. The petitions contained a total of 9,208 signatures, of which 3,860 were found to be technically correct. As the whole number of registered voters was 31,959, the calling of the election was mandatory. *Beacon*, Mar. 22, 1926.

⁹ *Beacon*, Apr. 4, 1926.

equality of educational opportunity, while its loss meant depriving hundreds of worthy boys and girls of all opportunity for higher education. This, however, was by no means the only argument. Civic pride in the preservation of a worthy institution was appealed to, and it was pointed out that an unfavorable vote meant the transfer of the property of the college to Topeka, an old business rival of Wichita. It was repeatedly emphasized that the loss of the college would be a serious blow to the business interests of the city, while its retention would attract many new residents of a desirable character. The following arguments are typical of those used during the campaign:

The great principle underlying the fight in favor of the university is that it is a movement in favor of democracy. * * *

Competition is growing keener every day. The son or daughter of the poor man is going to have a hard time in meeting the superior educational equipment of the son or daughter of the rich man who can afford to send his children to college. It is going to be just as hard for a man without a college education 10 years from now as it is now for a man without a high-school education. The world requires higher and higher standards. The race is getting harder. The poorly equipped man or woman is going to lag behind in the race. The only way out is to extend the public-school principle so as to take in college education. That will restore the balance between the rich man and the poor man.

That is why the poor man, most of all, should be in favor of the municipal university. He will get more out of it than he puts into it. It is a restoration of the democratic principle of equal opportunity."

A small tax must be levied to maintain a municipal college, but this is more than offset because presence of a 4-year college in a city raises the quality of the young people and also attracts desirable citizens from other places who move to college towns to educate their children.

The enormous cost of maintaining police, jails, and courts is not increased by the coming of such people to a city.

The staggering sum we pay annually in taxes to feed the poor and clothe them is not increased by new citizens coming to educate their children."

There was a time when Wichita could vote to stand stock still on the Fairmount College matter. Wichita could vote to do nothing. Wichita could vote to let things stay as they are.

The time for that kind of voting is now irrevocably gone. * * *
If you vote for the college you vote for Wichita. If you vote against

¹⁰ Editorial in Wichita Beacon, Apr. 19, 1926.

¹¹ Beacon, Feb. 4, 1926.

the college you vote for Topeka. And that, in this case, means a great loss to Wichita.

The vote for the advance step is accompanied by an absurdly small sacrifice.

The persons who are directly backing the municipal college proposition assure the city that there will be no tax levy of more than 1 mill to support the institution. In other cities having similar institutions, the tax levy does not exceed 0.55 mill. But let us say 1 mill in order to permit a generous allowance. That means \$1 on each \$1,000 valuation. It means that the man with \$10,000 taxable value of property will have to pay only \$10 a year. There is not a resident of Wichita who will not be benefited that much each year by reason of having this institution, even if he has no children, for it means the enhancement of sale values of property; it means more work for laboring men; it means more business for retailers; it means more manufacturers; it means general expansion for the city which will benefit everybody. People from all the neighboring towns and cities are watching Wichita. They will send their children here to school, to spend money in Wichita, if the proposition carries. If not, they will send their children to Topeka, or Lawrence, or Manhattan, or Chicago. * * *

On the other hand, the removal of Fairmount at once removes a student body of nearly 500 that is now spending money in Wichita. It means the immediate removal of faculty members who are spending their money here. It means the removal of a going concern whose support requires purchases in Wichita. * It means the removal of physical property. Salable and removable assets will go to Topeka. Remnants will stay. It means that there will be deserted buildings on the hill * * * and Wichita will advertise to the world that it has vacant buildings. * * *

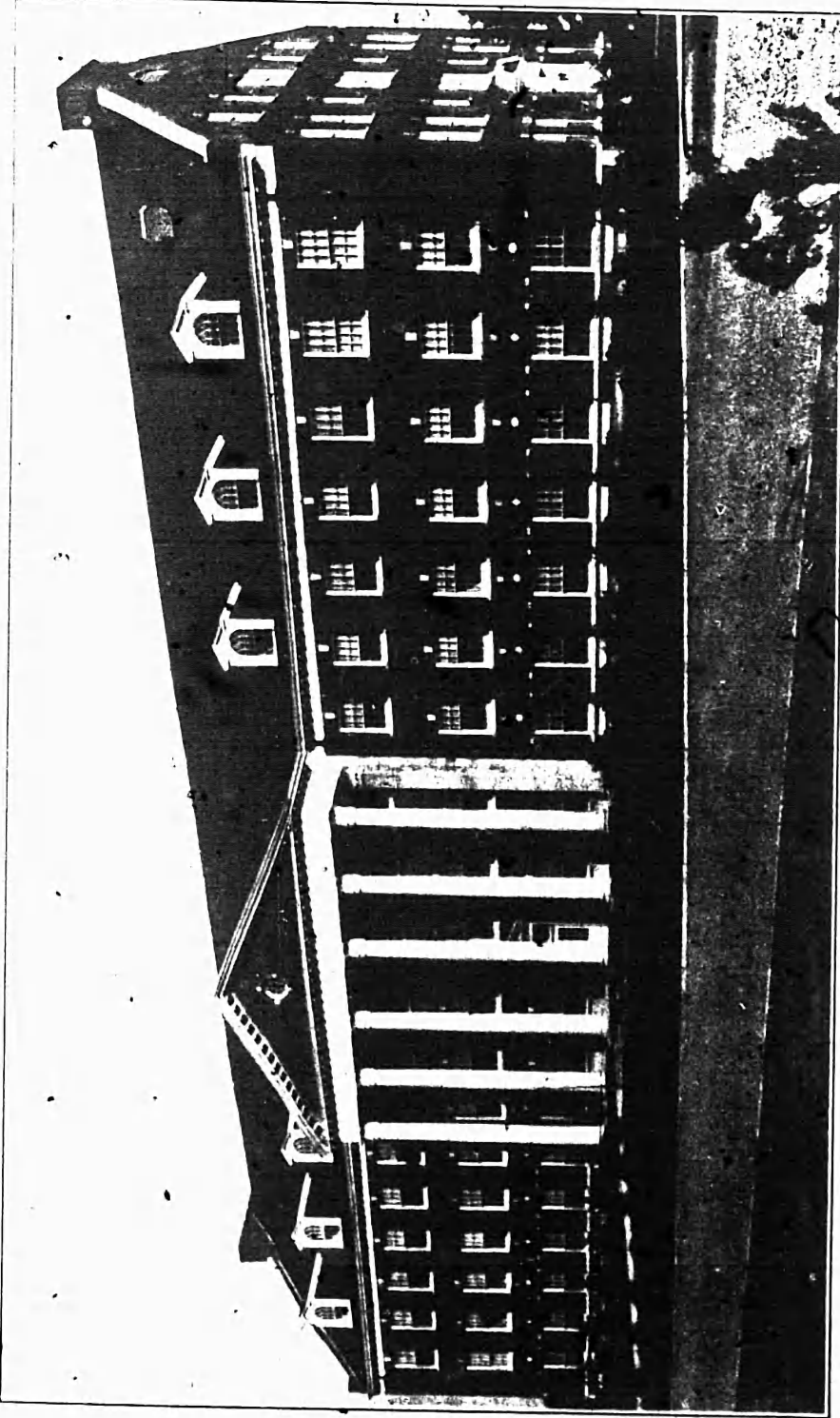
The forward step will mean, not the destruction of the college, but a great change into something higher and more effective. It is the epitome of the proud and hitherto unconquered spirit of Wichita.¹³

The opposition was largely under cover, taking the form of anonymous "dodgers" circulated on the streets and of advertisements signed by the Wichita Educational Association, which was apparently but a name for a very small group opposed to the university.¹³ The chief argument urged by the opposition was that it would place too great a financial burden on the taxpayers, since the promised 1-mill levy would prove too small, that there was nothing to prevent the full legal rate of 2 mills being levied, or the legislature from raising the legal maximum.¹⁴ It was also argued that Fairmount should be merged with Friends instead of

¹³ Editorial in Beacon, Mar. 30, 1926.

¹³ Beacon, Apr. 14, 18, 1926.

¹⁴ Wichita Eagle, Apr. 23, 1926.



ADMINISTRATION BUILDING, MUNICIPAL UNIVERSITY OF WICHITA

being unloaded on the city¹⁵ (although the merger had been found to be impracticable), that the levying of the university tax would tend to cripple the public schools,¹⁶ that there was a mortgage on the property (although this was shown not to be true¹⁷), and that the proponents had adopted unfair tactics.¹⁸

At the election on April 24 the proposition for the establishment of the university was approved by the decisive majority of 3,872 in a total vote of 15,988, the largest vote ever polled in a purely city election, although this was a special election and no other question was before the voters.¹⁹ On April 30 the vote was canvassed and the question officially declared to have been carried, and on May 10, 1926, the city commission passed an ordinance establishing the Municipal University of Wichita.²⁰ On June 2 the deeds of all the property of Fairmount College were formally tendered to the board of regents of the University of Wichita and accepted in the name of the city.²¹

The regents continued Fairmount College of Liberal Arts and established a college of business administration and industry (on the Cincinnati cooperative plan) and a college of fine arts. The summer session and the extension department, which had been conducted by Fairmount College, were continued and evening courses were established.

President Finlayson and a majority of the Fairmount faculty were retained. At the end of the academic year, however, President Finlayson declined to serve longer, and in July Dr. Harold W. Foght, the present incumbent, accepted the presidency.²²

During its short history the institution has not only participated in the growth common to all urban institutions during the period but has profited by the rapid growth of Wichita as a leading center of the aviation industry. The net enrollment grew from 848 in 1926-27 to 1,624 in 1929-30. To meet the needs of the growing student body and the

¹⁵ Beacon, Apr. 18, 1926.

¹⁶ Eagle, Apr. 23, 1926.

¹⁷ Beacon, Apr. 16, 1926.

¹⁸ Eagle, Apr. 23, 1926.

¹⁹ Beacon, Apr. 25, 1926.

²⁰ Ordinance reprinted in Beacon, May 11, 1926.

²¹ Eagle, June 2, 1926; Beacon, June 3, 1926.

²² Wichita Eagle, Mar. 4, 1927; Wichita Beacon, July 18, 1927. Doctor Foght had been, since 1919, president of Northern State Teachers College, at Aberdeen, S. Dak.

growing city, the university has undergone both academic and material expansion.

In 1927 the regents authorized the establishment of a graduate school offering extension courses in education only. The following year this school was organized on a full-time basis.²³ In 1928 a 4-year course in aeronautics was established, and in 1929 a school of journalism, as a division of the College of Liberal Arts and Sciences, was created.²⁴ A division known as the university college was set up to administer the late-afternoon, evening, and Saturday-morning courses in down-town Wichita and in certain neighboring communities.

The present scope and organization of the university can be indicated by the following list of its divisions, with the degree courses given by each:

Fairmount College of Liberal Arts and Sciences.—Bachelor of arts, bachelor of science, bachelor of arts in journalism, pharmaceutical chemist (three years), and bachelor of science in pharmacy.

The College of Business Administration and Industry.—Bachelor of arts in business administration, and bachelor of science in aeronautical engineering.²⁵

The College of Fine Arts.—Bachelor of music, bachelor of public school music, and bachelor of fine arts.

The College of Education.—Bachelor of arts in education.

The Graduate School.—Master of arts, and master of science.

As the old Fairmount College plant was entirely inadequate for the enlarged program of the university, the authorities early attacked the problem of securing additional land and buildings. In 1928 a tract of about 60 acres adjacent to the old campus was secured and a comprehensive plan of campus development mapped out.²⁶ In 1928-29 a new science hall, an auditorium annex to the gymnasium, and a new heating plant were completed.²⁷ The need for further buildings was rendered more acute through the destruction by fire, on September 3, 1929, of Fairmount Hall, the oldest building on the campus.²⁸ A temporary structure was erected immediately and the permanent building program

²³ Wichita Beacon, Sept. 23, 1927, Feb. 3, 1928.

²⁴ Wichita Eagle, May 12, 1928, Sept. 12, 1929.

²⁵ By special arrangement with the University of Kansas, the first two years' work in architectural, civil, mechanical, electrical, chemical, industrial, geological, and mining engineering are given.

²⁶ Wichita Beacon, Jan. 6, Feb. 3, 1928; Wichita Eagle, Mar. 29, 1928.

²⁷ Wichita Eagle, May 12, 1929, Feb. 8, Mar. 3, 1929.

²⁸ Wichita Eagle, Sept. 4, 1929.

was pushed with renewed vigor. In 1930, new administration building and the first section of a new stadium were completed.²⁹

The extensive program represented by the new campus and the buildings constructed and projected has been financed by various means. In 1929, \$111,540 as insurance on the old Fairmount Hall and a bequest of \$400,000 for a fine arts building were received.³⁰ In 1928 the regents voted to certify the full 2-mill tax levy permitted by law³¹ and the following year obtained from the legislature authority to issue not to exceed \$350,000 in bonds for buildings and equipment and the funding of old indebtedness.³² Under this law the university proceeded in 1929-30 with the planning and erection of another building to cost approximately \$225,000.

²⁹ Wichita Eagle, Sept. 2, 1930.

³⁰ Wichita Eagle, Mar. 5, Sept. 20, 1929.

³¹ Wichita Eagle, Aug. 4, 1928.

³² Wichita Eagle, Jan. 4, 1929; Kansas Session Laws, 1929, chap. 121.

CHAPTER XI

THE MUNICIPAL UNIVERSITY OF OMAHA

The history of the Municipal University of Omaha closely resembles the earlier history of the Municipal University of Wichita, and may be related briefly. Unlike Fairmount College, the (old) University of Omaha was a nonsectarian institution. It owed its origin to the desire on the part of Dr. Daniel E. Jenkins, a local Presbyterian minister, and others whom he interested, to provide a nonsectarian, coeducational institution for the education of their fellow residents who desired the advantages of a collegiate training, but who were unable to go away from home to obtain it, and who did not wish to attend Creighton University, a local Roman Catholic institution. Under the leadership of Doctor Jenkins, a group of representative citizens in the early summer of 1908 "organized a board of trustees and began the active promotion of the movement for the founding of a university under Christian ideals and influences but, at the same time, free from ecclesiastical control."¹ This board of trustees incorporated on October 8, 1908, and on September 14, 1909, the institution was opened in a former residence, with a student body of 26. Doctor Jenkins was made president and served as such until 1927. That the institution met a real need, is evidenced by the enrollment, which grew from 26 in 1909-10 to 1,081 in 1928-29.²

Both the student body and the trustees were almost entirely local.³ The scope of the work as well as the size of the student body also underwent development. The Omaha School of Law, which began in 1884, and was incorporated in 1897, became affiliated with the university in 1911, and in

¹ Jenkins, D. E. "Historical Statement," University of Omaha Catalogue, 1929, pp. 12-17.

² Figures given in Annual Catalogue, 1929, p. 13.

³ Annual Catalogue, 1929, pp. 4-5; also the statement by Dr. E. W. Emery, former president.

1915 was more closely affiliated and reorganized as the law department of the University of Omaha.⁴

In 1913 the university was authorized by the State department of education to grant first-grade teacher's certificates to its students who pursued the proper courses, and teacher training became an important part of the work of the institution.⁵ In 1914 a department of public-school music was organized, which in 1928 was expanded into a school of music. A college of commerce was organized in 1924. Evening courses were organized and became an important part of the work of the institution.

The divisions of the university and degree courses offered in 1929 (the date of the latest annual catalogue) were as follows:

College of Liberal Arts and Sciences.—Bachelor of arts and bachelor of science.

School of Law.—Bachelor of laws and master of laws.

School of Commerce.—Bachelor of science and bachelor of business administration.

School of Music.—Bachelor of music.

In addition there were many courses leading to diplomas and many others for special adult students.

Financial support for the university came from tuition fees, endowment, and local contributions. Notwithstanding the very considerable degree of success that attended the efforts of President Jenkins to enlist the aid of local people of wealth, the institution was never adequately financed. At the close of his term of service it was housed in three different buildings in different parts of the city, which were unsuitable for and inadequate to its needs. Library facilities were inadequate and funds available for salaries were insufficient to secure adequately trained men or to keep the teaching load within proper limits.⁶ With the increasing demands upon the institution, and the advancing standards of university education, it became increasingly evident that more adequate financial support would have to be secured if the institution were to be recognized by the North Central Association, and that such recognition was essential to its continued success.

⁴ Jenkins, *op. cit.*, p. 16.

⁵ Jenkins, *op. cit.*, p. 16.

⁶ Annual Report of the President, 1929, 1930.

President Jenkins retired in 1927 and was succeeded by Dr. Karl Frederick Wettstone, who had been president of the University of Dubuque. Under his leadership the board of trustees on January 11, 1928, voted unanimously to reorganize the College of Liberal Arts according to the standards of the North Central Association, and in order to do this, to raise by subscription an additional \$50,000 annually "until such time as the city of Omaha shall be ready for a campaign for endowment, buildings and equipment."⁷ It was planned to organize, within a few years, a campaign for \$3,000,000 for endowment, buildings, and equipment.⁸

In June, 1928, however, after about nine months' service, President Wettstone left the service of the university. Dr. E. W. Emery, president of York College at York, Nebr., was called to the chair and entered upon his duties on August 15. After looking over the situation, President Emery recognized, as had his predecessor, that more adequate financial support, making possible better salary schedule, a better equipped staff, and a new plant, were essential to the continued usefulness of the institution. He was convinced that the effort to raise the standards of the institution by means of private subscription was not likely to be successful. He therefore recommended that the property be offered to the city and that an effort be made to get the city to take it over, as had been done in the case of Wichita.⁹

After careful consideration the board adopted this view, and voted to transfer the institution to the city in case the city would agree to take it over and operate it. When this decision was made public, the Greater Omaha Association, a local organization of business and professional men whose board of directors was interlocked with the board of trustees of the university, assumed the leadership of a campaign to municipalize the university.

Opinion differed as to whether the city had the right to establish a municipal university. So, in order that there might be no question on that point, the association determined to seek enactment of a municipal university law. Municipal university legislation of other States was studied,

⁷ University of Omaha Bulletin, Vol. IV, No. 5, p. 2.

⁸ Ibid., p. 4.

⁹ Annual Report of President for 1929; also personal statement by Doctor Emery. For many of the facts in the recent history of the institution, the writer is indebted to him.

and the best features of these laws incorporated in a bill, which was introduced in the 1929 session of the legislature.

In spite of considerable opposition and an attempt to sidetrack the measure, it was passed on the last day of the session. It provides that when 10 per cent of the voters of any city of the metropolitan class (i. e., having a population of 100,000 or more) shall petition for the same, the governing board of the city shall submit the question of the establishment and maintenance of a municipal university at the next regular or general election. If a majority of the votes are in the affirmative, the governing body is required immediately to establish such a university. The management and control of such university and of any property given to the city for university purposes is to be vested in a board of nine regents appointed by the city board of education for 4-year terms. The membership of the board is to be divided into three groups of two each, and one group of three, the terms of one group expiring each year. The board is to have the usual powers as to faculty, courses, degrees, etc., and is required to levy annually a tax of not more than 1 mill for university purposes.¹⁰

Having secured the necessary legislation, the Greater Omaha Association then took up systematically the task of securing a favorable decision on the question by the voters of the city. A citizens' committee was organized and a local advertising company was retained. The latter spent several months in making a survey of municipal universities in the United States. A great deal of data was accumulated and from it generalizations and arguments applicable to the local situation were drawn.¹¹ Early in 1930 petitions for an election were circulated and presented to the city council, which ordered the question submitted to the electors on May 6, 1930. Then began an extensive and well-organized campaign to secure a favorable vote. A majority of the faculty and a large part of the student body volunteered their services, while a great many churches and civic organizations gave aid. There was, however, spirited opposition, from conservative groups in the population.

¹⁰ Nebraska Laws, 1929, chap. 200.

¹¹ Personal letter from J. B. Haynes, dated Mar. 20, 1931.

The arguments advanced by the proponents of the municipal university were essentially the same which were employed when the creation of the Municipal University of Wichita was at issue. As summarized in a circular, issued before the election, they were as follows:

A municipal university makes for equality of opportunity by affording the opportunity for higher education to all, and especially to those who can not leave home to secure it; it is a good investment for the city in that it tends to increase permanent population, keeps students at home, brings in students from other localities, and thus helps business, promotes employment, and improves property values; the University of Omaha, as a worthy civic institution, must not be allowed to discontinue; every municipal university in the United States is successful and the testimony of a large number of people in all walks of life in cities where they exist is overwhelmingly favorable to them.

The opponents argued that—

A municipal university would be an added financial burden, which ought not to be undertaken; that Creighton University and the University of Omaha under existing management should be built up through private effort and rendered adequate to the needs of the community; and that a good State institution, the University of Nebraska, was close at hand and available to those desiring higher education.

The result of the campaign was a victory for the municipal university by about 1,000 votes. The city council immediately passed an ordinance establishing the Municipal University of Omaha, as required by law, and the board of education appointed the board of regents.

One more battle had to be fought, however, before the new university board could begin to function. An opponent of the municipal university brought suit to enjoin the city council and the members of the board of regents from establishing such an institution on the grounds, first, that as Omaha was a "home rule" city, the legislature had no right to authorize it to establish and maintain a university; and second, that the power of raising a tax given to the regents was unconstitutional. The trial judge ruled adversely to the plaintiff, who thereupon appealed to the Supreme Court of the State, which, on December 23, 1930,

decided in favor of the university on both of the points raised.¹²

The legal status of the university being thus assured, the board of regents on January 21, 1931, formally accepted the property and good will of the university tendered by the old board of trustees.

President Emery having resigned in 1930, following the successful campaign for municipalization, Dean W. E. Seacock, of the University of Nebraska, has recently been elected to the position. He has outlined a program of expansion including the removal to a more suitable site as soon as possible, an increased faculty, special attention to extension work, and a survey to be made by one of the national foundations to determine the lines along which the university may best develop.¹³

¹² The case is reported in *North Western Reporter*, 234 : 87-91, Feb. 4, 1931.

¹³ *Nebraska Educational Journal*, 9 : 178, March, 1931.

PART II
A GENERAL SURVEY OF THE MUNICIPAL
UNIVERSITY

CHAPTER I

THE CONDITIONS THAT HAVE LED TO THE
DEVELOPMENT OF THE MUNICIPAL
UNIVERSITY

The chapters of Part I have shown that the establishment of municipal universities in the United States has taken place through a considerable period—1837 to 1931—and under a great variety of local circumstances. In no case has a municipal university been created by a city at one operation and without financial assistance. In four cases—Charleston, Akron, Wichita, and Omaha—an existing college which had encountered financial difficulties was taken over by the city as a means of enabling it to continue its work. In New York a free academy and a normal college, established by the city's board of education, were developed into City College and Hunter College, respectively.¹

The University of Cincinnati owes its origin to a foundation created by a bequest given the city for educational purposes, with which other educational foundations have from time to time been combined. The University of the City of Toledo developed from a financial foundation donated for a manual-training school of secondary grade. In Detroit the city college resulted from the extension upward of a public junior college, the college of medicine and surgery was transferred from private to city control in order that it might continue its work, and the teachers college grew out

¹ The free academy and the College of Brooklyn come nearest to being exceptions to the statement that in no case has a city created a municipal university *de novo* and without financial assistance. The former institution was so created and it did work equivalent to that of contemporary colleges, but it had neither the name of college nor the right to confer degrees. The latter was established in 1830, but at first offered the first two years' work only. It had, to start with, the staff, buildings, and equipment of the Brooklyn Center, which it superseded.

of the 2-year city normal school. The city law school was added as a new department in 1927, and the following year the department of pharmacy of the liberal arts college was given the status of a separate college. In three cases—the New York Free Academy and the municipal universities of Wichita and Omaha—the establishment of the institution depended upon a favorable vote in a referendum. At Toledo and at Louisville the development of a university out of an existing municipal educational institution of noncollege grade was due to the initiative of the governing board of the institution: At Charleston the city council proposed the transfer of the college to the city; at Akron the suggestion for the transfer came from the president and trustees of the college. The president and trustees of Fairmount College, at Wichita, also first proposed the change from a private to a municipal institution, but the successful campaign for the change was led by the chamber of commerce. At Omaha the chamber of commerce opposed the proposal for transfer to the city made by the president and trustees, but the Greater Omaha Association took the lead in the campaign for municipalization.

Table 1, data for which were obtained from the United States Census Reports, shows that these institutions have been established in cities whose populations at the nearest census ranged from 29,261 to 6,930,446.

TABLE 1.—*Total population of each city at the census nearest the establishment of its municipal university*

City	Date of census nearest to establishment of municipal university	Total population according to this census	City	Date of census nearest to establishment of municipal university	Total population according to this census
1	2	3	1	2	3
Charleston.....	1840	29,261	Louisville.....	1910	223,928
New York:			Toledo.....	1910	168,497
City College.....	1850	696,118	Akron.....	1910	69,057
Hunter College.....	1890	2,507,414	Detroit.....	1920	993,678
Brooklyn College.....	1900	6,930,446	Wichita.....	1900	111,110
Cincinnati.....	1870	216,239	Omaha.....	1900	214,008

¹ Including 12,631 slaves.

Not only have the local circumstances under which municipal universities have appeared been varied, but if we may

trust the available records, those responsible for the development of these institutions have been influenced by a variety of reasons. It is noteworthy that some of these reasons, as the footnotes show, were also influential in the development of the high school. The need to educate youth at home in order that they might be under parental influence at a most important period in their lives, was urged at Charleston as a reason for the continued maintenance of the college by means of city support and control.² The founders of the free academy in New York were of the opinion that the establishment of an institution of higher learning open to pupils of the public schools would greatly improve those schools. They believed that this would come through the stimulation of the pupils to greater effort, and through increasing the prestige of the public schools, thereby enlisting for them the active interest and support of the more influential classes of society.³ In Cincinnati, also, the favorable influences on the public schools was urged as a reason for the establishment of a university.⁴

The desire to provide a more practical education than that afforded by existing colleges; that is, one more closely related to the vocational needs of the commercial and industrial classes of the population, was an important motive in the founding of the Free Academy⁵ and also, apparently in the McMicken bequest at Cincinnati.⁶ At Akron the need of higher education in commerce and industry by residents of a modern city was pointed out.⁷

The founders of the Free Academy believed that a wider diffusion of education would promote social welfare through

² Supra, p. 14. The Boston subcommittee, whose report led to the establishment of the first high school, mentioned the fact that "many children are separated from their parents" as one of the evils in the existing system. Report reprinted, Brown, E. E. *Making of our Middle Schools*, pp. 298-301.

³ Supra, pp. 40, 43. The academy abundantly justified the hopes of its founders in this respect. Supra, pp. 48-49. The influence of the high school in improving the elementary schools was emphasized by Supt. Asa D. Lord, at Columbus, Ohio, in the late forties. See *Public School Advocate*, pp. 54, 55, 103.

⁴ Supra, p. 89.

⁵ Supra, p. 39, 41, 430.

⁶ Mr. McMicken desired that students in the institutions established under the terms of his will should receive an education "*such as might fit them for the active duties of life*, as well as instruction in the higher branches of knowledge . . . to the extent the same are now or may hereafter be taught in any of the secular colleges and universities of the highest grade in the country." [Author's italics], supra, p. 83.

⁷ Supra, pp. 130, 131. The desire to provide a more practical education was an important motive in the development of the high school. See, for instance, the report of the Boston subcommittee in 1821, reprinted in Brown, *op. cit.*, pp. 298-301; also Grinnell, E. D. *Origin and Development of the High School in New England before 1865*, p. 223.

increasing respect for law and order and would "exercise a genial influence in all the varied relations of social and political life." In particular, they believed that a wider diffusion of the more practical type of education which they proposed would break down the existing prejudice against agricultural and mechanical pursuits and promote respect for honest labor.⁸

The desire to provide better means for the training of teachers for the elementary schools was probably the most important motive leading to the establishment of the New York Normal College which later became Hunter College.⁹

At Akron, Wichita, and Omaha an appeal was made to civic pride in maintaining a worthy institution.¹⁰ In the case of Wichita, this appeal was rendered more effective by the fact that Topeka, a rival city, stood to profit by Wichita's loss of the college. At Wichita and Omaha the fact that the college, by keeping and bringing money into the city, was an important factor in its commercial prosperity, was also an important argument.¹¹

The fact that a municipal university could be of service to the city in many ways outside of classroom instruction was stressed at Akron, and the service of the University of Cincinnati was cited as evidence in support of this contention.¹² The rising standards of medical education, creating a need for a liberal arts college to provide premedical training for local medical students, was urged at Detroit¹³ and may have been influential at Louisville.¹⁴

At Detroit the need of municipal universities as a means of relieving the overcrowding of the State universities was pointed out.¹⁵ At Cincinnati the existence of a number of independent educational foundations and establishments was a factor in the development of the university. Some of these were too weak to be effective by themselves, and it was believed that all could do better work if united into a single organization. The establishment of a municipal university seemed to be the logical way of accomplishing

⁸ *Supra*, pp. 41, 43.

⁹ *Supra*, pp. 63-66.

¹⁰ *Supra*, pp. 130-131, 153-154, 162.

¹¹ *Supra*, pp. 154, 162.

¹² *Supra*, pp. 130-131.

¹³ *Supra*, p. 141.

¹⁴ *Supra*, p. 81, n.

¹⁵ *Supra*, pp. 139-140.

this result.¹⁶ The value of the university as a center of culture for the community was stressed at Cincinnati and Omaha.¹⁷ At Brooklyn the principal reason was apparently that of cutting down the time of the students going to and from college.¹⁸

The influence of other institutions and movements has also been important. The founders of the Free Academy were quite clearly influenced by the high-school movement, which had made considerable progress by 1847.¹⁹ The establishment of the Normal College was influenced by the Free Academy, the high-school movement, and the normal-school movement.²⁰ The McMicken bequest was probably influenced by the example of Girard College at Philadelphia.²¹ The needs of the University of Cincinnati brought about the development of the Ohio municipal university code, under which Toledo and Akron universities developed. The example of the University of Cincinnati was a very important influence in the development of the University of Akron,²² and in all probability in the case of Toledo and Louisville. The developments at Detroit, Wichita, and Omaha were influenced by the examples afforded by municipal universities in other cities.²³

Notwithstanding this variety of reasons, there is a common factor in the origin of these institutions. In every case individuals influential in their development have advanced, as a principal reason for their creation, the democratic desire to provide educational opportunities for those who otherwise would be unable to go to college.²⁴

That the municipal university has in fact, as well as in intention, contributed to the equalization of educational opportunity, there can be no doubt. It is a matter of common knowledge that the largest element in the cost of a college education is not tuition fees but living expenses. It is this that closes the doors of college to thousands of young people, and it is at this point that the municipal university can per-

¹⁶ *Supra*, pp. 88-89.

¹⁷ *Supra*, pp. 89-90, 162.

¹⁸ *Supra*, p. 73.

¹⁹ *Supra*, p. 40.

²⁰ *Supra*, pp. 62-64.

²¹ *Supra*, p. 84, n.

²² *Supra*, pp. 130-131.

²³ Moehlman, A. B. *Public Education in Detroit*, p. 188; *Wichita Eagle*, Apr. 24, 1926; *supra*, p. 162.

²⁴ *Supra*, pp. 14-15, 31, 41, 43, 62-64, 73, 89, 118, 130-131, 141, 153, 162.

form a great service. The city boy who attends his own city college can not only live at home during his college career, but if necessary he can support himself partially or wholly. In exceptional cases he may even contribute to the support of other members of his family. To meet the needs of students employed during the day, all municipal universities conduct evening classes.

The common sense conclusion that the establishment of this type of institution has democratized educational opportunity is confirmed by certain studies of the student bodies of municipal universities. In reply to a questionnaire sent by President Dabney to the students of the University of Cincinnati in 1912, nearly 61 per cent stated that they could not have attended a university outside of the city.²⁵ A leaflet published by the University of Akron in 1915 states that nearly all of the men students were working their way through college, and that a large number were entirely dependent on their own resources and would find it practically impossible to secure a college education if they were forced to leave the city to attend another institution.²⁶

As we have already noted, the superintendent of schools of Detroit in September, 1921, reported that there were 150 students of the junior college ready for the third year's work, of whom 60 would be unable to go on if they were not given the opportunity of resuming their college work in the city.²⁷ In 1923-24, a canvass by the authorities of the University of Louisville of 300 students showed that 45 per cent expected to work during the summer, and that 54 per cent according to their own statements would not have been able to secure a college education if the university had not been in existence.²⁸

From this point of view, therefore, as noted in the introductory chapter, the development of the municipal university may be regarded simply as a further step in the great democratic movement for the extension of educational privileges among the people. In the United States, during the nine-

²⁵ A Study of the Student Body of the University of Cincinnati, p. 25. (Published with the Annual Report for 1921.) The same study also disclosed that 65 per cent of all students and 85.5 per cent of men students had worked for self-support before coming to college, and that 85.4 per cent of the men worked during vacation and 74.5 per cent during the session.

²⁶ Facts Regarding Akron's Municipal University.

²⁷ Proceedings of the Board of Education, 1921-22, p. 175.

²⁸ Answering Questions Asked by the People of Louisville about the University, p. 18.

teenth and twentieth centuries, this movement has found expression in (1) the provision of State system of free and common elementary schools; (2) the development of the first public, free, and common secondary school, the American high school; (3) the establishment of the State university as the crown of the State system of public education; and (4) in certain cities, the municipal university as the highest stage in the city system of schools.

The municipal university also represents other broad tendencies in American civilization and American education. These apparently have not operated so directly and consciously as has the democratic tendency, but their influence is none the less real. They include the secularization of education and the urbanization of our civilization.

As noted in the introductory chapter, the secularization of elementary, secondary, and higher educational institutions in control and in curriculum has been one of the outstanding features of our educational development; this has come about largely through the establishment of institutions under public control. The secularization of the elementary schools, both in administrative control and in curriculum, was one of the problems that had to be solved before satisfactory State systems could be established, and the solution of this problem did not come without bitter struggles.²⁰ The feeling that it was dangerous for the education of future leaders to be under the control of any faction or sect was one of the most important influences leading to the establishment of the high school and the State university.²⁰ There is no evidence that the development of the municipal university was the occasion of sectarian struggles such as took place in connection with the secularization of the elementary schools, or that public dissatisfaction with privately controlled institutions was an important factor here as it was in the rise of the high school and the State university.²¹

²⁰ In Massachusetts and New York, for instance. See Cubberley, E. P. *Public Education in the United States*, pp. 171-181.

²⁰ Brown, E. B. *The Origin of American State Universities*, pp. 17, 32-34; and *The Making of our Middle Schools*, pp. 279-280.

²¹ In one case a founder of a municipal university seems to have had definitely in mind the partial secularization of higher education. Charles McMicken, in making his bequest to the city of Cincinnati (*supra*, p. 83), excluded denominational theology from the branches of study to be taught in the institution; on the other hand, he required that "the Holy Bible of the Protestant version as contained in the Old and New Testament shall be used as a book in the said college."—Will of Charles McMicken, p. 29.

The desire for secularized education can not, therefore, be said to have contributed to the establishment of the municipal university in the same direct way as has the desire for the extension of educational opportunity. The point is, rather, that in recent times our educational practice and our thinking on educational matters have become sufficiently secularized that more and more we have turned "instinctively" to the State or the city as the proper agency for the support and control, not only of elementary and secondary, but also of higher education.

The origin of the University of Akron and of the Municipal University of Wichita reflect most clearly the secularizing tendency. Buchtel College was founded by a religious denomination in order that it might have a college in Ohio under its own control. Within 40 years and without any planning—simply through the logic of events—it ceased to be denominational either in financial support or in the character of its student body, and became almost entirely a local institution. Its transfer to the city of Akron was simply the natural consequence of the events of the preceding decades—a legal recognition of an accomplished fact.³² Similarly, the transfer of Fairmount College to the city of Wichita took place only after the Congregational Church had been obliged to withdraw a large part of its support and after the college had become largely local in its student body.

The University of Detroit, a privately controlled institution, has been in existence since 1877. When, in the second and third decades of the present century, the demand for facilities for higher education at home became strong in Detroit, no one, apparently, seriously considered an increase in the facilities of that college as a satisfactory way of meeting such demand. Detroit Junior College and later the College of the City of Detroit were created instead. Similarly, the authorities and citizens of New York, Cincinnati, Toledo, Wichita, and Omaha have not considered their various local privately controlled colleges as adequate substitutes for public institutions.

³² To say this, of course, is not at all to detract from the wisdom of President Kolbe, under whose leadership the transfer was made. His work in planning and carrying through the transfer was a work of real educational statesmanship because he had the vision to discern the signs of the times and the courage and skill intelligently to direct the movement of social forces.

It must not be thought that the secularizing tendency which the municipal university represents implies any general hostility to denominational and other private colleges. It is altogether probable that the great majority of the friends of municipal and State universities recognize that the private college occupies an indispensable place in modern education. They do believe, however, that modern life demands continually greater provision of higher education under public control, and that the private college must occupy a relatively less important place than in the past.

The urbanization of civilization is one of the most important developments in modern times. From the time of the great commercial development of the later Middle Ages to the present, cities have played an increasingly important part in the life of the time. They have been the great centers of learning and culture, of the struggle for political and religious liberty, and of commercial and industrial development. This growth in the importance of the cities has been especially marked in the United States during the last few decades. During that period they have come to dominate not only our economic but to a large extent also our political and social life. We are rapidly becoming an urban rather than a rural people.

The urbanization of our civilization and the increasing complexity of modern life might almost be said to be synonymous. It is in the cities especially that industrial, political, and social problems are so enormously complex that a much larger number of technically trained specialists and a more general diffusion of liberal education are necessary. It is but natural, therefore, that the people of cities have found existing educational provisions inadequate to their needs and have, by establishing municipal universities and by other means, sought to meet those needs.

In recent years a great deal has been written concerning the needs for higher education created by modern city life. The following, from an address given in 1914 by Dr. C. W. Dabney, at that time president of the University of Cincinnati, is typical:

*In the development of every nation there comes the period of the cities. Originally a confederation of States, America is fast becom-

ing a republic of cities. The most important thing revealed by the last census was the fact that the rural population has now dwindled to 52 in 100 * * *

The municipal university, therefore, is needed as the intellectual and spiritual dynamo of the city. The city, as well as the Nation, is awakening to a recognition of the necessity for intelligent and righteous leadership. * * * Hand in hand with the demand for the purification of the ballot and city administration goes the demand for higher ethical and educational standards. The university must make these standards, and it must train the leaders.

The old university was a thing apart, a city set on a hill. When it occasionally marched out of its doors to visit the people, music and banners celebrated the event. Some 30 years ago it took on what was called "University extension." The very name "extension" implied that the university needed to be set free to serve. "University extension" was, however, the beginning of a new era in the life of universities, developing in them a consciousness of their duty to the public. The service of some of our great State universities is a splendid illustration of what can be done by such institutions to promote the agricultural, industrial, political, and social, as well as the educational interests of their States. In similar manner the university mind is becoming the city mind, and the city itself is becoming a university for training its own servants. Now the municipal university is needed to develop this city-mindedness and to organize this study of the city's problems. * * *

The city must have a spiritual head, and this head should be a university. * * * The ideal head is the municipal university, the capstone of the city's educational system. The justification of the municipal university is the need of the city itself.²³

As President Dabney and other writers point out, modern urban conditions demand not only increased provision for higher education, but a type of education adapted to the needs of modern city life. As we shall see in the following chapter, the adaptation of their work to those needs is an important characteristic of American municipal universities.

²³ Dabney, C. W. *The Municipal University*. United States Bureau of Education Bulletin, 1915, No. 38, pp. 8-9. Cf. articles by Dabney in *Journal of Education*, 81: 368-369; *National Association of State Universities. Transactions*, 1914, pp. 302-308; *National Education Association Proceedings*, 1912, pp. 773-778. Also Haldane, Viscount, *The Civic University*. *Hibbert Journal*, 9: 233-254; Claxton, P. P. *Cooperative Methods in Education*. Bureau of Education Bulletin, 1915, No. 38, pp. 18-25; *Installation of John Huston Finley*, pp. 61-62; Zook, George F. *The Significance of the City College Movement*. *Barnwell Bulletin*, 5: 15-28, October, 1927; *Proceedings of the Association of Urban Universities*, passim. For a bibliography on the educational opportunities and problems of the university in the city, see Bureau of Education Bulletin, 1916, No. 30.

CHAPTER II

CHARACTERISTIC FEATURES OF THE MUNICIPAL UNIVERSITY

It does not come within the scope of the present study to undertake a detailed or extended investigation of the present organization and work of the municipal university in the United States. All that can be attempted is a brief notice of a few of the more noteworthy characteristics of the institutions.

LEGAL STATUS

The establishment of every municipal university has been in accordance with specific statutory authorization, and in every case the statute embodying such authorization has been enacted at the request of persons of a particular locality.¹ The College of Charleston, the University of Louisville, The College of the City of New York, and Hunter College were each established in accordance with a local law which applied only to the city named in the act.

The Michigan acts of 1919, 1921, and 1923, which authorized the transfer to the city of the Detroit College of Medicine and Surgery, the transformation of the Detroit Normal School into a 4-year degree-granting institution, and the extension of the Detroit Junior College course to four years, apply only to cities having a population of at least 250,000. The law of 1927, which authorizes a city board of education to establish and maintain a college of liberal arts and such professional colleges as it may deem expedient, and under whose terms the Detroit City Law School was established, applies only to cities having a population of at least 500,000.² Detroit, therefore, is the only city in the State having power to establish a municipal college or university.

¹ *Supra*, pp. 16, 29, 42, 44, 68, 74, 90, 105, n., 142, 150, 160-161.

² *Supra*, pp. 140, 142, 145, 147, 148.

The Kansas Act of 1925 applies only to cities having a population of between 70,000 and 100,000;³ Wichita was the only such city by the census of 1920, and there is no such city by the census of 1930.

The New York act of 1926 creating the board of higher education and authorizing the establishment of other college centers, applies only to "each city of the State of a population of 1,000,000 or more in which, at the time this article takes effect, there are maintained public institutions of higher learning which confer degrees, which are supported out of public funds, and which are under the control of separate boards of trustees."⁴ Its application, therefore, is limited to New York City.

The Nebraska act of 1929 applies only to cities of the metropolitan class (i. e., having a population of 100,000 or more), and Omaha is the only such city.

The law under which the University of Cincinnati was established and the earlier laws passed for its benefit were general in form, but limited in their application to cities having a population of 150,000 or more; that is, to Cincinnati. In 1902 and 1904 this municipal university legislation was revised in more general terms to conform to the new ruling of the supreme court,⁵ and later legislation on the subject has been general in form. The universities of Akron and Toledo were established under the provisions of this legislation.

Ohio is the only State in the Union having a municipal university code which applies to a considerable number of cities.⁶ It is doubtless due to this fact, as President P. R. Kolbe has pointed out, that 3 of the 10 municipal univer-

³ Supra, p. 150.

⁴ Supra, p. 75.

⁵ Supra, p. 109.

⁶ This statement is based upon a study of the various digests and reviews of State educational legislation which have been published by the United States Bureau of Education, viz: Bulletins 1915, No. 47; 1918, No. 23; 1920, No. 30; 1922, No. 30; 1926, No. 2; 1929, No. 27; The Kentucky legislation of 1916, and 1928 (supra, pp. 32-33), authorizes the council of any city of the first class maintaining a university to levy taxes and to appropriate property for its support, but does not authorize any city to establish such an institution. A Wisconsin law, passed in 1923, authorizes the common council or the board of education of any city of the State to establish evening and part-time college classes. The city council is authorized to appropriate money and to accept private gifts for the support of this work. The law does not, however, authorize the granting of degrees. (Acts of 1923, chap. 421.) A letter from the State superintendent of public instruction, after stating that several cities have established classes under terms of this act, says: "There has, however, been no establishment of a day school that is entitled to be distinguished as a municipal college or university. Neither is it presumed that the instructions given in the evening schools shall go beyond what is commonly termed eighth-grade work."

sities are in that State.⁷ On the other hand, in the article referred to, data for which were obtained through an inquiry addressed to the attorney general of each State, Kolbe points out that in no case does a State expressly forbid the establishment of municipal universities.⁸

In California, and possibly in Minnesota, Mississippi, Virginia, and New Jersey, existing laws confer on cities educational powers which are broad enough to render the maintenance of municipal universities legal.⁹

The question of the legal powers of cities, however, is more or less academic. There can be but little doubt that no State legislature would deny to any city which desired it the right to establish and maintain a university. It is safe to predict that the further development of the municipal university in the United States will depend, not upon the willingness of legislatures to grant the necessary powers to cities that desire it, but upon the willingness of cities to stand the necessary expense of the establishment and maintenance.

ADMINISTRATIVE CONTROL

The municipal universities follow the traditional American practice, according to which the control of the income and policy of each institution is vested in a lay board of trustees, directors, or regents, rather than in the faculty. By definition¹⁰ these governing boards are public bodies.

With respect to the character of their boards, municipal universities fall into two classes. In one class are the colleges of Detroit, which are controlled by the city board of education in exactly the same way as are the elementary and secondary schools. In the other class are all the remaining ones, since each is governed by a board distinct from the board of education.

City College and Hunter College of New York are the only institutions of the latter class which have ever been under the control of a board of education. These were es-

⁷ Kolbe, P. B. *The Present Status of the American Municipal University*. *School and Society*, 1:484, Apr. 15, 1915.

⁸ This is confirmed by a study of the digests of educational legislation just mentioned.

⁹ In California these broad powers are possessed only by freehold cities. No reply was received from the attorney general of Alabama, Colorado, Georgia, Maine, Montana, Nebraska, Rhode Island, Tennessee, or Vermont.

¹⁰ *Supra*, p. 6.

established by the city board of education and remained under its control until 1866 and 1888, respectively, when each was chartered as a distinct corporation.¹¹ Under the new charters, each board of trustees was composed of the members of the board of education *ex officio*; for practical purposes, the colleges were still under control of the board of education.¹² A separate board was provided for City College in 1900 and for Hunter College in 1915.¹³ These were superseded in 1929 by the board of higher education.

These municipal university boards are chosen in a variety of ways. In New York each of the old boards was composed of 9 citizens appointed by the mayor for 9-year terms—1 expiring each year—and the president of the board of education *ex officio*. The president of Hunter College was also *ex officio* member of its board. Since April, 1929, all municipal colleges of the city have been under the control of the board of higher education, which consists of the 9 members of each of the two old boards appointed by the mayor and 3 unattached members appointed by the mayor, and the president of the board of education *ex officio*. The 21 appointed members are chosen by the mayor for 9-year terms, the terms of 2 or 3 expiring each year.¹⁴

At Akron and Toledo each board, under terms of the law passed in 1902, consists of 9 citizens of the city appointed by the mayor for 6-year terms, 3 expiring each second year.¹⁵ Under the new charter of Cincinnati its university board consists of 9 citizens appointed by the mayor with the advice and consent of the council for 9-year terms, 1 expiring each year.¹⁶ At Charleston the board consists of 16 members, as follows: The mayor and the recorder of the city *ex officio*; 3 members elected annually by the council, at least 1 of whom must be a member of council; 8 elected for 8-year terms by the board itself, 1 term expiring each

¹¹ *Supra*, pp. 51, 68. Up to 1902 the power of taxation for the University of Cincinnati, but not the appointment of its directors, was vested in the city's board of education.

¹² The president of City College was made an *ex officio* member of its board of trustees in 1872, and the president of the Normal College (Hunter College), a member of its board in 1888.

¹³ *Supra*, pp. 56, 71-72. It is significant that in each case the law making this change was passed because members of the board of trustees found it impossible to give adequate attention to the college in addition to that given to the public schools of the city.

¹⁴ *Supra*, p. 75.

¹⁵ *Supra*, p. 88.

¹⁶ *Supra*, p. 99.

year; and 3 graduates of the college, 1 selected each second year by the alumni association for a 6-year term.¹⁷ At Louisville the board consists of 10 members appointed by the mayor with the consent of the council for 10-year terms, 2 expiring each second year, and the president of the university *ex officio*.¹⁸ At Wichita the board of regents consists of 9 members, as follows: 4 elected by the city commission, the term of 1 expiring each year; 4 selected by the board of education, with like tenure; and the mayor *ex officio*.¹⁹ The board at Omaha consists of 9 members appointed by the board of education for 4-year terms, 2 expiring on each of three successive years and 3 terms expiring on the fourth year.²⁰

It is to be noted that in no case except Detroit is the board chosen by popular election; the public, therefore, is represented only indirectly. It is also noteworthy that each of those institutions—Detroit, Wichita, and Omaha—which is controlled by the board of education or by a board in whose choice the board of education has a voice, has been established recently. In every case the terms of only a small proportion of the members expire at any one time; a continuity of policy is thus provided for.

SIZE AND COMPLEXITY

In enrollment, complexity of organization, and scope of work, these universities vary greatly. Rough measures of this variability are presented in Table 1. Data given in columns 2 and 3 were taken from current annual catalogues of the various institutions, and those in columns 4 and 5 from statistics collected by Dean Raymond Walters.²¹ The total enrollment of resident students varies from 250 at the College of Charleston to 24,752 at the City College of New York. The number of colleges and schools within these institutions ranges from 1 to 9. In the number of degrees

¹⁷ *Supra*, p. 17.

¹⁸ The president is appointed to the board by the mayor and council, but holds his place as president at the pleasure of the board.

¹⁹ *Supra*, p. 151.

²⁰ *Supra*, p. 161.

²¹ *School and Society*, 32: 787-798, Dec. 18, 1930.

offered, which indicates roughly the scope of work, the range is from 1 to 27.

TABLE 1.—*Organization, enrollment, and number of degrees offered in municipal universities*

Institution	Schools and colleges in each	Degrees offered	Resident students, autumn, 1930	Full-time students, autumn, 1930
1	2	3	4	5
College of Charleston.....	2	3	250	226
University of Louisville.....	6	12	1,891	1,463
College of the City of New York:				
City College.....	4	12	24,752	5,312
Hunter College.....	1	4	15,447	4,614
Brooklyn College.....	1	(¹)	7,857	2,912
University of Cincinnati.....	9	27	11,454	4,537
University of the City of Toledo.....	4	15	2,750	1,199
University of Akron.....	4	12	1,553	1,062
Detroit:				
College of City of Detroit.....	1	11	9,342	2,985
Teachers College.....	1	3	3,163	229
Law School.....	1	1	194	178
College of Medicine and Surgery.....	1	3	360	360
College of Pharmacy.....	1	2	142	124
Municipal University of Wichita.....	5	13	1,660	1,071

¹ Figures supplied by the registrar.

² In addition to the preparatory department.

³ Does not yet offer a 4-year's course or grant degree.

⁴ Information supplied by the president.

⁵ In addition to a division of pharmacy and a division of law.

⁶ "Full-time" in this school means a schedule of 10 class-hours per week.

The size of cities which have municipal universities also shows a wide variation, as indicated by Table 2. The figures are those of the Bureau of the Census for April 1, 1930:

TABLE 2.—*Total population of cities having municipal universities*

City	Present population	City	Present population
Charleston.....	62,265	Akron.....	255,040
Louisville.....	507,745	Detroit.....	568,662
New York.....	6,930,446	Wichita.....	111,110
Cincinnati.....	451,160	Omaha.....	214,006
Toledo.....	290,718		

Although the enrollment of a municipal university is influenced by many factors, it is to be expected that there would be some correspondence between the total population of a city and the size of its university. That such is the case

is shown by Table 3, which lists the cities having municipal universities, and shows in column 2 the rank of each in population as compared to the others, and in column 3 the relative size of the universities. Omaha is omitted because its university was not municipal during the first semester, 1930-31. The ratio between the population of a city and the enrollment in its municipal colleges or universities varies greatly, but in four cases the university rank is the same as the population rank, and in no case does it differ as much as two from the latter.

TABLE 3.—Comparison of the total populations of cities having municipal universities with the enrollment of their universities

City	Relative rank in population	Relative rank of its university in enrollment of resident students	City	Relative rank in population	Relative rank of its university in enrollment of resident students
1	2	3	1	2	3
New York.....	1	1	Toledo.....	5	4
Detroit.....	2	2	Akron.....	6	7
Cincinnati.....	3	3	Wichita.....	7	6
Louisville.....	4	5	Charleston.....	8	8

¹ The municipal colleges of the city collectively.

FINANCIAL SUPPORT

In annual income the institutions also show a wide range of variation. Statistics dealing with the income for 1927-28 of each of these institutions in existence at that time are presented in Table 4. Data were obtained from United States Bureau of Education (now Office of Education) Bulletin, 1930, No. 16. Total income varied from \$175,251 at Charleston to \$2,330,177 at the University of Cincinnati; operating income from \$75,251 to \$2,199,606. By definition, these institutions are partly or wholly supported by their respective cities. The percentage of operating income for 1927-28 received from public funds varied from 31 at Cincinnati to 100 at Hunter College.

TABLE 4.—Income of municipal universities

Institution	Total income	Operating income ¹	Operating income received from the city	Income from student fees	Percentage of operating income received from public funds	Percentage of operating income received from students
1	2	3	4	5	6	7
Charleston.....	\$175,251	\$75,251	² \$56,110	\$2,611	74.6	3.5
Louisville.....	607,901	443,919	194,635	210,638	43.8	47.4
New York (total) ³	3,862,876	3,859,980	3,587,007	232,760	92.9	6.2
City College.....	1,663,270	1,660,374	1,287,401	232,760	83.6	14.0
Hunter College.....	2,199,606	2,199,606	2,199,606	0	100.0	0.0
Cincinnati.....	2,330,177	1,840,413	571,169	744,935	31.0	40.4
Toledo.....	237,004	237,004	176,276	54,037	74.3	22.8
Akron.....	296,734	296,734	183,907	102,163	62.0	34.4
Detroit (total) ⁴	1,511,926	1,511,926	882,060	337,289	58.3	22.3
College of the City of Detroit.....	970,955	970,955	460,075	218,303	474.4	22.5
College of Medicine and Surgery.....	222,805	222,805	164,025	58,780	73.6	26.4
Teachers College.....	318,166	318,166	257,960	60,206	81.6	18.9
Wichita.....	250,314	217,082	86,872	104,114	40.0	48.0
Omaha ⁵						

¹ Total receipts minus additions to endowment and receipts for increase of plant.

² Including \$20,000 from the County of Charleston.

³ Brooklyn College was not in existence in 1927-28.

⁴ Total for 3 colleges given. The law school was supported entirely by tuition fees, but the amount received is not given in either the Bureau of Education bulletin or the Annual Report of the Detroit Schools for 1927-28. The present College of Pharmacy was in 1927-28 a part of the College of the City Detroit.

⁵ This university was not municipal in 1927-28.

The city's contribution to the support of municipal universities is raised in various ways.

In Detroit the money for the maintenance of the municipal colleges forms part of the budget of the board of education in the same way as does that for the elementary and high schools.

In Ohio the council of any city having a university is authorized to levy an annual tax not exceeding five-tenths of a mill per dollar valuation for general university maintenance and not exceeding five-hundredths of a mill for maintenance of an observatory or other scientific work in connection with the university.²²

In Louisville the council is authorized to make annual university levy of not less than 5 nor more than 7 cents per hundred dollars valuation.²³

²² Supra, pp. 97, 101.

²³ Supra, p. 32.

In Wichita and Omaha the university regents have the power to levy a university tax without the consent of any other authority; in the former case the maximum levy is 2 mills, and in the latter, 1 mill.²⁴

In Charleston no special university levy is provided, but the council makes such an appropriation to the college as it deems necessary. The same condition obtained in New York City before 1926.²⁵

Under the New York law of 1926 the board of estimate and apportionment is required to grant any amount requested by the board of higher education, not exceeding the amount appropriated for 1925-26, increased or decreased by a percentage equal to the increase or decrease of day students attending the city colleges. It may, if it sees fit, grant a larger amount.

The College of Charleston and the College of the City of Detroit each receive an annual subvention from the county in which they are situated. In return for this, students from the county are received on the same basis as those from the city. It is interesting in this connection to note that President Zook of Akron has for some years been an advocate of State subsidization of municipal universities, on the ground that such universities relieve the State universities of a part of their burden.²⁶

The municipal universities of Ohio have made three efforts during the past five years to secure State subsidization of their teacher-training work. So far, these have been unsuccessful.²⁷

In view of the fact that a most important factor in the development of the municipal university has been the democratic desire to equalize educational opportunity, it is interesting to note that most of these institutions derive a substantial portion of their operating income from student fees, as shown in Table 5. The percentage of operating in-

²⁴ *Supra*, pp. 151, 161.

²⁵ The law required the board of estimate and apportionment to appropriate annually for each of the colleges whatever amount was deemed necessary by its board of trustees, up to a certain maximum, and left the matter of further appropriation to the discretion of the board of estimate and apportionment. The needs of the colleges have for a long time so far surpassed these mandatory amounts that for practical purposes it may be said that the city's contribution was entirely at the discretion of the city government.

²⁶ See, for instance, his article, *Financial Support of Municipal Universities*, in *School and Society*, 31: 74-80, Jan. 18, 1920.

²⁷ See *University of Akron, Annual Report, 1920*, pp. 8-9.

come received from students varies from 0 to 48. The proportion of student support is smallest in Hunter and Charleston colleges, where professional work (except teacher training at Hunter) is a relatively unimportant part of the activity of the institution, and is largest in Wichita, Louisville, and Cincinnati, where there are a number of important professional schools. This reflects the tendency to charge relatively large tuition fees for professional courses but to keep down the cost of courses in liberal arts.

Figures showing the percentage of the cost of supplying liberal arts courses which is paid by the student are not available, but it is possible to show the fees charged liberal arts students. Table 5, figures for which were compiled from the current numbers of the various annual catalogues, shows the minimum annual fees for regular full-time undergraduate students of liberal arts. Matriculation, diploma, and other fees which are paid only once are excluded, as are laboratory, shop, and breakage fees attached to certain courses. In all cases there is a sharp discrimination between residents and nonresidents of the city. In New York they are not admitted at all, and elsewhere they pay much higher fees.

TABLE 5.—Annual fees in municipal liberal arts colleges

Institution	Minimum annual fees for residents	Minimum annual fees for nonresidents	Institution	Minimum annual fees for residents	Minimum annual fees for nonresidents
1	2	3	1	2	3
Charleston.....	\$20.00	\$61.00	Cincinnati.....	\$60.00	\$200.00
Louisville.....	60.00	210.00	Toledo.....	42.50	122.50
New York:			Akron.....	85.50	265.50
City College.....	1.00	(1)	Detroit.....	88.00	163.00
Hunter College.....	0		Wichita.....	89.00	164.00
Brooklyn College—					
Men's division.....	1.00				
Women's division.....	0				

¹ Nonresidents not admitted.

ACADEMIC CHARACTERISTICS

Academically, municipal universities are in the main similar to American State and private institutions. All are chiefly concerned with undergraduate work. Preparatory

departments are not maintained except at New York City College and Hunter College; ²⁸ where graduate work is carried on, it is secondary in importance to professional and undergraduate instruction. All except those in New York are fully coeducational. City College admits women to the evening session under certain conditions, and Hunter College admits men for work which they can not secure in City College. Brooklyn College has separate divisions for men and women.

Each of the liberal arts colleges offers the usual 4-year course and grants the traditional baccalaureate degrees, and, of course, each of the professional schools conforms more or less closely to the usual standards for such schools. Each has adopted some of the group system of elective studies, although there is considerable variation in the proportion of required work.

SCHOLASTIC STANDING

In scholastic standing, as indicated by ratings given by standard accrediting agencies, the municipal universities rank well with respect to their liberal arts divisions and less well, on the average, with respect to their professional colleges and departments. ²⁹

The universities of Akron, Cincinnati, Toledo, and Wichita, the College of the City of Detroit, and Detroit Teachers College are accredited by the North Central Association of Colleges and Secondary Schools. ³⁰ The University of Louisville and the College of Charleston are accredited by the Association of Colleges and Secondary Schools of the Southern States, and City College of New York and Hunter College by the Association of Colleges and Preparatory Schools of the Middle States and Maryland. Each is, therefore, fully accredited by the proper regional association.

²⁸ At Charleston and Akron the preparatory departments were discontinued at the time the institutions passed into the control of the city. *Supra*, pp. 16, 135.

²⁹ The College of Brooklyn is not yet a full 4-year college, while the Municipal University of Omaha has been a municipal institution for only a few months. These are, therefore, disregarded in the following discussion.

³⁰ It is interesting to note that Fairmount College under private control was never able to meet the standards of the North Central Association, but as a division of the Municipal University of Wichita was accredited at the first meeting of the association (1927) following its transfer to the city.

Each is fully recognized by its State university and its State department of education in all cases where these agencies have lists of recognized schools.²¹ The accepted list of the Association of American Universities includes City and Hunter Colleges of New York, the University of Cincinnati, and the University of Akron.

Of the four schools or divisions offering instruction in law—Cincinnati, Detroit, Louisville, and Toledo—only the first is approved by the Council on Legal Education and Admissions to the Bar of the American Bar Association. Each of the medical schools—Cincinnati, Detroit, and Louisville—is listed as “approved” by the Council on Medical Education and Hospitals of the American Medical Association. Of the five schools of commerce—Cincinnati, New York City College, Akron, Toledo, and Wichita—only the first is a member of the American Association of Collegiate Schools of business.²² The only dental school—that at Louisville—is given a class A rating by the Dental Educational Council of America. All except Charleston make provision for the professional training of teachers. Of these, Detroit Teachers College is rated as class A by the American Association of Teachers Colleges; the others are not rated. The Detroit College of Pharmacy is a member of the American Association of Colleges of Pharmacy, while the Division of Pharmacy at Toledo is not. The only department of architecture (Cincinnati) is not a member of the Association of Collegiate Schools of Architecture; the only school of music (Wichita) is not a member of the National Association of Schools of Music; and the only department of journalism (Wichita) is not a member of the American Association of Schools and Departments of Journalism.

COMMUNITY SERVICE

One of the most striking features of the work of the municipal university is the extent to which it renders services specially adapted to its community. As noted in the chapters dealing with the various institutions, every one conducts classes in the late afternoon or evening, or both, for the bene-

²¹ United States Office of Education, Bulletin, 1930, No. 19, passim.

²² The Night School of Business of the College of Charleston does not attempt to offer a full collegiate curriculum.

fit of those employed during regular college hours. In the scope of work covered these courses range from those at Charleston, which cover commercial subjects only, to those at New York, which include work in most of the departments of Hunter and City Colleges.

Municipal universities not only offer courses at times which meet the needs of local employed persons, but many courses the content of which is adapted to their urban constituencies. Of the 10 city institutions, exclusive of Brooklyn, Charleston, City College, Cincinnati, Toledo, Akron, Wichita, and Omaha, have schools of business, while Detroit permits students to major in commercial subjects and Hunter College offers commercial and secretarial courses. Louisville, New York City College, Cincinnati, Toledo, Akron, and Wichita have schools of engineering or technology; Charleston gives an arts course with engineering, and Detroit offers courses leading to degrees in the various branches of engineering. In New York City a great number of courses are offered which are designed especially for the benefit of members of the city's civil service. They are for the purpose of enabling those who take them to perform their work more efficiently and to qualify for promotion to the next higher grade. At Akron, the chief center of the rubber industry, there has been given for many years a course in rubber chemistry, which, according to the authorities of that university, is the only one of its kind in the world. Wichita, which has become a leading center of the aviation industry, has recently established a course in aeronautical engineering.

Service to, and cooperation with, their respective cities and their citizens take many other forms and include many activities outside of classroom and laboratory instruction. There is not space to do justice to this topic here. A brief description of some of the work of the University of Cincinnati, which has been one of the leaders of this type of work, may serve to throw some light on the possibilities that exist in this field and of the extent to which they have been realized at one institution. The following quotation is from

an address by President Charles W. Dabney in November, 1914:

The work of the University of Cincinnati may be divided into teaching and public service. * * * Important as is its educational service, the service of the university in cooperation is even more striking. Each of the eight colleges of the university is engaged in this kind of work to some degree. The college of liberal arts serves the city through several of its departments. The department of biology conducts the bird reserve, has charge of school gardening, and cooperates with the zoological garden. The department of psychology trains school psychologists, prepares teachers for special schools, and does systematic research work. Its practical work is devoted to the diagnosis of the nature of mental deficiency of backward school children, and it also cooperated with teachers in the special schools for defectives, in the arrangement of courses, methods, etc.

The department of social science cooperates in social service with many public and private institutions. It assists the juvenile court in providing volunteer officers; the department of charities and correction, the house of refuge, and the associated charities, in investigations; the antituberculosis league and the juvenile protective association, in surveys; the Union Bethel and the Settlement, in investigations and club work; and the Council of Social Agencies, in surveys and rehabilitation.

One of the most important services rendered the city government is the maintenance, by the political science department, of a municipal reference department in the city hall. Every department of the city must know what similar departments are doing in other cities, what policies have been followed successfully elsewhere, and what the results have been. Council needs similar information for its work. The municipal reference bureau collects this information for all the departments, and thus what is secured for one is available for all. It focuses light from all possible sources on all possible subjects and is, in short, a clearing house of municipal information.

The college for teachers uses the public-school system for the training of students, and cooperates with the superintendent of schools in the inspection, appointment, and promotion of teachers, in the arrangement of plans and methods, and in investigations and reports.

Students of household arts, preparing for positions as managers of lunch and tea rooms, find practice work in conducting the university lunch room, and those studying institutional housekeeping and dietetics do cooperative work in the Cincinnati General Hospital.

The engineering college conducts a city testing bureau, which analyzes, tests, and evaluates all materials for use by the city departments. This department also cooperates in teaching and training students, and in research with 68 institutions and industrial companies, including the city engineering, waterworks, street, sewer, and bridge departments.

The observatory furnishes correct time to schools, banks, railroads, the traction company, jewelers, etc. It provides magnetic declination and geographical coordinates to engineers and surveyors, and also cooperates with the city sewer survey and furnishes the azimuth line.

The college of commerce, during the past year, cooperated with the chamber of commerce in making an industrial survey, and with the banks of Cincinnati in collecting statistics and reports.

The graduate school is not less potent in true work. It promotes scholarly research throughout the city, strengthening the city, strengthening the teaching and other professions. It has trained many teachers for the high schools and private schools of the city and vicinity.

The medical college is connected with the City General Hospital and five other hospitals, where the faculty have charge of surgical and medical work. It conducts a free dispensary, where 21,000 cases were treated last year. The children's clinic of the college maintains a number of milk-supply stations and sends nurses to the homes to train the mothers in the care of their infants. The orthopedic dispensary treats crippled and deformed, and assistance is given poor patients in securing braces and other instruments by which they may be returned to activity and thus enabled to earn a living.²³

Since 1914, there have been various developments along this line at Cincinnati; the most important, probably, is the establishment in 1925 of a leather research laboratory on the campus. This laboratory was erected and equipped by the Tanners' Council of America. Advanced students in the college of engineering work on scientific problems basic to the leather industry, of which Cincinnati is an important center, and the results are made available to the whole industry.²⁴

²³ Dabney, Charles W. The University of Cincinnati. Bureau of Education Bulletin, 1915, No. 38, pp. 56-58. The cooperative plan of training engineers referred to by President Dabney was developed at the University of Cincinnati by Prof. (now President) Herman Schneider, beginning in 1906. It has proved highly successful and has been adopted by many other institutions. It constitutes a contribution of the first magnitude to the theory and practice of professional education. For a fuller account and a bibliography, see Park, C. W. The Cooperative System of Education.

²⁴ For a recent discussion of ways in which the University of Akron is serving its community, see Zook, George F. Financial Support of Municipal Universities. School and Society, 31: 74-80, Jan. 18, 1930.

CHAPTER III

SUMMARY AND CONCLUSION

The preceding chapters have traced the origin and development in the United States of the municipal university and have indicated a few of the more important facts concerning the present status of this type of institution. Up to the present, 11 representatives of this type have developed in nine different cities. So far as I have been able to learn, no such institution once established has been discontinued.

The most striking fact about the origin of these institutions has been the variety of circumstances under which they arose. In some cases, privately controlled colleges were taken over by the cities of their location. In others, institutions of nonuniversity type were developed by the cities into universities. In one case, a bequest directly to a city for college purposes provided the nucleus around which a university developed; in another, a municipal institution owed its beginning to a successful experiment in municipal subsidization of a privately controlled medical school. The creation of such institutions has taken place in cities where total population at the nearest census varied from 29,261 to 6,930,446.

The reasons assigned by those who have been active in the establishment of municipal universities have shown as great variety as have the circumstances under which the establishment has taken place. These reasons have included the desire to keep young people under parental supervision during a critical period in their lives, to improve the work of the public schools, to provide a more practical education than that afforded by existing colleges, to provide better means for the training of teachers, to provide a center of culture for the city, and to meet specific local educational needs. Local civic pride and rivalry with another city, the belief that a local college is of economic advantage to a city and that a municipal university can serve a city in many

ways outside of classroom instruction, the existence of local educational foundations whose consolidation to form a university was desirable, and the example of other institutions have each been stressed in one or more cases.

About the only generalizations that can be made concerning the origin of these institutions are: First, that they have arisen as the result of favorable conditions in their respective localities rather than as a result of a general movement for the participation of cities in the provision of higher education; second, that in no case has such an institution been created at a single stroke and without financial assistance; and third, that in every case those active in the establishment have stressed as a most important reason for the creation of such an institution the fact that it would enable many to secure a college education who would otherwise be unable to do so.

In their subsequent history they have also shown a wide variety. The College of Charleston, with almost 100 years of history as a municipal institution, has undergone relatively little change. It has always been primarily a liberal arts college. The University of Louisville was chartered in 1846 as a municipal university with the widest possible powers, but until 1907 included only medical and law schools. In that year a college of liberal arts was opened, and since that time other schools have been added.

The City College of New York was opened as the Free Academy with a 5-year course based on that of the elementary school. It acquired the right to grant degrees and the title of college, extended its course of study upward, and broadened its curriculum until now it offers in four schools a very wide variety of courses on the college level. Hunter College, its sister institution, was opened in 1870 as the normal and high school with a 3-year course of study based on that of the elementary school. It, too, has gradually extended its course upward, acquired the status and character of a college, and greatly expanded its offerings. To these two has recently been added Brooklyn College.

The history of the University of Cincinnati is largely that of the affiliation or consolidation of other educational trusts with the original, McMicken University, and the expansion made possible by increased financial support from the city

and from private funds. The University of the City of Toledo, established in 1885 under statutes enacted to permit the establishment of the University of Cincinnati, was until 1903 merely a manual-training school of secondary grade and practically part of the public-school system of the city. Since that time it has added other departments and gradually acquired the character of a standard university.

The University of Akron and the Municipal University of Wichita, each of which owes its existence to the taking over of a denominational liberal arts college, have each within a short period of time undergone notable expansion. The newly established Municipal University of Omaha bids fair to follow in their footsteps. Detroit's five municipal colleges—of which one developed out of a junior college, a second developed out of a city normal school, a third was taken over from private hands, a fourth was established as a new institution by the board of education, and a fifth developed by separation from the municipal liberal arts college—have not yet been formally united into one organization.

In their organization and administration also, municipal universities differ considerably among themselves. Some operate under specific charters granted by their State legislatures; others operate under general laws. Those in Detroit are controlled by the board of education; all others have separate boards, but these boards are chosen in a variety of ways. At Wichita the board of education chooses four out of nine, and at Omaha it selects all of the members of the board of regents. In complexity of organization they vary from Hunter College, with its single college and four degree courses, to the University of Cincinnati, which has nine colleges and schools and offers 27 degrees. In size they vary from the College of Charleston with an enrollment of 250 to the City College of New York with more than 24,000. Annual income for 1927-28 varied from \$175,251 to \$2,330,177. Certain ones receive their public financial support from the proceeds of a special university tax levy; others are dependent upon annual appropriations by the city council or the board of education. For the older ones the tax levy or the appropriation is made by the governing board of the city, while in the case of Wichita and Omaha the board of regents itself makes the levy. The percentage of operat-

ing income received from public funds varies from 31 to 100.

Notwithstanding this variety, these institutions have much in common. All give standard 4-year courses in liberal arts and all have adopted some form of the group system of elective studies. Each is accredited by its regional association of colleges and secondary schools, while four are members of the Association of American Universities. Eight out of the twenty-seven professional schools in the fields where standardizing agencies have been set up are accredited by such agencies. Each municipal university is engaged in a program of work especially adapted to the needs of its community, and in some cases service to and cooperation with the community have become a very important part of its work. Each seems to enjoy the hearty support of public opinion in its community.

One of the most important movements in modern education has been the increasing participation of public authorities in its provision and control. A large part of the history of modern education could be written in tracing the gradual transfer of educational functions from the church and private agencies to the State and its subdivisions. In the field of elementary and secondary education, while church and private schools still occupy a very important place, the dominant factor in the situation is the public-school system.

There are many reasons for the increasing importance of the public school. The waning of interest in theological and sectarian questions, and the growth of science and its application to manufacturing, communication, and transportation have greatly increased both absolutely and relatively the importance of education for secular life. The growth of nationalism and the extension of the suffrage have stressed education for citizenship as a most important aim of education and have pointed to the State as the proper agency for its provision and control. Due to the complexity of modern life, the necessity of universal elementary education and of a wider diffusion of secondary education is ever more pressing. The growth of humanitarian ideas and the demand for equality of opportunity, require systems of ele-

mentary and secondary schools which shall be both free and common. The State, possessing as it does the power of taxation, is the only agency so far discovered capable of maintaining a supply of elementary and secondary school facilities adequate to modern needs. For these reasons, and notwithstanding its manifest shortcomings, the public school is likely to continue to be the largest factor in formal education on the lower levels.

On the higher educational level the privately controlled institution occupies a relatively more important place. But here also, the nineteenth and twentieth centuries, have seen the increasing participation of the public in educational support and control. The development of the State university has come about largely as a result of the same reasons that have led to creation of the State school system; it is essentially an upward extension of that system.

The municipal university belongs to the same great movement. It is essentially an extension upward of the public-school system of the city. It is an attempt to do for the citizens of the city what the State university does for the citizens of the State. It has an immense advantage in that it can reach a large group of people who desire and need higher education but who are unable to leave home to secure it.

The great growth of cities, which has been especially noteworthy in the United States during the past few decades, has not only complicated our civilization and therefore made necessary the increased diffusion of higher education, but has also meant a great increase in the taxable property of cities and therefore an increased ability to support higher education. Many a city now has greater wealth than did a good-sized State at the time of the Civil War.

The municipal university is by no means the only way in which modern cities participate in the provision of education beyond the secondary level. City normal schools have long occupied an important place in American education. Various cities maintain schools for training in textile and other technical work. In some cases institutions not under municipal control are subsidized by cities.

Conversely, many universities, other than municipal, recognize the peculiar educational needs and opportunities

created by modern urban conditions, and the duty of the university in the city to train the students for participation in an urban civilization and to cooperate with the city and its citizens in various forms of public service. This recognition led to the formation, in November, 1914, of the Association of Urban Universities. Since that time, with the exception of 1918 when activities were suspended on account of the war, a meeting of the association has been held each year for the consideration of problems peculiar to the university in the city. Its membership includes municipal, State, and privately controlled institutions.

The most widespread form of city support and control of education beyond the traditional secondary level is the public junior college. This is a unit of the local public-school system which provides the instruction commonly given in the freshman and sophomore classes of college. While there had been for several decades demands for and sporadic attempts to provide this type of institution as part of the public-school system, the junior college movement really got under way after 1900 and has made most rapid progress since 1915. The most recent estimates place the number of public junior colleges in the United States at about 100.

There are many points of difference between the public junior college and the municipal university. The former involves not only the matter of public support and control of a new type of educational institution, but the whole question of the nature, limits, and mutual relations of secondary and higher education. The circumstances under which the two types of institution have developed are quite different. Junior colleges developed to any considerable extent only after a long period of agitation by educational leaders of national reputation and influence, but in the last two decades have developed quite rapidly. Municipal universities, on the other hand, have developed here and there (in nine cities) where local circumstances have been favorable. There is now an active public junior college movement, but there can hardly be said to be a municipal university movement. Administratively they differ in that the junior colleges are controlled by local boards of education, while municipal universities, except at Detroit, are controlled by separate boards. Junior colleges are frequently established

de novo, while, as we have seen, such is not the case with municipal universities.

Notwithstanding these differences the two developments have much in common. The establishment of either type of institution means, in effect, the extension upward of the local public-school system. Each has been established largely for the purpose of extending the privileges of higher education to those for whom they would not otherwise be available. Each represents the increased participation in educational provision and control of civil as against ecclesiastical and private agencies. The meeting of special local educational needs has been an important factor in the development of each type of institution.

It seems probable that the immediate result of the development of the public junior college will be to retard the development of the municipal university. As the value of the junior college comes to be generally recognized, it is likely that in many cases the demand for local public provision of education beyond the high school, which otherwise might have led to the development of a municipal university, will be temporarily satisfied by the creation of a junior college, a much less expensive undertaking. But the larger and more permanent result is likely to be favorable to the municipal university. The presence in a community of a public junior college will mean an increase in the number of those who desire to go on for advanced or professional work, and consequently an increased demand for the municipal university. It is probable, therefore, that many public junior colleges will eventually develop into municipal universities, as that at Detroit has done. If this development takes place, it will, in a way, repeat the history of such institutions as the City College of New York and Hunter College, which developed out of local public institutions of subcollege grade.

The movement for city support of higher education and for the adaptation of university work to the special needs of the urban community is not confined to the United States. Recent decades have seen the establishment in England and Germany of new city or civic universities, rather sharply distinguished from the older institutions. In most cases

they have developed out of previously existing educational foundations. In addition to the fully recognized universities, there are in both England and Germany numerous other institutions for advanced instruction and research, whose work is closely related to local needs; it is not improbable that some will develop into universities.¹

These newer universities in England and Germany are not strictly municipal as the term is used in this study, since they are not directly under the control of their respective cities. The governing bodies usually contain representatives of the earlier foundations, of the city government, and of local educational authorities. But they have much in common with American municipal universities. The desire to provide facilities for higher education for those unable to leave home to obtain it, to meet specific local educational needs, and to provide education of a more practical character than that furnished by older universities (but not excluding the traditional cultural subjects) have been important factors in the development of each type of institution. Local civic pride and the existence of local educational and scientific foundations have also contributed. The typical university of either type represents the result of a local evolution rather than a special act of creation.

There is every reason to believe that the conditions which have brought about the municipal university and the other types of city participation in the provision of higher education mentioned above, are not temporary or incidental, but are fundamental in modern civilization. If that be true, it is reasonable to expect that the future will see an increased activity of cities in this field.² The form of such activity will vary with local circumstances. In the case of many, smaller cities, the public junior college, supplemented by vocational schools of subcollege grade, may very likely be the most satisfactory form. In some cases the State or privately controlled university maintaining close relation-

¹ For accounts of the development of these institutions see MacLean, G. E. *Studies in Higher Education in England and Wales*, passim; Hamburg in seiner Politischen, Wirtschaftlichen und Kulturellen Bedeutung, pp. 116-129; Hellbrunn, Ludwig. *Die Gründung der Universität Frankfurt*, A. M. passim; *Reden zur Gründungsfest der Universität Köln*, pp. 16-30.

² President P. R. Kolbe's recently published book, *Urban Influences on Higher Education in England and the United States*, is the first extended systematic treatment of this subject.

ships with the city and perhaps, subsidized by it, will probably be best adapted to conditions. In others the municipal university will be indicated as the proper method of meeting the educational needs of the twentieth century. It is believed, therefore, that the type of institution whose origin and development has been traced in the present study is destined to play an increasingly important part in the education of America and of the world.

BIBLIOGRAPHY

I. LAWS, LEGISLATIVE JOURNALS, ORDINANCES, AND JUDICIAL DECISIONS

- Charleston, S. C., City Council. A Digest of the Ordinances of the City of Charleston from the Year 1783 to October, 1814. To which are annexed the acts of the legislature which apply exclusively to the city of Charleston . . . Charleston, Wagner and Burke, 1844.
- The General Ordinances of the City of Charleston, S. C., and the Acts of the General Assembly Relating Thereto . . . Charleston, 1882.
- Ordinances of the City of Charleston from the 19th of August, 1844, to the 14th of September, 1854, and the Acts of the General Assembly. (No date given.)
- Ordinances of the City of Charleston from the 14th of September, 1859 . . . Charleston, 1859.
- Ordinances of the City of Charleston from the 1st of January, 1859, to the 6th of September, 1870 . . . Charleston, 1871.
- The Ordinances of the City of Charleston Revised and Codified, and the Acts of the General Assembly Relating Thereto . . . Charleston, The News and Courier Job Press, 1875.
- The Revised Ordinances of the City of Charleston, S. C. . . . Charleston, 1903.
- Cincinnati, City Council. Codification of Ordinances of the City of Cincinnati, 1911.
- The General Ordinances and Resolutions of the City of Cincinnati in Force, April, 1887. Cincinnati, Robert Clarke & Co., 1886.
- Laws and Ordinances of the City of Cincinnati. Cincinnati, Robert Clarke & Co., 1886.
- Laws and Ordinances of the City of Cincinnati, in Force July 1, 1878. Cincinnati, Robert Clarke & Co., 1878.
- Second Supplement to the Codification of Ordinances of the City of Cincinnati. November 28, 1912.
- Kansas. Session Laws, 1925.
- Kentucky. Acts of the General Assembly of the Commonwealth of Kentucky.
- Louisiana. Supreme Court. Reports of Cases Argued and Determined in the Supreme Court of Louisiana and in the Superior Court of the Territory of Louisiana. Annotated Edition. Book 28 . . . St. Paul, West Publishing Co., 1910.
- Louisville. Collection of Acts Concerning the City of Louisville, 1780-1868. (Copy in the Louisville Free Public Library; place and date of publication torn off.)

Louisville. City Council. Transcript of the Minutes of the Mayor and Board of Councilmen of the City of Louisville, Monday, April 3, 1837. (Typewritten; in the office of the president of the University of Louisville.)

Michigan. Public Acts of the Legislature of the State of Michigan.

Michigan. Supreme Court. Report of Cases Determined in the Supreme Court of Michigan. Vol. XXX. Lansing, W. S. George & Co., State printers and binders, 1875.

Nebraska. Laws Passed by the Legislature of the State of Nebraska, 1929.

New York. Journal of the Assembly of the State of New York.

New York. Journal of the Senate of the State of New York.

New York. Laws of the State of New York.

North Western Reporter. Vol. 234.

Ohio. Circuit Court. Reports of Cases Argued and Determined in the Circuit Court of Ohio. Vol. VI. Columbus, The Capitol Printing & Publishing Co. (No date given.)

Ohio. The Laws of Ohio.

Ohio. Supreme Court. Reports of Cases Argued and Determined in the Supreme Court of Ohio.

South Carolina. Acts and Joint Resolutions of the General Assembly of the State of South Carolina.

South Carolina. The Statutes at Large of South Carolina. 7 Vols. Columbia, A. S. Johnson, 1840.

United States. Supreme Court. Reports of Cases Argued and Adjudged in the Supreme Court of the United States, December term, 1860. Vol. XXIV. (Reported by Benjamin C. Howard.) Washington, W. H. and O. H. Morrison, 1861.

The Weekly Law Bulletin and Ohio Law Journal. Vol. XXIX. Wisconsin Session Laws, 1923.

II. PUBLICATIONS OF COLLEGES, UNIVERSITIES, AND BOARDS OF EDUCATION

Akron, Municipal University of. Annual Reports.

—— Facts Regarding Akron's Municipal University. 1915.

—— General Catalogue. (Annual.)

Brooklyn College. Bulletins.

Charleston, College of. Catalogue. (Annual.)

—— Résumé of the Minutes of College of Charleston Trustees and Standing Committee. (Typewritten.)

Charleston. Yearbook of the City of Charleston.

The various volumes of the Yearbook contain the reports of the various city departments, including that of the College of Charleston. Title varies.

Cincinnati. Board of Education. Common Schools of Cincinnati: Annual Report.

—— Report of the Special Committee upon the University Project. Cincinnati, 1869.

Cincinnati College. A Catalogue of the Officers and Students in the Medical and Law Departments of Cincinnati College: First Session

1835-36, to which are appended a list of graduates at the first medical commencement, and a report from the Trustees to the Corporators. Cincinnati, 1836.

Cincinnati. McMicken University. Annual Report of the Directors of the McMicken University. (Mayor's Message, Inaugural, and Reports of City Departments of the City of Cincinnati.)

Cincinnati, University of. Academic Department Announcement for the Year, 1875-76.

—— Annual Catalogue.

—— Annual Reports.

—— Exercises at the Dedication of McMicken Hall in Burnet Woods Park. Cincinnati, L. G. Blair Printing Co., 1895.

—— Exercises at the Laying of the Cornerstone of the New University Building in Burnet Woods Park (Saturday), September 22, 1894. Cincinnati, Cohen & Co., 1894.

—— Exercises Celebrating the Opening of the Mitchell Observatory, October 29, 1912. University of Cincinnati Record, Vol. IX, No. 3.

—— Historical Sketch of the Cincinnati Observatory, 1843-1893. Published by authority of the Board of Directors of the University, 1893.

—— Inauguration of Charles William Dabney as President of the University of Cincinnati. Cincinnati University Press, 1905.

—— Municipal Reference Bureau, University of Cincinnati. What It Is, What It Does, How It Works. 1915.

—— Report of Committee on the University as to Plan of Organization, etc. (No date given.)

—— Special Report of Jacob D. Cox, president. Presented to the board of directors, December 17, 1888. Printed by order of the board.

—— Statutes, Ordinances, and By-Laws for the Regulation of the Trustees of the University of Cincinnati. 1885.

—— A study of the Student Body of the University of Cincinnati. University of Cincinnati. University of Cincinnati Record, Series 1, Vol. IX, No. 10.

Detroit. Board of Education. Annual Report. (Title varies.)

—— Proceedings of the Board of Education of Detroit, Mich.

Detroit College of Medicine and Surgery. Catalogue and Announcements. (Annual.)

Detroit, College of the City of. Bulletin. (Annual.)

Detroit Junior College. Announcement. (Annual.)

Detroit Teachers College. Catalog. (Annual.)

Fairmount College. Catalogue. (Annual.)

Louisville, Medical Institute of. Catalogue of Officers and Students of the Medical Institute of the City of Louisville, June 1, 1839.

Louisville, University of. Annual Reports.

—— Bulletin: Catalogue Number. (Annual.)

Louisville, University of. The University of Louisville Answering Questions Asked by the People of Louisville about the University. (No date given.)

—— Catalogue, College of Liberal Arts. (Annual.)

—— Catalogue of the Officers and Students in the Law Department of the University of Louisville, Session of 1860-61.

—— College of Arts and Sciences: Dean's Report, February, 1915.

—— College of Liberal Arts: Courses and Rules. (Annual.)

—— A Greater University for a Greater Louisville. A statement from the Trustees of the University of Louisville to the citizens of Louisville, 1925.

—— Medical Department. Annual Announcement.

New York City. Board of Education. Annual Report. (Includes report of superintendent.)

—— Annual Report of the Board of Education of the City and County of New York on the Operations and Condition of the Free Academy in said City.

—— Manual of the Board of Education of the City and County of New York. 1870.

—— Report of Mr. King from the Committee Appointed to Inquire into the Application of that Portion of the Literature Fund Apportioned to the City and County of New York. Board of Education, January 20, 1847.

—— Report of the Select Committee Appointed to Inquire into the Application of that Part of the Literature Fund which is Apportioned by the Regents to the City and County of New York. Board of Education, January 20, 1847.

—— Report on the System of Popular Education in the City of New York; presented to the board of education May 28, 1851. New York, 1851.

—— Report from the Executive Committee for the Care, Government, and Management of the Free Academy, May 3, 1848.

—— Report of the Executive Committee for the Care, Government, and Management of the Free Academy in Relation to the Organization of the Departments of Instruction in said Institution, submitted to the Board of Education. October 18, 1848.

—— Report of the Executive Committee for the Care, Management, and Government of the Free Academy. May 16, 1849.

New York, College of the City of. Annual Register.

—— Annual Report of the Trustees of the College of the City of New York to the Board of Regents of the University of the State of New York.

—— Bulletin.

—— The Installation of John Huston Finley, LL. D. as President of the College of the City of New York at Carnegie Hall and the Laying of the Cornerstone of the College Buildings. 1903.

—— Proceedings of the Board of Trustees of the College of the City of New York.

- New York, College of the City of. Register of the Associate Alumni of the College of the City of New York. 1924.
- Report of the Committee on Municipal Service Survey. December 31, 1915.
- New York. Free Academy. Annual Register of the Free Academy of the City of New York.
- Annual Report of the Faculty of the Free Academy.
- Catalogue of the Free Academy of the City of New York.
- New York. Hunter College. Catalogue and Course of Study of Hunter College of the City of New York, with General Announcements and Requirements for Admission. (Annual.)
- Bulletin of Information.
- New York. Normal College. Annual Report of the President of the Normal College of the City of New York. (Title varies.)
- Course of Study. (Annual.)
- Dedication of the New York Normal College Edifice, October 29, 1873. (No date of publication given.)
- New York, University of the State of. Secretary's Report, 1900. Regents' Bulletin, No. 52, February, 1921.
- Twentieth Annual Report of the Education Department for the School Year ending July 31, 1923. Albany, 1924.
- Omaha, University of. Annual Reports of the President of the University to the Board of Trustees. (Manuscript.)
- Bulletin.
- Catalogue.
- Toledo University. Annual Reports of the Directors of the Toledo University of the City of Toledo . . . (Annual Statement of the Finances of Toledo, the Mayor's Message, and Reports of the Various Municipal Departments.)
- Bulletin of Information: Containing the twenty-first annual announcement. 1905-06.
- The College of Liberal Arts and Sciences and College of Industrial Science. Announcement for 1913-14. Toledo University Bulletin, Vol. V, Nos. 1 and 2.
- Evening College and University Education: a book outlining the college and university opportunities offered by the city of Toledo in the evening sessions of its university. 1921.
- Minutes of the Board of Directors of Toledo University. (Typewritten.)
- The Municipal College of Industrial Science of Toledo: A descriptive catalogue of the courses offered in the junior college of engineering and the department of industry. 1915.
- Second Annual Report of the Toledo Manual Training School. January 1, 1887.
- Tenth Annual Report (with Supplement) of the Directors of the Manual Training School. City of Toledo, Ohio, for the Year ending April 1, 1895.
- The Toledo Manual Training School. (World's Fair Edition). 1893.

Toledo University Manual Training School, Toledo, Ohio, U. S. A., Annual Catalogue, June, 1899.

Toledo University. The University Junior College: A book outlining the junior college opportunities offered by the city of Toledo in the day sessions of its university. 1921.

Toledo, University of the City of. The Catalogue. (Annual.)

Wichita, Municipal University of. General Catalogue.

III. NEWSPAPERS AND PERIODICALS

- | | |
|--|--|
| The Akron Beacon—Journal. | Louisville Herald. |
| The Charleston Courier. | Nebraska Educational Journal. |
| The Christian Science Monitor. | The New York Times. |
| Cincinnati Daily Gazette. | The North Central Association Quarterly. |
| The City College Quarterly. | North Western Reporter. |
| The Commercial Gazette (Cincinnati). | The Public School Advocate. |
| The Commercial Tribune (Cincinnati). | School and Society. |
| The Daily Eagle (Brooklyn). | The School Index. An exponent of the Cincinnati school system. |
| The Detroit Free Press. | The Toledo Blade. |
| The Detroit Journal. | Toledo City Journal. |
| The Detroit News. | The Toledo News-Bee. |
| The Detroit Times. | The Toledo Times. |
| The Detroit Saturday Night. | The Toledo Times-Bee (Sunday edition of the News-Bee). |
| The Journal of the American Medical Association. | The Wichita Beacon. |
| Louisville Courier-Journal. | The Wichita Eagle. |

IV. MISCELLANEOUS PRIMARY SOURCES

An account of the Louisville City Schools together with the Ordinances of the City Council, and the Regulations of the Board of Trustees for the Government of the Institution: Louisville, Norwood and Palmer, 1830.

Addresses Delivered upon the Occasion of the Opening of the Free Academy, January 27, 1849. New York, Wm. C. Bryant & Co., 1849.

American Medical Association. Third Annual Conference of the Council on Medical Education of the American Medical Association, held at Chicago, April 29, 1907.

The Authority and Duty of Council to Place the Scott Manual Training School under the Board of Education.

A pamphlet without date or place of publication given, but evidently published at Toledo about June, 1906.

Baker, E. N. A Complete Guide to Interesting and Important Places in the City of Louisville, Ky. Louisville, Brewers Printing House, 1883.

Benedict, Erastus C. An Address Delivered at the First Anniversary of the Free Academy of the City of New York, July 24, 1850, by Erastus C. Benedict, President of the Board of Education. New York, Wm. C. Bryant & Co., 1850.

Biennial Survey of Education. Issued as bulletins of the United States Bureau of Education.

Boykin, James C., and Hood, William R. Legislation and Judicial Decisions Relating to Education, October 1, 1909, to October 1, 1912. United States Bureau of Education Bulletin, 1913, No. 55.

Burris, W. P. The Opportunity of a Municipal University in Relation to the City Schools. *School and Society*, 1: 295-300, February 27, 1915.

Caldwell, Charles. Autobiography of Charles Caldwell, M. D. With a preface, notes and appendix by Harriot W. Worner. Philadelphia, Lippincott, Grambo & Co., 1855.

Casseday, Ben. The History of Louisville from its earliest Settlement till the Year 1852. Louisville, Hull and Brother, 1852.

Charleston College. *American Journal of Education*, 3: 553-555, September, 1828.

This article is credited to the *Charleston Gazette*.

Cincinnati. Citizens' Committee. Final Report of the Citizens' Committee on University Affairs, Cincinnati, 1900.

Cist, Charles. Sketches and Statistics of Cincinnati in 1851. Cincinnati, William H. Moore & Co., 1851.

———. Sketches and Statistics of Cincinnati in 1859. (No place nor date of publication given.)

The City College: Memories of Sixty Years. Edited for the Associate Alumni of the College of the City of New York by Phillip J. Mosenthal, M. S. '83, and Charles F. Horne, Ph. D., '89. New York and London, G. P. Putnam's Sons, 1907.

City Financial Problems.

No date nor place of publication is given, but it was evidently published at Toledo late in 1913 or early in 1914. It is an argument in favor of discontinuing the Toledo University and using the Scott endowment for the exclusive support of the Manual Training School.

The College of Liberal Arts of the University of Cincinnati: An editorial and letters. Reprinted from the *Cincinnati Times-Star*, January 1, 1923.

The Congregational Yearbook.

Cubberley, Elwood P. Readings in the History of Education. A collection of sources and readings to illustrate the development of educational practice, theory, and organization. Boston, Houghton Mifflin, Co., 1920.

Dabney, Charles W. Municipal University. *Journal of Education*, 81: 368-369, April 8, 1915.

———. The Municipal University. *National Association of State Universities, Transactions*, 1914, pp. 302-318.

Dabney, Charles W. 'The Municipal University and its Work. National Education Association. Journal of Proceedings and Addresses, 1912, pp. 773-778.

——— A Study of the Student Body of the University of Cincinnati; a Municipal University. National Municipal Review, 3: 68-77. January, 1914.

——— University and the City in Cooperation. Outlook, 89: 655-661, July 25, 1908.

Dedicatory Exercises held in Toledo, December 4 and 5, 1855, on the Occasion of the Completion of the Scott Manual Training School as an Integral Part of the Central High School. Toledo (1907?).

This pamphlet consists of reprints from the newspaper accounts of the dedication, together with the "Report of the Directors of the Scott Manual Training High School for 1903-04," and various other supplements designed to discourage the idea of expanding the university.

Drake, B., and Mansfield, E. D. Cincinnati in 1826. Cincinnati. Printed by Morgan, Lodge, and Fisher, 1827.

Duggan, Stephen Pierce. The Night College of the City of New York. Independent, 67: 860-865, April 21, 1910.

Dunlap, A. J. Omaha Municipal University. The Quarterly: Official Organ of the Omaha School Forum, 11: 9-10, October, 1930.

Elliot, Edward C. State School Systems I: Legislation and Judicial Decisions Relating to Public Education, October 1, 1904, to October 1, 1906. United States Bureau of Education Bulletin, 1906, No. 3.

——— State School Systems II: Legislation and Judicial Decisions Relating to Education, October 1, 1906, to 1908. United States Bureau of Education Bulletin, 1908, No. 7.

——— State School Systems III: Legislation and Judicial Decisions Relating to Public Education, October 1, 1908, to October 1, 1909. United States Bureau of Education Bulletin, 1910, No. 2.

First Annual Report of the Director of the Cincinnati Observatory. (No place nor date given.)

Flexner, Abraham. Medical Education in the United States and Canada. A report to the Carnegie Foundation for the advancement of Teaching. Bulletin No. 4. New York, 1910.

Foote, John P. The Schools of Cincinnati and its Vicinity. Cincinnati, C. F. Bradley & Co.'s Power Press, 1855.

Fox, William. Manual Training in the City College. City College Quarterly, 1: 36-40, March, 1905.

Fraser, Charles. An Address Delivered before the Citizens of Charleston, and the Grand Lodge of South Carolina at the Laying of the Cornerstone of a New College Edifice with Masonic Ceremonies, on the 12th of January, 1828. By Charles Fraser, one of the Trustees of the College of Charleston. Charleston, J. S. Burgess, 1828.

Haldane, Viscount, The Civic University. Hibbert Journal, 11: 233-254, January, 1913.

The Hidden Reason for Municipal Curtailment. (Toledo, 1916?).

- A Historical Sketch of the College of Charleston, South Carolina. *American Quarterly Register*, 12:164-177, November, 1839.
- Hood, William R. *Comp.* Digest of State Laws Relating to Public Education in Force January 1, 1915. United States Bureau of Education Bulletin, 1915, No. 47.
- Important State Laws Relating to Education. Enacted in 1922 and 1923. United States Bureau of Education Bulletin, 1925, No. 2.
- State Laws Relating to Education Enacted in 1915, 1916, and 1917. United States Bureau of Education Bulletin, 1918, No. 23.
- State Laws Relating to Education Enacted in 1918 and 1919. United States Bureau of Education Bulletin, 1920, No. 30.
- State Laws Relating to Education Enacted in 1920 and 1921. United States Bureau of Education Bulletin, 1922, No. 20.
- Is the Toledo University an Iridescent Dream or a False Pretense? (Toledo, 1910?).
- Jenkins, Daniel E. Historical Statement. University of Omaha Catalogue, 1929, pp. 12-17.
- Kelly, F. J. Report of a Study of the Curriculum of the College of Liberal Arts of the University of Louisville. Made by F. J. Kelly, Dean of Administration, University of Minnesota, at the joint request of the Board of Trustees and the Faculty of the College of Liberal Arts. No date nor place given. Internal evidence indicates that this report was made in the autumn of 1927.
- Klapper, Paul. The School of Education. *City College Quarterly*, 21:30-35, April, 1925.
- Kolbe, Parke Rexford. The History of the Establishment of the Municipal University of Akron. Akron, 1914.
- The History of the Municipal University Movement in Akron. Ohio College Association. Transactions, 1914. pp. 34-38.
- The Relation of the Municipal University of the Educational System. North Central Association of Colleges and Secondary Schools, Proceedings, 1915. pp. 95-104. Also in *School and Society*, 2:186-191, August 7, 1915.
- Larremore, R. L. Remarks of Richard L. Larremore, Esq., President of the Board of Trustees of the College of the City of New York upon the Proposed Change in the Course of Studies Therein. New York, 1869.
- Lewis, George L. The Budget Commission Problem. (Toledo, 1917?).
- The Louisville Directory for the Year 1832; to which is annexed lists of the municipal, county, and State officers, with a list of various societies and their officers. Also an advertiser. Louisville. Published by Richard W. Otis, 1832.
- McKenzie, David. Problems of the Public Junior College. United States Bureau of Education Bulletin, 1922, No. 19, pp. 29-35.
- McMicken, Charles. The Will of Charles McMicken of Cincinnati, Ohio. Cincinnati, 1858.
- Contains a biography of Charles McMicken.

Macomber, A. E. The Futility of the Attempt to Establish a Municipal University Under the Shadow of a Great State University. . . . Toledo, Kraus & Schreiber. (1913?)

—— Supplement to the Survey of the Municipal University Adventure. Toledo, Kraus & Schreiber, 1916.

—— A Survey of the Municipal University Adventure. . . . Toledo, Kraus & Schreiber. (1915.)

Mazyck, William G. The Charleston Museum, its Origin and Development, by William G. Mazyck, with Report of the Director of the Museum. Charleston, Walker, Evans & Cogswell Co., 1908.

Minerva. Jahrbuch der Gelehrten Welt. Berlin und Leipzig.

North Central Association of Colleges and Secondary Schools. Proceedings of the Twentieth Annual Meeting . . . held at Chicago, Ill., March 19-20, 1915.

Norton, Arthur O. Readings in the History of Education: Medieval Universities. Cambridge. Published by Harvard University, 1909.

Ohio. State Medical Board. Eighteenth Annual Report of the State Medical Board, State of Ohio, for the Year ending December 31, 1913. Columbus, The F. J. Heer Printing Co., 1914.

—— Nineteenth Annual Report . . . for the Year ending December 31, 1914. Columbus, F. J. Heer Printing Co., 1915.

Proposed Branch in Brooklyn of the College of the City of New York. School and Society, 20: 528-27, October 25, 1924.

Ratcliffe, Ella B. Accredited Higher Institutions. 1929-30. United States Office of Education Bulletin, 1930, No. 19.

Reden zur Gründungsfeder der Universität Köln am 15 Mai, 1926. Köln, Oskar Muller Verlag, 1926.

Report of the President and Vice President of the Normal and High School, in Relation to Normal Schools in this and neighboring States. New York, The New York Printing Co., 1870.

Report of a Survey of Toledo's Welfare Farm conducted by Prof. Charles Russell, Toledo University for the Commission of Publicity and Efficiency. Published by the Commission of Publicity and Efficiency, 1920.

Robinson, Frederick B. Our Municipal Courses. City College Quarterly, 12: 18-30, March, 1916.

Scott, Frank J. The Present Status of the Project for a Toledo University of Arts and Trades; of Manual Training in the Schools of Toledo; and the Relations of the City of Toledo as Trustees for Each, Respectively. Toledo, 1903.

The Scott Manual Training School. (Toledo, 1911?)

Seventy-sixth General Assembly of Ohio. Regular Session. House Bills.

Skene, Frederick. The School of Technology of the College of the City of New York. City College Quarterly. 18: 3-12, October, 1922.

Smith, V. R. A Reply to A. Y. Ford, President, John L. Patterson, Dean, Emmett O'Neal, Alumnus of the University of Louisville in Connection with the Bond Issue.

Not dated, but it discusses the bond issued proposed in 1920.

Snowden, Yates. *Memories of the Early Seventies: The College of Charleston*. Charleston, 1924.

Reprint of an article in the *College of Charleston Magazine* for June, 1924, with additions.

Spanton, A. E. ed. *Fifty Years of Buchtel*. Published under the auspices of the Buchtel College Alumni Association, Akron, 1922.

The Story of a Crime. (Toledo, 1912?)

Stowe, A. Monroe. *Modernizing the College*. New York, Alfred A. Knopf, 1926.

——— *Municipal Control of Urban Higher Education*. *American Review*, 4: 437-411, August, 1926.

——— *The Work of a Municipal College of Arts and Science*. *School and Society*, 2: 786-788, November 27, 1915.

A Study of the Responsibility which the University Adventure Bears to the Critical Financial Situation Now Confronting the City. Toledo, 1924.

Taft, Alphonso. *A Lecture on the University of Cincinnati, its Aims, Needs, and Resources*. Delivered before the Young Men's Mercantile Library Association, May 9, 1872. Cincinnati, Robert Clarke & Co., 1872.

Tappan, Henry P. *University Education*. New York. George P. Putnam, 1851.

Toledo. Charter Commission. *Proposed Charter for the City of Toledo*. Prepared and proposed by the Charter Commission. Election Day, Tuesday, November 3, 1914.

Transactions of the Fourth Annual Meeting of the Western Literary Institute and College of Professional Teachers, held in Cincinnati, October, 1834. Cincinnati, Josiah Drake, 1835.

United States Census Reports.

United States. Commissioner of Education. *Report of the Commissioner of Education*. (Annual Volumes.)

The University of Louisville's Call to the Citizens of Louisville. Louisville, 1925.

A pamphlet published by the Citizens' Committee on behalf of the proposed bond issue for the university.

Walters, Raymond. *Statistics of Registration in American Universities and Colleges, 1930*. *School and Society*, 32: 787-798, December 13, 1930.

Wood, William. *Autobiography of William Wood*. Printed for private circulation. 2 Vols. New York, J. S. Babcock, 1895.

Zook, George F., ed. *National Conference of Junior Colleges, 1920 and First Annual Meeting of American Association of Junior Colleges, 1921*. United States Bureau of Education Bulletin, 1922, No. 19.

——— *Financial Support of Municipal Universities*. *School and Society*, 31: 74-80, January 18, 1930.

——— *The Significance of the City College Movement*. *Barnwell Bulletin*, 5: 15-28, October, 1927.

V. SECONDARY SOURCES

Anderson, Lewis Flint. *History of Manual and Industrial School Education*. New York, D. Appleton & Co., 1926.

Andrews, Charles McLean. *Colonial Self-Government, 1652-1689*. (Hart, Albert Bushnell, ed. *The American Nation. A History from Original Sources by Associated Scholars*. Vol. V.) New York and London, Harper & Bros., 1905.

Boese, Thomas. *Public Education in the City of New York; its History, Condition, and Statistics*. An official report to the Board of Education. New York, Harper & Bros., 1869.

Bourne, William Oland. *History of the Public School Society of the City of New York*. New York, W. Wood & Co., 1876.

Boyd, William. *The History of Western Education*. London, A. & C. Black (Ltd.), 1921.

Brown, Elmer Ellsworth. *The making of our Middle Schools. An Account of the development of secondary education in the United States*. New York, Longmans, Green & Co., 1924.

———. *The Origin of American State Universities*. University of California Publications, Education, Vol. III, No. 1, Berkley, The University Press.

Collins, Lewis. *History of Kentucky*. Revised and enlarged fourfold, and brought down to the year 1874 by his son Richard H. Collins. Covington, Collins and Company, 1882.

Cosenza, Mario Emilio. *The Establishment of the College of the City of New York as the Free Academy in 1847*. Townshend Harris, Founder. A chapter in the history of education. Published by the Associate Alumni of the College of the City of New York, 1925.

Cubberley, Ellwood P. *Public Education in the United States. A study and interpretation of American educational history . . .* Boston, Houghton Mifflin Co., 1919.

Durrett, Reuben T. *The Centenary of Louisville*. Filson Club Publications, No. 8. Louisville, John P. Morton & Co., 1893.

The Encyclopedia Americana. A library of universal knowledge. 30 Vols. New York and Chicago. The Encyclopedia Americana Corporation, 1919.

Ford, Henry A., and Ford, Mrs. Kate B. *History of Cincinnati, Ohio, with illustrations and Biographical Sketches*. Cleveland, L. A. Williams & Co., 1881.

Goss, Charles F. *Cincinnati the Queen City, 1788-1912*. Chicago and Cincinnati, The S. J. Clarke Publishing Co., 1912.

Greene, Evarts Boutell. *Provincial America, 1690-1740*. (Hart, Albert Bushnell, ed. *The American Nation. A history from original sources by associated scholars*, Vol. VI.) New York and London, Harper & Bros., 1905.

Greve, Charles Theodore. *Centennial History of Cincinnati and Representative Citizens*. Chicago, Biographical Publishing Co., 1904.

Grizzell, Emit Duncan. *Origin and Development of the High School in New England before 1865*. New York, The Macmillan Co., 1923.

- Herrick, Cheesman A. Stephen Girard, Founder. Philadelphia, Girard College, 1923.
- Higley, Warren. The Second Settlement of Ohio at Cincinnati. A paper read before the Ohio Society of New York, October 9, 1886. No place nor date of publication.
- Historical Sketches of Public Schools in Cities, Villages, and Townships of the State of Ohio. 1876.
- History of the Schools of Cincinnati and other Educational Institutions, Public and Private. Cincinnati, 1900.
- Holliday, Carl. The Municipal University. Its Origin and its Growth. *School and Society*, 11: 426-431, 545-549, 601-605, October 13, November 10 and 24, 1917.
- Hunt, Samuel F. Charles McMicken, the Founder of the University of Cincinnati. Cincinnati, 1892.
- Huston, A. B. Historical Sketch of Farmers' College. Published by Students' Association of Farmers' College. (No date or place of publication.)
- James, Edmund James. The Origin of the Land Grant Act of 1862 (the so-called Morrill Act) and some Account of its Author, Jonathan B. Turner. University of Illinois, *The University Studies*, Vol. IV, No. 1. Urbana-Champaign, University Press, 1910.
- Keesecker, Ward W. Development and Legal Status of the Municipal University. *School Life*, 16: 26-27, October, 1930.
- Killits, John M., ed. Toledo and Lucas County, Ohio, 1623-1923. Chicago and Toledo, The S. J. Clarke Publishing Co., 1923.
- Kolbe, Parke R. The Junior College and Municipal Universities. *School and Society*. 13: 451-456, April 16, 1921.
- . The Present Status of the American Municipal University. *School and Society*, 1: 484-486, April 3, 1915.
- . Urban Influences on Higher Education in England and the United States. New York, The Macmillan Co., 1928.
- Koos, Leonard Vincent. The Junior College. 2 Vols. Research Publications of the University of Minnesota, Education Series, No. 5. University of Minnesota, 1924.
- Lewis, Alvin Fayette. History of Higher Education in Kentucky. United States Bureau of Education Circular of Information. No. 3, 1890.
- Lewis, William G. W. Biography of Samuel Lewis, first Superintendent of Common Schools for the State of Ohio. Cincinnati. Printed at the Methodist Book Concern, 1857.
- Logan, Jean W. History of the Detroit Normal School. (1920.) Type-written, in the library of Detroit Teachers College.
- McCrary, Edward, Jr. Education in South Carolina prior to and during the Revolution. A paper read before the Historical Society of South Carolina, 6th August, 1883. Published by the Society. Charleston, 1883.
- McDowell, F. M. The Junior College. United States Bureau of Education Bulletin, 1919, No. 35.

MacLean, George Edwin. *Studies in Higher Education in England and Scotland, with Suggestions for Universities and Colleges in the United States.* United States Bureau of Education Bulletin, 1917, No. 16.

Meriwether, Colyer. *History of Higher Education in South Carolina, with a Sketch of the Free School System.* United States Bureau of Education, Circular of Information, No. 3, 1888.

Miller, Edward Alanson. *The History of Educational Legislation in Ohio from 1802 to 1850.* University of Chicago, Supplementary Educational Monographs, Vol. III, No. 2.

Moehlman, Arthur B. *Public Education in Detroit.* Bloomington, Ill., Public School Publishing Co., 1925.

Monroe, Paul, *ed.*, *A Cyclopaedia of Education.* 5 Vols. New York, The Macmillan Co. 1917-1919.

The National Cyclopaedia of American Biography. Being a History of the United States as Illustrated in the Lives of the Founders, Builders, and Defenders of the Republic, and of the Men and Women who are Doing the Work and Moulding the Thought of the Present Time. New York, James T. White Co., 1897.

Newton, Arthur Percival. *The Universities and Educational Systems of the British Empire.* New York, Henry Holt & Co., 1924.

Palmer, A. Emerson. *The New York Public School: Being a History of Free Education in the City of New York, Authorized by the Board of Education.* New York, The Macmillan Co., 1905.

Park, Clyde W. *The Cooperative System of Education.* University of Cincinnati Studies, Series II, Vol. XI, Part I, 1925.

Patterson, John. *History of the University of Louisville.* Pamphlet. Place and date of publication not given.

Patterson, John L. *Municipal Universities of the United States.* *National Municipal Review*, 5: 553-564, October, 1916.

Pepper, William. *The History and Progress of Medical Education in the United States.* University of Pennsylvania. Lectures Delivered by Members of the Faculty in the Free Public Lecture Course, 1915-16, pp. 112-130. Philadelphia, Published by the University, 1916.

Proctor, William Martin, *ed.* *The Junior College. Its Organization and Administration.* Stanford University, California, Stanford University Press, 1927.

Randall, S. S. *History of The Common School System of the State of New York from its Origin in 1795, to the Present Time.* New York and Chicago, Ivison, Blakeman, Taylor & Co., 1871.

Reisner, Edward H. *Nationalism and Education since 1789. A Social and Political History of Modern Education.* New York, The Macmillan Co., 1922.

Shepherd, Henry E. *Sketch of the College of Charleston. Yearbook of the City of Charleston, 1893.* pp. 238-246.

Sherwood, Sidney. *The University of the State of New York. History of Higher Education in the State of New York.* United States Bureau of Education, Circular of Information, No. 3, 1900.

Shotwell, John B. A History of the Schools of Cincinnati. Cincinnati, The School Life Co., 1902.

Solomon, Leo M. City College Inducts a New President. New York Times Magazine, May 6, 1928, p. 9.

Stephenson, N. W. Historical Sketch by Prof. N. W. Stephenson of the Faculty of the College of Charleston. Reprinted from The State (Columbia, S. C.). May 1, 1910.

Venable, W. H. Beginnings of Literary Culture in the Ohio Valley. Historical and biographical sketches. Cincinnati, Robert Clarke & Co., 1891.

Waggoner, Clark, ed. History of the City of Toledo and Lucas County, Ohio. New York and Toledo, Munsell & Co., 1888.

Webster, George W. Entrance Requirements. Journal of the American Medical Association, 47:557-558, August 25, 1906.

Williams, L. A., et al. History of Ohio Falls Cities and Their Counties, with illustrations and Biographical Sketches. Cleveland, L. A. Williams & Co., 1882.