100 Evening Schools

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EDUCATION IS AN open-end process. It can and should be lifelong, and schools should leave the door open to all who are eager to learn—adults as well as children and young people. Our public schools are meeting this community responsibility in more and more ways—among them the evening school, which pioneered in adult education and continues to be one of the most effective ways of extending educational opportuntity after full-time school years are over.

In this study, one hundred representative evening schools mark their progress and prospects, and provide some milestones for further development in meeting the Nation-wide opportunities and obligations of adult education.

Oscar R. Ewing

Federal Security Administrator

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Contents

Foreword

THE EVENING SCHOOL is the most widespread and one of the oldest organized forms of adult education provided by the public school. A recent survey by the Office of Education reveals that approximately half of all public-school districts in communities with populations of 2,500 or more have evening or adult schools. These evening schools function as elementary schools, high schools, vocational schools, junior colleges, and institutions of several other types. Their number is growing.

No general report of the status of evening schools has been made since the National Survey of Secondary Education monograph on "Part-Time Secondary Schools" was issued by the Office of Education in 1933. While there is still need for an intensive evaluative study of the administrative, supervisory, instructional, and promotional practices in evening programs, this study of 100 representative evening schools located in 36 States should help to reveal their current status.

As adult education develops further by popular demand in the next generation, one can expect that certain trends indicated in this study will become intensified. As the evening school extends its services beyond the building walls, its activities will involve greater segments of the community. Already the "night school" concept is being replaced by a broader vision. In a number of the schools in this study considerable evidence indicated that comprehensive community programs of adult education were evolving from the more institutionalized evening schools. Already the evening schools in a number of communities are providing a variety of educational services to a wide range of business establishments and community organizations, and in many other ways are becoming involved in programs of community improvement. Significant portions of the activities of these newer adult education programs are going on during daytime hours. Schedules and meeting places more frequently are becoming geared to the convenience of the people being served. While the shortage of qualified teachers and group leaders is a major handicap in the current development of adult education, leaders who are successful are men and women with or without professional training who have special backgrounds and competencies which appeal to adults.

In few parts of the evening school is this trend in adult education more evident than in the program of learning activities provided. At one time a high proportion of evening schools offered courses which attempted to duplicate the day-school program. This study shows that almost half the evening schools do not offer credit courses of any kind. Instead of serving

up a conventional fare on a come-and-get-it basis, more evening schools are saying, "What do you need and want to learn? How can we help you learn it?"

This approach, one required by the special conditions surrounding adult education, may not be applicable in toto to all levels of American education, but certainly secondary education might well examine some of the features of thriving evening-school and adult education programs.

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Introduction

EVENING SCHOOLS have existed in some of our cities for more than 150 years. Historically they have long been the major provision of our pubic schools for adult education. In the last several years many other types of organized education for adults have been developed, but a recent survey indicates that the public evening school still provides the most important single approach to adult education.[1]

Several factors lead one to think that the evening school will continue to play a major role in adult education for many years to come. Interest in lifelong learning is increasing. A great many educational needs of adults can best be met through the type of organized instruction provided by evening schools. More adults are free to continue their education during the evening hours than at any other time. Evening-school programs, courses, methods, and organization in many cases are sufficiently similar to those of the day school that public schools find the evening school among the easier forms of adult education to provide. While there are many points at which evening schools differ from day schools, on the whole, public-school administrators and teachers find that their professional training and experience are better adapted to the requirements of evening schools than to the demands of most other forms of adult education.

The evening school in its various forms undoubtedly involves more paid personnel than any other type of adult education. Yet a great many individuals, teachers and administrators alike, assume and carry on evening school responsibilities without any systematic special preparation. Only a a few colleges of education and other teacher-training institutions offer courses and curricula in adult education, although the number is increasing. Because most evening-school positions in the past have been part-time, relatively few professional educators have attempted to build a career in this field. Usually evening-school teaching and administration have been sidelines to other major interests. No professional magazine of national circulation is devoted entirely, or even primarily, to the evening school. A combination of the lack of preparation, the part-time nature of the work, and the lack of adequate communication among workers leaves many evening-school administrators and teachers feeling that they work in isolation. They do not have much opportunity to know about the problems of other evening-schools and the ways in which those problems are attacked.

This study provides selected information on 100 public evening schools—their activities, administrative practices, finances, organization, program, supervision, and teaching personnel.

[1] Adult Education Activities of the Public Schools. Washington, U. S. Government Printing Office, 1949. (Office of Education Pamphlet No. 107.)

I. Scope and Method of this Study

Evening Schools Defined

NO WIDELY accepted definition of *evening school* seems to exist which is more helpful than that given by the *Dictionary of Education:*[2]

> (1) In general, an institution, public or private, that offers an organized program of courses, at hours other than those commonly used for elementary and secondary-school classes, for persons who are not in regular attendance at such classes; (2) more specifically, an adjunct of the public elementary and secondary school, offering continuation classes, vocational training, and avocational and recreational activities to adults; sometimes known as community school, opportunity school, adult center, people's college, people's university, leisure-hour school, etc.

A number of State education departments have set up requirements for accrediting and reimbursement purposes. For instance, the New York State Board of Regents has approved 18 "registered evening high schools" with authority to grant diplomas. The State has hundreds of other evening schools, however, which qualify for State aid under less rigid institutional patterns.

Likewise, California school law authorizes the establishment of separate evening high schools and junior colleges and combined high schools and junior colleges. Regulations governing them set minimum standards of size measured in average daily attendance units, administrative service, schedule, and curriculum. Special administrative allotments of aid are granted to schools meeting the requirements. This is in addition to aid based on attendance, which is available both to these schools and to special day and evening classes organized in connection with day high schools or junior colleges. Separate evening schools may provide either a general curriculum with courses in at least 6 of 13 specified areas or a vocational curriculum with related instruction in English, applied science, applied mathematics, and "such other courses as are necessary to provide information relative to the subject matter of the vocational instruction."[3] While approved schools can grant credit and diplomas, "it should be emphasized that the main purpose of the evening secondary school is to meet the educational needs of the adults of the community. It is not expected that the separate evening secondary schools shall place major emphasis on regular high school or junior college offerings or on graduation."[4]

Ohio accredits work done in night schools, provided: Teachers meet fully the qualifications as to training, certification, and assignments, as stated for high-school teachers; a minimum of 120 clock hours are spent in class work

[2] Good, Carter V. Dictionary of Education. New York, McGraw-Hill Book Co., 1945. p. 157.
[3] Regulations Governing Evening Schools and Classes for Adults. California State Department of Education. January 1946.
[4] Procedures in Establishing Adult Education Programs. California State Department of Education (mimeo.)

for each unit of credit; and equipment and library facilities are up to standards set for day high schools.[5]

Pennsylvania approves extension secondary schools" for reimbursement under a broad but detailed set of standards which cover schedule of classes, teacher and pupil load, records and reports, teacher-pupil ratio, and equipment. Two types of extension secondary schools are provided: The general evening secondary school and the standard evening secondary school. The latter is accredited and authorized to grant high-school credit and award diplomas under regulations which cover the above items, facilities, teacher preparation and certification, educational services provided, and a number of other points. Any Pennsylvania district must provide free instruction in any "curricular course of study or activity" requested in writing by 15 or more residents above age 16.[6]

The Wisconsin schools of vocational and adult education do not make material distinction between their day and evening work although they often can report data separately for evening schools. These schools attempt to present a unified program regardless of time of day.

Several other States have regulations and a few have laws which govern the establishment of public evening schools. The above illustrations represent some of the more important regulations and practices.

There is a clear tendency in legislation and State department regulations to emphasize less the evening-school concept and to gear accrediting, reimbursement, and related thinking to comprehensive adult-education programs in which evening schools may still play the major role. The current Michigan program, for instance, stresses community adult-education programs almost without mention of the evening school as such. In some States and localities, legal and administrative concepts of "night school" have handicapped the use of funds for adult activities at other hours. In most cases, however, legalistic interpretation of the term "night school" has not been the major factor in hindering the development of adult-education activities during daytime hours whether administratively connected with the evening school or not.

The majority of States have no regulations setting forth the requirements which must be met before the name "evening school" can be used. An evening school may enroll tens of thousands or only a few people. With State approval it may grant credit or it may not be interested in offering accredited courses. In the latter case, the requirement of certification of teachers paid from public funds may be the only control exercised by the State. Available information indicates that evening sessions number as few as 4 a year in some communities and as many as 150 in others, in addition to summer

[5] Ohio High School Standards, 1947. Administration. Ohio State Department of Education. p. 42.

[6] Minimum Standards Governing Approval of Reimbursement, Accreditment of Extension Secondary Schools, Accreditment of Summer Secondary Schools. Harrisburg, Pennsylvania Department of Public Instruction, 1943. (Bulletin 290.)

terms. In practice, the term "evening school" may be applied to a highly organized unit with a staff comparable to that of the day school, or to a loosely arranged set of classes meeting without an administrative head.

Number of Evening Schools

In the absence of a more rigid definition, it is difficult for anyone to determine how many evening schools there are in the United States. Statistics collected by the Office of Education for 1945–46 show 58 graded and 110 ungraded *evening high schools*. These 168 units are definitely organized. Examination of the returned reports, however, indicates that the data may be incomplete and in some instances misclassified.

In the vocational fields, data are available showing the number of communities with evening activities for adults, but not the number of organized evening vocational schools. Likewise, for each of the minor types of evening schools—Americanization schools, evening elementary schools, opportunity schools, and many others—no accurate and up-to-date count is available.

In the survey mentioned on page 1, an inquiry to all school districts with superintendents in communities with populations in 1940 of 2,500 or above and to 1,202 smaller communities thought to have adult education programs, found 1,601 districts claiming to have evening schools. This survey left the definition of the evening school up to the local authorities. Consequently, the reports may include anything from one evening class to a completely organized unit.

Large cities, of course, usually have more than 1 evening school. New York City has 16 evening high schools and 44 evening elementary schools. Los Angeles has 24 evening high schools, each of which offers an adult program extending far beyond the usual secondary school curriculum. From available data it is estimated that cities of over 50,000 population support between 400 and 475 public evening schools of all types.

Examinations of the 1,601 survey reports mentioned above revealed that many evening schools in small districts enroll only enough students for one, two, or three classes in only one or two fields. The reports from smaller communities were checked against an arbitrary standard of activities in a minimum of three fields and 100 enrollees. It was found that, of 149 communities below 2,500 population claiming evening schools, only 43 met these criteria. Among 609 communities with populations of 2,500 to 10,000 and claiming evening schools, 256 met the criteria. An estimated 540 evening schools meeting these criteria are in communities of between 10,000 and 50,000 population. Fifty-eight county-unit systems had evening schools as defined above. Thus, if these criteria are accepted, the total number of evening schools in the United States probably lies be-

tween 1,300 and 1,500 when the unsurveyed small schools are taken into consideration. Without any quantitative definition, probably 2,000 evening schools would be reported in a complete survey.

Criteria involving 3 fields and 100 enrollees may seem low, but in reality they are high when one considers that 9,326 high schools in 1945–46 each enrolled 10 to 99 pupils. It is commonly observed, however, that there is a point in size below which a so-called evening school is not likely to have a separate organization with an active principal regularly on the job during evening hours and other features making it a separately organized institution. When classes are few, instructors are more likely to report directly to the day-school principal or village superintendent, who may not have sufficient time to devote to the organization, administration, and supervisory work required to maintain an evening school under a more rigid definition.

Selection of Schools—the Cross Section

The findings reported in succeeding pages were assembled from 100 public evening schools selected to represent a rough cross section of evening schools in the United States. Evening schools reported as a part of adult-education programs which had activities in fewer than three fields and served fewer than 100 adults in 1947–48 were not included. These criteria were adopted only for this study and are not intended to constitute a definition for any other purpose.

Within the criteria set, exact data were not available for either a sampling study or a full survey. However, it was possible to draw a rough sample, and this was done with the thought that information from a relatively high percentage of schools in a limited sample probably gives a better foundation for observations than a much smaller return from the total number of evening schools.

The estimated totals of evening schools were grouped by State, population of community, and roughly by type of school—evening high schools, evening vocational schools, and all others. Within available knowledge the original cross section of 100 schools contained the proper proportion from each State, from each size of community, and from each major type of school.

The cross section, by size of community, worked out as follows:

Size or type of community	*Number of schools needed for representative cross section*	*Number of schools in this study*
50,001 and more	34	34
10,001–50,000	40	41
2,501–10,000	19	19
2,500 and under	3	3
County	4	3

Data became available on 94 of the schools selected originally. To com-

plete the 100, information was used from 6 other schools in communities of similar size. Five States were represented by one too many schools each and 5 others by one too few.

The following table shows the distribution, by enrollment, of the 100 evening schools as finally selected. The names of the schools arranged by State are listed at the end of this bulletin.

Distribution of 100 evening schools, by enrollment

Enrollment	Number of schools	Enrollment	Number of schools
0–199	15	1,500–1,999	8
200–399	11	2,000–2,999	3
400–599	17	3,000–3,999	9
600–799	10	4,000–4,999	..
800–999	9	5,000–5,999	3
1,000–1,499	15		

In the tabulation of course offerings and in certain other portions of this study, information from other selected evening schools was added as indicated in the text.

Methods of Study

A list of questions designed to discover the status of the major elements of the organization, supervision, and financing of evening schools was drawn up. The sources of questions were pertinent literature, discussion with evening school principals, visits to a number of evening schools, and numerous publicity items and annual reports which had accumulated in response to a postal card request to 500 directors of adult education. In light of the time available for the study, this rather extensive list was rigorously trimmed and revised to give a maximum amount of information which educators of adults presumably would like to know about evening schools.

Information was collected by a combination of methods. Forty-three of the 100 schools were visited or interviews held with their principals. In nearly all cases such printed or mimeographed items as publicity and program materials, annual reports, magazine articles, returned checklists from another survey, and similar data were available. A maximum amount of information was gleaned from these sources. Where information was incomplete, it was supplemented by follow-up correspondence with the principal or other official in the best position to furnish it.

II. Program of Evening Schools

THE MOST IMPORTANT feature of any school, day or evening, is the learning activities provided. The teachers, the plant, and the whole administrative machinery exist only to provide a program of learning experiences which are better organized to produce change in the individual and in the group than those encountered in normal day-to-day living. The program, then, is the heart of the evening school.

Adult schools often exist for specialized purposes, although a great many provide general programs. Since this study is concerned with the whole range of schools, no one type was studied in detail. Included in the 100 evening schools are adult education centers, community colleges, elementary schools, general adult schools, high schools, junior colleges, opportunity schools, school of vocational and adult education, trade schools, veterans' institutes, vocational and technical schools, a business school, and an Americanization school.

A list of courses and other activities actually operating was procured from each school visited or principal interviewed, and a similar list was requested from all other schools. Eighty-nine such lists were obtained from the original 100. These, together with programs of 11 other schools, are included in the tabulation near the end of this section. Because of the widespread practice of publicizing courses without accurate advance knowledge of the interest in them, local administrators were requested to cross off advertised courses which did not materialize, add new ones started, and indicate any new sections formed because of heavy enrollment. In addition, certain questions about program practice were asked.

Organization of Classes

A great preponderance of all planned educational experiences in evening schools is organized on a class basis. Some class groups, especially in standard evening high schools, are organized along rather rigid and traditional lines. Accelerated programs, particularly for veterans finishing high-school requirements, are quite common, although this feature was not systematically studied. In general-adult schools and in other schools serving a wide range of need, many of the groups begin to take on more characteristics of informality than is true of traditional classroom activities. This informality may exist with reference to external organization, to content, and to method.

Millions of adults cannot yet read or write

Registration and attendance practices

Both interviews and literature revealed that it is rather common for evening schools to permit adults to enroll at any time during the year even though there is usually a definite registration period at or before the start of each term. Restrictions on late registrations are more often found in connection with credit courses, although a number of schools which offer high-school credit do so through supervised correspondence study, an accelerated program, or some other plan which permits progress according to individual rates.

Minimum enrollment required.—Classes in evening school tend to be smaller than day classes. Only 1 school out of 97 on which information was available demands a registration as high as 25 before starting a class. One-third require 10 or a lesser number. A tabulation of the registration required for starting classes shows a bimodal distribution with 10 and 15 the most common minimum numbers. Larger schools often require higher class registration than smaller schools. The mean for schools enrolling 1,000 or more is 14.5 and for schools under 400 only 11.0. The mean minimum starting size for schools granting high-school diplomas is 14.

Attendance practices.—A smaller attendance is usually required to continue a class. Only 10 schools of 90 on which information was available require 15, and 2 insist on 20. The remainder cluster around a minimum of 10 with 9 requiring an attendance of only 1 to 6 per class. Eight fix no

minimum attendance requirement; a number of others let the closing out of classes with declining attendance depend upon the importance of the class to the remaining registrants and other factors. Physical education, recreational activities, typewriting, vocal music, and a few other classes frequently are required to maintain a higher attendance than classes in other subjects.

Attendance regulations usually depend upon whether or not credit is given. Where no credit, apprentice training agreement, or similar element of compulsion exists, few attendance regulations are promulgated.

Determination of content

The content of evening-school courses is determined in various ways. The outlines of credit courses of high-school and junior-college grade almost universally are laid down in advance by State education departments, State universities, or by experts in the respective fields. Outlines of regular high-school courses are frequently used. Subject matter in many vocational courses is agreed upon by apprentice-training councils or by committees of employers and employees. The naturalization examination is a powerful influence on the instruction in immigrant education. Many skill courses follow a text or course outline. People having objectives represented by these courses are likely to accept the learning experience offered them. In many other instances, however, the participants have a considerable hand in determining the content. This is so because both teachers and students recognize that adults will drop out of activities which do not seem to serve their needs and interests. Consequently, any teacher who maintains the interest of the adults enrolled must make the content of the activity meet their expectations.

Classroom methods and procedures

Methods of instruction, or ways of organizing learning experiences within groups, vary widely according to the objective of the class. Credit and other formal subjects are likely to be taught by the usual classroom methods of lecture, demonstration, question-and-recitation, and supervised practice, with moderate adaptation to adults. Noncredit and general activities often utilize more discussion techniques. In general, methods are at least reasonably satisfactory to those who attend; otherwise they would not continue to be present.

While poor guidance and advice at registration time probably is a cause of considerable dropout, very likely a great deal of the heavy dropout rate characteristic of so many adult-education activities is directly due to the poor adaptation of content and method to the needs of adults. Instructional methods that may work in compulsory situations fail in competition with the time requirements of breadwinning, family responsibilities, and the number of interesting activities available to any adult.

Methods which may be useful in bringing into the evening school the many other adults not enrolled but who claim an interest in continuing their learning obviously are not widely used. Some good methods and approaches are known and used in a few communities either within or outside the evening-school structure. Usually only 1, 2, or 3 percent of the adult population is enrolled in the evening school in any 1 year. Some evening schools, however, by using a wide variety of approaches and methods, as well as good publicity, enroll 10, and occasionally 20 percent or more of the adult population. Methods useful with this wider range of adults deserve a great deal more study. Because they sometimes are different from methods most familiar to educators trained in day-school patterns, these other approaches to adult education are making headway in the evening school all too slowly.

Several of the 100 evening schools have other groups of class size which presumably do not follow traditional classroom patterns of activity. Some of them are discussion groups, film forums, conducted excursions, group conferences, community center activities, a little theater workshop, clubs for adults, and community councils. Several other types known to exist were not discovered among the 100 schools studied. All of these present learning opportunities even though activities in some of them materially differ from those of the traditional instructional group.

Subjects Offered

Whereas in the broader and less-formally-organized reaches of community-wide adult-education programs there are many points at which adults are involved in activities which result in learning, the major portion of the activity content—the curriculum—of evening schools is usually organized in courses which are "offered." If teachers are in prospect, the courses are publicized. Those in which enough people register materialize and the remainder do not become a part of the program.

Of the 100 schools studied in this section, 26 indicated that a total of 74 new courses had been added after the seasonal publicity was prepared. No school added more than 9. Twenty-six schools also added 1 or more extra sections of courses which enrolled more than enough for 1 group. Because of lack of enrollment, or occasionally lack of a teacher, 42 schools dropped a total of 154 courses publicized—from 1 to 30 each.

The following tabulation of subjects and sections is a count of groups operating during the fall, winter, or spring terms of 1948–49. Because of the variety of course titles used, considerable grouping has been done, often at the loss of interesting and more descriptive captions. Classification was determined by inspection of the course title, area in which it was included, and description whenever available. Whenever possible, a course was

grouped with a specific phase of a subject rather than with the more general title. An attempt was made to classify together all courses bearing the same title, whether of short or long duration, credit-bearing or not.

Subject offerings of 100 public evening schools, 1948-49[1]

Subjects, by field	*Number of schools offering the subject*	*Total number of sections operating*
Business Education		**948**
Typewriting	94	259
Shorthand	77	235
Bookkeeping	60	90
Salesmanship	25	65
Machine calculation and office machines	21	54
Business English	26	43
Office practice, civil service preparation	27	35
Commercial law	26	33
Accountancy and C. P. A.	15	30
Business arithmetic	18	24
General business practice	12	15
Traffic management	6	14
Banking	8	12
Advertising	10	11
Insurance	4	9
Window display	3	4
Others	..	15
Trade and Industrial Education		**839**
Electricity	35	88
Machine shop	57	87
Auto mechanics, body work, and painting	41	65
Welding, electric and gas	35	64
Carpentry and cabinetmaking	28	48
Blueprint reading	26	39
Bricklaying and masonry	7	39
Mechanical drawing	23	35
Plumbing, pipe fitting	22	35
Radio	21	35
Upholstering	21	29
Drafting	18	24
Related mathematics	12	20
Architectural drafting	10	18
Farm machinery repair	8	18
Sheet metal	13	17
Printing	11	16
Painting, paperhanging, and decorating	13	14
Refrigeration	6	13
Aeronautics, aviation	8	10
Ground school	5	9
Landscape gardening	8	8
Forge and foundry work	3	8
Plastering	6	7

Diesel	5	6
Labor-management relations	5	6
Airplane mechanics and instrument repair	4	6
Machine tools	3	6
Meat cutting	5	5
Metallurgy	4	5
Engines, fuels and combustion	3	4
Television	3	3
Air-conditioning	3	3
Motion-picture projection	3	3
Barbering	3	3
Others	..	43
Arts and Crafts		**691**
Woodworking, woodshop	68	130
Ceramics and clay modeling	39	106
Photography	42	57
Leatherworking	26	41
Painting, all kinds	26	39
Arts and crafts	23	37
Art metal	22	32
Jewelry making	18	31
Art courses	22	30
Commercial art	11	23
Plastics	17	22
Hooked rug making	14	20
Lampshade making	6	18
China painting	7	15
Freehand drawing	8	11
Weaving	7	11
Lettering, sign painting, show card writing	9	10
Sketching	6	9
Flower arrangement	6	7
Fly tying	5	5
Etching, block printing, silk screen	4	5
Sculpture, wood carving	4	4
Needlework, beadcraft	4	4
Fine art	3	3
Stenciling	3	3
Handcraft	3	3
Others	..	11
Homemaking		**590**
Clothing, construction, sewing, dressmaking	86	279
Millinery	31	60
Interior decoration	28	34
Cooking, canning, and baking	19	28
Slip covers and draperies	18	27
Knitting	17	23
Foods	9	22
Textile painting	9	21
Furniture repair, construction	14	15

First aid	19	11
Design and pattern making	10	11
Home and practical nursing	10	10
Home management	6	7
Meal planning	3	7
Modeling	1	6
Home equipment	5	5
Home economics	5	5
Supper club	4	5
Household repairs	4	5
Others	..	9
English and Speech		**322**
High-school English courses	28	73
English, general and Basic	35	66
Public speaking	50	65
Creative writing	18	19
Dramatic arts, little theater	14	19
Radio broadcasting	11	18
Vocabulary building	11	13
Great books	8	12
Grammar	6	7
Literature, English and American	6	6
Journalism	6	6
Short-story writing	5	5
Great literature	4	5
Parliamentary procedure	4	4
Current literature	4	4
Others	..	2
Health, Safety, Physical Education, and Recreation		**226**
Physical training	23	57
Folk dancing	17	39
Health, personal and public	11	24
Ballroom dancing	12	21
Swimming and life saving	10	19
Driver training	10	11
Golf	7	7
Badminton	6	7
Social hygiene	3	5
Riflery	3	5
Basketball	3	4
Others	..	27
Mathematics		**195**
Algebra	36	67
Mathematics	22	41
Geometry, plane	27	38
Trigonometry	18	20
Arithmetic	11	13
Geometry, solid	9	9
Slide rule	7	7

Foreign Languages		**161**
Spanish	52	105
French	21	30
German	8	9
Italian	4	5
Russian	3	4
Others	..	8
Immigrant Education		**152**
English for foreign born	35	75
Citizenship for the foreign-born	31	39
Americanization	18	29
Naturalization	5	9
Music		**137**
Instrumental music	6	38
Chorus	18	23
Piano and organ	8	21
Orchestra	14	15
Voice	10	19
Music appreciation	13	13
Band	7	7
Music, general	5	5
Social Studies		**137**
U. S. History	28	51
Economics	11	15
Civics and current affairs	11	14
World history	7	10
Problems of Democracy	4	9
Geography	7	7
World affairs, international relations	6	6
Sociology, social problems	6	6
Modern history	5	6
History, general	5	6
Government, public administration	5	5
Others	..	2
Science		**94**
Chemistry	22	34
Physics	13	19
Biology	10	16
Geology	11	12
General science	7	8
Others	..	5
Miscellaneous		**92**
Contract bridge	13	24
Lip reading	10	11
Law for the layman	5	5
Navigation	5	5
Small boat handling	4	4

Travel club, travel films	3	3
Others	..	40
Family Life Education		84
Child development	15	24
Family life and parent education	12	23
Parent-nursery schools	4	15
Child guidance	6	13
Mothercraft, mothers' clubs	4	5
Marriage relationships	3	4
Psychology and Personal Development		70
Psychology	17	24
Personality development	10	17
Leadership training	4	13
Adolescent psychology and development	5	7
Human relations, behavior	4	5
Others	..	4
Agriculture		60
Agriculture	16	48
Gardening	5	8
Others	..	4
Elementary Education		27
Common branches	11	18
Remedial classes	3	5
Others	..	4

[1] Subjects offered by only one or two schools are classified as "others" and are listed at the end of the tabulation.

In the absence of subject enrollments the count of the sections undoubtedly reflects much more accurately the popularity of courses than a count of schools offering a subject. It can be observed that business education and trade and industrial education courses are most popular, followed by arts and crafts and homemaking. It will be noted that Federal aid in the form of Smith-Hughes and George-Barden funds provides stimulation and assistance in three of the four leading fields.

The preceding table lists 4,825 sections, which means that the typical evening school has about four dozen operating groups. This is in addition to extra-class and other activities.

The following subjects or courses are offered by only two public evening schools in this study. The number in parenthesis denotes the total number of sections offered.

Aging successfully (2)
Athletic officials' training (2)
Audio-visual education (2)
Cosmetology (2)
Custodian work (3)
Investment (2)
Latin (2)
Mental hygiene (2)
Mineralogy (2)
Motion picture making (2)

Frozen foods (2)
Gas service and installation (2)
Grade school English (3)
Hobby shop (2)
Horticulture (2)
Hospitality etiquette (2)
Income tax (3)
Industrial safety (3)
Nature study (2)
Patternmaking (3)
Penmanship (2)
Personal grooming (2)
Public relations (6)
Related chemistry (2)
Rhythm and relaxation (10)
Tennis (2)

The following subjects or courses are offered by only one public evening school in this study. Only one section was offered, except where the number in parenthesis indicates more.

Adult learning workshop
Antiques
Archery
Boilermaking (2)
Chair caning
Christian leadership
City planning
Civil engineering (2)
Cleaning and dyeing (2)
Commercial food preparation
Commercial geography
Dental assistance
Dog training
Electric well logging
Elevator construction (4)
Feeding small children
Fur repair
Gas engines
General shop (2)
Guidance
Handbags
Hebrew
How to entertain
Interviewing
Jet propulsion
Job preparation
Know your city
Leather working
Link trainer
Local history
Magic
Modeling (6)
Mining (2)
Neon signs
Norwegian
Old Testament History
Philosophy
Physiology
Polish
Portuguese
Power distribution (5)
Power machine operation (2)
Power plant operation (2)
Psychiatry
Quality control
Rabbit-raising
Railroad car repair (3)
Recreation
Roof work
Rubber manufacturing (4)
Scale model railroads
Semantics (2)
Shoe repair
Social living
Special studies for Naval Personnel
State history
Stationary engineering
Steam-electric engineering
Table service
Time and motion study
Toy repair
Volley ball (2)
Watch repair (3)
Weight lifting
Workers' education (2)
Youth leadership

Extra-Class and Other Activities

In addition to class-size groups, organized approaches to adult education may attempt to serve the student on an individual basis; or they may involve larger numbers than traditional classes; or they may include school-sponsored student activities.

They discover the secret of quality pictures

Individual instruction

Educational opportunities of an individual nature may be provided in a number of ways—through supervised correspondence study; directed individual reading; directed individual visiting and observation; tutoring services; consultation services to special classes of individuals, such as club and community leaders; and various adult guidance services, such as testing and counseling. No systematic study of these was made except that schools were asked whether or not they used any type of supervised correspondence study plan. Sixteen schools claim to have such plans. Seven of these have total enrollments of 1,000 or more, 5 are in the intermediate group, and 4 enroll under 400. Of the 29 schools offering a high-school diploma, 9 claim to have a supervised correspondence plan.

Large-group activities

Forty-nine evening schools reported department-wide, all-school, or other large-group educational activities. Fifty schools claimed nothing of this character, and no information was obtained from one. Twenty schools reported forums; 20, motion-picture showings; 14, assemblies; 13, lectures; and 12, concerts and other musical programs. Other educational activities

include graduation exercises, plays and dramatic activities, exhibits, discussion groups, clinics, open house, conducted tours, civic programs, and the use of the public-address system on special occasions. Special events in three classes in one small school are open to the public. Two schools sponsor clubs for adults. Most forums deal with public affairs, although several are focused on family life and parent education or other areas. Illustrative of some of the large-group activities are the following:

The evening program at Amherst Central High School, Snyder, N. Y., in connection with the High-School Parent-Teacher Association, held a film forum dealing with "The Feeling of Rejection." This was a prelude to a series of seven Thursday evening meetings, each dealing with one of the following topics:

Helping Children Adjust to Their New School Life
Problems of Junior High School Adjustment
Understanding the Tenth-Grade Social Hygiene Problem
Emotional Needs of the Adolescent
Social Hygiene—An Elementary Course for Parents
Helping Teen-Agers Interpret Their Boy-Girl Relationships
Toward a Richer Family Life with Teen-Agers

This series was in addition to six 10-week courses, each treating one of the above topics for those having a more intensive interest.

The Pre-School Clubs at Ferndale, Mich., assisted the evening school with four Monday lectures in February, each held at a different school. Topics were:

Enjoying Our Children
Problem Children or Problem Adults
Building Good Family Relations
Character Begins at Home

The PTA in the same community joined with the school on six Tuesdays with a Serving-a-Meal program in one school and gave away prepared food as door prizes.

The Belmont Adult Education Center in Los Angeles and the Felipe De Neve Branch Library cooperatively presented weekly Musical Masterpieces. The same school presented 12 illustrated lectures on California—Its History, Peoples, Customs, and Natural Features.

The East New York Youth and Adult Center operated Thursday evening film forums under the general caption "Understanding Our Problems." Registration fee for this series of 6 was $1.

What Solution for Palestine?
How Can America Solve Its Housing Problem?
What Is the Negro Problem?
How Can We Combat Juvenile Delinquency?
How Can Modern Medicine Help the Layman?
Can the United Nations Keep the Peace?

Student activities

A great many benefits in secondary and higher education come from the extra-class activities in which students usually provide a major part of the leadership. In this study, 68 evening schools claimed to sponsor nothing of this nature and information was lacking from three. Most of the remaining 29 with such activities were larger schools.

Sixteen schools reported all-school, departmental, or class socials; 6, student councils; 6, newspapers; 5, dances; 5, field trips; and 3, athletic events. Socials mentioned include parties, bridge tournaments, talent and fashion shows, and class activities. Two of the field trips are annual pilgrimages to Washington, D.C. At least two schools close with a banquet and two more end the year with a festival and exhibit. The Adult School at Medina, N. Y., devotes the last session to a mass assembly at which the work of the different classes is exhibited. This includes movies, exhibits, music, and a luncheon at the end of the evening.

Why other activities are few

Several reasons account for the dearth of other activities in evening schools. Some are inherent in the nature of evening schools and others stem from the characteristics of those enrolled.

Of 38 evening-school administrators who devote full or nearly full time to their assignments, 68 percent reported either large-group or related student activities. Obviously the part-time administration of evening schools is a serious handicap to the development of such activities. Short sessions, short terms, the fact that in many schools all classes do not meet on the same evenings, and the oft-met feeling that the evening school occupies borrowed quarters and borrowed equipment also militate against extensive activities which deviate from the conventional.

A number of evening-school heads reported that the attitudes of those enrolled prevent extensive development of all-school and related activities. Adult students, free from compulsory attendance regulations, usually have definitely felt needs which induce them to attend evening school. In many cases, especially in the vocational fields, these needs are best met by specific instruction. The foreign-born want to prepare for the naturalization examination. Veterans and others completing their elementary or high-school education know that their progress toward the desired goal comes from success in certain courses. Forums, lectures, assemblies, or social activities which consume time and delay the attainment of their objectives are likely to be looked upon with disfavor and at times with positive resentment. Consequently, nonclass activity often does not have the appeal that it may have to younger people who may, at times, be interested in escaping from classwork or study.

In addition, most evening students are employed full time. Fatigue itself

Self-expression through millinery

limits indulgence in extra activity. In many cases individual attendance is likely to be much more irregular. Many students are married and have family responsibilities. For most students the evening-school years are the busiest years of life; they are the years of establishing homes, economic position, and place in the community. Interest in learning often is high, but, as volunteers using their own time, students need to see the relationship between an activity and a desired objective.

That a number of evening schools do sponsor school-wide or community-wide activities opens the question of whether or not more schools ought to have them. Certainly there is little sound reason for an evening school to ape the pattern of educational and student activities of the high school or college. Indeed an evening-school administrator is likely to find considerable discouragement if he should attempt to import many of the traditional high-school and college activities. Even if enthusiastic salesmanship should create initial interest, it is doubtful that many mature people would continue their interest very long.

Undoubtedly, though, a great deal more worth-while out-of-class activity could be developed in many evening schools which now have little or nothing. One criticism of evening schools has been that they often permit intense specialization for individual betterment at the neglect of a well-rounded education. The alien is too interested in narrow citizenship instruction and usually drops out after naturalization. The vocational student often finds it easy to concentrate his attention on the skills of the trade and to ignore the broader scope of general education. In addition to helping its members bore deeply, the evening school should hold prominently the aim of helping

all who enroll develop broader cultural and civic interests and sympathies. This responsibility, of course, does not end with those enrolled—it extends to all in the community.

The social values of evening school have long been recognized. Dominant reasons of a few and contributing reasons of many for attending evening school are the human associations, the companionship, the excitement that comes when different minds and personalities interact. This motivation, plus the inherent responsibility of public schools for developing a broadly educated citizenry, can well be the basis for growing a comprehensive program outside and beyond the classroom. Forums, lectures, assemblies, student associations, exhibits, and a host of similar activities are of value chiefly as means of broadening the sympathies and understanding beyond the special fields for which evening schools have long been noted. While no objective broad-scope trend studies are available, observation leads to the conclusion that evening schools are developing more activities of this nature. A great deal more remains to be done.

Types of Credit Offered

Probably because a high-school diploma is usually required in finding and advancing in a job, evening schools give considerable emphasis to high-school subjects. More than one-fourth of the 100 schools claim to offer opportunity to earn a high-school diploma through regular classes, by some accelerated plan, or in other ways. Fifty-six evening schools provide for the earning of high-school credit. Where diplomas are not given, this credit can usually be transferred to day high schools in the city and applied toward a regular diploma.

In contrast, as can be seen in the following table, only 11 evening schools provide opportunity to acquire an elementary-school diploma. People with less than a common-school education, of course, may enter many of the courses offered. However, in light of the 8,197,000 people age 14 and above

Number of evening schools giving specified types of credit and diplomas, by size of school

Enrollment of school	Number of schools giving				
	Elementary diploma	High-school credit	High-school diploma	College credit	Junior college diploma
1	2	3	4	5	6
Total	11	56	29	13	3
1,000 and up	7	29	19	8	2
400–999	3	20	7	5	1
Under 400	1	7	3		

who were estimated by the Bureau of the Census in 1947 as having no more than a fourth-grade eduction, one may wonder whether a sufficient number of evening schools are providing elementary-education opportunities.

Several of the 13 schools offering college credit in the evening are associated with day junior colleges so that credit can be readily transferred. Three institutions, however, provide for earning the full junior-college certificate through the evening school. This study attempted to exclude university extension classes publicized by the local evening school. The 13 schools reported above as giving college credit do so as a part of the educational program of the local board of education.

A fourth type of diploma may be awarded, although usually the recognition given is largely local. The Austin, Tex., Public Evening School offers an evening-school diploma upon satisfactory completion of 21 evening courses totaling 630 clock-hours of instruction, with an attendance of 90 percent or better per course.

Homework

The practice of assigning homework was not systematically studied, but the general feeling among evening-school people is that less is assigned, expected, and done than is true of regular day school. This generalization applies with less force to credit courses, accelerated courses, supervised correspondence study, and other organizational arrangements whereby progress toward credit is entirely up to the individual. It is commonly felt that adults have less time for home study than children and youth. The motivation, maturity, and added life experience of the adult may permit him to get more out of class activities than do school-age people.

Libraries

School libraries are open during evening hours in only 27 of 96 schools on which information is available. Of 29 evening schools which offer high-school diplomas, only 15 have libraries open at night. Such a situation may raise some question about the quality of education obtained under circumstances in which the library can play no significant role. In large schools, 15 have libraries open as compared with 30 that do not; in medium-sized schools 8 are open and 27 closed; in small schools 4 are open and 22 closed. In Medina, N. Y., the combined community-school library, housed as an integral part of the school building, is open on evening-school nights as well as on certain other nights of the week.

III. Schedule

THE SCHEDULE on which a school operates is always very significant. This is especially true in adult education, because the participants usually attend only during the hours they are free from work or home responsibilities. While the evening hours generally are freer than most others, increasingly adult-education programs are providing opportunities at other times of the day. This study revealed that in some cases a significant proportion of the classes and other activities under the supervision of the evening-school head are held in the morning or afternoon. Often accompanying evidence showed that the community maintains other daytime adult activities which are not an itegral part of the responsibility of the evening-school principal. In this study an attempt was made to exclude activities supervised by directors of adult education, of family life education, of vocational education, of veteran education, of adult education, and similar staff members unless the activities were adminstratively a part of the evening-school structure being studied.

Length of the Evening-School Week

Because personal schedules of many people preclude attendance on certain nights, a school open several evenings a week with different activities scheduled on different nights is offering educational opportunities to more people than a school open only one or two evenings. Most large evening schools are open four or five nights a week, while the majority of smaller evening schools are open only one or two nights. Evidence to determine whether a long school week is the result or the cause of a large enrollment was not obtained, but certainly in most buildings the available space is considerably greater than the adult enrollment requires. There is, however, a sizable positive relationship between size of enrollment and number of nights evening schools are open as can be seen in the following tabulation:

Number of nights per week evening schools are open

Enrollment of school	Number of nights open				
	1	2	3	4	5
1	2	3	4	5	6
1,000 or more	—	2	2	16	18
400 to 999	1	12	8	10	5
Fewer than 400	7	9	4	4	2

A tabulation of nights open against size of city shows a distinct but less close relationship. One evening school in a city of 100,000 or more was

open only once a week. The three schools in communities under 2,500 were open only once or twice a week.

Frequency With Which Classes Meet

Probably the willingness of adults to meet, rather than an optimum learning schedule, determines the frequency with which classes meet. Evening-school principals, it seems, are always experimenting with different frequencies and different meeting nights in an attempt to obtain maximum enrollment and highest percentage of attendance possible. No broadly based trend data are available, but general observation leads to the conclusion that evening classes meet fewer times per week than they did some years ago. At least several schools under the writers' observation have shifted from three to two meetings per week in the last decade. Evening-school principals are finding that many adults will participate in an activity once or twice weekly, but not more often.

Schools reporting classes which meet specified times per week

Enrollment of school	Meetings per week				
	1	2	3	4	5
1	2	3	4	5	6
Total	74	72	19	9	4
1,000 or more	31	35	5	5	2
400–999	24	26	8	3	2
Fewer than 400	19	11	6	1	—

Of 29 schools offering a high-school diploma, 19 reported classes meeting once weekly; 27, twice weekly; 6, three times; 6, four times; and 3, five times weekly.

Length of Periods[1]

Two-hour classes are by far the most popular in evening schools of all sizes, with the 1-hour and 3-hour next in order. as is shown by the following tabulation:

Length of periods in minutes	*Number of schools reporting this as usual length*	*Number of schools reporting this length as occasionally used*
60	16	24
90	3	14
120	61	18

[1] *Period* as used here is that portion of time set aside for any designated evening school activity.

150	3	14
180	8	29
240	–	6
Other	8	6
No information	1	1

Sixty-five schools reported using more than one length of period. Other lengths of periods not shown above were 40, 50, 55, 75, 80, 100, 110, 135, 160, and 210 minutes. No inquiry was made about practice with regard to intermissions. Even though net length of periods was asked, very likely many of the periods of 2 hours or longer include intermissions. As might be expected, larger schools show more variation in period length than smaller schools.

Number and Length of Terms

One major characteristic of evening schools is the great variation among communities with regard to the number and length of terms, the starting and closing dates, and other schedule features. Aside from the requirements of certain State and regional accrediting agencies to which some evening schools elect to conform, relatively few restrictive influences exist to maintain rigid patterns. Consequently, considerable freedom exists in most communities to grow the evening-school pattern to fit the needs, interests, and desires of the consumers. This freedom, of course, along with freedom in a number of other respects, is essential to the optimum development of evening schools.

Evidence is plentiful that this freedom is being used in many places, although day-school tradition seems to have considerable influence in others. Among the 100 studied, the typical evening school has 2 terms, each 9 to 12 weeks in length. The variety of practice by schools of different sizes can be seen in the following tables:

Number of regular and summer terms per year reported by 100 evening schools of different sizes[1]

Enrollment of school	Number of terms				
	1	2	3	4	Summer terms
1	2	3	4	5	6
Total	10	72	16	1	17
1,000 or more	1	28	9	—	12
400 to 999	4	25	6	1	4
Fewer than 400	5	19	1	—	1

[1] No information was available on one small school.

Length of regular term reported by 100 evening schools

Enrollment of school	Length of terms in weeks					
	5–8	9–12	13–16	17–20	other	No information
1	2	3	4	5	6	7
Total	4	54	10	26	4	2
1,000 or more		18	5	14	1	
400 to 999	1	22	4	5	3	1
Fewer than 400	3	14	1	7		1

Among the 10 evening schools having a single term are several which operate only in the spring or, occasionally, only in the fall. Included, too, are 3 schools which operate throughout all or a major portion of the year without significant reorganization of offerings. Thus one school claims to operate for 52 weeks per year and another runs 25 weeks. In New York City, evening elementary schools are open 3 nights per week for 100 nights.

Among the two-term programs, fall terms shorter than a normal semester usually start in September or early October and end before Christmas, although a few are started so late that 2 to 5 weeks remain after January 1. Fall terms of 17 weeks or longer almost invariably carry over the holidays with the start of the second term coinciding with the opening of the second semester in the day schools, although it is sometimes a week later.

All schools organized on a three-term basis, summer-term excepted, reported a term length of 12 weeks or shorter. Usually one term is completed before the Christmas holidays and two in the first half of the following year, although occasionally a second term is started in December. Albuquerque, N. Mex., reported four 6-week terms.

An occasional school does not operate between Thanksgiving and New Year's Day. Common experience shows that the Thanksgiving, Christmas, and Easter seasons usually have a marked effect on attendance. Obviously a number of communities close their evening schools in time to avoid the rather widely felt spring slump in attendance that comes in many areas when the weather opens up for more extensive outdoor activities. Several schools permit individual classes to continue beyond the regular term if enough interest is shown.

Not all evening schools keep their terms of equal length; sometimes they cut the length to fit between-holiday seasons, or set the length to fit other conditions. Greenwich, Conn., for instance, has two 10-week terms which are sometimes followed by a 5-week term. Another school has three terms of 11, 7, and 7 weeks, respectively.

A few schools operate two or even three concurrent terms of different length. For example, a certain set of courses may run 6 weeks and another

9 weeks. Credit courses frequently are set up with longer terms than no-credit activities. At least 17 of the 100 schools operate one or more courses on an irregular-term schedule.

Publicity materials from a number of schools announce that any course of any length can be started at any time provided a group of specified size is ready and a suitable instructor can be found. Programs and annual reports show that in some cases a very significant proportion of the courses are set up on irregular schedules. For example, in Montgomery County, Md., any course can start at any time, anywhere in the county, provided it can finish before the fiscal year is up. Usually at each center several courses start in the same week, but there is no attempt to keep all centers geared to the same opening and closing dates. Sometimes a majority of the courses are started at irregular times.

This practice of maximum flexibility is commendable in that it permits the evening school to serve community needs better. The content of some courses can be very short and of others longer. Likewise, all groups are not ready to start at the same time. Admittedly this practice of adjusting the starting time, term length, hours, and other schedule elements to fit the needs of students rather than the convenience of the school increases the amount of administrative work.

In a number of instances the division between terms is not sharp. New courses are often started at the opening of the second and third terms, but in many schools a number of courses operate throughout the year and the beginning of a term provides a special opportunity for new registrants to enter. Many of these same schools, however, permit and even encourage enrollment in most courses at any time.

Schools granting a high-school diploma usually have a school year of 34 weeks or longer, although a few drop as low as 18 and 20 weeks. In this sample, high-school credit is given only by schools operating 18 or more weeks per year. With one exception, all schools giving elementary school diplomas have school years of at least 34 weeks.

Seventeen evening schools reported summer terms. Twelve of these terms were in schools reporting an enrollment of 1,000 or more. All summer terms were 5 to 8 weeks long, except 5 which were between 9 to 12 weeks. All available enrollment reports of summer terms show a significantly smaller number registered for this term than for regular terms.

IV. The Administrative and Instructional Staffs

THE STAFF make the school. A generation ago, Cubberley emphasized the importance of the principal. Evening school principals claim emphatically that teachers are most important. At any rate, no school can be better than its personnel.

The evening school staff has a relationship to other parts of the public school. In fact, the location of an evening school in a school system reveals much about the concept of adult education held in a community. A recent study of 1,598 school systems replying to an inquiry to all cities of 2,500 population or above showed that 44 percent had departments of adult education.[8] Seventy-six percent of these were expanding, and only 5 percent were being curtailed. Data from the survey mentioned on page 1 showed that cities with evening schools very often have a number of other types of adult education also. Apparently in a great many cities the evening schools are a part of a larger organizational unit concerned with all or most of the fields encompassed by adult education.

In the present study, 74 of the 98 cities represented have directors of adult education or other persons whose responsibility includes one or more evening schools *plus* other adult education activities. Of these, 45 directors devote full or more than half time to adult education. The remaining directors give half time or less to this field. Half of the directors of adult education, whether full-time or part-time, do not serve as immediate heads of the evening schools, but delegate that responsibility to others. Most of the directors serving also as evening school principals head schools of medium size.

The Administrative Head

Status

Because there is often less uniformity in the organizational patterns of adult education than in those of other educational levels, in a few cases there was some difficulty in identifying the head of the evening school. In Montgomery County, Md., for example, none of the 24 centers, whether they have one or a dozen courses, has a local principal assigned, although if the activities are in a school building, the day principal usually assists with publicity, assignment of space, and general oversight. However, the county director was counted as principal, because he has charge of most administrative and supervisory phases of the program. Likewise most of the centers in Polk County, Fla., have a person in immediate charge, although

[8] Trends in City School Organization. Research Bulletin of the National Education Association. February 1949.

many administrative matters center in the office of the county supervisor of veteran and adult education. Similar situations were sometimes found in cities where one school has a number of annexes.

Administrative heads of evening schools go by a variety of titles, although *principal* is the most common. In nine small communities the superintendent or assistant superintendent is in immediate charge of the evening school without other administrative assistance.

Titles held by administrative heads of 100 evening schools

Title	Number of schools reporting	Title	Number of schools reporting
Principal	35	Supervisor of evening school	4
Director of adult education	29	Administrative principal	1
Director of evening school, night school, etc.	11	Administrator	1
Superintendent of schools, assistant superintendents	9	Assistant principal	1
Director of vocational education	4	Supervisor of veteran and adult education	1
Director of vocational and adult education	3	Teacher-in-charge	1

Among the 100 evening-school heads are 15 assigned full time to their evening-school responsibilities. Another 23 are full-time directors of adult education who undoubtedly spend most of their time on the evening school as the biggest element in their programs. Nearly two-fifths of the schools in this study, then, are headed by people who give full or nearly full time to their evening-school work. As might be expected, full-time evening-school heads are found most often among the larger programs. Twenty-three out of 38 schools enrolling 1,000 or more have full-time principals, while only 4 out of 26 enrolling 400 or fewer have full-time direction.

Daytime occupations of evening-school heads

The remaining school heads are part-time adult educators who spend half time or more at the following work: High-school teacher, 16; assistant high-school principal, 7; high-school or vocational-school principal, 6; director of industrial education, 4; elementary principal, 2; high-school department head, 2; junior high school teacher, 2; junior college teacher, 2; supervisor or director of vocational education, 2; and assistant junior college dean, coordinator of business education, coordinator of social studies, 1 each. The daytime occupations of 6 are unknown, and 1 is an insurance agent. Nine are the superintendents previously mentioned.

Responsibilities outside of evening-school hours

Evening-school principals are often more than evening-school principals. In this study an attempt was made to differentiate between the work an individual does as evening-school principal and other work to which he might

be assigned. A number of principals carried full day loads in addition to their evening assignment.

As with most administrative positions, the duties of principal carry obligations which often cannot be discharged during evening hours. Some assignments take this into consideration and relieve the principal of a portion of the normal day load, especially if he receives only a normal salary. In other cases, the principal must find the time for the extra work as best he can.

Half the 100 principals reported no responsibility for activities outside of evening hours. Thirty-one, however, reported responsibility for scheduled activities starting before 6:30 p.m. Most of these are morning, afternoon and late afternoon classes, although in two or three instances evening schedules start at 6 or 6:15. Principals devoting full time to their task may find no particular difficulty in such an arrangement, but in a few cases the evening-school headship carries daytime adult education responsibilities even though the incumbent is fully scheduled as day teacher or principal. Obviously one on full day assignment can give very little personal supervisory attention to other morning or afternoon activities. Daytime responsibilities are much more commonly assigned to evening-school principals in the larger schools.

Other activities operating at fixed times and coming under the supervision of evening-school principals are afternoon youth activities, a cooks' and bakers' school, forums and lectures, mothers' club, PTA forum, rehabilitation work, Saturday field work, and a seamans' school.

Nonscheduled activities include preparation of the annual report, arranging exhibits, counseling applicants for citizenship, curriculum development, serving as executive-secretary of an adult education council, caring for requests for public use of the building, publicity, records, and vocational contacts.

The Administrative Staff

Professional Staff

Aside from teachers and clerical help, what assistance does the evening-school principal have? The following table shows the picture in 38 large schools. The typical principal in an evening school enrolling more than 1,000 is likely to have two or three professional assistants. In 7 of 38 schools of this size, however, no help of this kind is available. Nine schools reported extra professional help, such as advisers, counselors, and other guidance specialists at registration time or at other times when needed. Day-school specialists are called upon occasionally when needed.

In schools enrolling 400–999, 2 schools reported 2 assistants each; 10 reported registrars; 1 reported 11, and another 2, department heads; 3

Selected data on the organization of 38 evening schools having current enrollments of 1,000 or over

Administrative staff	Total enrollment	Hours of clerical assistance per week	Number of teachers	Number of nights per week school is open
1	2	3	4	5
Full-time assistant principal with 2 assistants, 7 coordinators	5,975	100	148	4
Full-time principal, 2 assistants, 5 registrars, 1 adviser, 1 guidance specialist, 2 librarians	5,588	97	190	5
Part-time director, 1 assistant, 2 registrars, 1 department head	5,000	100	70	3
Full-time principal, 1 adviser, 1 department head	3,896	96	75	5
Full-time principal, 1 supervisor	3,789	156	55	5
Full-time director, 2 supervisors	3,743	112	68	5
Part-time principal, 1 department head	3,300	12	40	5
Full-time principal, 1 registrar, 1 guidance specialist	3,258	80	65	5
	3,220	15	55	4
Full-time principal, 1 assistant, 1 adviser, 7 department heads	3,187	100	109	5
Full-time director, 1 assistant	3,153	20	52	4
Full-time director	3,000	20	—	2
Full-time principal, 1 assistant, 3 registrars	2,355	40	65	4
Full-time director, 1 registrar, 4 supervisors	2,115	40	56	4
Full-time director, 1 assistant, 1 registrar	2,000	35	48	5
Part-time director, 1 registrar, 1 adviser, 1 guidance specialist, 3 department heads	1,987	88	40	4
Part-time director, full-time principal	1,977	60	85	5
Part-time principal, 2 part-time assistants, 1 department head, 4 coordinators	1,957	30	72	5
Full-time principal, 2 assistants, 1 registrar	1,842	40	62	3
Part-time principal	1,800	18	43	4
Full-time principal	1,694	41	55	4
Full-time principal, 1 guidance specialist	1,587	80	46	5
Part-time principal, 2 assistants	1,571	24	57	4
Part-time principal, part-time guidance specialist	1,474	85	46	4
Part-time principal, 2 assistants, 1 guidance specialist	1,455	30	80	2
Full-time principal, 1 registrar	1,400	80	26	5
Part-time director, 2 coordinators	1,386	8	44	5
Part-time director	1,257	6	44	5
Full-time principal, 2 assistants	1,244	30	43	4
Full-time director, 1 registrar, 1 department head	1,233	83	64	5
Full-time director, 1 assistant, 1 department head	1,206	50	46	5
Full-time director, 1 assistant	1,200	20	34	4
Part-time principal	1,135	20	36	4
Full-time director, 1 coordinator	1,079	60	50	5
Part-time principal, guidance specialist	1,050	20	48	4
Part-time principal	1,035	20	33	4
Part-time director	1,016	8	40	5
Part-time principal, 1 assistant	1,000	10	44	4

Guidance services are increasingly becoming an integral part of evening school programs.

schools reported a total of 6 other assistants; and another had 4 naturalization aides.

In schools enrolling fewer than 400 only 2 schools reported 2 administrative assistants and each of 7 others only 1.

The typical school in the entire sample has 1.5 assistants in addition to the principal. Large schools have 2.5; medium-sized schools, 1.2; and schools enrolling fewer than 400, only 0.4 per school. Among the 100 evening schools, administrative assistants and registrars are most commonly found. Each of 21 schools reported having these officials. Schools with guidance specialists and department heads each number 12. Seven schools have advisers, 5 have coordinators, and 9 schools have other types of professional assistance.

Non-professional office help

Whether the evening-school principal is a professional worker or a glorified clerk depends in part on the amount and quality of clerical help available. State and local regulations differ in amount of detailed records required, but there is a minimum amount of routine paper work, answering the telephone, and attending to callers which has to be done in any school. Sometimes this amount is not small. Often, especially in the larger cities, purchasing and payroll work and occasionally, permanent records are han-

dled in the central business office, but the details of registration, attendance, and work records can hardly be eliminated from the evening-school office.

The only inquiry in this study about clerical assistance asked the amount available. In the absence of widely accepted norms, the number of hours of clerical help was related to the number of teachers and to the enrollment for 93 schools on which data were available. The typical school has 2.3 hours of clerical help per week per 100 students enrolled, and for every teacher there are about 45 minutes of such help available each week. Practice varies widely as shown below.

Size of school	Number of periods	Hours of clerical help per 100 students enrolled	Hours of clerical help per teacher
1	2	3	4
1,000 or more	37	2.3	.86
400–999	32	2.8	.58
Fewer than 400	24	2.0	.32

Principals of 12 schools, chiefly smaller ones, claimed to have no clerical help whatever; 4 explained that they have access to general office help in the daytime. In the small and medium schools, 5 hours of clerical help weekly per teacher is maximum, while the range in large schools is from 0.1 to 3.1 hours per instructor. The amount of clerical help per week per 100 enrolled in small and medium schools range from 0 to 17 hours. In large schools the range is 0.4 to 6.7 hours per 100 students.

Teachers

Sources of teacher supply

This study did not attempt a systematic and exhaustive investigation of the various sources from which evening-school teachers are obtained, but merely asked principals to indicate the number of teachers who are day-school teachers and the number who are not.

Slightly more than half—51.2 percent—of the 3,481 teachers in 97 schools reporting this item are day-school teachers. Significant differences appear by size of school. Among the larger schools, 47.3 percent of the teachers are day teachers; among middle-sized schools the percent is 57; and in small schools it is 62.5 percent. The roster of teachers in small schools is more likely to include all or nearly all day-school teachers than is that in the larger schools.

Several factors may account for small schools having proportionately more day-school teachers. Larger schools are more likely to have full-time principals who have sufficient time to locate teachers. Likewise, they can more easily acquaint themselves with certification regulations and procedures for getting good people certified. Part-time principals in their limited time

are more apt to turn to those already certified—the reservoir in the day school. A comparison of the professional and nonprofessional teacher ratio was made between 30 schools having full-time principals and 30 schools of comparable size having only part-time principals. Only 12 of the part-time principals have a majority of their teachers from the outside compared with 17 of the full-time principals.

Nothing said here is meant to imply that teachers from outside the teaching profession are more desirable than professionally trained and certified teachers. Within their fields of preparation, professional teachers are very often to be desired. However, principals who are free to look outside the regular day-school teaching staff for evening teachers are able to tap a broader source. A more extended program can be offered. Many subjects and activities desired by adults require teachers with preparation not often found in day schools. Teachers pulled in for part-time teaching from many skilled trades, crafts, professions, and other occupations and avocations can have a freshness of practical contact with the field that full-time teachers find difficult to acquire or maintain. Any evening school offering a broader specialized program than the subjects found in the local elementary and high schools is almost forced to go beyond the professional-teacher group for leadership.

Obtaining and holding teachers

One major problem of evening-school principals is that of obtaining and holding teachers. Of 91 who replied to the question, "What are your chief problems concerning teachers?" 59 cited one or more problems concerned with obtaining and holding capable, well-qualified teachers. Of the remaining 32, 10 stated they had no problems, a few going so far as to say that the supply is adequate.

Eighteen of the 59 schools reporting difficulty in getting teachers said that salaries are inadequate to attract competent teachers. One middle-sized school with salaries ranging from $4 to $15 per hour wrote in this connection, "We build our school around specialists in their various fields and will not offer a course without a well-qualified teacher. Our chief problem is to secure these specialists at the rate we can pay." Other school heads who broke down the problem of finding teachers beyond that of "obtaining competent and well-qualified persons," most frequently made such statements as the following:

> Finding teachers for specialized courses, such as in vocational and technical fields, or for other fields in which adults are interested.
>
> Finding persons skilled in the trades, in commerce, or in some special field who also have the ability to teach. Many good tradesmen are unable to impart information to others.
>
> Finding teachers with the personality traits necessary to hold the interest of adult learners.

Interesting daytime teachers to teach in evening school.

Finding capable teachers who do not teach in day school.

Only three schools, those in Chicago, Newton, and San Diego, mentioned difficulty in holding teachers, although several California cities, as well as one in Arizona and one in Ohio, mentioned the certification problem, especially difficulty in renewing credentials for those having emergency certificates. In the general scarcity of teachers some are employed under emergency secondary school credentials, and it is difficult either to renew these emergency certificates or to interest the teachers to take extension or summer school work in order to obtain regular credentials. San Jose reports that time involved in obtaining credentials for teachers of short-term courses, where delays are discouraging, prevents many courses from being offered.

Teacher Load

Most evening-school teaching traditionally has been a part-time task engaged in by those whose energies permitted them to assume an additional work load in exchange for a few extra dollars. It can be argued that the very best teachers are needed for the leadership of adult groups. Even so, abuses sometimes have occurred; persons have been employed as teachers because they "needed the money." From the reports of problems referred to in the previous section, it is encouraging to note that there is an evident trend away from this type of employment. School heads are definitely interested in employing only capable and well-qualified persons. In only two instances did a school head indicate that teachers are more interested in the pay than in doing a competent job.

Evening-school teaching is still an additional rather than a full-time job, as will be seen from the answers to the two following questions which were asked concerning teacher load:

Normally how many hours does an evening-school teacher teach *per week?*

What is the maximum number of hours any *day-school* teacher teaches in the evening school?

Normal load.—The mean normal load of evening-school teachers in all schools reporting is 4.2 hours per week. Presumably because of the longer school week, the mean normal load of teachers in larger schools is 4.7 hours per week, as compared with 3.2 hours per week for teachers in the smaller schools.

In the typical evening school, the typical teacher teaches 4 hours per week. Teaching schedules of 6 and 2 hours a week are also very common. In only 4 schools are normal teaching loads heavier than 6 hours per week. Twelve hours per week is the highest normal load reported, although a few places reported full-time teachers who devote part-time to evening classes and the remainder to day classes for adults. This practice apparently is

growing. In schools offering a high-school diploma the mean normal teaching load is 5 hours per week and the mode is 4 hours.

Maximum evening teaching load of day-school teachers.—For many who follow other occupations in the daytime, teaching adults in the evening is a different type of activity. In a sense it may have certain recreational values. While the same may be true to an extent for professional teachers, for many, evening-school teaching is closely allied to their daytime work and usually has less recreational value. While all schools in the sample employed day teachers for evening work, school boards sometimes hesitate either to ask or to permit day teachers to do much teaching in the evening on the assumption that their day assignments are ample to consume their energies. While this study makes no comparison between the evening loads of day teachers and those who follow other daytime occupations, the maximum evening loads of day teachers is of importance.

A plurality of schools reported a maximum evening load for daytime teachers of 6 hours per week. Nearly as many reported a 4-hour maximum. Nearly one-fourth, however, reported a maximum of 7 to 14 hours weekly. In most cases, examination of schedules revealed that these higher maximums apply to only one or two teachers. The mean for the total group is 5.8 hours. Again, possibly because of the longer school week, teachers in the large schools have a mean maximum of 6.8 hours compared with 4.2 hours in small schools. The mean maximum teaching load in schools offering a high-school diploma is 7.3 hours per week.

Rate of Pay

For the group of evening schools included in this study, the hourly rate of pay which teachers receive varies little according to size of the city. Seventy-six schools which reported flat rates of pay for their teachers were grouped according to population of the city in which they are located. As will be seen from the following table, variations are much greater within a group of cities of one population size than they are among groups.

Hourly rate of pay (flat rate) of teachers as represented by 76 schools classified by size of city[1]

Rate	Schools in cities of population of			
	100,000 or more	30,000–99,999	10,000–29,999	2,500–2,999
1	2	3	4	5
High	$5.00	$4.00	$4.16	$5.00
Median	3.30	2.65	3.00	3.00
Low	1.93	2.25	2.00	2.00

[1] This rate is based only on the first 2 hours of instruction. Six schools reported a reduced rate of pay after 2 hours of teaching in any one evening, or 10 hours for the week.

The median of $3.30 for 17 schools in cities of more than 100,000 population may be compared with a median of $2.75 for 27 cities in this population group as of January 1948, reported in an unpublished study by Thomas A. Van Sant, Director of Adult Education, Baltimore Public Schools. This latter study found also two high modal points—one at $2.50 and the other at $3. In the present study, comparable high modal points for this group of cities are $2.75 and $3.50.

In cities of all groups a low of approximately $2 and a high of from $4 to $5 for regular teachers are reported. Three schools report higher salaries for special teachers and lecturers. One pays as much as $15 for some special teachers and another pays up to $25 for special lecturers. Rates ranging from $2.50 to $3.50 are those most often found in all groups of cities, 52 of the 76 reporting pay within this range.

Fourteen other evening schools included in the sample of 100 reported a sliding scale for paying teachers based on such factors as experience and training. These schools were not related to their respective population groups since there are so few of them. It is noted that most of such schools are in the large cities. The median range between low and high rate is 82.5 cents. The scale in one city increases only 25 cents and in another city slides upward $3.25.

Again, these 1949 figures are higher than those of the 1948 study by Van Sant previously mentioned. This latter study reported a median beginning rate for sliding-scale cities of $2.25 per hour; a median top rate of $2.87; and a median range of 50 cents.

Three of the schools in the smallest cities included in the present study pay their teachers no salary. In one case, evening school teaching is part of the total assignment of the daytime teacher; in another, an honorarium, which varies in amount, is given at the end of the year.

V. Supervision

Supervisory Problems in the Evening School

WHILE only the one general question was asked about problems with teachers, i.e., "What are your chief problems concerning teachers?" 38 schools listed one or more problems which related to matters other than obtaining and holding them discussed in the previous section. Twenty-three of these schools expressed concern over the orientation of new teachers and the education of those in service in methods of teaching adults. This problem applies both to those who teach in day school and to those who are not day-school teachers. The day-school teacher is apt to use methods which are not mature enough for adults; the non-day-school teacher may have had no training in teaching methods, and though he may be an expert in his field he may be unable to stimulate others to learn. Typical statements most often made by these 23 school heads follow:

> Developing in teachers the adult point of view; having them see adult education as a whole.
>
> Having them teach the things adults want to know.
>
> Developing holding power of teachers.
>
> Retraining teachers for service with adults. Some day-school teachers find it difficult to treat night-school people as adults.
>
> Getting teachers to realize that adult education is an important function of the school.
>
> Developing in teachers a realization of the need of adjusting courses to the needs of each individual—in other words, teaching people, not subject matter.
>
> Failure of teacher to keep class enthusiastic and increasing in numbers.
>
> Inability or unwillingness of specialists in business fields to profit from hints on class presentations. They seem to profit only from experience; often the class has dropped before they become aware of their ineffectiveness.

Other types of problems which were mentioned by 2 or more school heads are: Helping teachers locate instructional aids and materials for courses not usually taught in schools and colleges; getting teachers to keep class reports and do statistical reporting accurately and completely; failure of teachers to care for rooms and equipment as well as they should; getting teachers to follow up absentee students.

Four principals of schools enrolling more than 1,000 pupils reported difficulty in finding time for in-service training or for discussing problems with teachers.

Procedures Used To Orient New Teachers

Personal conferences and individual help, group meetings of various types, and the provision of handbooks or bulletins are the methods most

frequently used to orient new teachers in the 94 schools responding to the question, "What procedures are used to orient new teachers?" More than half of the 85 conferences and meetings reported are individual ones with the head of the evening school. In some instances these may involve merely the giving of routine information regarding administrative procedures; in others they may represent a series of supervisory conferences designed to be of real professional help to the teacher in lesson planning and in developing desirable teaching techniques, and at the same time give the school head an opportunity to become acquainted with the teacher's competence. Of the 25 schools reporting group meetings only 3 said that they hold meetings prior to the opening of the term or just before registration. Twenty-six of the 94 schools reported that they provide handbooks or bulletins for new teachers. Since a specific question was not asked about such materials, it is probable that this figure is too low—that some schools failed to mention them.

The percentages of schools of three sizes using these three methods of orientation are shown below:

Type of orientation procedure	Percent of schools enrolling—		
	1,000 and over	400–999	Under 400
1	2	3	4
Individual help to teacher: Conference with head of evening school; conferences and follow-ups by department heads, special supervisors or older teachers; advice or training by department heads, coordinators, supervisors (in the largest schools), and older and experienced teachers (in the medium-sized schools)	80	62	42
Group meetings: Discussions; faculty meetings; meetings prior to opening of term; informal training sessions within the school	40	23	12
Printed or mimeographed bulletins, handbooks, circulars, or instruction sheets	36	30	12

Eight schools reported teacher-training courses or institutes for new teachers. Rochester, Minn., provides a 6-hour training course for nonprofessional instructors; in Massachusetts, teacher-training courses are provided by the State Department of Education; Haverford, Pa., has a 2-day conference on Adult Education and Recreation. Class visitation by the head of the school as an orientation procedure is reported by only 5 schools; demonstration lessons by the supervisor, 1 school; and opportunity to observe classroom teaching, 1 school. School heads suggest professional reading

material in 3 of the smaller schools and supply teaching aids in 2 schools. In Dallas and Atlanta, teachers sometimes serve as substitutes before they are employed as regular evening-school teachers. Twelve of the 94 schools replying to the question of orientation, distributed 2, 5, 5, from large to small-sized schools, say they do no orientation work with teachers.

Since the question asked of school heads was only the very general one stated above, admittedly the completeness of information for any one school is open to question. It is believed, however, that certain tendencies observed here can be considered as being according to the fact, i.e., since small schools would certainly not be less likely to report their practices than would large schools, it appears that schools enrolling fewer than 400 students make much less provision for orientation of teachers than do schools enrolling more than 400. For example, of this group of small schools, 1 in 5 makes no provision for orientation; fewer than 1 in 2 gives its teachers individual help; and only 1 in 8 either has group meetings with its new teachers or provides them with written teachers' handbook type of material.

Supervisory Practices in the Improvement of Instruction

Class visitation by the director, principal, coordinators, counselors, department heads, or head teachers, followed by a conference whenever needed, is the type of supervisory practice receiving the greatest frequency of mention. Forty-five of the 93 schools for which information on supervisory practices is available indicated that this practice exists in their schools. Twenty-three other schools report the holding of individual conferences without mentioning classroom observation. Group conferences, faculty meetings, or working committees are listed as methods of supervision by less than a third of the schools.

Distribution of schools using classroom observation, conferences, and meetings for the improvement of instruction

Type of supervisory procedure used	Schools enrolling—					
	1,000 and over		400–999		Under 400	
	Number	Percent	Number	Percent	Number	Percent
1	2	3	4	5	6	7
Individual help to teacher: Classroom observation followed by conference; individual conferences	28	80	26	72	14	64
Group meetings: Departmental meetings, faculty meetings; informal teacher-training sessions within the school; teacher committees	15	43	8	22	4	18

Other types of supervisory procedures, each of which is mentioned six times or less, are: Training or extension courses made available through higher education institutions; suggestion of professional readings and provision of teaching aids; intervisitation to observe experienced teachers; demonstration teaching by supervisor. Eleven schools report that they use no supervisory procedure for improving instruction, several of them stating that it is not needed since most of the teachers are regular day-school teachers.

Several of the schools reported rather extensive programs of supervision or in-service education. Typical of these are the following:

Coordinators provide assistance to teachers. Instruction committee of teachers recommends methods of in-service teacher-training. Director of Vocational Education conducts formal and informal classes. *(Denver, Colo.—enrollment, 5,975.)*

Class visitation by director; individual conferences; teachers' meetings; short courses from college or university; bulletin; course of study planning. *(Jackson, Mich.—enrollment, 3,153.)*

Teachers are encouraged to have class select liaison students to keep teacher informed of student reactions. Each teacher is personally responsible for the success of her class. A cumulative record is kept of drop-outs in each teacher's class. Teachers recognize their responsibility and are stimulated by it. All possible help is given to make a success of every class offered. *(Rochester, Minn.—enrollment, 1,233.)*

Classroom observation followed by personal conferences. Suggestions for reading and course taking. Guidance in the use of official syllabi for planning and implementation. Intervisitation to observe experienced teachers. Demonstration lessons by the supervisor where need is indicated. Conferences to discuss methodology—general, personal, departmental. Teacher committees to evaluate and to suggest materials. *(New York City Elementary School—enrollment, 437.)*

Individual teacher's conferences to point out weaknesses; supervisor teaches class where these weaknesses are found; supervisor follows through to check improvement in teaching; supervisor does the grading with class, recommends adjustments in program planning. *(Peabody, Mass.—enrollment, 269.)*

VI. Lay Advisory Committees

SEVENTY-ONE evening schools reported one or more lay advisory committees or other similar cooperating groups in connection with the evening schools. Twenty-eight reported no advisory committee, and information was lacking from one. Insofar as this sample was representative of the total number of evening schools in the United States, it appears that advisory committees may be more commonly associated with evening schools than with public-school adult-education programs as a whole. The survey cited on page 1 revealed that 47.5 percent of all public schools reporting adult-education programs claim that they were operated with the assistance of advisory committees or councils.

Schools reporting lay advisory committees	Number of schools studied	Number with advisory committees
By type		
Evening schools which grant high-school diplomas	29	23
Evening schools which offer high-school credit without diplomas	29	18
All other evening schools	42	30
By size of enrollment		
1,000 or more	38	30
400 to 999	36	21
Fewer than 400	26	17

Lay committees may advise with regard to the whole program or only a part of it. Occasionally an over-all advisory committee was found operating

Lay advisory committees are especially useful in initiating new evening school activities

with one or more subcommittees for special fields or courses, although no general inquiry was made of the frequency of this structure.

Vocational and apprentice-training programs very frequently have advisory committees connected with them. Some, such as at Longview, Wash., sponsor classes and help a great deal with publicity and recruitment of students. Several schools reported two or more advisory committees. Thus, the Emily Griffith Opportunity School at Denver has approximately 60 groups advising on different phases of its program, but has no over-all group. These lay committees do advise regarding different phases of the program, help with publicity, advise on content, and help find teachers. Many new courses grow out of the planning of advisory committees; other groups serve a whole field or department. The Hamilton Adult Education and Training Council serves in an advisory capacity not only to the school program, but to the total developing community program as well. One school has instructors meet with the advisory committee as a method of improving instruction.

VII. Housing

THE EVENING SCHOOL, like the larger adult-education program of which it often is a part, is reaching beyond school walls. Typically, of course, most evening-school activities are still housed in school buildings—especially high-school buildings. Furniture and physical facilities of secondary school buildings are likely to be more suitable for adults than those of elementary school buildings.

Number of evening schools housed in buildings of specified types[1]

Enrollment of school	Type of building				
	High school	Junior high school	Elementary school	Separate building for adult education	Other
1	2	3	4	5	6
Total	87	16	17	6	26
1,000 or more	30	7	10	4	18
400–999	32	7	6	2	8
Fewer than 400	25	2	1	—	—

[1] Numbers in table refer to *number of schools* and not to number of buildings.

Evening school activities go on in a variety of locations including restaurants

Thirty-three schools house activities in more than one building. These may be on the same campus or scattered about the community. For example, in Denver, activities which are administratively a part of one school are held at more than 50 locations throughout the city. Hoover Evening High School, in San Diego, offers "night life that pays" in the main building and from one to five adult activities in each of six elementary schools, three junior high schools, two churches, a settlement house, a community building, a YMCA, and a playground. While some of these activities are scheduled during the day, they are all under the supervision of the evening-school principal. The Berkeley Evening School utilizes nine school buildings. At Greenwich, Conn., the high school is used, but nearly half of the evening activities are scattered among six elementary school buildings, two branch libraries, a community center, and a settlement house. The Newton, Mass., evening adult education program centers in the high and trade schools, but administratively includes activities housed in nine other buildings. Several other schools have activities in a half dozen or more buildings. Other locations mentioned include airports, cafes, clubrooms, hospitals and sanitaria, housing projects, junior college buildings, libraries, naval yards, parks, railroad shops, recreation halls, shop buildings, stores, swimming pools, trade association rooms, and several other industrial and business locations.

VIII. Finance

NO ATTEMPT was made to gather detailed information on the financing of evening schools even though such a study would be of interest to many people. Each school, however, was asked to supply information on the amount of support coming during 1947–48 from fees, local taxes, State aid, Federal aid, and other sources. Seventy-one schools returned usable data. Because this number is too low to represent the total cross section, data on eight other schools were included to give a larger total. These 79 schools provided the base for this section.

In studying the data, it became apparent that little validity could be maintained in presenting detailed analyses and comparisons. Too many variables were unspecified and uncontrolled. Some data included administrative costs and some did not; some were based on total costs, including a proportionate share of building operation and maintenance; and some covered only instructional costs. Type of program, length of term, and numerous other factors vary much more widely than is true of the same factors in elementary and secondary education. This left primarily the grosser observations to be made.

Sources of Support

Support for adult education usually comes from fees, local taxes, State aid, or Federal funds. The relative amounts of revenue from the various sources vary more widely from State to State than by size of city or school. Several States provide significant financial aid for local adult-education programs; most States do not. Among the 79 schools providing financial data 45 were located in States with State-aid programs. Thirty-four were in States with very limited or no State aid except that provided for vocational education. The pattern of support for State-aided schools is materially different from those of non-aided schools as can be seen in the table on page 46.

Among the schools under consideration those receiving little or no State aid collect more than twice as much of their income from students as do those receiving State aid. Also, local taxes in the nonaided schools have to provide nearly 80 percent more of the support. State aid covers nearly half the cost in States granting aid.

The individual State patterns in the foregoing table are based on too few schools to be highly reliable and significant. For instance, it is known that Pennsylvania pays the typical school 83 percent of the local instruc-

tional costs based on a required minimum pay rate of $2.50 per hour. However, some districts exceed this rate and all bear other expenses.

Percent of support derived from specified sources (79 selected evening schools)

Location of evening schools	Number of schools	Sources of support				
		Fees from students	Local taxes	State aid	Federal funds	Other
1	2	3	4	5	6	7
Forty-five schools in States with State aid for adult education		13.6	23.3	49.3	9.6	4.2
Thirty-four schools in States with little or no State aid for adult education		29.8	41.8	3.0	16.7	8.7
California	12	1.8	19.8	63.8	6.9	7.7
Massachusetts	3	4.9	49.0	38.6	7.5	—
Michigan	6	42.5	42.7	4.7	10.1	—
New York	13	8.4	8.4	80.4	2.8	—
Pennsylvania	7	11.4	27.2	37.8	11.9	11.7
Wisconsin	4	26.8	40.1	18.3	14.8	—

California has a liberal State-aid law based on a reimbursement of $120 per average daily attendance unit with provision for an administrative allocation for evening schools of a certain size. No more than 85 percent of the costs of the preceding year can be reimbursed, however.

Massachusetts reimburses 50 percent of the instructional and supervisory costs of adult civic education, but does not reimburse a number of other fields.

Michigan had no general State aid during the year covered. The distribution of income probably is fairly representative, although Michigan now has State aid for adult education.

New York reimburses at the rate of $2.50 per 40-minute period of approved group activity. A 2-hour continuous session can qualify for a State reimbursement of $7.50. There is no additional aid for administrative, custodial, or building overhead. The distribution of sources of income as shown for the 13 evening schools in New York probably is not far from correct for the State as a whole.

The four schools in Wisconsin probably are not representative. The Wisconsin State Board of Vocational and Adult Education is authorized to

reimburse 50 percent of the instructional and supervisory costs within certain maximum limits.

Effects of State Aid

Further analyses of the effects of State aid were made by throwing out data for all schools in cities with two or more public evening schools. This left 66 schools, each of which served an entire community. Thirty-eight of these received significant State aid and 28 were in States which provided little or no financial aid for adult education. Many uncontrolled factors undoubtedly help account for the data below, but the observations are interesting. None of the State figures should be quoted as State averages, however, as they are based on very small samples.

Percent of adult population enrolled in evening schools and average expenditure per adult enrolled and per adult living in selected communities[1]

Location of evening schools	Number of schools	Percent of adult population in selected communities enrolled in evening school	Average annual expenditure per adult enrolled	Average expenditure per adult living in selected communities
1	2	3	4	5
Thirty-eight schools in States with State aid for adult education		4.3	$20.36	$0.88
Twenty-eight schools in States with little or no State aid for adult education		2.6	14.50	.38
California	9	14.6	22.11	3.23
Massachusetts	3	3.2	14.38	.46
Michigan	4	6.9	5.63	.39
New York	9	6.8	12.97	1.30
Pennsylvania	7	1.3	12.96	.17
Wisconsin	4	9.5	4.77	.45

[1] This table gives only a rough approximation since current enrollment in 1949 was related to income for 1947-48. Columns 4 and 5 are based on the assumption that expenditures equal income. Census data for 1940 were used; adults were defined as those 18 years old or older.

The 38 schools in States which grant financial aid enroll 65 percent more of the adults in their communities than do the schools receiving no State aid. Possibly this higher percentage of enrollment is partly the result of

lower fees, although a greater development of adult-education programs and other factors undoubtedly enter the picture.

Schools receiving State aid have an income per student enrolled, and presumably a similar expenditure, significantly higher than schools not aided. Very likely not all of this can be attributed to State aid, however, as there probably is a high positive relationship with average per capita income, total wealth, and other factors.

Thirty-eight State-aided schools spend two and one-third times as much per adult in their communities as do 28 schools receiving no aid.

Illustrative schools—State-aided

ALEXANDRIA, VA. Enrollment, 446. Total income, $5,489. From fees, $1,353; local taxes, $1,416; State aid, $2,023; Federal aid, $697. Annual cost per student enrolled, $12.31.

GENEVA, N. Y. Enrollment, 1,016. Total income, $19,160. From fees, $1,325; local taxes, $6,000; State aid, $10,648; Federal aid, $1,187. Annual cost per student enrolled, $18.86.

ITHACA, N. Y. Enrollment, 695. Total income, $12,806. From fees, $783; State aid, $10,345; Federal aid, $1,678. Annual cost per student enrolled, $18.43.

NORRISTOWN, PA. Enrollment, 447. Total income, $7,874. From fees, $160; local taxes, $900; State aid, $3,034; Veterans' Administration, $3,780. Annual cost per student enrolled, $17.62.

SPOKANE, WASH. Enrollment, 1,800. Total income, $27,858. From fees, $12,185; State aid, $14,993; Federal aid, $680. Annual cost per student enrolled, $15.48.

Illustrative schools—not aided

DEARBORN, MICH. Fordson Adult Education Center. Enrollment, 1,455. Total income, $26,173. From fees, $9,503; local taxes, $14,000; Federal aid, $2,670. Annual cost per student enrolled, $17.99.

DENVER, COLO. Enrollment, 5,975. Total income, $96,360. From fees, nothing; local taxes, $80,922; State aid, $311; Federal aid, $15,057. Annual cost per student enrolled, $16.13.

RICHMOND, IND. Enrollment, 257. Total income, $5,556. From fees, $322; local taxes, $1,000; Federal aid, $232; Veterans' Administration, $4,002. Annual cost per student enrolled, $21.62.

TULSA, OKLA. Enrollment, 830. Total income, $11,450. From fees, $10,890; local taxes and State aid, nothing; Federal aid, $560. Annual cost per student enrolled, $13.80.

In a study of annual expenditures, the median was found to be $16.02 per pupil. The lowest among the schools paying their teachers was $2.81 and the highest $99.29. The lower quartile point was $10.07 and the upper quartile was $26.17.

Fourteen of 45 schools receiving State aid report no income from fees, whereas only 5 of 34 schools receiving no State aid report no income from fees. One in the latter group is the Emily Griffith Opportunity School in Denver.

Fees

In general, attendance at evening school is not expensive. Sixty-one of the 100 schools in this study charge no fee or merely a nominal one: 25 make no charge for attendance; 27 charge a registration fee of only $1 or $2; 2 of those asking registration fees of $3 and $5 return them to the student who has attended 75 percent of all classes; while another 7 have a tuition rate per course of only $1 or $2.

As was pointed out in the section on Sources of Support, State aid usually determines the relative size of the fee. Of the 61 schools charging no fee or a very small one, 48 are in States which provide State aid. A comparison of fees charged in State-aided and non-State-aided schools is given below:

Schools	No fees	Registration fees only[1]				Tuition fees per course[1]			
		$1	$1.50–$2	$3–$3.50	$4–$5.	$1–$2	$2.50–$6	$2–$10	$10–$25
1	2	3	4	5	6	7	8	9	10
State-aided	19	13	8	4	3	6	6	3	0
Not State-aided	6	3	3	2	1	0	16	2	5

[1] *Registration* as used here denotes one charge for enrollment, regardless of the number of courses taken; *tuition* is used in all instances in which the charge made is based upon the number of courses taken.

Variability of fees within a school is a characteristic common to tuition-charging evening schools. In general, a school asks only one type of fee—a registration or enrollment fee, or a tuition fee. In only 2 schools was there both a registration and a tuition charge. The variability in tuition rates may be caused by any one or more of several factors:

(1) Federally-aided vocational courses may have lower rates.

(2) In 4 of the schools offering high-school credit courses, such courses bear higher fees than they would if not taken for credit.

(3) A few so-called "special" courses are sometimes offered at rates considerably higher than the average.

(4) Americanization classes are almost always free.

(5) Materials' fees in most instances are added to the tuition rates; in some schools they are paid separately and are not shown as a tuition charge. (In the latter instance, they are not included in the charges reported in the above table.)

(6) While most charges are for a full course, regardless of the number of hours per week the class meets, in a few schools the charge is for a 1-hour course with additional costs for those courses which meet more than 1 hour.

(7) Courses meeting for less than a term usually have lower fees.

(8) Three instances were found of schools which offer reduced rates for the second or third course for which a student enrolls.

As an incentive to attendance, 10 schools charge a registration fee of from $1 to $5 which is returned to a student who has been present a specified percent of the sessions of the classes in which he is enrolled. Nine of these schools are State-aided; 7 are in Pennsylvania where a State regulation requires the return of the registration fee to all who attend 75 percent of the sessions.

IX. Promotion Methods

MOST EDUCATORS of adults agree that adequate publicity is more important for evening schools than for any other phase of education. Before adults will enroll in an evening school they must know of its existence and feel a need for the services offered. Some adults feel the need for education so keenly that they will spend considerable energy in an effort to locate sources of help. Many others, however, feel the need less keenly or are inept at finding what they want. While some evening schools no doubt are capitalizing greatly upon their reputations, no school which intends to serve more than a small fraction of its potential clientele should depend upon the world's beating a path to its door merely because sound education is offered. Too many interests are competing for the attention of adults to insure the success of the better-mousetrap theory.

Given a population, it is commonly observed that the size of the evening school is largely dependent upon both the quality of services rendered and the extent to which people know about them. Frequently programs fail or struggle along weakly because of inadequate publicity and public relations. A great deal of this failure undoubtedly stems from the traditional hesitancy of public-school educators to advertise. From neither training nor necessity have they learned adequate publicity techniques. The major fact that there are no compulsory attendance laws to fill evening classrooms justifies a new attitude. If public evening schools have something to offer which is worth the time of adults, they should not hesitate to publicize it in every honest way to every segment of the public potentially interested in it.

One mistake too frequently made by evening school administrators is to assume that two or three media or methods of publicizing the program are sufficient. Merchants long ago learned that a news item of the opening, a two-column spread in a newspaper, and a half dozen radio spots are not enough to maintain good business. If any evening school principal wants a simple but realistic check of how widespread his program is known in his community, let him ask an innocent but revealing question or two of a small random sample of adults. In one city having an evening school for more than 40 years, inquiry to 10 such people immediately after an autumn period of publicity failed to find a single one who gave evidence of knowing of the existence of the evening program. A similar check in a larger city with a relatively strong evening program in Americanization used the question: "Where can I learn how to pass the naturalization examination?" The first dozen responses referred the questioner to the post office, the courthouse, the police station, a politician, and private lawyers, but only one suggested the evening school. In another community a sewing

machine company advertised sewing classes at a substantial fee and enrolled more than were registered in almost identical sewing classes quietly conducted in the public evening school without charge. Obviously adults are not going to crowd evening school doors unless they know that there is such a school.

In this study, evening-school heads were asked to name and briefly describe the publicity methods used. The question required recall. Consequently the numbers representing frequency of use are likely to be too low.

Utilizing Mass Media

Newspapers

The newspaper is most commonly depended upon to inform the public of evening-school programs. Eighty-six schools mentioned this method, and probably more use it. Schools in communities with daily papers make considerable use of them, but several principals apparently do not overlook local weeklies, neighborhood papers, shopping guides, labor papers, house organs, club and church bulletins, and other newssheets.

From scrapbooks and clippings observed, the news seems to range from front-page stories with sizable headlines to small news items stuck away on the back pages. Human interest stories, features, woman's page articles, and items with pictures were mentioned by several. An 87-year-old woman learning to read and write, 19 consecutive years of registration by a woman accompanied 18 of the years by her husband, and a war-bride-turned-author help vary news approaches. The activities of the evening school at Longview, Wash., succeed in getting frequent mention in a local "BUNK" column with heavy readership. Another school keeps a "box" in a fixed-page location filled with current and coming events.

The flow of information to newspapers appears to be a weak point. While publicity before opening of a term may be most useful, all too many schools give evidence of limiting news to this season. If the fields of advertising and public relations have anything to teach us, it is that sound and productive publicity for a permanent institution with an ongoing program should be continuous even though peak pre-opening periods are featured. Several schools indicated a regularity of flow of news stories and even of features on a weekly or monthly basis and gave other evidence of having a planned and continuously operating system for maximum utilization of the press.

Only 23 schools mentioned the use of paid advertisements in newspapers. Some school boards have a policy of not using tax money to advertise adult education services. Sometimes this policy is based on the theory that advertising would put the public school in undue competition with local proprietary business and trade schools. This restriction is gradu-

ally dying out, however, as the public increasingly accepts the idea of extending free public education through the adult years. Advertising, of course, is most useful immediately before the start of a new term. At Medina, N. Y., the evening school usually takes a full page in the local daily to display the total offering of activities a day or two before registration time. Since this daily is small and widely read in the area, this page with supporting editorials and supplemental news elsewhere in the paper goes a long way in informing everyone of the evening program. Some principals feel that more frequent and better news treatment results when the school does not expect all of its publicity to be free.

Other printed matter

Bulletins, pamphlets, folders, leaflets, schedules.—No definite count was made, but well over half of all the schools prepare printed or processed materials for wide distribution. In larger places these materials are almost universally printed, although the appearance of some of them shows that adult educators can still learn a great deal from the advertiser. Printing of the Marengo, Iowa, booklet apparently is paid for by local business firms whose advertisements are carried therein.

A number of places with extensive programs issue several pieces of publicity material, each covering a special phase of the program. Thus Cass Technical Evening High School in Detroit issues two general announcements and nine other pamphlets and leaflets, each covering a department. Forums and lecture series, activities in the departments of family-life education, recreation, vocational education, and special services, such as guidance and opportunities for veterans, are most likely to be given supplemental attention in publicity materials.

Catalogs.—Extensive programs are sometimes covered in a catalog not entirely unlike, but often thinner, than the college catalog. Cities with a number of evening schools, such as Los Angeles and Philadelphia, are likely to catalog all the offerings under one cover and let each school publicize its particular program with supplemental materials. The Americanization School in Washington, D. C., prepares a 95-page catalog.

Posters and placards.—Twenty-seven schools reported using posters. A few of these were streetcar and bus placards, but most of them were posters displayed in other prominent places. In addition to distributing them to the public places, some principals take pains to see that they get on the bulletin boards of churches, social agencies, shops, union halls, lodges, and other similar spots.

Individual course announcements.—At least 12 schools prepare announcements of single courses for distribution in several ways. Often they are

mimeographed although a number are printed. This permits a much more direct approach to specific groups not likely to be interested in the total program, but fails to do anything to show a broader program to people with specific interests.

Directories.—The Adult Education and Training Council at Hamilton, Ohio, issues a directory of educational opportunities for adults offered by all the agencies in the community, including the public evening school. This directory, "Opportunities for New Adventures in Living," is indexed and permits rapid location of opportunities in specific fields. Adult Education Councils in several other larger cities prepare similar directories for distribution or maintain the information in their office for personal use.

Periodic news letters.—A few schools issue a news letter, weekly, monthly or irregularly. *The West Side News*, Newark, N. J., intersperses the news content with promotional material focused on new developments, new courses, and coming special events. The monthly *Modern Knight* of Central Night High School at Atlanta provides an outlet for the writing talents of the student body in addition to carrying news and promotional material. A weekly student and faculty bulletin is used to fill in more current information on curricular and noncurricular life of the school.

These news letters serve primarily as an exchange-of-information device within the school, but can also have material effect outside if distribution plans include more than the student body. Sometimes such news letters and bulletins are designed primarily for reading outside the school. More than one-fourth of the 100 evening schools mentioned that news letters and bulletins were regularly sent to community organizations and industrial concerns. Some of them are directly slanted to this outside purpose.

Some school newspapers are used to carry evening-school news. Occasionally in a small community without a local weekly, the school newspaper may take on some of the functions of a community paper and have a wide list of adult readers.

The radio

Aside from the newspapers and printed materials variously distributed, the radio seems next most popular as a way of reaching the potential evening school public. Forty-four schools claimed to publicize by broadcasting. Spot announcements are probably most common, although 15-minute programs were mentioned by several principals. An occasional principal arranges student or faculty interviews or the dramatic presentation of a human interest story. Classes in Americanization, dramatics, music, and public speaking seem to be most easily adapted to this medium. One school occasionally supplies material for a "woman's page of the air" program

which is slanted to a housewife audience during morning hours. Two schools specifically mentioned the use of paid time for advertising.

Motion pictures

While one school reported using "theater slides," none said anything about using motion pictures. It is known, however, that a few schools show films as a method of publicizing their programs. Usually this is an amateur photography project with shots of the more interesting activities of the local program, although occasionally a professional job is done. The showing of these films, however, is more in line with approaches discussed later. No school reported using television.

Exhibits and programs

Several evening schools utilize exhibits in downtown store windows to publicize the work of the evening school. Exhibits are most easily arranged to publicize those activities which produce materials—arts and crafts groups, home economics and vocational classes, and similar groups.

A better arrangement is one that permits the display of the activities instead of merely the products. Activities always get more attention. Open houses, visiting nights, and festivals are used in a few places with good results. The event itself requires adequate publicity, but it permits all parts of a comprehensive adult-education program to be publicized. Everything suitable for exhibiting can be on display and, in addition, music, dramatics, public speaking, and similar classes can provide entertainment; science classes can put on demonstrations; clothing construction classes can put on a style show; the foods classes can prepare refreshments; even the social science, mathematics, and English classes can demonstrate the ways in which their activities bear on current life. The possibilities of such programs are so rich that a large school might want to divide its activities by departments both as a means of providing better exchange of information within its own student body and as an interesting appeal to the general public. One school starts the closing evening with a banquet, goes into a visit of departments and classrooms, and ends with an hour of magic, music, and a floor show topped off with social dancing for those who care to remain.

Systematic Coverage of the Population

Production of attractive and informative materials is profitable only if they are given adequate distribution. The newspaper and radio audiences are relatively fixed and are largely beyond the control of the evening-school administrator. There are methods, however, over which he has much more control.

Use of mailing lists and directories

Twenty-four principals reported using mailing lists of some kind. Several mail program information to registrants of the past 1 or 2 years. In general, experience has found that information mailed to former registrants will bring a larger enrollment per 1,000 pieces mailed than if the same number were mailed to the general population. A few mail only a postal card chiefly as a reminder to special groups that evening school is about to open again.

Occupational lists are sometimes used. Sources vary widely. Some can be bought, but many are openly available. Certain lists are classified in city directories. Classified sections of telephone directories usually list a number of occupational groups which often can be profitably approached through the mails with individual announcements of courses in which they may be interested. One private school not included in this study makes very extensive use of occupational lists. Brush-up and other timely courses are tailored to meet the needs of specific occupations and the enrollment is obtained largely through this type of rifle-shot publicity.

A few places try to reach every home by mail. City directories, where available and relatively new, often cover within 5 or 10 percent of the complete current population, although accurate identification of households is not always easy. A New York village sends out annual publicity items by using the address plates made up for use of the tax collector. Such lists would vary considerably in coverage according to community. Other public lists may be available and should be more accessible to the public school as a governmental agency than are certain private lists.

Sometimes, where lists of voters are published or otherwise available, they can be used although any principal should realize how far the list of registered voters falls short of the total adult population. Arrangements sometimes can be made for enclosing leaflets and simple folders in envelopes with gas, electric, telephone, and water bills. Enclosure with electric bills is likely to give most complete coverage. Cooperation with milk deliveries may be good but coverage may be spotty. These avenues open a monthly channel to a maximum number of homes often with a minimum of trouble if local arrangements can be made.

Personal letters to selected groups

Five communities mentioned the use of personal letters to selected groups. Two use them with newly arrived immigrants. Arrangements can be made for obtaining the names of newly arrived immigrants directly from the appropriate district office of the Immigration and Naturalization Service, U. S. Department of Justice. These names usually represent immigrants who have settled in a community within the past month or two. Even though an immigrant's reading ability in English may be limited, someone is usually available to interpret simple letters. Experimental use in 1944

of the personal letter following repeated use of form letters in several selected New York communities with aliens of long residence brought out a limited further response. This technique invites further local trial where sufficient clerical help is available.

Two other communities use personal letters to new residents. Arrangements can sometimes be made to procure the names of newcomers from moving companies or the public utility services.

Hand distribution of publicity material

By school children.—One-fourth of the schools reported that publicity materials are sent home or distributed through school children. While most of them did not specify whether high-school grades were also included in this method of distribution, both observation and reports lead one to think that most of it was through elementary grades, and often only the lower grades. Experience differs from community to community, but principals report that a great many youth in the upper grades and in high school fail to deliver publicity materials given them.

Effective distribution of materials through children to their homes depends heavily upon the degree to which children are enlisted in the enterprise together with the home-school relationship habits built up. If mimeographed or printed items are merely passed down through office mail-boxes with little or no instruction to teachers, who then pass them out routinely with little instruction to children, effectiveness is likely to be low. On the other hand if the local principal builds in his staff a strong attitude of cooperation on such matters, and teachers transmit enthusiasm for taking the materials home, much more can be accomplished. It must be remembered, however, that in the typical community, only half the homes have children in school. More complete coverage sometimes can be obtained if the younger children are given two or three extra copies of the material with instruction to deliver them to nearby homes which do not have children in school.

By paid or volunteer help.—Boy Scouts, Girl Scouts, and other volunteers are sometimes used. One or two schools apparently use paid help in house-to-house distribution of circulars. Careful instruction, reliable workers, and a little checking may give coverage comparable to the best mailing lists. In such cases, comparative costs may be the only basis for decision.

To strategic spots.—To avoid the labor entailed in complete coverage, many schools merely distribute quantities of announcements and publicity materials to points where people are most likely to pick them up. Favorite places include banks, the city hall, doctors' offices, grocery stores, libraries, lunchrooms, social agencies, and welfare offices—any place where people stop momentarily or congregate. At times a friendly grocer may be willing to throw items into shopping bags, or a library clerk may stick a folder in an outgoing book.

Personal Approaches

Some of the mass media are relatively inexpensive and for that reason are used. Personal approaches, however, are likely to be more effective, especially with significant sections of the public not given to reflective thinking about their educational needs. No scientific analysis was made, but it seems clear that the evening-school programs which involve large numbers of adults depend heavily on a variety of person-to-person and often face-to-face contacts.

Meetings and affiliations with organizations

Speakers to clubs.—Adaptation of the old technique of a 5-minute informative and rousing speech before luncheon clubs, women's clubs, and other groups in town can help spread information about the evening school. Eleven principals reported using this device in some form. Apparently some of them do it very systematically.

Desired results are threefold: (1) eventual registration in the evening school of some of those present; (2) acquaintance of the group members with the evening-school program in such a way that they can be informed and can speak intelligently about it as occasion affords; and (3) the breaking down of the psychological barrier which sometimes exists with reference to an institution when an individual has never known anyone connected with it. If a shorter or longer sales talk can be coupled with distribution of publicity material, the results may be improved.

At times such meetings are used to discover specific areas of interest. Checklists and other interest finders are sometimes used, but unless they are carefully managed, their results should be taken with two grains of salt. A better idea, usable in small groups, is to invite their advice through discussion. In a sense this utilizes the group as a temporary advisory committee preparatory to program planning. Because of the discussion, the group will be more alert and responsive to future developments and often can be enlisted in further participation. Extended use of this approach can result in both a sounder program built closer to the interests of the community and a substantial public sentiment for it.

Staff associations.—Educators of adults usually have little success if they live in isolation. Three principals listed their affiliations with community organizations as important public relations activities. One gains the impression that many others, often more by design than by sheer gregariousness, belong to and participate in a number of key community organizations as a method of keeping the evening school and adult education as a whole before the community. Certainly, if other things are equal, the administrator who has widest personal acquaintance is likely to have the most serviceable evening school.

For this reason, it is not at all uncommon to find evening-school principals who want to have members of their administrative and instructional staffs participate as members of organizations in their specialty as well as of general community groups. Every organization represented on an evening-school staff is potentially one more natural contact with another group. With a little cooperative planning, this type of coverage of groups in a community can be improved.

Visits with business firms and community leaders.—Several principals described systematic personal contacts with businessmen, chambers of commerce, foremen's groups, labor leaders, plant managers, trade associations, and others likely to have an interest in better trained personnel. These interviews help keep the leaders of business, industry, and community life aware of the educational services which the evening school can provide.

The Technical School at Phoenix, Ariz., has developed a corps of contact men in business and industrial establishments who keep an eye open for educational tasks in which the school might cooperate. To sensitize these men to the wide possibilities of education, the group is pulled into a series of meetings at school which show by film and demonstration the effectiveness of education for specific purposes. These meetings save a lot of field work. Department heads and coordinators now go to plants primarily on request to develop specific programs.

An additional element of public relations strategy was used recently by the same school. With the financial backing of a local industrialist, the school invited each of the nine men's service clubs in the city in turn on its regular meeting day to a noonday inspection tour of the school plant which includes an extensive outlay of equipment in many fields. After a short luncheon, each club was broken up into small groups and led through the various departments by a staff member. In this way 800 of the leading men in the community were given a firsthand introduction to some of the possibilities of adult education. The performance was repeated with the State legislature.

Direct involvement of organizations

Co-sponsorship.—Such contacts as the above can easily lead to educational programs developed jointly by the school and one or more outside organizations, either public or private. Most progress has been made in the vocational fields where industries, labor unions, and business firms frequently co-sponsor an educational program with the school. The possibilities are almost limitless to any school which can get beyond the viewpoint that all good things educational can be thought up within the school and provided on a come-and-get-it basis. Following are a few examples of co-sponsorship found in the 100 evening schools.

The Woman's Club and the Adult Education Center at Jackson, Mich., co-sponsor mothercraft classes and provide funds to purchase several Dickinson models.

The Junior Chamber of Commerce and the Public Night School co-sponsor the Spokane Town Meeting, a series of four lectures for $1.

At Des Moines, classes are co-sponsored by the YWCA, YMCA, the Jewish Community Center, the City library, and Willkie House.

A PTA and the Taft, Calif., Evening School co-sponsor a Family Relations Institute of six meetings.

The service clubs in the same community assist with the development and presentation of a Current Affairs Institute of four meetings.

The Jackson County Council of Churches and the Adult Education Center jointly sponsor an annual School of Christian Living which is held on five evenings in January and February. Six classes are listed.

The Recreation Division of the Ann Arbor Council of Social Agencies and the Public Evening School together sponsor a Recreation Training Institute for adults and youth leaders in the community.

At Topeka, Kans., Oak Ridge, Tenn., and numerous other places the extension activities of the State university and other institutions of higher learning are closely integrated with the local evening-school program. Often the same publicity materials announce activities conducted by both agencies.

Co-sponsorship offers an excellent opportunity for integrating the evening-school program into the adult life of the community. When an organization or committee participates in planning a program to serve its own interests, further involvement of a larger number is almost insured. The planning process itself is likely to be educational in that planning activities closely parallel the thinking process, the strengthening and utilization of which is a major objective of education.

Typically in co-sponsorship situations, the school provides the educational know-how. Professional educators adapt method and techniques to the requirements of the content and the needs of the group. The cooperating organization supplies the students, sometimes in ready-made groups, and sometimes pays a lump-sum fee to cover any necessary charges that the school makes.

Lay committees.—Only five schools reported using lay committees to publicize their programs, although undoubtedly a number of others with advisory committees receive similar benefits from them. Fully-informed citizens can speak authoritatively about a program and even incidentally can serve an important interpretative function. With a bit of organization and planning, their contribution can be materially strengthened. The director at Longview, Wash., writes: "Advisory committees . . . do a lot of good advertising for us. This is particularly true of Joint Apprenticeship Committees."

Surveys.—One school reports that surveys were used in public relations. While this may not always be their main purpose, surveys of adult education facilities or investigations of the educational needs of adults provide an opportunity for bringing the evening school before the public. This can be especially true if a number of other organizations and out-of-school individuals are involved in the surveying process.

Person-to-person methods

Telephone calls.—Two schools reported publicizing by telephone. A corps of 25 volunteer women were organized as an experiment at Hamilton, Ohio. They telephoned 308 people, whose names were taken from assigned pages of the telephone directory, and inquired whether or not they had taken any classes offered by the Adult Education and Training Council. If the answer was "No," the activities and opportunities were explained informally and an inquiry was made as to interest in further education. Literature was sent to the 48 percent desiring further information. This sample represented one-fourteenth of the entire adult population. From suggestions received, six new classes were publicized and five of them materialized.

Personal visits.—Only one school reported personal calls. This method has been rather widely used with the foreign-born, especially with war brides, displaced persons, and other recent immigrants. Results are often good with such special groups if the interviewer has the right kind of personality.[9]

Because this method is so expensive of time, it is seldom used with the total population. A few places, not included among the 100 schools, have used modification of the block-leader system developed particularly in the war to bring personal and printed information to special geographic areas or occasionally to whole communities. This is a method awaiting further experimentation.

Satisfied customers. Some principals affirm that a satisfied evening-school student is the school's best advertisement. While this may be true, most principals probably make too little use of this method. Only two principals reported using word-of-mouth publicity which probably includes the encouragement of present students to bring in others. This method has been used especially with foreign-born students who may know other foreign-born who are too hesitant to approach the school for help with English or citizenship instruction. A few principals use the method with small groups which may not materialize as classes unless a larger registration is obtained. Frequently the interested members bring in enough others to warrant a class. The method often can be strengthened if systematic effort is made to

[9] For further information on the use of personal visits, see the "New Approach to Americanization," *American School Board Journal*, June 1946, pages 17-18.

encourage all the students enrolled to discuss evening school with friends in an effort to enlist their interest in enrollment.

Inducing High-School Dropouts to Enroll in Evening School

Many evening-school students dropped out of high school before graduation. Often they have been out of school for several years before their desire to obtain their diploma returns. While the problems of articulating the secondary and the adult program are great and largely unsolved, this section deals only with methods employed to induce dropouts to enroll in evening school.

Present practice

Deplorable though it is, most evening schools report that they make no special effort, aside from general publicity, to induce high-school dropouts to enroll in evening classes. About one-fourth of the evening-school principals say that drop-outs are given special attention. In 11 cases the guidance or attendance office counsels the drop-outs to enroll in evening schools; 3 others report that they are otherwise contacted, in one case by telephone. Three principals hold personal conferences with drop-outs. One sends personal letters and another postal-card invitations to enroll. One school attempts to organize evening classes especially for drop-outs. Three send bulletins and similar informational material. In a few States, continuation schools care for drop-outs until age 17 or 18.

Suggestions

The above practices may be profitable even though they are not widely used. Additional suggestions, not necessarily taken from the evening schools studied, include these practices which often can be worked out jointly by the evening- and day-school principals:

1. See that all teachers and other staff personnel in day school are fully acquainted with the educational opportunities offered by the evening school. This is a public relations job within the school system.
2. Train teachers to develop in young people the concept of lifelong education—through precept, example, and an information program. Develop in every teacher the specific habit of referring youth to adult education activities upon leaving school.
3. Be especially sure that guidance people are kept informed of evening-school opportunities and activities and that they habitually guide drop-outs toward these activities.
4. Help high-school people to develop long-term educational plans which include adult education activities, especially when all desired courses cannot be crowded into the schedule before graduation.

5. Plan the continuation of high-school interest groups with a minimum carry-over of traditional secondary school regulations. Develop young adult bands, orchestras, choral groups, science clubs, athletic teams, shop activities.

6. Design and develop special activities to meet the needs and interests of out-of-school youth—programs for young adults. Experiment with groups of limited age spans.[10]

[10] See pages 2 and 3 of SCHOOL LIFE, March 1949, for further suggestions on developing this point.

X. Conclusions

ON THE BASIS of this study of a rough cross-section of 100 evening schools in the United States, certain conclusions seem to be warranted.

Evening schools are the most widespread of all the provisions for adult education in our public-school system. They are found in approximately half of all our communities of more than 2,500 population. Considerable evidence indicates that they will continue to play an important role in adult education in the future. In purpose, organizational pattern, program, schedule, financial support, and in many other major respects they exhibit probably a wider variation than do most other forms of American education.

Evening schools are undergoing considerable change in several respects. First, they are breaking beyond institutional walls both physically and in spirit. In many cases the program of the historic evening school is evolving into a more comprehensive community program of adult education. Instead of limiting its emphasis to individual self-improvement, the modern evening school is developing a broader consciousness of its responsibility to the whole community.

Sometimes this broader program is primarily an extension of conventional activity to locations nearer the population segments to be served. Sometimes hourly and daily schedules different from those of the usual evening school are arranged better to meet the convenience of the participants. This is not a new pattern, but its extension represents a step in the right direction provided the schedule of the evening-school head allows sufficient time for the administration and supervision of such a program.

A second development involves the introduction of activities which may break markedly with the traditional patterns of the evening school. Large-group activities and provisions for meeting individual needs, new methods built around discussion and other less conventional techniques, activities with more elements of recreation and socialization, informal methods tailor-made to fit the purposes of the group, and numerous other approaches which would not always be recognized by conventional educators of the nineteenth century are coming into evening-school programs.

A third development offers great promise. The evening school is becoming a part of the total community program of adult education sponsored by the public school. A considerable number of the evening schools studied were in communities having a director of adult education who had responsibility for other phases of the adult program in addition to the evening school. In a number of these instances the evening school is becoming a member of an integrated team of activities designed to provide a well-rounded program for all the adult population. The task of serving the edu-

cational needs of all adults who need or wish to learn is such a broad one that many communities are finding that the evening school can serve best by not trying to be everything to everybody. Often morning and afternoon classes, forums, young adult groups, film forums, community center activities, consultation services to organization leaders, community council activities, and many other special activities are administratively not a part of the evening school, which may devote its energies primarily to developing a broad and sound program of the more conventional classroom activities.

In line with this general trend this study found that evening schools rather generally are looking beyond the ranks of professional teachers for leadership when they do not find it within the day schools. This is stimulated by the fact that teachers competent to lead adult groups are relatively scarce within the teaching profession and that many fields of adult interest find no comparable specialists within the day school staff. Low rates of pay also tend to keep the supply of competent teachers short.

Evening schools as a group recognize that adequate publicity is a necessary accompaniment of a thriving program. One has the feeling, however, that individual schools do not adequately inform their potential clientele of the opportunities available.

State aid has a marked bearing on the development of evening schools. In general, State-aided schools have more extensive programs and serve a higher fraction of the adults in their communities than do the schools which have to be supported largely by fees and local taxes.

On the whole, an observer can feel encouraged by the growth and progress being made in many evening schools. As adult education expands to meet the growing expressed need for lifelong learning, one can expect that evening schools will play a greater role in the future.

APPENDIX

List of Schools Studied

THE APPRECIATION of the Office of Education is gratefully expressed to the directors of adult education, principals, and other officials in the following evening schools for contributing the information which has made this study possible.

ARIZONA	Phoenix, Technical Evening School
ARKANSAS	De Witt, Adult Education Program
	Fort Smith, Adult Evening School
	Vilonia, High-School Evening Classes
CALIFORNIA	Berkeley, Evening School
	Hayward, Evening High School
	Los Angeles, Belmont Adult Education Center
	Modesto, Evening Junior College
	Oakland, Merritt Business School (Evening classes)
	Palo Alto, Evening School
	Richmond, Union Evening High School
	Salinas, Evening High School and Junior College
	San Diego, Hoover Evening High School
	San Francisco, Mission Adult High School
	San Jose, Evening High School
	San Luis Obispo, Evening High School
	Taft, Evening School
	Ventura, Evening Junior College
COLORADO	Denver, Emily Griffith Opportunity School
CONNECTICUT	Greenwich, Adult Education Program
	Naugatuck, Evening High School
DISTRICT OF COLUMBIA	Washington, Americanization School
FLORIDA	Bartow, Polk County Institute for Veterans and Adults
GEORGIA	Atlanta, Central Night High School
ILLINOIS	Chicago, Lake View Evening High School
	Des Plaines, Maine Township Adult Evening School
	La Grange, Lyons Township Adult Evening School
INDIANA	Muncie, Adult Evening School
	Richmond, Evening School
IOWA	Des Moines, North Adult School
	Marengo, Adult School
	Sheldon, Adult School
	Waverly, Adult Evening School
KANSAS	Topeka, Public Night School
MAINE	Bangor, Evening School
MARYLAND	Rockville, Montgomery County Adult Education Program
MASSACHUSETTS	Fitchburg, Evening School
	Leominster, Adult Education Program
	Newton, Evening Adult Education
	Peabody, Evening School

MICHIGAN	Ann Arbor, Public Evening School
	Dearborn, Fordson Adult Education Center
	Detroit, Cass Technical High Evening School
	Ferndale, Adult Evening School
	Jackson, Adult Evening School
	Traverse City, Evening School
MINNESOTA	Rochester, Evening Community College
	Winona, Community Education Center
MISSOURI	St. Louis, Soldan Blewett Evening School
NEBRASKA	Lincoln, Adult High School
NEVADA	Reno, Evening School
NEW JERSEY	Clifton, Adult Evening School
	Newark, West Side Adult School
	Somerville, Adult Evening School
NEW MEXICO	Albuquerque, Public Night School
NEW YORK	Blasdell, Adult Education Program
	Geneva, Adult Education Program
	Great Neck, Adult School
	Hamburg, Adult Evening School
	Hastings-on-Hudson, The Evening School
	Irondequoit, Adult Education Program
	Ithaca, Evening School
	Medina, Adult School
	New York, East New York Youth and Adult Center, Thomas Jefferson High School
	New York, Evening Elementary School 52, Bronx
	New York, George Washington Evening High School
	Nyack, Adult Education Program
	Penn Yan, Adult Education and Veterans' Training Program
	Rochester, East Evening High School
	Salamanca, Adult Evening School
	Seneca Falls, Adult Education Program
	Snyder, Amherst Central High School, Adult Education Program
	Waterloo, Adult Education Classes
NORTH CAROLINA	Salisbury, Evening School
OHIO	Cleveland, East Technical Evening School
	Columbus, Evening High School
	Hamilton, Adult Education Program
OKLAHOMA	Oklahoma City, Adult Institute
	Tulsa, Public Evening School
PENNSYLVANIA	Downingtown, Free Vocational Evening School for Adults
	Haverford, Haverford Township Adult Program
	Johnstown, Evening School
	Midland, Evening School
	Mount Lebanon, Public Evening School
	Norristown, Free Evening School for Adults
	Philadelphia, Bok Adult Evening School
SOUTH DAKOTA	Lead, Public Night School
TENNESSEE	Oak Ridge, Adult Education Program
TEXAS	Austin, Public Evening School
	Dallas, Public Evening School

UTAH	Salt Lake City, Evening Classes
VIRGINIA	Alexandria, Adult Evening School
WASHINGTON	Longview, Adult Evening School
	Spokane, Public Night School
WEST VIRGINIA	Charleston, Kanawha County Schools, Stonewall Jackson Evening School
WISCONSIN	Beloit, School of Vocational and Adult Education, Evening School
	Green Bay, School of Vocational and Adult Education, Night School
	Marinette, School of Vocational and Adult Education, Evening School
	Waupun, School of Vocational and Adult Education, Evening School
WYOMING	Casper, Junior College, Adult Night School

The following schools were not a part of the 100 evening schools on which most of this study is based, but information from them has been utilized in certain specified sections of this report.

CALIFORNIA	Burbank, Evening School
	Hollister, San Benito County Evening High School
	Long Beach, East Adult Center
CONNECTICUT	Stamford, Adult Education Center
IOWA	Dubuque, Public Evening School
KANSAS	Winfield, Adult Education Classes
NEW HAMPSHIRE	Nashua, Evening School
NEW YORK	Babylon, Adult Education and Recreation Program
OHIO	Barberton, Adult Education School
OREGON	Portland, Public Evening Schools
PENNSYLVANIA	Reading, Standard Evening High School

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