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ADULT EDUCATION

BEING CHAPTER IV OF VOLUME I OF THE BIENNIAL SURVEY OF EDUCATION IN THE UNITED STATES : 1934–36

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FOREWORD

Developments in adult education during the past few years have attracted general public interest. Reports, based upon scientific studies, that ability to learn efficiently continues until late in life, were given widespread dissemination. The significance of this fact for education was readily comprehended not only by schoolmen but by the lay public. This together with a combination of conditions—arising out of the depression—which emphasized the needs for adult education, and at the same time provided favorable opportunities for organizing programs to meet the needs, resulted in a stimulation to adult education heretofore unexperienced.

Previously there had been some sporadic efforts to provide educational opportunities to meet the glaring deficiencies in population groups such as illiterates and aliens. However, there had not developed the realization that adult education should be an integral part of our educational program necessary to meet needs that can best be provided for during adulthood.

This survey report reviews developments in adult education, and from an analysis of current practices and prevailing thought, summarizes trends and indicates a developing philosophy underlying the determination of objectives and programs. It is believed that it will not only be valuable to workers in this specific field of education, but owing to the fact that it gives consideration to adult education as a part of a complete program for an educated citizenry, it will be of interest to school administrators and professional persons who are in a position to influence educational thought.

BESS GOODYKOONTZ,
Assistant Commissioner of Education.

CHAPTER IV

ADULT EDUCATION

RECENCY OF THE ADULT EDUCATION MOVEMENT

Adult education as an organized movement in the United States is of recent origin. In fact, the term "adult education" did not come into general use until about 1924. In that year the Carnegie Corporation of New York called the first conference on adult education held in America. That corporation continued its interest in this field, and as a result of the conference studies were undertaken that eventuated in publications on: Correspondence schools, lyceums, and Chautauquas; educational opportunities for young workers; libraries and adult education; new schools for older students; and the university afield. Another national conference and several regional conferences were held, under the auspices of the Carnegie Corporation, within a short time. These studies and conferences revealed that there was considerable mutual interest among a number of educational agencies and educational fields in the promotion of educational opportunities for adults. By 1926 this interest had developed into a unified effort for bringing about a national organization for this purpose. In March of that year this effort was consummated under the sponsorship of the Carnegie Corporation, and the American Association for Adult Education was effected at Chicago on the 26th of that month.

It is not meant to imply that previous to 1924 there were no efforts to provide educational opportunities for special groups of adults, but to point out that educational opportunities—in accordance with social needs—for adults as a class, constituting a distinct group in our population, had not been regarded as a public responsibility. Some special and unrelated forms of education for adults have long existed. A few of the more recent ones which were important factors leading to the present adult education movement, but which had their origins in practices still more remote, include the lyceum, the Chautauqua, lecture courses, and university extension classes. In yet more recent times we have witnessed the development on a large scale of public vocational education programs, of Federal programs for the vocational rehabilitation of World War veterans, and of cooperative programs on the part of the Federal and State Governments for the vocational rehabilitation of disabled civilians. It is also to be noted

that the World War quickened the interest in Americanization classes and in the need for giving attention to programs for the removal of illiteracy.

It is apparent, therefore, that for many years there has been developing a consciousness, on a national scale, of the need for adult education. Workers in various fields of education who heretofore thought, labored, and planned independently in providing their specialized offerings for adults, are now beginning to realize that it is an advantage to study and plan together for the further education of persons who have passed the public-school age. Workers in the various phases of education of value to adults realize that the psychology of the adult is to be understood and that he is to be made the center of a program to which each phase makes a definite and specific contribution. With this growing consciousness of the needs of adult education, it is not surprising that today educational activities for adults are carried on by many different agencies, on various educational levels and in a great variety of subject-matter fields. In a large city school system they may be directed as part of the program of several administrative divisions. Educational offerings for adults cross-section so many phases and units of educational work that they cannot at present be set within the limits of a particular program. It is not strange, therefore, that no generally accepted definition for "adult education" yet exists. In fact, there has been no specific effort to formulate one. Rather the leaders in this movement have assumed that if a circumscribing definition is necessary it will grow out of the practices and the programs as they develop in the future.

From the foregoing statements it can be correctly concluded that the adult education movement is in an era of expansion. In the early beginnings educational opportunities for adults were largely limited to two classes of persons and to two objectives, namely, to persons who in early life had not had elementary school advantages and were in need of educational training for the removal of illiteracy, and to foreign-born who were in need of educational advantages to overcome the handicaps attendant upon immigration. At the present time the scope of adult education has been extended, at least in theory, to include public responsibility for providing opportunities for any class whose further education will serve social needs. This broadening of the assumed base of adult education is the result of a growing public opinion that we have neglected too long one of the most direct and effective means for raising the educational standards of our whole citizenry. Consequently, numerous school systems, especially in the larger cities, are beginning to include as a part of their programs, instruction in various subjects that meet the interests and needs of adult persons. These interests and needs are of such wide variety that they demand for their satisfaction as comprehensive a list of subjects as is found in the curricula for adolescents.

DETERMINATION OF NEEDS FOR ADULT EDUCATION

During the past few years leaders in the adult education movement have given much thought to a critical determination and statement of the needs, both of society and of the individual, for educational opportunities for adults. The importance of seeking the objectives for adult education in the shortcomings of group and individual activities carried on under normal living conditions has been emphasized. A survey of the literature of adult education for the past 3 or 4 years reveals the fact that leaders in this phase of education and educational philosophers are attempting scientifically to establish the needs for adult education through an examination of the fields of human activities.

A summary of the needs for educational opportunities for adults as set forth during the past few years by writers in this field of education would include deficiencies of adults in:

(1) *Fundamentals of education necessary for intelligent citizenship.*—In time past a great deal has been said about the success of a democracy being conditioned by an intelligent citizenry, but it remained for the advocates of adult education to point out the urgent need for providing educational opportunities for adults deficient in the fundamentals of education. While no objective standards have been devised for determining the amount and character of minimum educational qualifications for the efficient discharge of citizenship responsibilities, leaders in the adult educational movement have during the past few years indicated more clearly than was ever done before the importance of having all persons educated to read understandingly the public press and historical literature dealing with our national development; to formulate and express opinions on social, civic, and economic questions; to pursue efficiently a vocation; and to possess mathematical abilities necessary for ordinary business transactions. Adult education at the present time is setting a goal for "functional literacy" rather than the "ability to read and write." In fact, one of the recent outstanding contributions of adult education to educational thought is the emphasis that it is placing on the importance of setting the minimum qualifications for citizenship abilities at a mark that will enable the individual to participate in social, civic, and economic affairs that require group action on a local, State, or national basis.

The philosophers of the adult education movement are calling public attention to the fact that our program of education for the maintenance and safeguarding of our democratic form of government is predicated upon the assumption that this aim is to be realized through the educational training of the total group of individuals for the efficient discharge of citizenship duties, and not as in some countries, through the training of leaders. Adult education is in the vanguard of the battle for individual competency for membership in a democratic society.

(2) *General cultural abilities.*—An examination of recent literature and programs of adult education reveals a surprising amount of attention to training for general cultural values. Adult education practices are broad enough to include the basic assumption that "man shall not live by bread alone." Adult education is making articulate this philosophy of life in its attempt to provide courses in art, literature, music, the drama, and other subjects that have for their specific purpose the development of aesthetic abilities. The objectives of training in cultural subjects are for both appreciation and production values. On the part of the individuals these objectives represent a normal tendency to continue, with maturity, a study of those things from which they will derive increasing aesthetic pleasures.

Examples of educational activities to meet cultural needs of adults include directed visits to art galleries and loan exhibits for studies in appreciation, group meetings conducted as a part of a program of library activities for instruction in art appreciation, evening classes and other group meetings for developing skill in production, and radio broadcasts for art appreciation. An example of the last activity is the weekly broadcast by the public schools of Cincinnati on some well-known work of art. If a certain picture is to be the subject of study for a given week, the listeners are advised that inexpensive prints may be obtained for a few cents. With these copies in the hands of the radio audience the broadcaster—the director of art in the public schools—gives a lesson in appreciation of the picture.

(3) *Abilities as citizens to cope with changes in social-civic conditions.*—Changes taking place in social-civic life after one leaves the full-time (adolescent) school make it important that educational opportunities be provided that will aid the adult citizen to revise patterns of thought learned in youth, to meet current conditions and to acquire new facts and interpret them in the light of principles applicable to modern trends. For example:

(*a*) There are changes that necessitate the development of better relationships with groups within our own country and with foreign countries. The development of improved relationships, however, is conditioned by a better understanding of other groups and classes that will result in a more tolerant attitude toward them. Changes are continually going on that make it necessary that selfishness and provincialism in our thinking about problems that involve human relationships must give way to a wider conception of human relations. Improved facilities for the transmission of intelligence, the telegraph, the telephone, the radio, have broken down local barriers to an exchange of communications and greatly widened, geographically, the range for the transaction of business and for carrying on governmental and social activities. Improved transportation facilities both for persons and for commodities have also played an important part in broadening the basis for human relations. As a result of such develop-

ments there is need for an improved understanding and an attitude of mind that will be a binding force for harmonious relations among classes, groups, and nations. The need for such a binding force is apparent in questions pertaining to the size of local political divisions, the administration of local governments and social services, the basis for public revenues, the responsibility for charity and for human relief necessitated by disasters and emergencies occasioned by natural causes, and the settlement of disputes involving industrial and labor problems. Leaders in the adult education movement are pointing to the need for providing educational opportunities to adult citizens that will enable them to study these problems and to act intelligently in the control they exercise over them.

(*b*) There are continual changes that necessitate the revision of attitudes toward, and the development of abilities to participate in the control of, human institutions such as schools, penal and corrective institutions, hospitals, and homes for the aged and unfortunate. No educational provisions for adolescents can qualify for adult functioning in these citizenship responsibilities unless supplemented by later study. Adult educational opportunities either of a formal or informal character are imperative for meeting this social need.

(*c*) There are changes going on which affect human and natural resources that call for the conservation of them to meet individual and group needs. The conservation of human life through preventive and remedial measures in the field of health, including hygiene and sanitation; and the conservation of natural resources such as land, forests, mineral products, sources of food supplies, and wildlife, demands study on the part of adults for intelligent participation in group action for the direction of activities for conservation in these fields.

Adult education is pointing out that the press, the radio, and incidental sources of information alone, are not adequate to meet the needs of many of our adult citizens for pertinent information and its interpretation relative to problems in social-civic life, and that, therefore, it is a public responsibility to furnish opportunities for study and public discussion of such questions that will be fair and unprejudiced and free from any partisan or commercial motive.

(4) *Vocational training for job improvement and for adjustment.*—Opportunities for vocational training for adults is needed for (*a*) upgrading in efficiency on a present job, (*b*) promotion to a job in the same line of work, and (*c*) a new job in the case where a present job becomes obsolete. The full-time adolescent vocational school (for nonprofessional occupations) cannot prepare youth to hold a journeyman's position. For this reason and for the further reason that technological conditions are bringing about changes in job requirements, vocational training for adults is necessary to meet the three needs stated.

THE PHILOSOPHY OF EDUCATION FOR ADULTS

No social movement can gain much headway without a philosophy that makes an appeal to universal principles upon which social life is based. The present adult education movement, emerging as it has from various forms of educational provisions for adults—provided largely for meeting exigencies in educational needs as they arose—has developed no formal statement of a body of philosophy that points out its functions as a social service or indicates underlying principles upon which its operation is based. The following quotations from students of adult education indicate that attention is being given to this question:

> In reality, adult education is the only education. We send youngsters to school in their early years, not because that is the best time for an education but because at that time we cannot think of anything else to do with them. We find it difficult to tell ourselves what we are educating our children for, though we all faithfully repeat the old formula, "Until you know what philosophy you are educating by, there can be no education." I am sure that we shall not know what we are educating the youngsters for until we have told ourselves what adult education is for.—JOHN ERSKINE. In *To Return to Creative Endeavor.*

> Hence we may as well admit that it is not the education of children that can save the world from destruction; it is the education of adults; it is the adult who must be released from his provincial mindedness, his animistic prejudices, his narrow customs, his obsolete habits; it is the adult who must be given the chance to become free in a world of science, tolerance, human sympathy, and intelligent organization.—JOSEPH K. HART. In *Prologue to Part I, Adult Education in Action.*

> It (adult education) is a preservative of democracy; a prop of stability; a horse upon which we vainly pursue the fleeing boundaries of knowledge; a bridge between the generations; a cement, strengthening group spirit and group thought and action; a restorer of lost arts and handicrafts; an insurance against misspent leisure; a weapon in the economic struggle.—LUCY WILCOX ADAMS. In *To Enlarge Our Horizons.*

> The sum total of human knowledge has become so great in modern times for the reason that it is the accumulation of ages. New elements of knowledge are added to the stock existing at any one time. Of course some knowledge is always being lost, but if the elements that are lost are fewer than the new elements that are added, then knowledge grows by a process of accumulation. . . . The growth of knowledge is thus becoming one of the major problems of society. How shall it be met? The answer seems to be adult education.—WILLIAM F. OGBURN. In *To Keep Abreast of Knowledge.*[1]

From a study of present educational programs for adults and of recent literature in this field, trends are discovered that indicate that the philosophy of education for adults is based upon the assumption that:

[1] The above quotations are taken from *Adult Education in Action*, edited by Mary L. Ely. American Association for Adult Education, 60 East 42d St., New York.

(1) EDUCATIONAL OPPORTUNITIES FOR ADULTS CONSTITUTE A NECESSARY PROTECTIVE DEVICE FOR A DEMOCRATIC FORM OF GOVERNMENT

In a democracy such as ours, sovereignty is lodged in the people. In order that sovereignty may protect itself it is necessary that adult citizens be educated for exercising intelligently the duties and responsibilities which devolve upon them for maintaining and promoting the general welfare and for securing to each the maximum opportunities for individual development consistent with the rights of others. This philosophy implies that those who are exercising the privileges and rights of citizenship should be provided opportunities that will compensate for any gaps in their past education and that will meet needs as they arise.

It is to be noted, in this connection, that while in the early history of our democracy educational opportunities were much more limited than at present, the electorate was also much more limited than it is now. Moreover, during the early period our citizenry was a much more homogeneous group than it has been since that time. Since the founding of our democracy slavery has been abolished and the former bondsmen, with their millions of descendants, are recognized by the supreme law of the land as citizens; also since the early days of the Republic our population has been increased by millions from foreign countries, who in turn have left as descendants millions more, many of whom require more than one generation for complete adjustment to American ideals and practices, especially those residing in the large cities. Furthermore, today there is not the opportunity for citizens to meet in mass and to discuss orally civic and social problems as was done in the old New England town meeting. Such educational experiences are now impossible, if for no other reason than because of the great number of citizens in any locality. In addition, social life with its attendant problems is becoming more complex. When under these conditions universal suffrage, with few exceptions, together with the right to hold office, becomes a legal right for both sexes, the assumption that adult education is necessary as a protective device for democracy seems to be sound philosophy.

A few quotations from students of American education writing on adult education topics will indicate the development of thought along this line.

The associate superintendent of schools of New York City, William E. Grady, calls attention in the following language to the significance of a philosophy of education that will stress the preparation of adults for discharging the duties of citizens:

> If our citizenship must decide difficult economic, financial, and political issues through the medium of the ballot or through social pressure exerted upon legislative or executive bodies, will the education and training gained through completion of the elementary school or even the high school suffice? Will a grammar-school education insure the success of our democracy in the

future? Mature men and women, uneducated to meet their political and social responsibllities, are analogous to grown-ups who, despite their maturity, dress themselves in swaddling clothes and play on a sandpile. Through the vertical extension of schooling to all who apply, we can and should develop a vigor and maturity of thought and responsiveness to civic ideals that will insure a citizenship competent to meet the compelling and inescapable demands of a democracy such as our forefathers conceived.[2]

A. Caswell Ellis, in writing on the question "Can we afford adult education?" emphasizes the same viewpoint when he says that—

> . . . the processes of civic, social, and economic life have become so complicated that the knowledge, attitudes, and skill needed to handle them cannot be adequately mastered in the brief period of childhood and youth.[3]

George Melcher, superintendent of schools of Kansas City, Mo., addressing a conference on adult education at the University of Missouri, points out that it is essential that adults study current social, economic, and political questions if present-day problems are to be successfully handled.

> With the rapid changes that are going on in the economic, social, and political life of our people it has become immensely important that adults continue to learn. A study of the educational level of the American people shows that millions of these people have had their only education in the elementary schools where they learned reading and writing and a few simple facts of geography and history. They are today the men and the women who are handling the affairs of the Nation. If they have not continued to study social problems, economic problems, and political problems they are wholly incapable of coping with the situation today. . . .
>
> This program of adult education runs the entire gamut from the primary grades to the university level. It is the biggest job before the American people in the next quarter of a century and unless this problem is solved in urban communities and in rural communities it makes us shudder as to the outcome for democracy. The public schools were founded in order to perpetuate democracy and at the time of the founding of these schools it was not realized that the education of the masses of the people would need to extend beyond the teen age. Now we know that in addition to educating the children of elementary-and high-school levels it is necessary to continue the education of the entire adult population. This must be done by extending the function of the public schools and also the cooperative action of various adult educational organizations.[4]

The importance of including in our philosophy of education the tenet that adults must be students of civic conditions that are influenced by fixed practices of the past, is stressed by President Butler in an article on adult education entitled "To Keep Our Minds Open." He says:

> Men say that they were born into this political party or that, into this form of religious belief or that, into this social conviction or that. Are not such statements a confession that their minds are closed; that they have

[2] Grady, William E. Men and Women at School: Adult Education. In The Thirty-seventh Anpual Report of the Superintendent of Schools, City of New York.

[3] Ellis, A. Caswell. Can We Afford Adult Education? In Adult Education in Action, p, 64.

[4] Melcher, George. Adult Education Urban Centers. Conference on Adult Education. University of Missouri Bulletin, vol. 35, no. 22, Education series 1934, No. 33.

shut themselves within walls over which they cannot see, much less climb? Under such circumstances how can they participate in responsibility for a democratic society? How can they pass judgment upon ever new and pressing problems? This is neither a promising nor a satisfactory outlook for democratic society. . . . If we can only devise ways and means to reach the human being who has passed out of the formal period of instruction and to keep his mind open and stimulated and guided, we shall build a society in which ideas will have a better chance to develop than they have at present, and one in which our people will be much better able to bear responsibility for public conduct, to shape public policy, and to choose public officials than they now are.[5]

Morse A. Cartwright emphasizes the philosophy of adult education as a democratic safeguard in the following statement:

> For the success or unsuccess of a democracy, unlike that of a dictatorship, depends directly upon the degree of intelligence exhibited by the masses, and that degree of intelligence depends squarely upon the amount of educational opportunity that has been continuously open to those masses. Admittedly the process takes time. * * * Those who have closely observed the adult education movement in the last 10 years in America believe that it does constitute a social phenomenon of significance in our national life.[6]

(2) IT IS A PUBLIC RESPONSIBILITY TO PROVIDE EDUCATIONAL OPPORTUNITIES FOR THE STUDY AND REVISION OF THOUGHT RELATIVE TO SOCIAL-ECONOMIC PROBLEMS THAT ARE OCCASIONED BY CHANGING CONDITIONS IN LIFE SITUATIONS

Social economic life is not static; it is highly dynamic. Consequently there are constantly changing conditions in society which give rise to problems of a social-economic character that cannot be intelligently considered by a Rip Van Winkle aroused from a 20-year mental lethargy. Cartwright in speaking of the results of scientific studies of the adult's ability to learn, expresses this thought forcibly in the following words:

> The futility of attempting, in any given period of child or adolescent training, to cram enough into the young individual's head to enable him to coast on mere momentum the rest of his intellectual life at once became apparent. The retroactive effect, thus, of adult education upon school and college education at once assumed important proportions—a process which has yet to exert its full force upon American educational planning.[7]

Cartwright here gives further evidence that the philosophy of adult education is evolving, that it is not yet set and determined within irrevocable boundaries and that in its evolution it will affect the philosophy of the whole field of education in this country.

Glenn Frank in writing on adult education in To Better Our Social Order calls attention to the futility of a philosophy of education that would assume that adolescent training is sufficient to cope with social problems arising out of changed conditions in later life, and points to

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[5] Butler, Nicholas Murray. To Keep Our Minds Open. In Adult Education in Action. Op. cit.
[6] Cartwright, Morse A. Ten Years of Adult Education. New York, Macmillan Co., 1935, pp. 5–6.
[7] Cartwright, Morse A. Op. cit.

the need for a new philosophy that will stress the continuance of educational opportunities to meet the continuous changes going on in social life. Dr. Frank says:

> Almost continuously since the founding of our Republic, we Americans have held the belief that, however faulty our community in particular or our civilization in general might be, our children would remold our society in the light of intelligence and justice, if we only sent them to school consistently while they were young. From the beginning we have pinned our faith to education, but education has meant to us education during the school years only.
>
> It seems almost treasonable to question the touching optimism of this faith, but the brutal fact is that the majority of our young men and women come out of our schools inflexibly committed to American civilization as it is, stamped with the qualities of unquestioning defenders of the status quo instead the qualities of questioning pioneers.
>
> In view of this fact, it seems worth while to raise the question: Why does not a more vital education come out of our conventional schools? Why does not schooling produce, in a more nearly automatic and inevitable fashion, uniformly great and dependable citizens with free-minds, curious spirits, and a fixed determination to make some creative contribution to the future of American democracy? And what can we do about it?
>
> I think this situation all grows out of the fact—overlooked by the early enthusiast for democracy and education—that our schools are controlled by adults. These adults are, in the main, dominated by points of view that come out of the education of another generation when other problems confronted American democracy. The intellectual life of many of these adults stopped the day they received their diplomas, and the action of many of them is dictated by selfish interests rather than by social intelligence. Where these adults do not themselves go beyond an uncritical acquiescence in the status quo, is it to be supposed that they can invent or will tolerate schools that make for a continuously searching criticism and reexamination of their ideas, their ideals, and their institutions? We may set it down as self-evident, I think, that schools will not be more adventurous than the adults who create, control, and conduct them. "By the breath of the school children shall the state be saved," says the ancient Talmud. But if this ancient axiom is to be true in America, I suggest that we must develop an adult education that will give us better adults who will give us better schools that will give us a better education that will give us a better social order.[8]

In writing on the subject of adult education in To Open a New Frontier, William E. Russell warns against an educational philosophy that accepts without critical consideration past practices to meet present social conditions, and recommends a philosophy of education that assumes the adult's responsibility for changing a social practice to make it better fit a present condition. He says:

> Because new processes are devised and new inventions made, because a whole new life develops on earth, it does not follow that mankind should forever accept the kind of society that happens to emerge. We have in our educational system a means by which society may reshape itself. * * * We have the right, nay the duty, to consider not only how we may train man to live in the new society, but also how we may inspire him so that he can, if need be, change this new society into one in which it will be good to live.

[8] Frank, Glenn. To Better Our Social Order. In Ely, Op. cit.

The latter is the more important obligation, and as such should command our constant attention.[9]

James E. Russell, writing on the topic of adult education in To Insure Social Stability, urges an educational philosophy that will recognize the importance of encouraging initiative and freedom from tradition in a plan of education for maintaining social security. He says:

> One aim of any self-respecting nation is the progressive advancement of its civilization. This means that in each oncoming generation the largest possible number of children should be encouraged to develop initiative and self-reliance, to reach rational conclusions unhampered by tradition. On the other hand, the maintenance of civil order and social security is a prerequisite to any advance whatever. * * *
>
> I come now to my suggestions respecting the scope and character of adult education in America. When we consider the need of social control, one outstanding opportunity is presented in vocational training. Something can be done to better instruction of novices in school, but the greatest opportunity lies in the improvement of workers in service: that is adult education. To create in the worker a love for his vocation and to give him the ability and the desire to spend his leisure in a way befitting his manhood: that is adult education. Perhaps the most significant opportunity of adult education is the chance of exalting in the public mind the dignity of labor, particularly in those fields in which manual skill is at a premium. The great weakness of our public schools is their failure to steer their pupils into fitting vocations. The creation of public sentiment for better vocational guidance is an outstanding challenge to adult education.[10]

Harry Elmer Barnes, writing on adult education with the purpose To Direct Social Change, says:

> This knowledge of how every advance, great or small, has been feared and resisted in the past ought to reduce the apprehensiveness of the present generation with respect to contemporary programs of social and political reconstruction. These may now be guided by a more comprehensive and scientific body of information than has previously been available to assist in any important historical transition.[11]

(3) ADULTS ARE ENTITLED TO EDUCATIONAL PROVISIONS FOR MEETING INTERESTS, DEVELOPED DURING OR FURTHERED BY MATURITY, THAT ACCORD WITH GENERAL EDUCATION OBJECTIVES

An adequate philosophy of adult education will include the assumption that it is a responsibility of society to provide educational opportunities to meet the natural and desirable interests of mature persons for further learning. On this point A. Caswell Ellis says in reference to the question, Can we afford adult education?—

> * * * Man has very many important interests, aptitudes, and powers that do not come to functional maturity in his early years; some of them do not fully mature until well past middle life. These interests and powers

[9] Russell, William F. To Open a New Frontier. In Ely, Op. cit.
[10] Russell, James E. To Insure Social Stability. In Ely, Op. cit.
[11] Barnes, Harry Elmer. To Direct Social change. In Ely, Op. cit.

> cannot possibly be developed by education given in youth; they must have stimulation and direction through education during adult life.[12]

Significant examples of such interests are found in the fields of vocational and avocational work, parenthood, and general cultural improvement. Educational opportunities for increasing efficiency in vocational work, in child care and welfare, in budgeting the family income, in furnishing and decorating the home, in subjects valuable for leisure-time activities, and in the creative arts are all naturally and peculiarly in line with adult interests. With the passing of interests in the simple games of childhood and adolescence, in juvenile reading, in the manipulation of tools and materials and the operation of mechanical apparatus on the play and exploratory level characteristic of youth, in excursions of a picnic character which are the delight of childhood, in interest in animals merely as playthings, it is natural that they be supplanted by related interests on an adult maturity level. The interests of the child and youth in the kinds of activities mentioned may become the interests of the adult in the games of business and politics, in competitive leisure-time sports, in reading and evaluating literature with the joy attending thereon, in the pleasure derived from studying the masterpieces of art, in the skill of manual dexterity for vocational and avocational purposes, and in field trips and travel for the purpose of learning more and more about animal and plant life, the works and processes of nature, the works of man, and man himself.

It is to be considered, however, that while it is natural for adolescent interests to be supplanted by adult interests, it does not always follow that such is the case. Favorable conditions for the transition may not obtain and adult life may be left barren as a consequence. Definite educational experiences need to be provided to insure the development and satisfaction of adult interests. Owing to the importance, extent, and influence of such adult interests as have been indicated, leaders in the adult education movement are developing a philosophy for this phase of education that assumes that it is a necessary and advisable function of education to furnish instruction in accordance with the natural interests of adults.

In a report on a study of adult interests, Dr. Thorndike says:

> The work of adult learning is not impeded by a general drying up of the wells of interest, nor by a decrease in the interests in observing, reading, listening, or performing acts of skill, on which learning is especially dependent. Adults may excuse themselves from learning because they are tired or sleepy or in need of entertainment rather than improvement, but not because they cannot, being old, be sufficiently interested. The few individuals who do suffer from a genuine general apathy are exceptions that prove the rule, and are balanced by the few who at 40 to 60 are much more interested and zealous than ever before. * * *

[12] In Ely, Op. cit., p. 64.

> Some interests are deep-rooted in a person's nature and persist in spite of notable changes in his experience and education. So a man may crave the inner approval of his deeper self, may want to think well of himself, through many changes in fortune and status. As student, athlete, lover, father, productive worker, neighbor, reformer, and servant of God, he may have many different interests. But through all he may persistently care about being satisfied with what he is or thinks himself to be. Such interests are a part of the perennial nature of the person. Some interests are almost entirely adopted and abandoned at the instigation of external circumstances.[13]

(4) ADULTS ARE ENTITLED TO OPPORTUNITIES IN VOCATIONAL TRAINING FOR UPGRADING AND FOR INCREASING THEIR EFFICIENCY

Because an individual has passed the time in life that has been fixed as *school age* is no reason why society should deny to him formal educational advantages that will help him to increase his vocational efficiency with the consequent results that he will render a larger social service and improve his own well-being and happiness. It is a short-sighted philosophy of education that would provide for youth at public expense preemployment training in specific lines of work yet fail to provide training for adults already in employment. Educational opportunities for up-grading in a given vocational position and for promotion to a higher position will constitute a social responsibility so long as manual skills and technical knowledge are demanded of a large percentage of our employed population for the purpose of rendering services to meet the needs of society. For example, it is a public responsibility to provide, in accordance with the needs of society, opportunities for increasing the efficiency of persons engaged in repairing and servicing automobiles, radios, and plumbing and electrical services in the home; it is an obligation of society to make available educational opportunities in building estimating to carpenters and masons as such are needed for the purpose of preparing them to become building contractors. Along with the responsibility that society has for the up-grading of artisans, it has a similar obligation for social welfare through providing instruction for increasing the efficiency of those employed in the professions, as for example, medicine, education, and social welfare work. Without such a philosophy society would fail to recognize the obligation it has for maintaining a body of practitioners capable of rendering services in accordance with changed conditions and new discoveries in their professional fields.

Furthermore, society has an obligation for training to compensate workers for loss of employment in positions made obsolete by technological changes. A sound social philosophy must assume that when a market for men's vocational skills and technical knowledge has been destroyed, it is a responsibility of society to see to it that they suffer as little as possible from the result. The philosophy of adult

[13] Thorndike, Edward L., Adult Interests. New York, The Macmillan Co., 1935., pp. 15, and 43-44.

education points out that the natural and logical means of meeting the problems of unemployment due to technological changes is provision for retraining in a "going" occupation, and that the occupation in which retraining is to be given be selected with a view to capitalizing on the past experiences of the worker as fully as possible. Beard, writing on adult education in To Prepare for New Occupations, says:

> Little is known about the extent and social effects of technological unemployment, but two things are certain; it is more than an incident in our economic evolution and it presents problems in adult education. All through our industrial structure technology is swiftly at work closing old occupations and opening new opportunities. Few who labor are entirely beyond the peril of its revolutionary upheavals. The casual dock laborer, who once unloaded ships by main strength is ousted from a livelihood by a belt conveyor that carries goods from holds in endless streams. The skilled artisan—iron puddler, glass blower, or painter—in the middle of things is supplanted by some mechanical device. The musician, riding on the high tide of prosperity with the silent-picture industry, is thrown into the streets almost over night by the advent of the sound film. In some cases only a portion of the workers in a given branch are dislocated; in others, the entire trade is destroyed, leaving the possessors of dearly bought skill helpless in the market place.[14]

(5) *IT IS INCUMBENT UPON SOCIETY TO PROVIDE EDUCATIONAL OPPORTUNITIES THAT WILL HELP ADULTS TO USE THEIR LEISURE TIME WISELY*

An adequate and sound philosophy of education cannot ignore that continually increasing portion of the adult's time frequently called leisure time. For that great percentage of the employed working on a strict schedule of hours per day and days per week, there remains a large surplus of time above that which is necessary for bodily refreshment and sleep. A person employed on a 44-hour week and using 8 hours per day for sleep has left for other purposes approximately 55 percent more time than he devotes to actual employment hours. The potential outcomes of this leisure time can be an enormous factor in the life of the individual. Depending upon the use made of it, leisure time may contribute greatly to general cultural development, vocational efficiency, social relations, and social and community services; or to bad social relations, undesirable social attitudes, antisocial behavior, and indolent habits. A considerable number of the cases docketed in the police courts are the results of offenses committed during the leisure time of the individuals. Adult education is including in its philosophy the tenet that the large amount of leisure time now available to adults, together with the opportunities it presents for educational training, places a direct responsibility upon education for providing programs for adults that will contribute in a large way to the cultural uplift of American life.

Assistant Superintendent Siegel of the New York City schools says that:

[14] Beard, Charles A., To Prepare for New Occupations. In Ely, op. cit.

> From present indications it is safe to assert that industrial progress will continue at an accelerating rate of speed. This means, of course, greater production per man-hour and consequent increase in so-called leisure time. Whether leisure is to be a bane or a benefit will be determined by the type and extent of publicly supported adult education program we provide.[15]

In referring to a study of the leisure-time activities of persons enrolled in adult classes in Minneapolis it is stated in the report of the superintendent that:

> The results of the study reveal that activities of an organized nature are not practiced by the great majority of adults. Rather they spend their spare time in activities such as undirected reading and aimless search for amusement. The challenge is clear to adult education and it may be stated as follows: Provide opportunities for the development of leisure-time activities which will be a source of joy and worth-while accomplishment to the individual and which, therefore, will contribute to improve mental and physical health.[16]

(6) THE OBJECTIVES FOR CLASSES IN ADULT EDUCATION WILL BE REALIZED IN LARGE MEASURE, THE MOTIVATION OF THE MEMBERS BEING STRONG

As participation in educational opportunities for adults is on a voluntary basis, the enrollees constitute a selected group having a high degree of interest. Much has been said in connection with the principles of education relative to the motivation of pupils as a means of realizing the aims of instruction. The activities included in the curriculum have been arranged in accordance with the experiences of the pupils and to meet interests as the occasions for them arise. Educational experiences in social activities come in the pupil's progress through school at the time interest in such is developing. In nature study much of the work is outlined on a seasonal basis. In this program, "Turtle Day" on the calendar of the rural school should be a movable date to be fixed as the day on which the pupils will find along the stream back of the schoolhouse the first turtle of the spring season.

Motivation in adult education is even stronger than that which can be brought about by attempts to schedule activities in the adolescent school in accordance with developing interests. Adults who select educational courses do so because they feel a need for further education which they hope the courses will meet. This consciousness of need is an impelling force to learning. Instruction in parenthood at the time it is functioning, training in the privileges and duties of citizenship during the time they are exercised, special vocational training as new conditions demand, and courses in the appreciation of art and literature as aesthetic longings develop are examples of motivation that make adult learning highly effective.

Adult education is stressing the principle that it is sound philosophy to provide educational opportunities in a given line to those who are

[15] Siegel, Morris E. Men and Women at School: Adult Education. The Thirty-seventh Annual Report of the Superintendent of Schools, City of New York. School year 1934–35. p. 29.

[16] The Years of the Depression, 1930-35. Report of the Superintendent of Schools to the Board of Education, Minneapolis, Minn., June 1935. p. 128.

highly motivated to undertake them. Relevant to this point, Robert D. Leigh says:

> Among the far-seeing leaders of the movement in the United States, adult education is recognized not as a substitute for inadequate schooling in youth but rather as an educational opportunity superior to that offered in youth, because the learner is motivated by the honest desire to know and to enrich his experience and because he brings to his study relevant daily experience, and consequently the new knowledge "takes root firmly, strikes deep, and feeds on what the day's life brings it." [17]

(7) *ABILITIES ACQUIRED DURING ADULTHOOD FUNCTION IMMEDIATELY, THUS MAKING FOR A QUICK RETURN ON THE INVESTMENT*

Time and money spent on education for adults bring rewards quickly, both to society and to the individual. This is apparent for the reasons: (*a*) Abilities acquired during adulthood may be put into use at once, as the adult is a mature functioning member of society. For example, if the adult through a study of civic and political problems is able to exercise more intelligently the privilege of suffrage, society is at once rewarded on the investment it has made in his further education. If the adult through a vocational course increases his efficiency as a productive worker, society is thereby enriched. If the adult through proper educational experiences has his appreciation of art raised to a higher level, society again receives immediate benefit by reason of the fact that one of its citizens has an enlarged viewpoint of the cultural things of life. In each instance the rewards which come to the adult from further education are also as immediate as those which come to society. (*b*) There is no diminution in the efficacy of abilities acquired during adulthood due to an interim between the time of their acquisition and the time they may be exercised. Adult education is not put into cold storage to suffer deterioration before being used. (*c*) A period of testing or seasoning is not so necessary for knowledge acquired during adulthood as for that acquired during adolescence, therefore a high degree of effectiveness is more immediate. In the case of the adult the experiences of maturity are applied to information as it is presented, and the resulting interpretations have a high probability of being correct. It is the philosophy of adult education that the final forms of many of the abilities needed by adults are most effectively and economically acquired during adulthood.

John Erskine in speaking of the immediacy of the results to be sought from adult education says:

> . . . It (adult education) has a function to discharge in our progressive society where new knowledge pours from laboratories, studies, and workshops with bewildering rapidity, offering new powers and opportunities while altering historic occupations. That function is to make continuously avail-

[17] Leigh, Robert D. To Liberalize the College Curriculum. In Ely. op. cit.

able to all inquisitive adults a realistic knowledge of what is going on in the world—the kind of knowledge that furnishes a shield and a sword in the struggle for existence.[18]

(8) SUBJECT-MATTER CONTENT AND INSTRUCTIONAL PROCEDURES FOR ANY GROUP SHOULD ACCORD WITH THE INTERESTS AND THE METHODS OF LEARNING REPRESENTATIVE OF THE GROUP

Adults no longer dress like children, and they differ just as greatly from children in their attitudes and behavior patterns toward life situations as they do in their dress. Consequently, it is not possible to put them again into a "knee-breeches" school. In any class for adults the content of instruction, the activities required of its members, and the methods of teaching must all be on an adult level, else the course will have but little meaning and interest for the group. Adult education is now stressing as a cardinal principle of its philosophy that instruction for adults must correspond to the adult's methods of learning; that instructional practices be in accord with conditions and situations obtaining in adulthood. To this end leaders in the field of adult education are emphasizing the need for the further study of the characteristics of adults insofar as they condition methods of instruction, ways of learning, and instructional situations. Dr. Thorndike says that "Those who arrange courses of study, or write textbooks, for adults should devote a reasonable amount of attention to the facts available in psychology, sociology, economics, and history concerning adult interests and wants.[19]

Dr. Fansler in speaking of the qualifications of the teachers of adults says:

> Too little is definitely known concerning administrative procedures and methods of teaching adults to predict the probable content of such curricula or the restrictions and prerequisites that may be imposed upon candidates for professional training. We do know that the brilliant young A. B. is less likely to be effective with adults than the older teacher who has had the mellowing influence of considerable life experience gained in business and social contacts. And we know that the job of teaching adults requires more elasticity and ingenuity than is usual in the more formalized disciplines of compulsory education. These two bits of empirical knowledge may save adult education from becoming on the one hand the "big city" of an army of hopeful young aspirants, and on the other hand the Mecca of superannuated school teachers too spent to withstand the shattering blows of daily contact with adolescent spirits.[20]

(9) IT IS A PUBLIC RESPONSIBILITY TO PROVIDE EDUCATIONAL OPPORTUNITIES FOR A LARGE PERCENTAGE OF THE POPULATION THAT IS INTERESTED IN AND CAPABLE OF FURTHER EDUCATIONAL TRAINING

Leaders in the adult education movement are today stressing as they have never done previously that the philosophy upon which the

[18] Erskine, John, To Return to Creative Endeavor. In Adult Education in Action. Edited by Mary L. Ely. American Association for Adult Education, 1936.

[19] Thorndike, Edward L., Adult Interests. New York, The Macmillan Company, 1935. p. 88.

[20] Fansler, Thomas.
Training of Leaders and Teachers of Adults. In Handbook of Adult Education, 1936. Dorothy Rowden, Editor. American Association for Adult Education.

educational program of a democratic form of government is based shall include as a cardinal principle the assumption that any large group of the population capable of and interested in further educational training along any line of social value, is entitled to such educational privileges and that it is a public responsibility to see to it that they are provided. William M. Proctor points to this as a new philosophy of education and indicates the need for studying problems in broad fields of human activities. He says:

> What this country needs . . . , is the cultivation of a new philosophy of education which holds that every individual capable of learning anything is worthy of a chance at a type of education which not only will help him to develop whatever skills or techniques he may need in order to become a productive unit in the economic scheme of things, but will at the same time supplement that phase of his education with opportunities to develop his ability to apply his mind intelligently to the social, political, esthetic, and spiritual problems which confront every citizen of a democracy.[21]

A. Caswell Ellis recognized the size of the program necessary to carry out this philosophy but questions if we can afford not to undertake it. He writes:

> . . . How large is the job of adult education for the nation? It seems inevitable that from now on adult education must be regarded not as a luxury nor as a charity but as a prime necessity for every man and every woman. As there are 70 million adults in the United States, adult education for all who need it is a rather large order. Filling that order would mean taking care of nearly three times as many adult students as there are pupils in the public schools. . . . Can we afford it? The real question is, can we afford to delay it.[22]

(10) THERE SHOULD BE EDUCATIONAL PROVISIONS FOR ADULTS CORRESPONDING TO THEIR ABILITY TO LEARN

Leaders in the adult-education movement are at present vigorously emphasizing a philosophy of this phase of education which holds that society has an obligation to provide educational opportunities to match man's ability to learn new things. This has long been accepted as a tenet of education for the adolescent level, but it is only recently that it has been considered as obtaining for education on the adult level. Psychologists, sociologists, and others interested in adult education are now pointing out that it is logical to assume that the continuing ability to learn with which nature has endowed man calls for adequate and proper educational opportunities provided by man himself to make use of this endowment.

Thorndike states this philosophy succinctly in the following words:

> It would now be unfortunate if learning were restricted chiefly to childhood and youth, first, because the world is changing so fast that what one learns from 5 to 20 is often not useful from 35 to 60; second, because men and women have now so much leisure time that they could, if they had the ability, keep

[21] Proctor, William Martin, Men and Women at School: Adult Education. The Thirty-Seventh Annual Report of the Superintendent of Schools, City of New York, 1934–35.

[22] Ellis, A. Caswell. Can We Afford Adult Education? In Ely Op. cit. pp. 64–65.

> up with the changing world; third, because the diffusion of power from the few to the many makes it desirable that the many learn more than they do or can learn in childhood . . . Well-informed and intelligent students of human affairs will agree that trustworthy knowledge of the possibilities of learning in adult years should replace proverbs and taboos in determining educational policy and action.[23]

Prof. Edmund de S. Brunner, of Teachers College, Columbia University, in speaking with reference to this question sets forth the proposition that the philosophers of ancient times addressed their teachings to adults, but that in modern times adults have been forgotten in our educational plans. He says:

> Let no one question the validity of adult education. The learning abilities of adults have been proven as we shall hear. The great teachers of the world have given themselves to adults. Socrates, Confucius, Jesus, and a host of others. We in the United States have surpassed other nations asserting the child's right to be taught. We have forgotten the adult. But we are awake at last, driven by rapid social changes to a recognition of the inevitability of adult education.[24]

Morris E. Siegel, Director of Evening and Continuation Schools, and Director of the Adult Education Project, New York City Public Schools, holds the opinion that the philosophy of education cannot discriminate against adult education. He says:

> Once we concede that education is a life process, we cannot successfully defend the thesis that formal or even informal education stops at 14, at 18, at 24, or at 64. Education is not a formalized process that can be confined to the four walls of a schoolroom. There is no more reason for distinguishing between adult education and nonadult education than there is reason to separate adult living from nonadult living. In a progressively advancing civilization, one must continually make adjustments in his own life and in relation to the community if he is not to be overtaken by the surging forces of material advance. Adult education is a prime necessity. One disregards it at his own peril and to the permanent injury of his fellow beings.[25]

CONTINUING ABILITY TO LEARN

Probably the greatest stimulus to the adult education movement that has occurred since the World War has come as a result of the pronouncement that the ability to learn efficiently new things persists till late in life. Throughout the ages the belief that the ability to acquire knowledge, skills, habits, and attitudes of mind, in fact all learning involving the higher mental processes, was peculiar to the period from birth through adolescence has with few exceptions obtained as a principle in theory and practice. For this reason children spelled words they did not use, acquired facts about social and economic life that bore no relation to their own activities, and mastered mathematics that did not function in their lives. During the past

[23] Thorndike, Edward L. Adult Interests. New York, The Macmillan Co., 1935.

[24] de S. Brunner, Edmund. Adult Education and Rural Community. In Conference on Adult Education. University of Missouri Bulletin, vol. 35, no. 22. Education Series 1934, no. 33.

[25] Siegel, Morris E. Men and Women at Work: Adult Education. The Thirty-seventh Annual Report of the Superintendent of Schools, City of New York, school year, 1934–35. p. 28.

7 or 8 years, however, psychological studies have been made that prove the ability of adults to continue learning to an advanced age. Thorndike says that these studies show "that the ability to learn increased from early childhood to about age 25 and decreased gradually and slowly thereafter, about 1 percent per year. Childhood was found to be emphatically *not* the best age for learning in the sense of the age when the greatest returns per unit of time spent are received. The age for learning that is best in that sense is in the twenties, and any age below 45 is better than ages 10 to 14." In the same connection Thorndike further says it is "probable that the decline in ability to learn from age 45 to 70 is not much more rapid than this, so that a man of 65 may expect to learn at least half as much per hour as he could at 25 and more than he could at 8 or 10. These results perform the useful service of assuring any adult (using the word here and later to mean a person age 21 to 70) who is not demented that he can learn most of what he needs to learn, and with little or no greater time cost than at age 15."[26] Thorndike further says in reference to experiments to determine differences between young adults and old as to interests and attitudes, "whatever differences exist as a consequence of fundamental and necessary psychological changes with age are very moderate in amount, and will not prevent the older group from doing at 45 on a somewhat reduced scale almost anything which they could have done at the psychological acme of life at 25."

As a result of these studies education is now generally regarded as a continuous process throughout the life of the individual. The significance of this newly established truth is of tremendous import to adult education. Age of itself can no longer be a deterrent to the individual's desire to obtain new or additional knowledge of some subject in which he becomes interested or to acquire new skills for the performance of manual tasks either of a vocational or avocational character. Man is thus not only freed from the fetters of inertia—occasioned by the belief that there is significant loss during adulthood in the ability to learn—that have bound his ambition for self-improvement, but is given an impetus to go forward, encouraged by the prediction of success. Thus the assumption that adults do not greatly profit from educational opportunities—which has long been "the constant solace of an inept educational system"—has been effectively destroyed.

The importance for educational practice of the establishment of the principle that adults are able to continue learning new things is emphasized by a study of the percentage of the population, by age groups, that is participating in formal educational opportunities and also of the population above "school age." The amount of time spent by the great majority of persons, during the period of school age, in

[26] Thorndike, Edward L., Adult Interests. New York, The Macmillan Co., 1935. p. 2.

attendance upon class instruction is inadequate for a full preparation in the generally accepted objectives of education. A study of school attendance as reported in the 1930 census will serve to make clear the need for providing in a more ample form than at present, educational opportunities for adults, including the older youth. Data in table 1 show that the maximum percentage of school attendance for any age is 97.5 at age 11. This percentage decreases with age and at 20 is only 13.1 percent. After the age of 20 the decrease in the percentage of school attendance is certainly much greater than in the years immediately preceding 20. Consequently it can be assumed that in a few years beyond that age the percentage of any age group in attendance upon instruction is very small. The field of adult education is further indicated by the number of adults out of school. For example, let us again take the age of 20. At this time in life 86.9 percent are out of school and not in attendance upon any kind of instruction. Yet the number of persons above 20 years of age constitutes a large majority of our population, the exact number, as shown in table 2, being 75,072,033 out of a total population of 122,681,024, or 61 percent.

TABLE 1.—1930 CENSUS[1] REPORT ON SCHOOL ATTENDANCE

Age	Number	Percent in attendance	Age	Number	Percent in attendance
5	2,505,250	20.0	13	2,322,327	96.5
6	2,515,285	66.3	14	2,382,385	92.9
7	2,470,159	89.4	15	2,295,699	84.7
8	2,604,215	94.1	16	2,367,315	66.3
9	2,512,700	95.6	17	2,295,822	47.9
10	2,500,648	97.1	18	2,357,834	30.7
11	2,319,394	97.5	19	2,235,445	19.8
12	2,408,123	97.1	20	2,222,431	13.1

[1] The total population of the United States in 1930 was 122,681,024.

TABLE 2.—POPULATION UNDER AND OVER AGES INDICATED, 1930[1]

Age	Number	Percent	Age	Number	Percent
Under 15	36,056,876	29.3	Over 30	54,368,047	44.4
Over 15	86,624,148	70.7	Under 35	77,433,398	63.2
Under 20	47,608,991	31.8	Over 35	45,247,626	36.8
Over 20	75,072,033	61.2	Under 40	86,642,043	70.6
Under 25	58,479,369	47.7	Over 40	36,038,981	29.4
Over 25	64,201,655	52.3	Under 45	94,632,238	77.1
Under 30	68,312,977	55.6	Over 45	28,048,786	22.9

[1] The total population of the United States in 1930 was 122,681,024.

It is to be noted that the lack of educational provisions for adults results in failure over a long period of years to capitalize on learning ability at an efficient level, for example 25 to 45 years of age. The number of persons 25 to 45, inclusive, is 36,880,342 (1930 census) or 30 percent of the total population. For this large number of persons capable of efficient learning at a period when they are active in the

exercise of social and civic obligations and privileges, the public schools have provided only meager educational opportunities. When it is considered that at the present time the average number of years of education completed by pupils in the elementary and secondary schools is probably only a little more than 10—in 1930 it was 9.65—and that the median education of the adult population is approximately the completion of the elementary school (eighth grade except in 7-grade systems), the need for promoting educational opportunities for adults is apparent. During the past few years a considerable number of State and local school systems have inaugurated on a limited scale educational programs in accordance with the best thought of the time, but as yet the amount of such work is still far from that necessary to meet generally accepted needs for it.

A summary statement as to present trends of thought relative to the ability of adults to learn is set forth in the following language of Dr. Leigh:

> There is gradually emerging, therefore, a conception of education as a lifelong process beginning at birth and ending only with death, a process related at all points to the life experiences of the individual, a process full of meaning and reality to the learner, a process in which the student is active participant rather than passive recipient. One hesitates to say where this wholesome conception will, in the end, lead us. We professional pedagogues may well fear that our traditional skills of writing texts, lecturing, examining, and grading will become as obsolete as the horsecar. But it is the part of wisdom to attempt to learn the newer techniques rather than to fight blindly in defense of the old.[27]

EMERGENCY EDUCATION PROGRAM

During the past few years the Federal Government, through the Works Progress Administration, has been spending about 20 to 25 million dollars a year on educational programs which give work to an average of about 40,000 teachers and make it possible for approximately 2,000,000 a year to enroll in classes for formal instruction. Probably an additional million participate in an informal way in programs that are of an educational character. The reports of the WPA show that during the past 3 years at least 4,000,000 of our adult population have raised themselves to higher educational levels through the programs provided by that organization.

The conception and purpose of this large Federal program in education is explained by Harry L. Hopkins, Works Progress Administrator, as follows:[28]

> Education was the first work project undertaken when the Government started Federal relief back in 1933. Why did this happen? Primarily, I think, because as a Nation we have awakened to the fact that unemployment means more than physical want and physical idleness. We saw that many

[27] Leigh, Robert D., To Liberalize the College Curriculum. In Ely. Op. cit., (p. 42.)

[28] From an address delivered at Teachers College, Columbia University, New York City, May 15, 1937.

of the unemployed were gradually losing their fitness for work. We were forced to change our traditional conception of relief and public work. Public works programs in the past have been chiefly devoted to construction projects—to building up our physical resources. The recent depression taught us that the conservation and development of our human resources is even more important.

A far greater number of white-collar and professional workers were unemployed than ever before. . . . Manual labor was not the answer. Common sense told us that it was not only inefficient but wasteful to put an artist to work chopping trees or a teacher to digging ditches. We had some experience with a work program for professional groups in New York State. . . . We decided to organize a similar program on a national scale. We did not want to duplicate or supplant the regular school system. We wanted our program to supplement what the public-school teachers were doing; to discover what services the regular schools were not providing. The job of the school has been considered primarily one of teaching children. It offers educational opportunities to only a part of the many people who need educational services. Yet many adults have not had the chance for this elementary schooling. In this country where child labor is still a common condition, countless numbers of men and women have been forced by economic necessity to leave school at an early age to earn their living. There are not even enough schools to care for all the children of school age.

We had fooled ourselves into thinking that in the United States elementary education was universal. But in spite of all we had done to develop such a system, we lagged far behind our ideals. . . .

Under the WPA we have tried to make a beginning in the development of a broad program of social education which would meet the interests and needs of adults—a program which would aim to make education fit the needs of our industrial democracy, which would take care of some of the countless numbers of people who are either too young or too old to be taken care of by our public schools. We do not claim, by any means, to have established an adequate program. Adult education on a public scale as large as this had never been tried in the United States before.

The size of the scale on which the emergency education program is operating is shown by data from the Works Progress Administration on enrollments by classifications of the kinds of instruction included.

TABLE 3.—WORKS PROGRESS ADMINISTRATION—REPORT ON EDUCATION DIVISION FOR MARCH 1937

Classification	Number of—		
	Teachers and other employees	Classes	Persons enrolled.
1	2	3	4
1. Literacy	6,004	22,779	241,048
2. Workers education	731	3,977	69,436
3. Public affairs education	392	2,200	40,501
4. Parent education	701	4,067	66,267
5. Homemaking education	2,102	9,029	107,141
6. Vocational education	3,878	15,667	206,297
7. Education in avocational and leisure-time activities	3,361	35,641	646,770
8. College level instruction	597	873	15,747
9. Correspondence instruction	355	736	23,409
10. Other general adult education	7,477	30,557	394,628
11. Nursery schools	6,330	1,797	52,050
12. Other assignments	10,325	12,321	157,016
Total	42,253	139,644	2,020,310

After deductions for nursery schools are made the totals for adult types of work are: Number of teachers, 35,923; classes, 137,847; number of persons enrolled, 1,968,260. The three States having the largest enrollments, including nursery classes, are: Pennsylvania with an enrollment of 576,483; New York with an enrollment of 261,370; and California with 143,621. No State, with the exception of Nevada with an enrollment of 681, has an enrollment of less than 2,000.

In addition to the subjects usually represented in the grade and high-school curricula, the adult work in the emergency education program is of wide range including such subjects as music, art, creative writing, parliamentary practice, first aid, and Braille reading for the blind. Home-making education is stressed as it is believed that instruction in this field will serve to buttress the home against the attack made upon it by the depression period. Homemaking, which enrolls 107,141 women, includes instruction in foods, cooking, making and remodeling clothing, home management, health and hygiene, and child care. The general subject-matter fields included in the emergency education work carried on by States may be illustrated by the offerings of the California program, which are listed as: Training in the native arts and crafts, home nursing, child care and home hygiene, recreation leadership training, training for domestic service, home economics, agriculture, literacy, vocational rehabilitation, parent education, avocational training, and general academic education.

With reference to the subject-matter fields included in emergency adult education, Mr. Hopkins said in his recent address at Teachers College, Columbia University:

> The most spectacular phase of the WPA program has been its attack on illiteracy. Teachers have gone out into rural counties, remote mountain valleys, and city slums, holding classes, day and night, in public schools, mountain shacks, farm houses, and churches. Illiterate men and women from 16 to 82 years of age have enrolled. Fathers and sons and even grandparents and grandchildren are learning together in the same class. Seven hundred thousand illiterates, most of them American-born, have learned to read and write in WPA classes. Illiteracy is not restricted to our foreign born population or to any one section of the country. It is a national problem.
>
> We have aimed not only to teach people to read and write. Bare literacy is not enough. People must know how to understand and use what they read. Literacy classes have, therefore, included badly needed health information, principles of child care and food values, instruction in sewing and arithmetic, and understanding of simple current events and government. One class of 13 in a southern rural county is composed of the members of one family only—father, mother, and 11 children—not one of whom were able to read or write before the WPA organized a class for them. Under the WPA illiteracy in the United States has been reduced 16 percent.

Closely allied with the work in literacy are classes in citizenship and preparation for naturalization. The public schools have, of course, been concerned for some time with this phase of adult education. The admission of approximately 28 million immigrants into this country since 1880 has dramatized this need. But in spite of the effective programs of our public night schools and many private institutions, there are still over four million men and women in this country who have not become American citizens. Approximately 700,000 have been taught to read and write in WPA classes. More than 200,000 have been enrolled in these classes at the same time.

The table below on the literacy work in the emergency education program shows the attack being made on the illiteracy problem. The laudability of this effort is understood when it is considered that the 1930 census listed four and one quarter million adults as illiterate, which probably means that as many more are "functionally illiterate."

TABLE 4.—WPA EDUCATION PROGRAM REPORT ON LITERACY AND NATURALIZATION FOR MARCH 1937

State	Number of—			State	Number of—		
	Teachers	Classes	Enrollees		Teachers	Classes	Enrollees
1	2	3	4	1	2	3	4
Alabama	186	552	4,705	New Jersey	142	239	2,861
Arizona	35	61	980	New Mexico	31	106	1,244
Arkansas	87	783	5,241	New York	81	227	1,993
California	145	2,198	7,989	North Carolina	251	1,070	8,032
Colorado	53	161	2,119	North Dakota	22	78	1,025
Connecticut	21	44	490	Ohio	298	784	13,034
Florida	118	299	3,054	Oklahoma	65	291	4,588
Georgia	303	684	11,634	Oregon	40	103	1,650
Idaho	8	33	194	Pennsylvania	328	1,437	17,609
Illinois	335	934	14,052	Rhode Island	35	183	2,073
Indiana	101	238	4,330	South Carolina	285	2,413	13,023
Iowa	47	164	1,299	South Dakota	5	5	73
Kansas	14	35	312	Tennessee	132	681	10,623
Kentucky	180	834	8,159	Texas	542	1,269	18,561
Louisiana	194	946	9,092	Utah	14	36	694
Maine	35	35	433	Vermont	5	87	346
Maryland	21	43	757	Virginia	270	506	8,614
Michigan	44	388	4,884	Washington	57	593	7,337
Minnesota	24	66	1,753	West Virginia	88	319	2,756
Mississippi	266	696	13,437	Wisconsin	39	80	946
Missouri	147	363	6,113	Wyoming	8	44	999
Montana	17	28	595	District of Columbia	18	59	723
Nebraska	42	122	1,525	New York City	591	2,375	17,999
Nevada	1	6	37				
New Hampshire	14	89	1,061	Total	5,784	22,779	241,048

Some States operate their regular adult education program and an emergency program. The data below taken from *The Emergency Education Program*, California State Department of Education Bulletin No. 5, March 1, 1936, show an interesting comparison of these two programs for that State in 1935:

TABLE 5.—NUMBER OF TEACHERS EMPLOYED IN THE EMERGENCY EDUCATION PROGRAM AND THE REGULAR ADULT EDUCATION PROGRAM, BY FIELD

Field	Number of teachers employed		Enrollment	
	Emergency education program	Regular adult education program	Emergency education program	Regular adult education program
1	2	3	4	5
Parent education	57	190	3,226	7,381
Literacy education	227	459	6,863	14,400
Vocational training	405	1,656	10,503	58,981
General adult education	1,168	2,628	43,016	91,733
Total	**1,847**	**4,933**	**63,608**	**172,495**

The effects of the emergency education program upon the adult education movement have been rather generally discussed by leaders in this field of education. Below are given the conclusions from a meeting representing the Northwestern States:

Advantageous effects of the emergency adult education program.[29]

(1) The emergency adult education program, while primarily conceived and inaugurated as a relief measure, became definitely an educational program in the Northwest States in spite of its relief features.

(2) The emergency adult education program has offered worth-while educational opportunities to many thousands of adults and studies made of the enrollees in the classes indicate that a large percentage are willing to help support a permanent program of adult education through the payment of class fees.

(3) The emergency adult education program has proved a stimulus to the training of a corps of adult education teachers, thus providing a nucleus for the establishment of a State program of adult education in each of the Northwest States.

(4) On the whole, the emergency adult education program, through stimulating interest in and appreciation of the values of adult education and through arousing the latent desire of many adults to continue their study, has made marked progress in the direction of the establishment of a permanent program of State-supported adult education in the Northwest States.

Detrimental effects of the emergency adult education program.

(1) In some few communities, poor teaching in some adult classes has resulted in a cynical, critical attitude toward adult education in general.

(2) The association of adult education and relief built up in the minds of some people may ultimately prove detrimental to the establishment of a permanent program of adult education in a State.

(3) The emergency adult education program, if continued through another year or two without careful planning and direction, will very likely result in a lowering of the present effectiveness of the classes due to the fact that curtailed relief funds, necessitating tighter relief qualifications for work, will eliminate numbers of the more successful adult education teachers and the

[29] First yearbook of the Pacific Northwest Association for Adult Education. Report of fifth annual meeting, Alaska, Idaho, Montana, Oregon, and Washington, held at Spokane, Wash., April 7–10, 1936.

use of a greater proportionate number of teachers with less ability, thus lowering the general efficiency of the entire adult education program.

The New York Adult Education Council arranged and held at the New York School for Social Research, New York City, on October 22, 1935, a panel discussion on the question: How has the expenditure of emergency funds for adult education affected the chances for a stable and growing adult education program? Excerpts from this discussion as reported in the January 1936 number of the Journal of Adult Education indicate the trends of the thinking of that group relative to the importance of the emergency adult education program.

Jennie M. Flexner, readers' adviser, New York Public Library: I see a more specific result that I consider favorable. Hundreds of thousands of persons who are eager for more education could not have been persuaded to go into the formal classrooms of the night high schools or continuation schools, but they have flocked into the emergency classes where the instruction has been informal and, being intended to distract the student's mind from his troubles, has been centered around the things that he was interested in and the things that he could do.

Caroline A. Whipple, supervisor of adult education, New York State Department of Education: I see still another good thing. Never before have so many people been working full time on adult education. In the public schools and colleges adult education has always been a part-time job. Among the emergency teachers we have men and women who are completely absorbed in this one job, whose bread and butter depends upon it, and who are especially sympathetic with the persons they teach because they are all meeting the same economic difficulties.

Philip N. Youtz, director, Brooklyn museums: I want to add another good word for the emergency program. I think it has taken education somewhat out of the hands of the educators, who were in danger of becoming a sort of priesthood, and has secularized it once more by transferring some of the initiative and the control to the people who are to be educated.

Mrs. Lucy Wilcox Adams, executive secretary, California Association for Adult Education.—A good adult-education program has been developed when and only when, the educational feature has been stressed. With trained administrators the program has had some chance of success, but in small communities where adult education was new and where teachers were chosen solely on the ground of their need for jobs, I should say that the emergency education program has been a failure. And where that has happened, I can testify from my personal observation, reluctance to give support to adult education and even animosity toward the whole idea have developed where there was only indifference before. * * * In one place in California where we had a large adult-education program that offered mainly elementary and vocational subjects we saw the program discontinued without protest from any but the people who had attended the classes, and that protest was unheeded. In another California community where the night school had been developed as a community center with a forum and a variety of classes, though fewer people were reached, their influence in the community was important enough to block an effort to do away with the program. Instead, it was actually enlarged.

Jerome H. Bentley, activities secretary, Y. M. C. A. of the city of New York.—Our people in this country are about 95, or perhaps 99 percent persuaded that tax money is properly spent for the education of young children, and possibly 90 percent of them approve its expenditure for secondary education. Less than 5 percent, I think, are convinced that public money should be spent for adult education. And yet, if we are going to have adult education on a scale at all commensurate with our need of it, we must spend tax money for it, and to do that we must have a much larger percentage of our people educated to see the wisdom of such expenditures. The emergency education program, where it has been successful, has advanced us a long way in that direction, I believe. Large numbers of people who have known nothing of adult education in the past have now come into interesting contact with it as teachers or organizers or students, and these contacts have undoubtedly done much to create an adult-education-minded public.

Among important conclusions that seem evident as a result of experiences growing out of the emergency adult-education program are:

1. Adults will take advantage of educational opportunities if program and methods of instruction are provided in accordance with their needs, interests, and methods of learning. The results indicate very clearly that adults are eager for additional educational privileges.

2. The scientific establishment of the ability of adults to learn has been carried beyond the laboratory, and the fact that adults do learn has been demonstrated on a larger scale and in a wider range of subjects than was ever done before.

3. Persons engaged in various lines of occupational work may be found who can teach successfully, especially if given short intensive training in the principles of instruction, classes of adults enrolled in courses prepared to meet their specific needs.

The importance of the adult emergency education program is emphasized by L. R. Alderman, Director of the Education Division of the WPA, in a report made by him March 31, 1937:

> The education program has demonstrated that adults can learn and that they want to learn. Many educational leaders now see that our regular school systems have not provided adequate service for adults. They are moving to extend the services of public schools to include mature men and women. But some of our needs for adult education are so urgent that we cannot afford, as a Nation, to await the necessarily slow development of State and local educational services. At such a time the WPA education program is doing far more than any other single agency to serve the needs of the Nation. Millions of men and women feel that the emergency program was started for them, that it is suited to their needs, and that it should be continued until their needs have been met. Nothing has ever occurred more encouraging to those who realize that the preservation of democracy depends upon the continuous education of its citizens.

EDUCATION IN THE CCC CAMPS [88]

On March 31, 1933, Emergency Conservation Work was authorized by Congress and 5 days later was established by the President. Robert Fechner, of Boston, Mass., was appointed as Director, and

[88] Prepared by Howard W. Oxley, director of CCC camp education.

the Secretary of War, the Secretary of Agriculture, the Secretary of the Interior, and the Secretary of Labor were designated to appoint a representative of each of these Departments to act as an advisory council to the Director.

Originally the number of men to be enrolled was fixed at 250,000. Twenty-five thousand of these men were to be veterans and approximately 11,000 were to be Indians. No age or marital limitations were imposed on these groups. The balance, approximately 215,000, were to be men between the ages of 18 and 25 years, physically fit, unemployed, unmarried, and selected from families on relief rolls.

The Labor Department became responsible for the selection of the junior enrollees and the Veterans' Administration for the selection of the veterans. The selection of Indian enrollees and the administration of their camps was handled entirely by the Department of the Interior, Bureau of Indian Affairs. The War Department was responsible for the enrollment of both veterans and juniors and for the construction and administration of the camps. These administrative duties included providing transportation, shelter, clothing, food, medical care, compensation, recreational, educational, and religious activities, and adoption and enforcement of a disciplinary code. The Department of Agriculture and the Department of the Interior plan and execute the work projects of all camps, excepting a small number for which the War Department is responsible.

According to the Second Report of the Director of Emergency Conservation Work (April 5, 1933, to March 31, 1934):

> Initial educational activities in the corps were of an extremely informal nature. Generally, a camp would produce at least a small group of men who were interested in asking questions about their own work or some other kind of work. Usually, the Army officers or the work-supervising personnel, or all together, would try to answer some of the questions of the interested group or perhaps make a series of informal lectures on many subjects.
>
> In many instances enrollees who were illiterate have been "taught their letters" by interested officers or work personnel. In some cases the corps area commanders laid out provisional courses of instruction which camp commanders were required to present to enrollees. In some instances, as many as 20 courses were prepared and recommended.

On December 7, 1933, a plan for an amplified educational program was approved by the President, which provided that the Office of Education would act in an advisory capacity to the War Department in all matters affecting the educational program. A director of CCC camp education was appointed by the Commissioner of Education to select and supervise corps area and camp educational advisers, and to recommend to the Secretary of War the outlines of instruction, teaching procedures, and types of teaching materials for use in the camps.

The original plan also provided for the appointment of a corps area educational adviser in each of the nine corps areas to act in an ad-

visory capacity to the corps area commander on educational matters. An assistant corps area adviser was authorized and assigned to each of the nine corps areas in July 1935. Until that time corps area educational advisers were called upon to supervise the educational work of all the camps in their corps areas. The authorization of district educational advisers during this year completed the chain of organization and provided for more adequate supervision of the work. District commanders, aided by their district advisers, were able to provide better training for camp advisers and thus to develop more satisfactory programs.

The quota of camp advisers varied greatly since the beginning of the educational program, due to the fluctuation in the size of the corps, as is shown by the following table:

TABLE 6.—QUOTA OF CCC CAMP ADVISERS, FEBRUARY 1934 TO JULY 1936

	February 1934	July 1934	February 1935	July 1935	February 1936	July 1936
1	2	3	4	5	6	7
Number of companies	1,466	1,579	1,638	2,270	2,158	2,109
Quota of advisers	1,466	1,085	1,267	2,000	1,900	2,109
Number of advisers on duty	625	1,079	1,263	1,336	1,880	1,999

A study of the personnel records of 1,321 advisers appointed during the fiscal year, July 1935 to June 1936, revealed that all are college graduates, 74 percent having bachelor's degrees, 23 percent master's degrees, and 3 percent doctor's degrees. More than half of them have majored in education and the social sciences during their college years. Approximately 60 percent had previous experience in teaching, and 12 percent had administrative school work. About 40 percent had business or industrial experience.

The duties and responsibilities of camp educational advisers may be classified briefly under six major headings:

1. To have general supervision of the educational activities in the camp.
2. To develop an educational program suited to the needs and interests of the men in his camp.
3. To secure supplementary educational facilities from schools, colleges, and other organizations, for the camp program.
4. To supervise the work of the assistant leader for education.
5. To recommend to the company commander opportunities for coordinating the educational program with the work and recreational programs of the enrolled men.
6. To advise and counsel with enrollees on their educational program and vocational development.

COMMITTEE ON EDUCATION.

In order to obtain the active interest and cooperation of the military and technical personnel, committees on education have been organized in a large number of camps. In several corps areas these committees were organized in all camps by order of the corps area commander. The committee consists of the company commander, project superintendent, educational adviser, and an outstanding enrollee. Its purpose is to develop the educational program in all its phases, during the work hours and in the leisure time of the enrollees.

COUNSELING AND GUIDANCE.

The success of a camp educational program depends primarily upon the effectiveness of the camp adviser's work in counseling and guidance. The first duty of the adviser in this respect is to interview enrollees upon their first arrival in the camp. Enrollees having common interests are then organized into groups for work under competent leaders. Those requiring individual treatment receive personal attention from competent persons. The CCC educational program is designed to meet the needs and interests of more than a million and a half enrollees who have been members of the corps since its inception.

EDUCATIONAL ACTIVITIES

Two and one-half years of experience in CCC camp education indicates unmistakably the predominant interests of enrollees in preparing for and getting a job in normal civilian life. This is shown by the enrollment in the three major types of educational activities offered in the camps. At the present time more than 64 percent of the enrollment is in some form of occupational training. The following table indicates the trend in this direction over a period of 9 months:

TABLE 7.—ENROLLMENT IN VOCATIONAL TRAINING IN CCC CAMPS OVER A 9-MONTH PERIOD

School level	October 1935		January 1936		June 1936	
	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent
1	2	3	4	5	6	7
Academic courses	202,815	33	199,357	26	166,848	25
Occupational training	351,176	57	463,852	61	430,962	64
Recreational activities	62,266	10	96,520	13	76,523	11

ACADEMIC COURSES.

Educational level of enrollees.—The educational level of enrollees varies considerably in each camp and corps area, but on a country-wide basis there has been little or no change from month to month in the percentage of enrollees on each level. The proportion for each school level is given in the following table:

TABLE 8.—PROPORTION OF CCC ENROLLEES BY SCHOOL LEVEL

School level	October 1934	July 1935	October 1935	January 1936	June 1936
1	2	3	4	5	6
Illiterate	(1)	2.5	2.5	2.5	2
Elementary	26	23.5	28.5	28.4	28
High school	56	55.0	52.7	53.0	54
College	18	18.4	16.2	16.0	15

[1] No report available.

Elimination of illiteracy.—The above table reveals that approximately 2½ percent of the enrollees are illiterate. Naturally, elimination of illiteracy has been considered one of the primary objectives of the program. In October 1935 the Office of Education issued a publication suggesting a number of techniques and materials that had been found to be of value in instructing illiterate enrollees. The Ninth Corps Area educational adviser's office published a text designed specifically for use in the CCC camps. Results achieved in this field are shown in the following table:

TABLE 9.—NUMBER AND PERCENT OF CCC ENROLLEES TAUGHT TO READ AND WRITE

	November 1934	July 1935	October 1935	January 1936	June 1936
1	2	3	4	5	6
Number of illiterates	(1)	7,369	11,283	10,927	7,598
Number learning to read and write	2,062	6,521	9,078	9,169	7,018
Percentage	(1)	88	80	84	92

[1] No report available.

It is estimated that 40,000 enrollees have been taught to read and write since the start of the CCC.

Elementary, high-school, and college courses.—Reports on the enrollment in the various types of courses were not secured until July 1935. The following table indicates the enrollment in academic courses for 3 selected months during the year:

TABLE 10.—ENROLLMENT IN ACADEMIC COURSES IN CCC CAMPS

	October 1935	January 1936	June 1936
1	2	3	4
Elementary subjects	80,016	90,695	77,343
High-school subjects	114,728	101,584	83,485
College subjects	8,071	7,078	6,020

OCCUPATIONAL TRAINING.

Occupational training in CCC camps divides naturally into two major activities: Training on the job and general vocational education.

Training on the job.—There are more than 60 major types of work in which the Civilian Conservation Corps is engaged. These major classifications may be broken down into more than 300 jobs for training purposes. The number of enrollees receiving such planned instruction is shown in the following table:

TABLE 11.—NUMBER OF CCC ENROLLEES RECEIVING JOB TRAINING

	April 1935	July 1935	October 1935	January 1936	June 1936
1	2	3	4	5	6
Number of enrollees receiving job training	88,231	135,065	188,783	234,706	215,320

Vocational education.—To supplement the vocational instruction gained through job training, courses have been arranged in the camp schools which contain more detailed and advanced vocational material. To help improve the content of these courses, the Office of Education issued to the camps 15 lesson outlines dealing with such subjects as agriculture, auto repair, carpentry, cooking, mechanical drawing, radio servicing, and plane surveying. A Manual for Instructors was also distributed to all companies. The enrollment in these vocational courses is as follows:

TABLE 12.—NUMBER OF CCC ENROLLEES IN VOCATIONAL COURSES

	July 1935	October 1935	January 1936	April 1936	June 1936
1	2	3	4	5	6
Enrollment in vocational courses	[1] 120,000	102,393	229,146	206,962	215,642

[1] Figure for July 1935 is estimated.

Agricultural education.—It is estimated that approximately 40 percent of CCC enrollees are from rural communities and in all probability the larger proportion will engage in farming as their life work. Agricultural education was stressed during the spring of 1936. The interest and cooperation of the Department of Agriculture's Extension Service and of the Vocational Division of the Office of Education were secured and suggestions for establishing or improving agricultural courses were sent out to all camps. The formation of practical projects in gardening, poultry raising, dairying, and other agricultural activities was encouraged. As a result, about 50 percent of the companies now offer agricultural courses.

RECREATIONAL ACTIVITIES.

The importance of recreational and avocational activities has not been neglected in the scheme of CCC camp education. The obvious value of arts and crafts, music, and dramatics lies, of course, in the development of the capacity of the men in the camps to entertain themselves during their leisure time. These activities also contribute to an improved morale in the camps. A secondary value is the possibility of an enrollee's developing skills in a craft or in music or dramatics, enabling him to earn a living in these fields. Thus a number of talented enrollees have been employed by the Federal Radio Project as actors and musicians. Likewise, a number of enrollees have been given try-outs by the major league baseball clubs and several of them have been retained as promising rookies.

TABLE 13.—ENROLLMENT IN RECREATIONAL ACTIVITIES IN CCC CAMPS

Activity	October 1935	January 1936	April 1936	June 1936
1	2	3	4	5
Arts and crafts	18,693	29,355	29,864	29,501
Music	31,360	47,759	39,823	35,111
Drama	12,213	19,415	14,771	11,578
Total	62,266	96,529	84,458	76,523

MISCELLANEOUS ACTIVITIES.

In addition to the academic, vocational, recreational, and agricultural activities going on in the camps, there are a number of equally important activities which cannot be classified under these heads. Thus, the enrollment in health, first-aid, lifesaving, and safety courses averaged more than 100,000 per month. A recent survey indicated that more than half the camps have organized discussion, forum groups, or debating clubs. More than 1,600 camps now publish camp newspapers, and these newspapers form the nucleus for a number of other educational activities. Organized courses of instruction in the duties and responsibilities of citizens are given in a large number of camps. Approximately 75 percent of the camps have organized training groups for the development of enrollee leaders. Attempts to inculcate wholesome habits are made in a variety of ingenious ways on the work job, on the playing field, in the dining hall, in the barracks, and in visits to local towns. Camp libraries have been expanded to the extent that 350,000 books are circulating monthly to more than 150,000 enrollees. Nearly 10,000 educational films dealing with a wide variety of subjects are being shown to enrollees every month.

CCC INSTRUCTORS.

Teachers are drawn from the military and technical personnel in the camps, from the enrollees themselves, and are often supplied by the Federal Emergency Education Program or by the State or local community in which the camps are located. Reports indicate that the number of persons offering instruction increased from 15,922 in April 1935 to 31,545 in June 1936. The increase is particularly noticeable in the growing interest and cooperation of the military and technical personnel. On a per company basis, the number of Army officers acting as instructors increased 50 percent and the number of technical personnel increased 150 percent. The number of instructors of various types is indicated in the following table:

TABLE 14.—NUMBER OF INSTRUCTORS IN CCC CAMPS

	April 1935	October 1935	January 1936	June 1936
1	2	3	4	5
Educational advisers	1,407	2,027	1,924	1,835
Assistant educational advisers	1,282	1,916	1,929	1,846
Military staff	2,431	3,975	4,542	4,380
Technical staff	4,155	6,617	10,714	11,935
Enrollees	3,693	5,830	8,014	8,002
EEP teachers	1,184	1,321	1,762	1,949
Regular school teachers	702	903	1,177	398
Others	1,068	1,317	1,353	1,185
Total	15,922	23,906	31,635	31,545

PLACEMENT ACTIVITIES.

The basic purpose of the educational program is to return enrollees to their home communities better equipped mentally and morally for their duties as citizens and with a better knowledge of the Government under which they live and of all that that Government means. The CCC officials, therefore, in addition to offering educational opportunities to the enrollees while in camp, are making intensive efforts to assist enrollees to find employment upon their return home. To assist in the work of satisfactorily adjusting enrollees to community conditions and in helping them locate work, advisers in several corps areas have fostered the formation of community guidance and placement councils.

The efforts of CCC officials to help CCC men bridge the gap between camp and employment are undoubtedly winning substantial results. Camp authorities are deeply gratified over a recent report from Director Fechner's office stating that 145,531 men left the corps during the year of 1935 to accept employment.

VOCATIONAL EDUCATION FOR ADULTS

During the past few years there has been an increasing emphasis in vocational education placed upon training opportunities for adults. This has resulted from a better understanding on the part of employers,

the general public, and the workers themselves of the importance of upgrading persons engaged in vocational and professional occupations. Without doubt this better understanding has been quickened by effects arising out of the depression. Competition among workers for jobs has directed their attention to self-improvement and occupational competency as an asset for opportunities for employment; competition for orders on the part of manufacturing companies has pointed to reduced production costs through better-qualified workmen; competition for practice among professional people has convinced them of the value of increased technical knowledge and skill in selling their services. Occupational training for adults takes many forms and is carried on by various agencies. Industrial plants may provide foremanship courses at their own expense and on company time, apprentice training for young workers, and instruction for upgrading journeymen workmen in special operations or for adjusting them to meet the requirements of new processes or changes in occupational skills. Professional schools, both public and private, may provide courses for keeping practitioners abreast of the developments in their professions. The public schools may provide training in technical knowledge and skills in part-time and evening classes in any line of work which they are equipped to give that is regarded as a worth-while social service. Literally, the butcher, the baker, the "electric-light maker" are going to school.

During the year 1936 occurred the greatest expansion in the part-time program in vocational education. As high as 95 percent of the agricultural teachers in some States organized vocational agriculture classes for out-of-school farm youth 16 to 25 years of age. In the field of trades and industry special emphasis has recently been placed upon providing training opportunities for persons temporarily out of employment. For such persons many part-time classes have been organized in shop and related subjects having for their purpose instruction that will help the worker to keep up with new developments in both materials of instruction and processes as these pertain to a given occupation. The Federal Committee on Apprentice Training, in the Department of Labor, which was provided with funds to carry on its work through the National Youth Administration, is promoting the development of agreements and collecting information on which to base legislation for the furtherance of desirable apprenticeship regulations in trades and industry. The work of the Committee is supplemented by the Office of Education, United States Department of the Interior, in its administration of national vocational-education laws in building up adequate apprenticeship-training programs under State plans for vocational education. As a part of the program for adult homemakers, considerable emphasis has been placed upon the development of special courses for household employees and for special groups including Spanish Americans, mountain people, and Negroes.

The enrollment in public-school classes operated under State plans for vocational education of farmers, trade and industrial workers, and homemakers, in evening classes for the year ending June 30, 1936, totaled 391,168. These persons were adults taking work to improve their efficiency in daily vocational duties. For the same year, 334,513 young people employed in the same vocational fields were enrolled in part-time classes to secure instruction that would supplement what they were learning in employment.

Below are given enrollments in classes organized under State plans for vocational education for the types of instruction in the years indicated. The data are taken from Digest of Annual Reports of State Boards for Vocational Education to the Office of Education, Division of Vocational Education for the Fiscal Year Ended June 30, 1936.

EVENING CLASSES

Year	Agriculture		Trade and industry		Home economics [1]
	Men	Women	Men	Women	
1	2	3	4	5	6
1932	83,802	5,600	144,132	14,927	152,444
1934	94,241	6,400	121,810	17,923	120,485
1935	103,329	6,848	146,556	17,900	136,361
1936	102,626	6,748	117,905	9,893	153,996
PART TIME (TRADE EXTENSION)					
1932	10,730	62	34,090	11,344	38,818
1934	13,162	111	25,480	13,807	31,694
1935	23,253	679	51,225	22,169	38,744
1936	22,191	210	97,853	31,455	37,080

[1] No men registered.

Below are given data on reimbursement from Federal money for salaries of teachers in the different types of vocational courses indicated:

EVENING CLASSES

Year	Agriculture	Trade and industry	Home economics
1	2	3	4
1932	$67,244	$334,816	$211,303
1934	42,520	234,577	131,623
1935	78,805	331,218	167,540
1936	39,448	253,671	175,967
PART-TIME (TRADE EXTENSION)			
1932	6,502	417,803	46,496
1934	6,338	332,700	87,166
1935	17,105	585,207	46,934
1936	10,258	661,714	41,399

CIVILIAN REHABILITATION (FEDERALLY AIDED)

The Federal Government has assumed the responsibility for cooperating with States in providing opportunities for the rehabilitation of civilian persons physically handicapped that will prepare them for suitable employment. The Government aids in this work through appropriations made to States on the basis of population. In order to participate in this fund a State cannot spend less than the amount furnished by the Federal Government. Forty-five States, the District of Columbia, the Territory of Hawaii, and the island of Puerto Rico have now accepted the Federal plan and are carrying on cooperative programs. The program in a State is administered by the State board for vocational education in accordance with a plan approved by the Office of Education, United States Department of the Interior, which Office administers the Federal acts. The importance of such a program is apparent when it is considered that approximately 300,000 persons are permanently disabled by accident or disease yearly. Many of these persons, if provided proper opportunities, can be successfully rehabilitated for employment and may thus become not only self-supporting but contributors to our national welfare. Many, if left to their own efforts, are unable to make the necessary adjustments for entering vocational employment and frequently become a charge upon public or private charity.

During the year 1936 there were 10,338 persons rehabilitated under this cooperative plan of the Federal Government and the States. At the end of that year, 44,625 disabled persons were enrolled in these rehabilitation programs. The rehabilitation rolls have very perceptibly increased during the past few years, which fact may be largely accounted for by increased funds made available for the purpose by a grant of $70,000 per month from the Federal emergency relief funds—which was discontinued on June 30, 1935—and from the supplementary annual appropriation of $841,000 provided under the National Security Act. The total amount of money expended on these cooperative programs during the year ended June 30, 1936, was $2,602,676, of which sum $1,358,100 was expended from State and local funds.

Below are given the number of disabled persons vocationally rehabilitated on June 30 of the years indicated and also the amount of money expended.

Year	Number rehabilitated			Expenditures		
	Total	Men	Women	Total	Federal	State and local
1	2	3	4	5	6	7
1932	5,550	4,367	1,183	$2,189,140	$997,811	$1,191,329
1933	5,613	4,432	1,181	2,176,125	999,459	1,176,576
1934	8,062	6,319	1,743	2,079,905	915,659	1,164,245
1935	9,422	7,527	1,895	2,247,947	1,031,818	1,216,129
1936	10,338	8,152	2,186	2,602,676	1,244,576	1,358,100

The distribution; according to certain items, of the 10,380 persons rehabilitated in 1936 is interesting. Of this total number 8,152 were men and 2,186 were women. Their distribution according to age was as follows: Under 21 years of age, 2,617; 21–30 years of age, 3,667; 31–40 years of age, 1,884; 41–50 years of age, 1,362; 50 and over 888. Of the total number 6,103 were single; 3,780 were married; and 455 were widowed, divorced, or separated. The distribution according to dependents was as follows: No dependents, 5,776; one dependent, 1,407; two dependents, 1,146; three dependents, 858; four or more dependents, 1,151. The amount of education completed by these rehabilitated persons was: No schooling, 142; completion of grades 1–3, 250; grades 4–6, 1,197; grades 7–9, 3,687; grades 10–12, 1,689; high-school graduates, 2,226; post high school, 1,147.

The above data are taken from *A Digest of Annual Reports of the State Boards for Vocational Education to the Office of Education, Division of Vocational Education, for the Fiscal Year Ending June 30, 1936.*

Vocational rehabilitation as a comparatively new service being rendered by the Federal Government and States is confronted by a few problems some of which will require special arrangements for their solution. Some of these special problems are described in the report just mentioned:

> The special problems with which State rehabilitation services are faced in the vocational rehabilitation of the handicapped may be classified under two major headings: (*a*) Those connected with the preparation of such persons for employment, and (*b*) those involved in securing employment for them after their preparation has been completed. Approximately 60 percent of the handicapped who are eligible and feasible of rehabilitation are young persons who have had no vocational experience. * * * Increasing competition for jobs is tending toward an exclusion of larger and larger numbers of the handicapped. The time is approaching when industry and commerce will employ only the most highly trained, skillful, and less seriously disabled. This tendency has been accentuated in most States through laws intended to promote social and economic security. * * * In order that a more successful approach may be made to the whole problem of rehabilitating the handicapped, it will be necessary for rehabilitation workers to equip themselves with the best possible working knowledge of all the fields involved in the diagnosis, treatment, and placement of the handicapped. A number of developments which have a definite relation to the rehabilitation program have taken place during the past few years. New methods of treating disease have been developed; new methods of manufacturing and fitting artificial appliances have been devised; new provisions for training apprentices in the trades have been adopted; and a new conception of the functions and operations of public employment offices have grown up. The scientific approach is needed to understand the best methods of utilizing these new developments in the rehabilitation of the handicapped.

WORKERS' EDUCATION

The term *Workers' Education* in its general connotation means educational opportunities to meet the needs of a special group of adults, namely, industrial workers. Its program is characterized by

the attention given to the problems arising out of the daily activities of these workers and citizens and to their needs for further general educational and cultural training. As such, workers' education is not new either in this country or in Europe. However, its form of organization and its emphasis as well as the extent to which it has existed have varied from time to time, and as a movement has been greatly augmented during the past 15 years. Its early development in America was manifested by the establishment of mechanics' institutes and the organization of evening classes which were largely effected by workers themselves through trade unions and other agencies interested in promoting the welfare of industrial workers as a group. By 1900 labor colleges were coming into existence and in 1921 the Workers' Education Bureau of America was established by a group composed of members of trade unions and of teachers for the purpose of serving as a clearing house of information and as a guide in the developing movement of workers' education. The Bureau has exercised a large influence in directing the aim of workers' education, in developing appropriate methods for instruction, and in creating suitable instructional materials and a supply of literature on subjects of study prepared to meet the needs of the student workers.

The Workers' Education movement has developed various forms of instructional organization and techniques. Among these may be mentioned: (*a*) The study class which is a group of union workers holding 10 to 20 weekly meetings, under the direction of an instructor, for the purpose of systematic study of problems of special interest to occupational work and employment. While these meetings are informal in character, they represent a serious effort on the part of the workers to improve their understanding of many of the problems that affect their welfare. The meetings are usually held in the union hall or in some public building such as a library or school building. A group of such study classes bound together under the direction of a board created by a central labor union constitutes a nonresident trade-union college. In 1936 it was estimated that as many as 150,000 workers under the guidance of 2,500 teachers were enrolled for study in these informal groups. (*b*) A few resident labor colleges are now in existence which are exclusively for the purpose of providing appropriate instruction for workers. Such subjects as economics, the history of labor, and journalism receive emphasis. Some colleges operate for only 3 months in the year; others provide courses of from 1 to 3 years in length. (*c*) The summer school is operated in a number of places in connection with collegiate institutions, including some for women. The sessions range from 6 weeks to 2 months in length. The instruction is devoted largely to social and economic problems. Four schools of this kind are now (1936) associated and operated as affiliated schools for workers. (*d*) A number of labor institutes have been conducted cooperatively by State universities and State federa-

tions of labor. Each institute usually lasts from 3 to 5 days and discusses labor problems.

A few examples will serve to show the nature of the organization and the kinds of programs carried on by institutions conducting programs in workers' education:

COMMONWEALTH COLLEGE, MENA, ARK.

A nonfactional, nonsectional resident labor college; 1-year curriculum which includes labor orientation, political economy, courses in social studies, practical art techniques, public speaking, drama, research, field projects. School operates four quarters per year. Average enrollment, 50.

BRYN MAWR SUMMER SCHOOL FOR WOMEN WORKERS IN INDUSTRY CONDUCTED IN 1935 AT MOUNT IVY CAMP, POMONA, N. Y.

Resident summer school for women workers in industry. Students representing many different trades and backgrounds, recruited from important industrial centers in this country and abroad. Students are from 20 to 35 years of age, with at least 2 years' experience in industry and school preparation through sixth grade. The purpose of the school is to study liberal subjects and to stimulate an active and continued interest in problems of our economic order. Subjects include: English, public speaking, literature, general science, social history. Enrollment, 100.

LABOR INSTITUTE, RUTGERS UNIVERSITY, NEW BRUNSWICK, N. J.

Three- to five-day labor institute conducted by university in cooperation with New Jersey Federation of Labor and Workers' Education Bureau, held annually during summer. Lectures and discussion forums on some general topics such as labor and world economic problems. Registration in 1935 was 110.

BROOKWOOD LABOR COLLEGE, KATONAH, N. Y.

Nonfactional progressive labor college. Six months' resident course. Trains workers for more effective activity in labor movement. Prepares pamphlets and books written especially for workers.

SCHOOL FOR WORKERS IN INDUSTRY, UNIVERSITY OF WISCONSIN, MADISON, WIS.

Purpose to prepare industrial workers to meet economic issues intelligently and effectively through their organizations. Six-weeks' summer school on campus and winter program of institutes throughout the State in cooperation with local central labor bodies. Summer curriculum includes economics, English, and history. Requirements: 20 years of age, at least eighth-grade education, and at least 2 years' experience in industry. Attendance, summer 1935, was 46; attendance at 10 winter institutes, 6,000.

The above accounts are based on reports found in *Handbook of Adult Education in the United States, 1936*.[31]

[31] Rowden, Dorothy, editor. Handbook of Adult Education in the United States, 1936. New York, American Association for Adult Education, 1936.

In a brief account of the Workers' Education program in operation at the University of California Mr. Kerchen says:

> On the outer fringe of recent adult education history is the latest arrival, workers' education. * * * Today workers' education is generally accepted because it cannot be ignored. * * * In the State of California workers' education is a joint enterprise between the California State Federation of Labor on one hand and the extension division of the University of California on the other. The direction is under the control of a joint committee on workers' education, composed of nine members, five of whom represent labor and the remainder the University of California. The reason for labor control on this committee was to make the plan eligible for affiliation with the Workers' Education Bureau of America, which is the official organ of the American Federation of Labor.
>
> The expenses entailed in the promotion of this plan imposes no obligations upon labor. The salary of the director of Workers' Education as well as his organizational expenses is carried by the extension division of the university. The cost of instruction, however, is paid by the class taking the work, or frequently by the union, or sometimes shared by each.[32]

The program includes labor institutes and class instruction in such subjects as: Labor history, labor economics, labor law, unemployment problems, English, speech making, wage studies, and modern literature.

Spencer Miller, Jr., director, Workers' Education Bureau of America, says:

> The modern workers' education movement completes in 1936 fifteen years of activity. In this decade and a half it has evolved from a vague aspiration into a tangible movement; it has developed a reasonably clear philosophy and it has brought forth a vast body of material; it has made a substantial contribution to the techniques of teaching adults; it has even enlisted the cooperation of the Federal Government through the development of the emergency educational program. Today the movement stands as one of the most vital parts of the entire adult education movement in the United States. It has won a significant recognition from labor on the one hand and from educational institutions on the other. It bids fair to exercise an increasing influence on the direction of American public education.[33]

In addition to the program in Workers' Education conducted by the University of California, the public schools of the State under the direction and supervision of the California State Department of Education, are providing programs in workers' education. The total State enrollments in these programs for the period from October 1934, to August 1935, ranged from 2,888 in the month of June to 7,899 in the month of February. The number of teachers engaged in workers' education for the period ranged from 97 to 204. These teachers were given special preparation for their work by means of schools of instruction conducted during the summers of 1934 and 1935 under the auspices of the California Association for Adult Education, Cali-

[32] Kerchen, John L. Grants-in-aid for State support of workers' education in California. Workers' Education, 14: 10-11, April 1937.

[33] Miller, Spencer, Jr., In Handbook of Adult Education, Dorothy Rowden, editor. New York, American Association for Adult Education, New York, 1936. p. 340.

fornia State Federation of Labor, Extension Division of the State University, Bureau of Workers' Education, and Division of Adult Education of the State Department of Education.

The need for and the programs in workers' education in the State of Pennsylvania, as set forth in Bulletin No. 78 of the State Department of Public Instruction, is a further illustration of the trend to make public provisions for workers' education:

> *Workers' education.*—The need of educational opportunities for adults is shown further by the growing interest and effort on the part of organized labor in providing a suitable workers' education program. For many years labor colleges and workers' education classes have been organized and maintained, at times against enormous odds.
>
> During recent years, this expansion of the educational program by groups of organized and unorganized workers within the Commonwealth has been very apparent. Many unions of the American Federation of Labor are now developing educational work in connection with their regular union meetings. Central labor unions throughout the State are sponsoring workers' classes in the social sciences, in English, in current events, and like fields. In some places labor colleges have recently been organized.
>
> Some of our larger organizations of workers have appointed educational directors. Organizations of the unemployed have sponsored classes for their groups. There has been, within the past few months, an increase in the demand from settlements for help in developing classes for workers, and forums have been established in public schools, community houses, and union headquarters. Negro groups are becoming increasingly aware of their problems as workers. In this growth in workers' education, the college and university is playing its part, often making its resources available to workers' groups. A summer school for workers has been held on one campus in Pennsylvania. Another college has developed a summer institute in cooperation with the American Federation of Labor.
>
> Workers' education has become a significant part of the emergency education program in Pennsylvania. Projects in this field have been developed as an experiment in program and method in four centers. Approximately 1,200 people attended the classes weekly in these centers, in which the work has been carried on largely through close cooperation between organized labor groups and educational and community organizations.
>
> The National Recovery Act and the development of the adult emergency relief program have aroused organized labor and wage earners generally to their rights and responsibilities, to which little attention had been given previously. In a period of 6 months the membership of organized labor more than doubled. Given a fair understanding of the fundamental principles of economics through appropriate adult education classes will, result in a concerted effort for the common good of inestimable and enduring value to the Nation. The civic and economic awakening on the part of these hundreds of thousands of adults demands a leadership of high order and places a heavy responsibility not only upon employer and employee, but upon public education as well.

PARENT EDUCATION[34]

Parent education in its professional aspects had its origin in programs made possible by grants of the Laura Spelman Rockefeller

[34] Prepared by Ellen C. Lombard, Associate Specialist in Parent Education.

Memorial. Subsequently many of the programs were continued under grants of the General Education Board, although in some instances the respective institutions either assumed wholly or in part financial responsibility for the programs under way.

Research in child development or in family relationships was conducted in these programs and professional leaders were trained to take administrative or teaching positions in the field of parent education. Experiments in organizing and conducting parents' study groups were also a part of these programs. Considerable progress was made during the period 1930–36 covered by this report, although parent education is still in the experimental stage. Leadership in this field has been of a high quality. The employment by superintendents of schools of trained directors of parent education in many city school systems gives evidence of confidence in the movement. Universities and colleges in which the grants were used for graduate studies in child development and parent education and the preparation of professional leaders were: The Child Development Institute, Teachers College, Columbia University; the Institute of Child Welfare, University of Minnesota; the Institute of Child Welfare, University of California; the Iowa Child Welfare Research Station, State University of Iowa; the Clinic of Child Development, Yale University; Western Reserve University; University of Michigan; University of Chicago; Harvard University; and the Merrill-Palmer School.

For supervision in a program of parent education developed in connection with the Federal Emergency Relief Administration, a grant was made by the General Education Board. To the whole emergency program of nursery schools and parent education the board granted $128,500. Funds were also provided by the board in 1933 for the preparation of teaching materials by the Bureau of Child Study and Parent Education of the New York State Department of Education. Research provided by funds of the general education board is limited to the problems of physical and mental growth during the periods of infancy, early childhood, and adolescence. Grants for both fellowships and child study in 1934–35 totaled about $62,000 and in the following year $59,000.

Among the most significant happenings, which no doubt influenced greatly the development of the parent education movement, was the unparalleled growth in membership of the parent-teacher organization, the National Congress of Parents and Teachers. More than 2 million members throughout the Nation have been at work, to a greater or lesser degree, upon parent education programs.

Other agencies and organizations, such as universities and colleges, State departments of education, local school systems, health and medical organizations, churches and religious organizations of a national and international character, college women's clubs—State and national,

National Council of Parent Education, the American Library Association, the Progressive Education Association, and the Child Study Association of America, have taken an important part in one way or another in the parent education movement. Other forces have cooperated in the interest of effective work.

NEEDS IN THIS FIELD OF EDUCATION

During the rapid changes in social and economic life of the past decade the equilibrium of the family was upset. Parents were unprepared to meet and solve the serious problems with which they were suddenly confronted. Economic insecurity frequently weakened their morale and parents often felt a sense of relief when organizations outside the home assisted in the care of their children. The ancient authority of the church and the home suffered impairment during this period without an adequate substitute being supplied for the stabilizing influence which that authority exercised over family and social life in general. In view of the need for a better understanding of their own problems, parents have sought help upon their own initiative, individually and collectively. Parent education is the response to their expressed needs.

Gruenberg[34a] says that—

> The significance of parent education as a vital part of adult education lies not so much in our discovery that parents are people as in the recent general recognition of the fact that most people are parents. No plan of education for adults can be complete that does not take into consideration this important aspect of adult life and interest.

Scientific study of child development, family behavior, and family relationship, has resulted in the accumulation of a great deal of information which has been issued during the past 6 years in books, pamphlets and monographs, and other forms of presentation for the use of professional workers. But as yet only a little of this material is written in such terms that it can be easily read by the average parent. One of the outstanding needs which leaders and parents are constantly pointing out is for scientifically sound books or pamphlets in which the facts of mental hygiene, psychology, biology, nutrition, and sociology are presented so simply that they need not be interpreted by a specialist. There is also a manifest need for library service to the millions of persons in this country living in areas having no library facilities. Parent education must depend, as does all adult education, upon adequate library services. These needs have been repeatedly emphasized by conferences and committees of parents, educators, and librarians. They have been the outstanding deterrents to success in the parent education movement.

[34a] Gruenberg, Sidonie Matsner. Child Study Groups for Parents. In Adult Education in Action. New York, The American Association for Adult Education, 1936. p. 192.

There is need for a better understanding and cooperation between the home and the school on the one hand and parent education activities on the other. In general, teachers are not prepared by teacher-training institutions to participate in the development of practical and successful cooperative parent-teacher relations. To meet this need, special instruction should be provided through institutes and conferences and units of work both in summer schools and in regular sessions of teachers colleges and normal schools. Colleges and universities have been slow in recognizing the potentialities in this field. However, several universities have provided such courses. Among those which may be mentioned are: State universities of Maryland and Florida; Vassar College, Institute of Euthenics; University of Michigan; and the State University of Iowa. Many teachers colleges conduct institutes, but teachers are seldom found in attendance because no credit is given for the work. There is also need for coordination of community organizations in this field of education.

Opportunities for family and individual counseling are as yet inadequately developed. There is a lack of trained personnel for this service. However, the outlook is hopeful as teacher-training institutions are offering courses for this purpose. At the present time such services are being undertaken by librarians, nursery school teachers, physicians, classroom teachers, and workers in religious and social organizations.

SOME TRENDS IN PARENT EDUCATION

A study of the parent education movement during the past half dozen years reveals some rather well-defined trends. Among these may be mentioned the following:

1. *There is a growing tendency to make the results of research work the basis of studies in parent education.*—A review of the programs of the past few years in parent education shows a shift from discussions of a purely empirical character to studies based upon research findings in such fields as physical and mental growth, child guidance, health, nutrition, child care, and child psychology.

The director of the National Council of Parent Education says:

> The subject matter for all these different types of parent education activity consists of the advice of professional workers who have something to tell homemakers and parents, and of material derived from the reports of research in child development, home economics, education, psychology, mental hygiene, sociology, and other related disciplines. The labors of research workers, have in turn stimulated educators, welfare workers, and clinicians to observe children and family life more objectively and to offer more systematic guidance. All these different types of study and research are sources of parent education subject matter today.[35]

[35] Bridgman, Ralph P. Parent and Family Education. *In* Handbook of Adult Education in the United States, 1936. New York. American Association for Adult Education, 1936. p. 137.

2. *Programs of parent education are expanding.*—The number of organizations interested in parent education and the scope of their programs are both increasing.

> In the United States today some organized program of adult education for family life and parenthood may be found in every city, in many towns, and in about 60 percent of the rural counties, conducted or sponsored generally by one or more organizations working together. Subjects discussed vary from the structure of the nervous system to the newest hypotheses of psychoanalysis, from sewing baby clothes to designing clothes to bring out personality, from the history of matrimonial institutions to the effects of family relationships of contemporary industrial organization. . . . .[36]

3. *Literature on parent education is increasing.*—It has been estimated that books dealing with parental problems are appearing at the rate of 100 per year. In addition to magazines devoted to this special phase of education, there is an increasing number of both educational and lay periodicals and also newspapers that find parent education sufficiently interesting to their readers to warrant publishing occasional articles on the subject.

4. *Increasing attention is being given to the needs of young people for training in parent education.*—The importance of providing opportunities for young people, and especially for those out of school, to study the problems of family life and parent education, is receiving increasing consideration. University extension services, associations for young men and for young women interested in their development and induction into adult-life responsibilities, churches, and welfare organizations are among the agencies now attempting to meet these specific needs of young people.

5. *School counseling with parents is increasing.*—Not only are more opportunities than formerly being provided for a parent and teacher to counsel relative to the problems of the child, but teacher-training programs are including instruction on such services by teachers.

6. The number of public schools that have organized work in parent education with a director of parent education in charge is increasing.

7. There is an increasing tendency for local organizations dealing with problems in parent education and family life to cooperate for the improvement of parent education services.

THE FEDERAL GOVERNMENT AND PARENT EDUCATION

Several departments of the Federal Government have made contributions to parent education. The Department of the Interior, through the Office of Education, has called conferences of educators, parents, librarians, and leaders to consider means of developing parent education; made studies of existing programs; evaluated books and other literature; prepared reading courses for parents and bibliographies for leaders in parent education projects. Publications issued

[36] Op cit., p. 122.

during the year 1935–36 by the Office of Education on parent education or related subjects include: *Parent Education Opportunities; Significant Programs of High-School Parent-Teacher Associations; Essentials in Home and School Cooperation; and Bibliographies on Parent Education, Child Development, Education for Family Life,* and *United States Government Publications for Parents and Leaders of Parents' Groups.*

The Office of Education, through its vocational home economics program, has extended its activities to cover the organization of classes of parents and the training of teachers of adult groups to meet the growing demand for leadership in child study programs of parents. In 1935 there were six States in which workers in parent education were employed either to cooperate with State supervisors in home economics or to work under supervision in preparing teachers to give service in parent education.

The United States Department of Agriculture, Cooperative Extension Service, works in parent education through State and county programs of home economics extension work.

Many popular bulletins reporting studies of conditions affecting child life were issued and distributed by the United States Department of Labor, Children's Bureau. These publications constitute an important addition to the literature of particular importance to parents' study groups.

The program of parent education in the Federal Emergency Relief Administration (now WPA) opened opportunities for the employment of unemployed and needy teachers in 1933. Additional funds previously mentioned supplemented Federal funds to insure the employment of trained State supervisors for emergency parent education work. The program gave opportunities for experimentation in methods and materials. In many instances it brought together in study groups persons living in remote rural areas, not ordinarily reached by educational influences, many of whom were living under limited economic conditions. The program is conducted under the supervision of a specialist in nursery school and parent education with a special worker in charge of parent education. Statistics for the year 1936–37 indicate that 672 teachers were employed in 4,072 classes and that there were 66,372 persons under instruction in the classes.

ORGANIZATIONS SUPPORT PARENT EDUCATION PROGRAMS

American Association of University Women.—The American Association of University Women continued its program of service in parent education to individual members and to groups of members. Since 1930 guidance materials for parents' study groups have been issued on *The Infant, Pre-Adolescence, Adolescence: Its Problems and Guidance, A Course for the Preparation of Lay Leaders of Parent Study*

Groups, The Mental Health of Parents and Children, and many other publications. It also has carried on a book service.

Association for Childhood Education.—The Association for Childhood Education has carried on for years a continuous program of parent education. The committee on parent education of this organization in 1932–33 conducted, with the cooperation of elementary school teachers in Kalamazoo, Mich., an inquiry as to the questions and problems parents bring to the teacher. In 1934, the parent education committee undertook the task of editing a series of five books for parents on Childhood—The First Eight Years. Study classes and discussion groups for consideration of parents' problems with their children and with the school are conducted during conventions of this organization. Publications of particular interest to parents have been issued by the Association for Childhood Education. Among them are: *Broadening Field of Teacher Activity, Science and the Young Child, Music and the Young Child, Art for Today's Child, The Practical Value of Early Childhood Education*, and *Home and School Cooperation in Nursery School, Kindergarten, Primary.*

American Home Economics Association.—The American Home Economics Association conducted a program of child development and parent education, under a foundation grant for 5 years, until August 1934 which was directed by an advisory committee on child development and parent education of the Association. A full-time field worker was employed to hold conferences with college home economics departments in connection with the development of work in child growth, family relationships, and parent education, but since 1935 the work has been conducted by a part-time worker. Publications issued were *Living Together in the Family* and *Pictures of Family Life*, both of which have been used for high school, college, and adult study groups.

American Library Association.—The American Library Association has been cooperative for many years in regard to the library needs of parent-teacher associations and of parents' study groups. A joint committee of the National Council of Parent Education and the American Library Association has been at work since 1934 to discover ways of securing better facilities, to meet the growing needs of parents' groups, and to point out definite studies and experiments which might be made in the future.

American Social Hygiene Association.—A division of family relations has carried the program of the American Social Hygiene Association. The particular contribution of this organization to parent education has been through the issuance of such pamphlets as *Your Daughter's Mother, Education for Marriage, Choosing a Home Partner, Marriage and Parenthood, Is Family Counseling a Profession*, and *Marriage and Morals.* In 1934 a Conference on Education for Marriage and Family Social Relations was held under the sponsorship

of this association, Columbia University, and the American Home Economics Association.

Child Study Association of America.—A continuous program of child study and parent education was conducted by the Child Study Association of America. Activities at the headquarters of this organization include study groups, lectures, conferences, family guidance and consultation, and library service.

The association has been working on a study in parent education broadcasting since early in 1936. Cooperation in this project is received from the National Council of Parent Education and the National Advisory Council on Radio in Education. Some of the publications issued by the association since 1930 are *Community Programs for Summer Play Schools, Summer Play Schools, Music and the Child, Radio and Children,* and the magazine *Child Study.*

Federal Council of Churches.—Since 1930 the program of the Federal Council of Churches in family and parent education has been under the direction of a committee on marriage and the home. Its purposes are to study the problems of marriage and divorce and to find means of safeguarding marriages through the development of an educational program and through counseling, to promote Christian family life, and to collect and disseminate denominational literature dealing with marriage and family life. Methods of procedure have been set up in outline and addresses have been given at State and local meetings, at colleges and seminaries; and conferences with interdenominational and other groups have been conducted.

International Council of Religious Education.—A joint committee on parent education was formed in 1933 by the International Council of Religious Education which prepared as basic materials a curriculum guide on Christian education for adults. Part II of this guide deals with family life and parenthood in regard to situations that are common in families and with family problems and requirements for leadership in parents' groups. The council issued in 1935, jointly with the Federal Council of Churches, a bibliography on *Education in Family Life, Marriage, Parenthood, and Young People's Relationships,* and in the same year the council issued a service bulletin on *Home and Church Sharing in Christian Education.*

National Catholic Welfare Conference.—At least two departments of the National Catholic Welfare Conference have conducted programs of interest to parents—the family-life section and the National Council of Catholic Women. The family-life section has made progress since 1930 in the preparation and publication of leaflets and pamphlets relating to the home and family life. Such pamphlets as the following were issued: Christian Marriage and the Family, the Family, Christian Education of Youth, the Integrity of the Home, Concerning Your Children, Some Guiding Thoughts for Parents. In 1933 the conference prepared study outlines containing courses for

study clubs on health education, parent and child, and on the family. Numerous other publications have been issued by this section.

A convention of the Catholic Conference on Family Life was held at Holy Cross, Ind., in 1936. A part of the program was devoted to matters of interest to teachers giving courses in family life and to leaders of study groups.

The National Council of Catholic Women has furnished publications for the development of parent-teacher associations in parochial schools, such as Suggestions for Catholic Parent-Teacher Associations, Developing Character in Our Children, and has prepared a study outline on Parents and Children, for the use of parents. Among the important publications issued by the council in 1933 were two leaflets entitled "Motion Pictures, a Problem of the Nation" and "The Motion Picture Industry."

National Congress of Colored Parents and Teachers.—The National Congress of Colored Parents and Teachers has had a steady growth in membership. In 1930 the number of members was 11,381 and in 1935, 19,470.

The congress has been encouraging the organization of classes in parent education. In 1931 the president at the Oglethorp Practice School of Atlanta University met a group of young mothers and organized a parent-education class. The course of six lessons was conducted in the respective communities in which the mothers lived. A resolution adopted by the congress in 1935 was to the effect that parent-teacher associations everywhere place considerable emphasis upon homemaking and parental education.

National Congress of Parents and Teachers.—The parent-education program of the National Congress of Parents and Teachers has been extended to meet growing demands for service. Each year since 1930 a parent-education yearbook has been issued for the use of study groups, and, in addition to this, a parent-education guidebook has been prepared and published to aid leaders in the organization of study groups, methods of conducting groups, and to suggest projects suitable for these groups.

In 1931 the National Congress of Parents and Teachers cooperated with the Office of Education in a joint conference on parent education, called by the Commissioner of Education, in Hot Springs, Ark. Specialists in education and professional leaders in parent education took part in the conference in which the main subjects discussed related to changing backgrounds of home and family life, parent-education problems at different levels, professional training of leaders in parent education, and to utilizing forces for parent education. A report of the conference on parent education was issued under the title "Education for Home and Family Life."

A program of parent education is gaining strength in this organization whose membership reported in 1937 in all States aggregated

2,056,777. In this same year 148,450 parents were organized in 8,039 study groups. Guidance publications are issued annually by this organization. Some of the more recent ones are listed as follows: Home Play in Rural Areas, Young Lives in a Modern World, Why Your Child Needs a Health Examination, High-School Associations, the Rural Parent-Teacher Association, and numerous other pamphlets and leaflets.

National Council of Parent Education, Inc.—The National Council of Parent Education, Inc., has depended for the most part for its financial support upon the grants of the Laura Spelman Rockefeller Memorial and the General Education Board. It has given an advisory service, called conferences of parent education workers, developed standards of procedure, informed parent-education workers as to what is going on in this field, worked to coordinate community agencies having parent-education projects, has sponsored research projects, and has created materials which may be used to aid in planning activities for community organization. A bimonthly service bulletin called Parent Education is distributed to members of the council and other organizations.

Protestant Episcopal Church.—The National Council, Department of Religious Education of the Protestant Episcopal Church, experimented in 1933 with outlines which had been prepared for leaders of parents' discussion groups on the subject Helping Parents Solve Their Problems and other pertinent subjects. In the same year a study in parent-church cooperation was made under the auspices of the child-study commission of the church. A list of pamphlets and books on child development and family life and a leaflet containing an outline on the Parent-Teacher Relationship were issued in 1936.

United Parents' Associations.—Parent education is the major purpose of the United Parents' Association of New York City, Inc., a central federation of parent-teacher associations, or mothers clubs, connected with public or private schools. In 1934–35 it was reported that 207 public and private-school associations were members of the federation. Of these, 27 were high-school groups, 94 were parents' associations, 61 were parent-teacher associations, and 25 were mothers' clubs.

PARENT EDUCATION IN STATE DEPARTMENTS OF EDUCATION

New York State Department of Education.—The New York State Department of Education is one of the two State departments in which there is a unit of administration and service in parent education. For 5 years the work of the bureau of child development and parental education of this department was financed by grants from the Laura Spelman Rockefeller Memorial. These funds terminated in 1933 and coincidently a bill authorizing the bureau under public support was passed by the legislature. The work of this bureau is in charge of a

director and one assistant who are both trained specialists in the field of child development and parent education. Services have been given to universities and colleges in such activities as providing courses in parent education and family relations; organizing facilities for cooperation in training lay and professional leaders of parents' groups; formulating and administering research studies in connection with parents and children.

Included in the program for community services were the following activities: Organizing and conducting study groups for lay leaders and parents; providing courses in family relationships; developing opportunity for consultation service; assisting in the organization of parent-education councils, committees, institutes, conferences, and parent-teacher associations; and other activities, such as addressing meetings, arranging for newspaper publicity, and giving radio talks.

Annual State conferences in child development and parent education were held under the auspices of the State department of education. These brought together lay leaders, professional leaders, and parent-education workers for joint discussions. Reports of these conferences from year to year indicate that special emphasis is placed upon the need to insure growth in leaders and in community parent-education programs.

The Bureau of Child Development and Parent Education has prepared and issued in printed form a circular on Types of Parent Education Groups and its reports from year to year present detailed information as to the progress that is being made.

California State Department of Education.—The California State Department of Education also established a successful project in parent education under foundation grants. The project included the active cooperation of State and local parent-teacher associations and the use of existing organizations. State, county, and local school funds were used in developing the program. When the grants were terminated in 1931, the bureau of parent education began operating under appropriations in the State budget for education. The department gives an advisory and counseling service, provides supervision and training for leadership and guidance in the selection of subject matter, and prepares guides and other materials.

During the year 1935–36 a new program for the director of parent education was instituted in order to interpret parent education to professional groups. The director gave most of the time during the year to service at institutes and instruction in State teachers' colleges.

Some of the materials issued by the State Department of Education for this work since 1930 are: Objectives for Parent Education in California, Objectives and Procedures for Parent Education, Public Schools and Parent Education, The Emergency Education Program in California, Handbook for Rural Parent-Teacher Associations, California Parent-Teacher Handbook on Secondary Education.

Pennsylvania State Department of Public Instruction.—In 1931 the superintendent of public instruction of Pennsylvania appointed a subcommittee "to appraise current parent-education programs and activities and to study the needs and objectives of parent education and to formulate ways and means of promoting, organizing, harmonizing, and continuing parent education." Meetings and conferences in 1933 resulted in the formation of the Pennsylvania Council for Parental Education. The council met in 1934 and organized with representatives of 30 organizations and planned projects which included the development of leadership training centers in connection with colleges and universities in the State. In 1935 it was reported that the membership of parents in study groups in Pennsylvania had reached about 25,000. The State department of public instruction issued as one of its Pennsylvania curriculum studies a bulletin entitled "Parent Education," to help school people desiring to create a program of parent education.

State vocational home-economics programs include parent education.—Parent-education programs are conducted in State departments of education as a part of the home-economics programs under vocational-education funds in Texas, Oklahoma, Arkansas, and many other States. In the three States named there are many cities carrying strong parent-education programs in public-school systems under the guidance of trained directors of parent education. Some of the cities having programs are: Fort Worth, Dallas, Houston, Lubbock, Tyler, and El Paso, Tex.; Little Rock and Fort Smith, Ark.; and Tulsa and Oklahoma City, Okla.

STATE AND CITY COUNCILS FOR PARENT EDUCATION

State and city councils for parent education have been formed to coordinate activities and to reduce overlapping and duplication of work of groups having programs. These councils seem to be gradually increasing.

State councils.—In at least six States—Colorado, Iowa, Massachusetts, New York, Pennsylvania, and Vermont—State councils were functioning in 1935. In addition to the coordinating functions of these councils, they sponsor in some instances annual or periodical conferences and some of them issue printed news bulletins or sponsor weekly radio broadcasts. They formulate plans and policies for the development of sound methods and practices in parent education and also set up worth-while objectives for groups needing and desiring suggestions for programs in this field of education.

City councils.—"Council," "conference," and "committee" are terms that seem to be used interchangeably to designate parent-education units organized for coordinating purposes in cities where many agencies are working alone on parent-education programs.

City councils have been instituted in Boston, Buffalo, Pittsburgh, Schenectady, Syracuse, St. Louis, and in Toronto, Canada. In Rochester, N. Y., there is a conference on parent education. In Schenectady there was at first a parents' committee which developed into the Council for Adult Education. This council now consists of representatives of 35 separate agencies.

Some of the councils report that they act as a center of information on all phases of parent education and child development; finance lay-leadership classes; encourage instruction and research in this field; conduct institutes and demonstrations; give publicity to parent-education problems; and discover State and local parent-education needs.

PARENT EDUCATION IN CITY SCHOOL SYSTEMS

Many city school systems in New York State, Texas, Arkansas, Oklahoma, and in California have inaugurated parent-education projects under public-school funds. These projects have been successful in Albany, Amsterdam, Binghamton, Mount Vernon, Rochester, Schenectady, and Syracuse, N. Y.; in Berkeley, Long Beach, Los Angeles, Pasadena, and other cities in California; in Fort Smith and Little Rock, Ark.; and in Dallas, El Paso, Fort Worth, Houston, Lubbock, and Tyler, Tex. In Austin there is a parent-education project conducted under the extension division of the University of Texas. Oklahoma City and Tulsa, Okla., have directors in charge of parent education. State leadership is furnished in the State home-economics program. In most of the cities named above, directors of parent education are employed by the boards of education.

In some cities persons working in a related field such as home economics or adult education give part-time service in parent education and some superintendents of schools report that they give part-time service to the work.

The parent-teacher association is an important asset in arousing interest in the developing programs of parent education in city school systems. According to reports, parent education is generally initiated into the school system in response to the demands and interests of parents' organizations.

Many superintendents of schools depend upon their directors of parent education to keep parents informed of the purposes of the school's program and particularly of the changes that become necessary in a progressive school system. In the Binghamton public schools, for instance, the director of parent education prepared outlines for a course for parents' study groups on new trends in education by which parents were made aware of why changes are necessary in education, in subject content, and in teaching methods. Another course was prepared on home-school relationship.

UNIVERSITY EXTENSION

University extension work is of wide variety and comprehensive as to the adult needs which it serves. It employs for its purpose such techniques of instruction as conferences, demonstrations, lectures, institutes, exhibitions, correspondence study, and various kinds of classroom practices. Instruction of a credit and noncredit type in an increasing number of subject-matter fields is offered on the college level (including graduate work), the secondary level, and without reference to any specific level. In the last case the educational experiences are provided with a purpose peculiar to the needs of adult groups and their ability to profit by instruction.

Bittner,[37] writing on university and college extension work in 1936, says:

> * * * almost every section of the population is at times brought into contact with some phase of extension. In the formally organized class and correspondence courses the number of adults whose average age is about 30 is variously estimated to be between 200,000 and 300,000, the latter estimate including part-time students in afternoon and evening classes at the college seat. In 48 institutions the total enrollment in 1934–35 was 285,548; the total number of individuals, 181,498. Thirty-six of these institutions reported an enrollment of 67,114 in distinctly noncredit classes. The informal "general" extension services reach many hundreds of thousands, and, if agricultural extension is included, the total runs into millions.

In the same article Bittner further says:

> During the depression university and college extension in most States increased its scope, serving new groups in special ways. A notable development was the adaptation by the State universities of Nebraska, Indiana, Minnesota, followed by others, of correspondence courses for use in locally supervised classes—group study by mail for students unable to attend college.

The data on enrollments in various types of university-extension work, presented on the following pages, are from the Report of the Committee on Statistics and Research of the National University Extension Association:[38]

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[37] Bittner, W. S., in Handbook of Adult Education, 1936, the American Association of Adult Education, New York.

[38] Bittner, W. S., Indiana University, Bloomington, Ind.

ENROLLMENTS IN VARIOUS TYPES OF

	Institution	Extension			
		Total in credit classes		Total in noncredit classes	
		Enrollment	Individuals	Enrollment	Individuals
	1	2	3	4	5
1	University of Alabama	2,492	2,492	0	0
2	University of Arizona	145	116	----	----
3	University of Arkansas	536	428	44	44
4	University of California	27,912	7,304	13,062	7,079
5	University of Chicago	5,373	3,557	----	----
6	University of Colorado	1,058	630	558	232
7	Columbia University	15,376	[1] 5,084	----	----
8	University of Denver	249	----	101	----
9	University System of Georgia	1,370	914	----	----
10	Harvard University	1,302	970	----	----
11	University of Hawaii	[4] 252	[4] 218	415	415
12	University of Idaho	----	----	----	----
13	University of Illinois	421	380	0	0
14	Indiana University	8,997	3,810	887	850
15	Iowa State College	298	----	844	----
16	State University of Iowa	----	----	----	----
17	Kansas State College	----	----	----	----
18	University of Kentucky	717	490	20	20
19	Louisiana State University	4,720	3,102	405	405
20	Massachusetts Department of Education	[1] 27,394	----	----	----
21	University of Michigan	3,812	3,284	733	563
22	University of Minnesota	8,096	[1] 5,291	2,588	[1] 1,692
23	University of Missouri	632	300	----	----
24	University of Nebraska	537	366	842	554
25	University of New Mexico	179	117	----	----
26	University of North Carolina	2,577	870	----	----
27	University of North Dakota	125	125	----	----
28	Ohio University	1,358	740	----	----
29	University of Oklahoma	179	77	----	----
30	Oregon State System of Higher Education	4,197	2,323	----	----
31	Pennsylvania State College	4,982	2,237	9,098	5,461
32	University of Pennsylvania	3,787	3,787	52	52
33	University of Pittsburgh	10,725	4,292	----	----
34	Rutgers University	[1] 2,431	1,081	[1] 676	338
35	University of South Dakota	48	32	----	----
36	Syracuse University	3,068	1,644	30	22
37	University of Tennessee	1,252	750	575	462
38	Texas Technological College	522	458	155	142
39	University of Texas	575	462	----	----
40	University of Utah	1,590	1,416	51	51
41	University of Virginia	2,021	1,394	141	[1] 141
42	State College of Washington	190	----	----	----
43	University of Washington	1,611	[1] 1,472	878	775
44	Washington University	4,163	3,255	1,757	1,382
45	West Virginia University	40	14	1,954	1,954
46	College of William and Mary	210	200	----	----
47	University of Wisconsin	8,666	6,248	6,023	2,525

UNIVERSITY EXTENSION WORK, 1935–36

Correspondence or home study				Correspondence or home study								
Active enrollments		College credit		Noncredit courses		High-school courses		Reading courses		New enrollments for the year		
Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	
6	7	8	9	10	11	12	13	14	15	16	17	
3,090	2,105	3,090	2,105							2,354	1,603	1
282	175	282	175							432	341	2
1,625	1,392	1,494	1,276	23	20	108	97			1,055	904	3
3,422	2,380	2,457	1,638	965	742					2,939	2,034	4
4,213	3,577	3,852	3,271	92	[3] 78	259	[3] 220	10	[3] 8	2,116	[3] 1,796	5
2,728	1,671	1,967	1,249	27	23	74	48	[3] 660	[3] 347	1,763	1,119	6
[3] 2,500	[3] 2,500	(2)	(2)	(2)						741	576	7
83		83										8
2,255	1,668											9
												10
5	5	5	5									11
687	584									613	539	12
512	476	512	476							463	432	13
1,994	1,616	1,495	1,518	8	8	91	90	173	153	1,621	1,313	14
												15
1,978	1,838	1,978	1,838							820	703	16
1,006	794	701	552	25	23	247	195	33	24	1,110	[3] 820	17
725	630	701	613	3	3	21	14			569	521	18
981	707	978	705							633	445	19
										4,298		20
1,502	825	1,415	775	87	[3] 50							21
3,108	2,513	2,772	2,216	99	90	237	207			1,687	1,443	22
1,316	[3] 1,260	1,200	[3] 1,160			116	[3] 100			1,419	1,234	23
3,759	2,296	2,062	1,429	3	2	1,695	871			2,518	1,503	24
209	165	209								209	165	25
1,032	[3] 804	993	774	39	30					1,469	1,077	26
859	700	725	600			134	100					27
719		991	726							248		28
2,251	1,585	1,176	897			1,075	688			1,786	1,170	29
1,590	1,251	1,272	1,028	75	47	243	176	2,320		973	771	30
1,617	1,140	1,247	848	300	264	20	18	50	10	934	670	31
												32
												33
				[3] 989	446							34
139	121											35
												36
764	544	750	537	1	1	13	7		50			37
1,074	755	1,032	722			42	33			1,254	893	38
1,792	1,434	1,749	1,399	7	6	36	29			2,020	1,634	39
597	507	566	477	2	2	29	28			447	372	40
81	73	81	73					232	232	71	63	41
820						15				800		42
788	679	761	654	12	11	15	14					43
												44
												45
												46
8,657	8,068	4,649	4,324	[3] 4,008	[3] 3,744					4,076	3,707	47

ENROLLMENTS IN VARIOUS TYPES OF UNI

	Institution	Correspondence or home study			
		College credit courses		Noncredit courses	
		Enrollment	Individuals	Enrollment	Individuals
	1	18	19	20	21
1	University of Alabama	2,354	1,603		
2	University of Arizona	432	341		
3	University of Arkansas	975	839	15	12
4	University of California	2,210	1,473	729	561
5	University of Chicago	1,927	[2] 1,645	43	[2] 36
6	University of Colorado	1,203	830	17	17
7	Columbia University	(3)	(3)	(3)	(3)
8	University of Denver				
9	University System of Georgia	1,482	1,129	1,482	1,229
10	Harvard University				
11	University of Hawaii				
12	University of Idaho				
13	University of Illinois	463	432		
14	Indiana University	1,528	1,228	5	5
15	Iowa State College				
16	State University of Iowa	820	703		
17	Kansas State College	812	[2] 612	16	[2] 9
18	University of Kentucky	553	512	2	2
19	Louisiana State University	630	443		
20	Massachusetts Department of Education				
21	University of Michigan				
22	University of Minnesota	1,512	1,281	51	51
23	University of Missouri	1,237	1,081		
24	University of Nebraska	1,286	849	3	2
25	University of New Mexico	209			
26	University of North Carolina	1,429	1,039	40	38
27	University of North Dakota	400	360		
28	Ohio University	(3)	(3)	(3)	(3)
29	University of Oklahoma	719	490		
30	Oregon State System of Higher Education	774	639	[4] 55	[4] 26
31	Pennsylvania State College	696	500	177	150
32	University of Pennsylvania				
33	University of Pittsburgh				
34	Rutgers University			306	175
35	University of South Dakota	241	192		
36	Syracuse University				
37	University of Tennessee				
38	Texas Technological College	1,185	837		
39	University of Texas	1,970	1,593	8	7
40	University of Utah	430	355	1	1
41	University of Virginia	71	63		
42	State College of Washington	485			
43	University of Washington	685	612	9	9
44	Washington University				
45	West Virginia University				
46	College of William and Mary				
47	University of Wisconsin	[4] 2,173	[4] 2,007	[4] 1,903	[4] 1,780

See footnotes at end of table.

VERSITY EXTENSION WORK, 1935–36—Continued

Correspondence or home study				Short courses, institutes, etc.								
High-school courses		Reading courses		Short courses		Institutes		Lecture series		Foreman training		
Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	Enrollment	Individuals	
23	23	24	25	26	27	28	29	30	31	32	33	
												1
												2
62	12											3
								[2]125,395				4
129	[3]109	7	[3]6			192	101	17,755	[3]3,000			5
68	30	[4]475	242					250	122			6
							1,954					7
								3,606				8
												9
												10
								22	22			11
												12
88	80	90	88	120	120	326	326			39	39	13
				2,472		50	50	300	300			14
												15
						3,511	3,511					16
262	[3]184	20	[3]15			175	175					17
14	7			25	25							18
3	2			1,369	1,369					150	150	19
												20
						1,374	1,358	18,355	[3]6,130			21
124	111			[3]782	[3]635			[10]	[11]116,120			22
182	154											23
1,229	636											24
												25
					[12]1,350							26
85	67											27
												28
1,067	680											29
144	106											30
11	10	50	10	1,693	1,693	1,303	1,303	885	885	748	748	31
												32
				[13]1,016	1,016							33
							475			672	672	34
						387						35
						104	104					36
					188		630				22	37
69	56							[3]120	[3]120			38
42	34			21	21	136	136	1,892	1,800	54	54	39
16	16							1,079	1,079			40
		232	232			500	[3]500	200	[3]200			41
15												42
12	11			236	236	1,103	1,103	258	214			43
				34	34			2,053	2,053			44
				358	358							45
												46
					270		2,045	345				47

ENROLLMENTS IN VARIOUS TYPES OF UNIVERSITY EXTENSION WORK, 1935–36—Continued

	Institution	Short courses, institutes, etc.			
		Other types		Total short courses, etc.	
		Enrollment	Individuals	Enrollment	Individuals
	1	34	35	36	37
1	University of Alabama	1,405	1,405	1,405	1,405
2	University of Arizona				
3	University of Arkansas			324	324
4	University of California			[14] 125,395	
5	University of Chicago			17,947	3,101
6	University of Colorado			250	122
7	Columbia University	2,532	1,986	2,532	3,940
8	University of Denver			3,606	
9	University System of Georgia				
10	Harvard University				
11	University of Hawaii			22	22
12	University of Idaho				
13	University of Illinois	[2] 50,000	[2] 40,000	[2] 50,365	[2] 40,365
14	Indiana University	[3] 1,431	[3] 1,390	1,901	1,870
15	Iowa State College			2,472	
16	State University of Iowa	8,535	8,535	12,046	12,046
17	Kansas State College			175	175
18	University of Kentucky			25	25
19	Louisiana State University		832	1,519	2,351
20	Massachusetts Department of Education				
21	University of Michigan	[2] 52,400		72,120	7,488
22	University of Minnesota			1,161	110,755
23	University of Missouri				
24	University of Nebraska				
25	University of New Mexico				
26	University of North Carolina				1,350
27	University of North Dakota				
28	Ohio University				
29	University of Oklahoma				
30	Oregon State System of Higher Education				
31	Pennsylvania State College	15,070	[2] 15,070	19,699	19,699
32	University of Pennsylvania				
33	University of Pittsburgh			1,016	1,016
34	Rutgers University	260	659	932	1,806
35	University of South Dakota	417		804	
36	Syracuse University			104	104
37	University of Tennessee		61,974		62,814
38	Texas Technological College				120
39	University of Texas	86	1,922	2,199	3,943
40	University of Utah	175	175	1,254	1,254
41	University of Virginia	1,000	[3] 1,000	1,700	[3] 1,700
42	State College of Washington				
43	University of Washington			1,697	1,553
44	Washington University			2,087	2,087
45	West Virginia University			358	358
46	College of William and Mary				
47	University of Wisconsin				2,315

[1] Includes enrollments in both credit and noncredit courses.
[2] Estimated.
[3] Included in active enrollments.
[4] Adult education division conducts afternoon and evening campus school. Enrollment, 2,358; individuals, 792.
[5] Special examinations given.
[6] Includes high-school courses and reading courses.
[7] Included in new enrollments for the year.
[8] WPA adult education classes and classes in workers' education were conducted under the auspices of the general extension division of the Oregon State System of Higher Education; also the WPA project in correspondence study (No. 628) which began Jan. 6, 1936.
[9] 432 different lectures.
[10] 379 different lectures.
[11] Estimated attendance.
[12] Includes institutes.
[13] Offered only in summer session.
[14] Attendance.

The program of the Indiana University Extension Division is illustrative of the services rendered by a well-developed plan of extension

work by a State higher educational institution. The division renders two classes of services, the extension teaching service and the public welfare service. The former service includes correspondence courses, regular class courses, and lectures. The correspondence work is organized as a bureau of the division giving courses both in high-school and college subjects for credit and also college courses without credit. A total of 250 courses was offered by mail in 1935, with a total course enrollment of 9,956, and an individual student enrollment of 5,283. Half the credits required for the A. B. degree may be earned in extension class and correspondence courses. In 1935 there were 1,073 individuals and 1,342 course enrollments in correspondence work.

Class instruction by means of extension centers is given in many places in the State. If in any Indiana community as many as 20 persons organize for the purpose of pursuing a subject included as an extension course, the university will provide an instructor on a weekly or biweekly basis. In 1935 there were 463 classes in extension work with a class enrollment of 8,614, and an individual student enrollment of 4,210.

The lecture bureau of the extension division renders service on a State-wide basis to communities and groups of persons desiring to keep abreast of the times on current questions. The bureau fee for a lecture is $15, and no charge is made for travel. On this basis, staff members from nearly every department of the university are thus made available for lecture purposes.

The public welfare service of the extension division gives direct services and cooperates with agencies throughout the State that have for their objective services to meet community needs of a welfare nature such as those related to health, child welfare, and civic conditions. The general types of activities carried on by this service include aid to organizations, clubs, and public and private agencies engaged in welfare and educational work; for example, the State Health Council, the Indiana Federation of Music Clubs, and the Indiana Federation of Art Clubs.

In addition, the public welfare service includes a bureau of parent-teachers associations, a bureau of child welfare, a public discussion bureau, and a visual instruction bureau. Included in the services rendered by the parent-teachers association bureau is aid to the Indiana Congress of Parents and Teachers "in coordinating and standardizing the various study and reading courses and in setting up a certification system for these courses." The bureau of child welfare works with agencies and organizations in the State, carrying on child-welfare activities, rendering advisory services, and supplying informational material, including motion-picture films, exhibits, and package libraries. The public discussion bureau assists local organizations in providing programs for the discussion of educational, civic,

and social problems. It furnishes reading and study materials and gives counsel in the selection of current problems of public interest. The extent of this service is indicated by the following data, taken from a report for 1934–35 of the Indiana University Extension Division: Package library loans, 5,881; plays lent for inspection, 2,812; club study package loans, 334. The visual instruction bureau supplies on loan a large number of lantern slides, motion pictures, and exhibit materials to both schools and community agencies. Community agencies, representing adult education activities, included in the services of this bureau, numbered 209 in the year 1934–35, and the number of groups served approximated 650.

PRISON EDUCATION

While the detailed reports on the education programs of many of the prisons throughout the country reveal a pathetic situation, the study of the programs in the prisons over a term of years is encouraging. Contrast, for example, what Austin H. MacCormick said in 1931 with what he said in 1936 relative to prison education. In the former year he asked the question, "What is being done in the fruitful educational field represented by the hundred thousand inmates of our prisons and reformatories for men and women, who are for the most part undereducated adults with some capacity for education and time to devote to it?" and answered it in the following words: "Taking the country as a whole, we are tolerating a tragic failure. Of all the fields in which the American penal institution gives evidence of futility, education very nearly heads the list. Not a single complete and well-rounded educational program, adequately financed and staffed was encountered in all the prisons in the country. In less than a dozen prisons is the work extensive enough or effective enough or sufficiently well supervised to rise above the level of mediocrity." [39]

In 1936 Mr. MacCormick wrote: [40]

> The millenium in prison education has not yet arrived, but American prisons have unquestionably become education-conscious in the last few years. * * * In current news notes one reads such items as that an all-time high in voluntary enrollments for educational work has been reached at the United States Northeastern Penitentiary; that 71 percent of the prisoners received at the Federal Reformatory at Chillicothe during the past year enrolled in some form of educational work; that the first school in the history of the institution has been started at the Nevada State Penitentiary; that the new school building at the Norfolk (Mass.) Prison Colony has been completed; that in 1936 development of the educational department of the Michigan State Prison at Jackson will surpass its 1935 accomplishments, already substantial enough; that the inmates of San Quentin, largest prison in the country, continue to earn higher grades than those of free students in the University of California extension courses.

[39] MacCormick, Austin H. The education of adult prisoners. National society of penal information. 1931.

[40] MacCormick, Austin H. Prisoners' progress. Journal of adult education, 8: 254–68, June 1936.

Between the two periods reported by Mr. MacCormick progress in prison education was reported in 1933 in the *Handbook of American Prisons* as follows: [41]

> * * * The field of academic education shows a general upward trend. Old-fashioned grade-school curricula and methods are giving way to those more suited to the needs and interests of adults. Individualized instruction, through correspondence courses, and in the classroom, is the predominating note in the reorganization of the educational work in a large number of institutions. Vocational education has not entirely kept pace with academic. Many institutions still preserve the fiction of "trade training," while others, realizing that it is only fiction, have given it up without having anything to substitute in its place. In view of the relatively small number of prisoners who possess the qualifications of skilled mechanics, the meager opportunity for teaching anything more than the rudiments of a trade under institutional conditions, and the difficulty of a man's finding employment in a skilled occupation after his release, it seems evident that vocational training in penal institutions will have to emphasize general industrial competence rather than technical skills for the majority of prisoners. Just how the work will be organized on a training level is not yet clear and, unfortunately, any advances along this line must await the solution of the prison labor problem.

Reforms in prison education were initiated by the Federal Government in 1930 through provisions for trained educational staffs for its prisons and reformatories. This forward step was followed by improved practices in instruction and the broadening of the curriculum to include cultural subjects. The State of New York followed the example set by the Federal Government.

> Major factors in the striking changes of the last 5 years in New York institutions were the surveys and reports of the so-called Lewisohn Commission, the appointment of Walter M. Wallack, a trained educator, as director of education in the Elmira Reformatory, his transfer later to the newly created position of director of education in the State department of correction, and the appointment by Governor Lehman of a commission on prison education, which included some of the leading educational and penal experts in the State. This commission has been persistent and active; its work has now been consolidated by the inclusion in the current State budget of substantial sums for new educational personnel, equipment, and supplies in all State institutions. The way in which Elmira, the grandfather of educational reformatories, has been completely reorganized and revivified is a story in itself * * *. But it is at Wallkill * * * that a demonstration of Nation-wide significance is being carried on.

In 1934, by means of a grant from a foundation, there were secured for Wallkill:

> Two well-trained men, Howard L. Briggs, vocational specialist, and Glenn M. Kendall, curriculum specialist. They were charged particularly with establishing a program of social education: With selecting the content and method of both academic and vocational education. The curriculum laboratory of Teachers College, Columbia University, prepared special teaching material with that end in mind * * *.

[41] Handbook of American Prisons and Reformatories. New York. The Osborne Association, Inc., 1933.

Classes are held during both the day and evening hours. In the evening also well-organized dramatic, musical, journalistic, and public-speaking groups meet. An avocational shop is available for those who wish to use their leisure time in pursuing hobbies. Prisoners have free access to the library and can spend their spare time in its attractive reading rooms.

None of the educational work at Wallkill is compulsory, with the exception of that for a few illiterates. Yet 56 percent of the prisoners are enrolled on a voluntary basis; last year the figure was only 21 percent. Eighty-two percent use the library.[42]

With reference to the Wallkill program, Howard L. Briggs, speaking before the meeting of the Adult Education Association in 1936, said:

Much research is necessary to determine the effectiveness of the work, and that effectiveness will probably always depend, to a large extent, upon the treatment of the prisoners during their period of parole. Our job within the prisons is basically one of the reformation of attitudes and the providing of skills that will enable our inmates to adjust themselves happily and effectively to a free society when they are restored to it.

No account, however brief, reviewing progress in prison education would be complete without a statement concerning the program in the United States Industrial Reformatory at Chillicothe, Ohio. This is one of the newer Federal penal institutions, established in 1926. While the institution receives first offenders who are more than 17 years of age, 90 percent are not over 35 years of age while most of them are not more than 25 years old. The dominant objective is "socialized education," adapted to the conditions of penal life and the needs of the inmates.

Both general and vocational courses are included in the program. The day school of this institution, in which attendance is compulsory, is conducted on a half-day basis and is devoted to teaching the tool subjects to illiterates and near illiterates through the fifth-grade level as determined by the new Stanford achievement test. In the evening school work in the elementary grades is continued and selective courses are provided in such subjects as science, health, occupations, citizenship, and government, as these apply to everyday life. In addition, instruction is given in such regular school subjects as arithmetic, English, and history. Vocational work that is carried on in the classrooms includes the theory of electricity, drafting, typing, and shorthand. Vocational training in construction and maintenance is given by means of work about the buildings and grounds.

The practices followed in instruction, the selection of curriculum subjects, and the examination and testing of the inmates for the purpose of classifying them and providing suitable programs for their rehabilitation, all give evidence of careful experimental and research work in prison-educational problems. An outstanding piece of work

[42] Austin H. MacCormick, Prisoners' progress. Journal of adult education, 8: 254–5, June 1936.

is a research study investigating reading material for adult illiterates and near-illiterates.[43]

With reference to test and other personal data and information on inmates, Allen L. Shank, supervisor of education, says:

> Educators in penal institutions, who are confronted with developing techniques in planning of training programs for inmates in their respective institutions, will find that the problem embodies the proper testing, diagnosis, and appraisal of factual information concerning the inmate as a basis for definite functioning programs of guidance and training. . . . The educational department keeps a folder on each man as a cumulative file in which appears the initial Stanford achievement test, an interview record sheet, a copy of admission summary, school records, and samples of the man's school work. On the interview sheet is a photograph and other identification information, record of schooling claimed, educational age, Stanford achievement test grade, psychological rating, length of time spent in school, kind of school attended, and other general information that can be secured about the man's school career and work experience. All of these data, as well as other miscellaneous information, are kept in this cumulative file.

The United States Northeastern Penitentiary, which is another one of the newer Federal institutions, opened in 1932, emphasizes the importance of studying and recording data on the inmates' capacities and history. Each individual is given the Stanford achievement test, following which he is privately interviewed for information relative to the man's interests, aptitudes, aspirations, and intentions upon release. Based upon this information, a tentative educational program is outlined.

A recent report of the institution on its educational program states that:

> At the beginning of each fiscal year the director of education is allotted a budget, against which are charged all expenses incurred by his department for textbooks, equipment, and school supplies. . . . The paid or "civilian" personnel consists of the director of education, the assistant director, two supervising instructors, and a stenographer-clerk. . . . Except for a certain amount of demonstration teaching done by supervisors, all direct teaching is done by inmates.

Courses on a high-school level are made available to those who can profit by the instruction; correspondence or cell study is provided for those for whom it is feasible; vocational training is given to selected individuals, about 10 percent qualifying for this work. About 50 percent of the inmates are on the roll for instruction in some course.

The necessity for suitable and adequate educational programs in penal institutions is apparent when the increasing prison population is considered. According to compilations made from data contained in the Handbook of American Prisons and Reformatories, 1933, prison population approximately doubled from 1924 to 1933. In the latter year there were more than 12,000 in Federal civil prisons and

[43] For further details see Program—Projects and Studies in Curriculum Making. Educational Department, United States Industrial Reformatory, Chillicothe, Ohio.

reformatories and about 146,000 in State prisons and reformatories. The following data from a recent report show the extent of educational programs in Federal institutions:

QUARTERLY REPORT OF EDUCATIONAL DEPARTMENTS OF FEDERAL PENAL INSTITUTIONS, JANUARY, FEBRUARY, MARCH, 1937

[The data are averages for the period]

Institution	Total population	Total school enrollment	Total enrollment in—				Number given standard educational tests	Number of counseling and guidance interviews
			Academic and general classes	Vocational group	Outside correspondence courses	Inside correspondence courses		
1	2	3	4	5	6	7	8	9
Penitentiaries								
Alcatraz	277	45	45		45			
Atlanta	2,962	1,174	877	36	93	235	392	261
Fort Leavenworth	1,397	304	159	63		103	89	100
Leavenworth	2,945	917	509	27	69	620	113	400
Lewisburg	1,377	540	415	105	25	286	101	206
McNeil Island	1,006	722	854	70	4	27	64	210
Reformatories								
Alderson	529	367	311	257		1	21	21
Chillicothe	1,246	566	285	343		6	232	394
El Reno	846	364	384	19	26	7	152	76
Jails								
La Tuna	503	127	146				111	
Milan	485	128	127				18	73
New Orleans	326	66	64					6
Camps								
Dupont	166	40	47	32	1	4		43
Montgomery	206	37	25			10		3
Petersburg	681	170	168			1	137	17
Hospital								
Springfield	581	17	12		2	3		18
Total	**15,593**	**5,584**	**4,428**	**952**	**265**	**1,302**	**1,439**	**1,628**

ADULT CIVIC EDUCATION THROUGH PUBLIC FORUMS

Outstanding among the newer types of agencies for adult education—if not new at least a very much modified form of an old type of agency—is the public forum for the discussion of public affairs. The development of this type of adult education agency is a consequence of the increasing interest that the great bulk of our population is manifesting in social-civic conditions encountered in everyday experiences, and the vision of a few educational leaders who saw an opportunity for using education facilities and techniques in providing a means for capitalizing upon this interest, to the end that public thought in regard to public questions might be improved. With reference to this growing interest on the part of the masses, J. W. Studebaker in Office of Education Bulletin, 1936, No. 6, Adult Civic Education says:

> These people can be tied into an educational process, if our educational system is so organized as to permit the masses to go into the schoolhouses and other convenient meeting places in all the communities of the Nation, and there, with the help of capable forum leaders, carry forward a free and many-sided discussion of public affairs. . . .
>
> The forum method, properly managed, is basically educational and fundamentally democratic. It develops the willingness to give and take, to exchange opinions and share information; to respect the rights of others in the expression of honest beliefs. The forum technique, when widely practiced, is an antitoxin against the disease germs of an authoritarian dogmatism.
>
> The basic assumption of the public forum is that truth is not the monopoly of any individual, class, or group, but rather the result of a cooperative search and a continuous process of public sharing.

The Handbook of Adult Education in the United States, 1936, gives a brief account of more than a score of forums conducted in various parts of the United States. An analysis of their administrative organization, their support, and their programs show wide variations. Some of these forums are organized and administered jointly by the public schools and local civic and social organizations, some by social and civic organizations alone, some by schools alone, some by universities, some by public libraries, and a few by religious organizations. Their support includes either one or some combination of the following means: Subscriptions, admission fees, educational foundations, and contributions by supporting friends. Their sessions may be held on any day of the week including Sunday. Meetings are usually held weekly.

Their programs deal with topics related to such subjects as public welfare, social and civic problems, race relations, national and international affairs, literature and art, sociology, drama, labor unions, social security, current economic and political philosophies, municipal government, prevention of business depressions, parental problems, travel, cultural and social developments in Europe, international relations, birth control, social credit, and peace.

In 1935 and 1936, the Office of Education was allotted from the Federal Emergency Relief Appropriation sums in excess of $600,000 for a public forum project. This project established demonstration centers with community-wide programs similar to the one which has been operated in Des Moines, Iowa, in recent years. In their operation the demonstration centers employ, in addition to highly trained specialized forum leaders, unemployed teachers, librarians, and clerical assistants. The first forum programs were opened in three localities in February 1936. Since that time forum centers have been established in the following 19 States: California, Colorado, Minnesota, New Hampshire, West Virginia, Tennessee, New York, Kansas, Arkansas, Oregon, Connecticut, Georgia, North Carolina, Ohio, Pennsylvania, Texas, Washington, Wisconsin, and Utah.

The forum demonstration centers were selected after a conference called by Commissioner of Education, J. W. Studebaker, of outstand-

ing persons interested in education and social and public welfare problems. The centers operate under the auspices of the local boards of education and in each center the public-school superintendent is named as the administrator of the local project. The purpose of this Federal project, administered by the Commissioner of Education, is to demonstrate the techniques and the values of this kind of an adult education program. The basic principles laid down for organizing and conducting the forum centers emphasize: (*a*) Local responsibility and control. Each project is organized and managed by the local educational authorities under the policies prescribed by school boards and suggested by advisory committees. (*b*) Selection of forum leaders by the local agency of public education. (*c*) Subjects for discussion to be determined by the local management with the aid of local advisory committees. (*d*) Not fewer than 10 forum meetings are to be held in each neighborhood in the community. (*e*) The meetings are to be free to the public. (*f*) Each demonstration is to contribute a report on the experiences and research work.

The forum centers were located in districts that differ widely both in size and general characteristics. For example, Pulaski County, Ark., agriculturally a cotton community, with Little Rock as the main center; Sedgwick County, Kans., with Wichita, lying in the wheat and oil fields; the city and county of Schenectady, N. Y.; Minneapolis, Minn.; Orange County, Calif.; Hamilton County, Tenn., with Chattanooga as its main center and the TVA not far distant.

From the scores of subjects discussed in the different forum centers the following examples show the wide range of social civic questions considered at these public meetings:

Where will our good neighbor policy lead us? Capitalism and religion in the modern world. Democracy, past and present. Consumers' cooperation in Sweden. The Supreme Court, guardian or gag of the Constitution. Fascism or democracy. Social significance of the Tennessee Valley Authority. New aspects of the Monroe Doctrine. Good local government. Solving the unemployment problems. Who are the war makers? Can we make private enterprise self-regulating? Life begins with fine arts. Crime prevention. America's role in world affairs. Economic nationalism—fact or policy? Growth and significance of consumers' cooperatives.

The size of the programs in 17 different centers in operation at the same time is shown by the following data taken from the report for one month: Neighborhood meetings held, 1,274, with an attendance of 101,072; luncheon meetings, 35, with an attendance of 2,028; small discussion meetings, 51, with an attendance of 1,561; city, county-wide meetings, 5, with an attendance of 53,854; number of different leaders, 118; library books checked out at meetings, 199; pamphlets sold at meetings, 1,381; pamphlets distributed at meetings, 15,828; applications for library cards, 15; radio programs, 242.

Each of the forum demonstration centers is to prepare a final report containing information on the organization and operation of its pro-

grams and other material that will be useful for the further development of public forums for the discussion of public affairs. An idea of the value of such a report may be had from analysis of the content of the final report of the Colorado Springs forum in operation from March 16, 1936, to May 31, 1937. This report contains more than 500 mimeographed pages with an abundance of illustrated material such as maps of the regions served, poster materials, and printed programs. The report deals with the following topics: Measuring the results of the programs—dealing with practical results of the programs, their effect upon the community, and reactions received relative to the programs; problems of administration; administrative organizations; library service; promotional work; cooperation with high schools and the Colorado College; questions of procedure; plans formulated for the continuation of the forum program in communities.

J. W. Studebaker in *The American Way* [44] says in reference to the need for public forums:

> If we are to have that trained civic intelligence, that critical open-mindedness upon which the practical operation of a democracy must rest, we must soon take steps to establish throughout the Nation an impartial, comprehensive, systematic, coordinated, and competently managed system of public forums, publicly supported and publicly administered.

In the same publication the author indicates the values to be derived from public forums as follow:

> Public forums make certain definite contributions to effective citizenship.
>
> They make available to all citizens impartial analyses of national and international problems which could otherwise be obtained only by extensive reading.
>
> They place at the service of the adults of the community experts who are trained in the art of impartial analysis of complicated issues.
>
> They continue through adult life the habit of learning. We once thought that only the young could learn; now we know that adult experience makes learning more effective.
>
> They encourage adults to consult more intelligently the information available to them in printed form. Through reading lists prepared in cooperation with public libraries and presented and frequently referred to by forum leaders, adults are encouraged to read more widely and effectively.
>
> They create a new teaching profession, the profession of forum leadership, with both scholarly training and the ability to apply the best available knowledge to the solution of the practical problems of national life.
>
> They develop among adults the technique and habit of discussion. Not only do forums become stimulating arenas in which opinions are exchanged, but the forum habit carries over beyond the "forum hour."
>
> * * * the public forum provides an opportunity to discuss public issues. It helps to make clearer the close connection between these issues and the personal problems of the younger generation. By such means it helps to break down youth's indifference to the problems of government. By drawing vigorous young minds, fresh from the work of school, into even more significant and practical learning situations, the public forum can make a rich contribution to a more creative public opinion.

[44] Studebaker, J. W. The American Way. New York, McGraw-Hill Book Co., 1935.

In brief, the essentials of a public forum are (1) an assemblage of people, (2) a capable leader, and (3) an important subject of current interest for discussion.

The general objectives are (1) exchange of information and point of view; (2) development of tolerance and open-mindedness, based upon practice in a kind of critical thinking which establishes habits of caution in accepting conclusions. This type of thinking and analyzing creates a desire to search for more definite evidence before a tentative conclusion becomes a conviction.

CONCLUSION

The past few years have seen the course of adult education greatly strengthened in public thought. In theory, at least, there is general if not universal recognition of the need for providing educational opportunities for adults that will result in better public practices and conditions that affect the social group as a whole and in increased individual efficiency and happiness and an improved social viewpoint. In practice there is a continuing increase in the number and kinds of educational subject-matter areas including for adults, the number of adults participating in these educational experiences, and the different kinds of agencies rendering educational services to adults. Moreover, there is slowly developing a body of principles that is serving to give direction to the adult-education movement and which offers promise of an eventuating philosophy for adult education so sound in its doctrine that it will stand the proof of any touchstone for social service or public responsibility.

A hopeful indication for the future development of a program of education for adults is the interest manifested in it by the lay public, an interest that is not merely receptive but active and articulate not only in the creation of favorable public opinion, but in the formulation of objectives, the determination of practices, and the administration of the programs. As a consequence, the adult-education movement is now fairly free from public criticism and has escaped the charge made against many new educational movements, namely, that they are fads and frills. Contributing to the development of this desirable situation is the fact that adult education is a program for adults under the control of adults, that, in most instances, the results of a program in a local community are objective and easily checked for the realization of the aims for which the program was inaugurated, and that the values accruing are immediate and, therefore, convincing to the officials who provided the program. The present favorable status of adult education is well summarized by Wyer in the following statement:[45]

> Educators who a few years ago saw nothing to attract them in the field of adult education, are now asserting with emphasis that in it lie the greatest educational problems and the greatest educational opportunities of the immediate future. Changing political, economic, and even philosophical

[45] Malcolm G. Wyer. The Greatest Cooperator. Journal of Adult Education, 7: 28-30, January 1935

thought, new inventions and new means of transportation are bringing in a period of readjustment and development similar to that of the Renaissance. In this New World the adult is as much concerned and as much constrained to acquire new knowledge and understanding as is the college student.

George W. Strayer, writing on the question of *Broadening Adult Responsibilities in the Public Schools* in the June 1936 number of the *Journal of Adult Education*, says:

> The issue of the ability of the community to finance adult education has been frequently raised. There is a history of fees charged and of an attempt to reimburse the local school authorities, at least partially, for the cost of instruction. This tendency will probably not continue, but rather, as has been true in other areas of education, the full cost of the program will be provided for in the local educational budget.
>
> We shall doubtless have to develop a more adequate system of State support. We already have the example of California which makes a per capita allowance to localities for each adult enrolled. In the long run the development of the adult-education program throughout the United States will depend upon grants from the Federal Government.
>
> The administration of the program will need to be placed in the hands of men and women who have specialized in adult education. The best housing of the classes will be provided for by the public-school buildings, the more modern of which are equipped with libraries, art studios, music rooms, auditoriums, shops, science laboratories, and all other facilities that make a widely varied program possible.
>
> It seems not too optimistic to visualize for the future a system of public education for everyone, from the youngest child to the oldest adult who wishes to learn.