ADULT EDUCATION: IN RETROSPECT AND PROSPECT

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ADULT EDUCATION: IN RETROSPECT AND PROSPECT

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PREFACE

It is perfectly clear to professional people, most certainly to educators, that a continuing education is essential not only to successful achievement but also to that sense of satisfaction in rendering effective service which is so vital a part of professional life.

If we turn the leaves of the History of Adult Education, we come first to the chapters dealing with the Greeks, their Academy, Porch, and other seats of learning. In those sunny places some notable persons taught. One was Socrates; another, Plato; still another, Aristotle. Their hearers were men, education being for them a kind of learning.

Not far away there was another center of learning. One instructor was Isaiah; a second, Ecclesiastes. The work was for the mature. It resulted in writings now current under the name of the Bible.

In the middle ages the only higher learning we can trace was carried on by men and women sheltered in religious cloisters. Toward the end of that period the modern universities emerge.

We come now to the year 1453, when Constantinople fell. Greek scholars fled with their manuscript treasures to western Europe. The Renaissance began, and the movement grew.
In 1886 a man connected with the Johns Hopkins University appeared before the American Library Association. He stressed how important it might become for the United States of America to know about University Extension. Melville Dewey was impressed. He soon asked the Regents of the State of New York for aid in trying the work. The request was granted. Soon an initial step was taken for that form of education in our country.

We are then in a movement which has gone on with varying force since the fifth century B.C. Throughout more than two thousand years education has been an important activity of mature persons, and is so today.
CHAPTER I

HISTORY OF ADULT EDUCATION

One of the important features of educational legislation in recent years, according to the Office of Education, Department of the Interior, consists in providing means for adult education.

The first enactments after World War I for this purpose were prompted by a feeling of necessity for educating adult immigrants in the principles and ideals of our democracy and in the use of the English language.

Prior to 1924 little was done in the field of adult education beyond some 3,000 lecture lyceums which usually functioned only a few weeks or months each year. Early in the twenties the Carnegie Corporation began to interest itself in this problem and, after conducting a survey, called a conference in 1925. The result was that in 1926 the American Association for Adult Education was formed with the aid of money from the Carnegie Foundation. This organization has acted as a clearing house of information on the subject, has aided some adult-education work now in progress, and has published a series of books describing what is being done as well as possibilities in the field. It estimates that today thirty million people are taking part in some form of adult education such as classes,
forums, playing in amateur orchestras, singing, listening
to educational radio broadcasts, etc.

Those who have closely observed the adult education
movement in the last ten years in America believe that it
constitutes a social phenomenon of significance in our
national life.

Some of those concerned with adult education would go
so far as to interpret broadly the present movement as
"a major item of proof that the long-awaited cultural
awakening in America is at last in progress."\(^1\)

The ambition of democracy is to set men free.
The ambition of adult education is the same, to
set men free - from governmental oppression, from
materialism, from bad taste in living, in music,
in drama, in recreation, and most of all, free
from the utter drabness of unfilled lives.\(^2\)

The present adult education movement has arisen out
of the pressures created by recent social trends and the
realization on the part of many adults that their result-
ing needs might be met by further education.

Adult education has steadily grown in relative im-
portance since World War I, and it has become educational
discussion.

\(^1\)Morse Adams Cartwright, Ten Years of Adult Education,
p. 1.

\(^2\)Ibid., p. 7.
Adult education is not new in America. Like physical training and industrial education, it has progressed in cycles.

One of the most remarkable phenomena in American education was the prevalence of "lyceums," the first important movement for adult education, which marked the middle half of the nineteenth century. This movement originated in Massachusetts, but it spread rapidly over the country. In cities and villages of every section associations were organized which met regularly, indulged in debates, heard lectures, and enjoyed social intercourse. At one time no less than 12,000 communities were thus organized. Libraries and museums were commonly maintained by the lyceums, and many "lyceum bureaus" did a flourishing business in supplying lecturers.

The Chautauqua movement of the last quarter of the century was another extensive effort for adult education, and it spread as the lyceums waned. An educational camp meeting in western New York was the beginning of this movement, and before many years had passed practically every state had at least one "annual assembly." The means by which Chautauqua attained its widest influence, however, was through the "Chautauqua Literary and Scientific Circle," branches of which were organized in thousands of communities. Reading courses were prescribed, and "seals" were granted
by the parent Chautauqua for the completion of those courses.

With influence not so widespread but equally significant as recognition of the importance of adult education were the mechanics institutes which sprang up in many American cities, beginning with the second quarter of the nineteenth century. They offered technical instruction for apprentices, night schools for men and boys, and lecture courses; all maintained libraries.

The lyceums, Chautauqua, and the mechanics' institutes were the outstanding manifestations in the past century of the desire which abides in Americans for intellectual growth throughout life. The same desire is manifested in this day in unparalleled patronage of summer schools, university extension classes, correspondence courses, evening courses, reading courses, and lecture courses, in great variety. A very considerable proportion of the adult population thus employ a large part of the time not occupied by vocations essential to living.

Our people are the greatest newspaper readers and the greatest travelers on earth. No other nation can show such circulation of periodicals, such mileage of railroads, and such numbers of automobiles. No agencies other than those for formal instruction are so effective as these in mental growth. They take the individual out of his narrow environment and make of him a citizen of the world. Add the similar influence of the radio, the theatre, including the movies, and of the countless societies and fraternities which claim in their membership nearly every normal
American, and one is not far from the explanation of that alertness, self-confidence, and individual initiative which characterize our countrymen wherever they may be.\(^3\)

Marked increase and activity in the field of adult education during 1926, 1927 and 1928 is reported by L. R. Alderman, specialist in adult education.

In 1928 seventeen states supervised adult instruction through the state departments of education.

Alderman attributes increased interest in adult education, in large part, to the fact that a greater number of persons have more leisure time than ever before because of the wider use of machinery and improved organization of business.

"The advances made in adult education during 1928 give unmistakable evidence of an increasing recognition that continuing education is a condition precedent to the complete life and that henceforth any general review of education in this country must take adult education into account.\(^4\)

When the American Association for Adult Education was organized in 1926, the movement was already fully underway.

Progress in 1928 was not confined to the cities and

\(^3\)"Another Cycle in Adult Education," School Life, II (May, 1928), 170-171.

\(^4\)"Adult Education in 1928," Journal of the National Education Association, XVIII (Feb., 1929), 55.
larger towns where the promotion of adult education is
easiest and proceeds most rapidly. Several experiments
carried forward were designed to test methods for opening
opportunities for adult education in rural communities
and small towns.

One of these, initiated in the fall of 1927 under the
auspices of the National Community Foundation, chose as
its field sixty small cities and towns of the Middle
Atlantic States. The object of this enterprise was to in-
vestigate the possibilities of linking educational programs
for adults with the movement for community organization.

Since adult education is addressed chiefly to men and
women whose primary interest lies in a vocation, its pro-
gram is of necessity, adjusted to times of leisure. Of
adult education summer sessions there were nearly a score
held in the summer of 1928, showing the growth of interest
in this form of education, since the first workers' summer
school was established at Bryn Mawr College in 1921.

All adult education activities are alike in certain
important respects which differentiate them from compulsory
education of children and adolescents. Adult education
students are men and women of experience with more or less
developed interests and concerns.

According to a report issued by the Federal Office of
Education, by 1931 millions of adults throughout the United
states were pursuing systematically some form of instruction.
"Approximately 4,000,000 persons are reached by adult education which specialists assert is having a powerful influence in bringing to the fore the importance of public libraries and museums."\(^5\)

Only 17 per cent of the rural population has access to public libraries compared with 90 per cent of the city dwellers.

In a number of states school officials have endeavored to find at the time of taking the regular school census, the names and addresses of those who are in reality functionally illiterate. It has been found that this information is of much greater value than that procured by the federal census.

The states of Nebraska and Delaware, in connection with their school census, have gathered valuable information as to the educational needs of their adult population. The city of Tacoma, Washington, for a number of years has gathered such information at the time of the regular school census.

School officials are becoming more aware of the importance of the influence of parents upon the education of children. Wherever studies have been made it has been found that children of illiterate or poorly educated parents are greatly handicapped in their quest for an education.

\(^5\)"Adult Education," *School and Society*, XXXIV (Sept. 5, 1931), 312.
The education of adults is going on in all kinds of ways, and it is estimated that there probably are 4,000,000 grown-ups who are pursuing some kind of instruction which is so continuous and of such a nature that it may be classified as adult education.

Public museums are taking a larger place in public education, and it is very likely that such museums will be organized more as educational exhibits and will be even much more popular than they have been in the past.

An advanced program in adult education, covering a wide range of subjects, was inaugurated at Teachers College, Columbia University in 1934, under the direction of Edmund de S. Brunner, professor of education and head of the adult education department.

Coordinating the college with the community, realistic purposes in adult education were introduced, with a view toward broadening the entire adult field. Thirty individual projects got under way, conducted largely by graduate students working for their doctor of philosophy degrees. The projects covered the whole field of adult education, taking into account various phases of present-day life.

The chief feature in the developments of adult education during recent years has been the extension into rural areas.

The bulk of the rural education now being attempted represents an extension, into the vast country areas, of the less systematic type of adult education.
Non-vocational rural adult education in America has developed in any volume only during the last few years, since the inception of the New Deal. In fact the awakening of economic and social interests which has been so noticeable a feature throughout the American population is due "first to the shock of the sudden fall into the Great Depression during 1931, and secondly to the volume of discussion to which President Roosevelt's Administration has since given rise."  

The American rural educators are fortunate in that suitable Federal machinery was ready for their hands throughout the whole of rural America. A scheme of advice and help for farmers has for years been developed and very successfully administered by the Federal Department of Agriculture.

The Agricultural Extension Service is probably the largest piece of mass adult educational endeavor which has been tried anywhere. So far it has been devoted mainly to vocational education. But the machinery is there to be used more and more for social and cultural education also.

The program of the Association has been developed as an attempt to interpret, to explain, and to clarify and only in a limited degree to propagandize for adult education.

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"Adult education has now taken its place at the pedagogical council table where, for good or for ill, it will appreciably affect the well-being of several millions of inhabitants of this country."\(^7\)

Recently many educators have turned to the belief that social reorganization resolves itself merely into an educational problem, and one chiefly to be aimed at the adult.

The entrance of the Federal Government into the adult education field, through large-scale subsidies to the states from relief funds, has been a significant happening of recent years. This venture has served to emphasize the partnership of the public school, the public library, and private organizations in the problem of serving the educational needs of adults.

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\(^7\)Mary L. Ely, *Adult Education in Action*, p. 81.
CHAPTER II

PHILOSOPHY OF ADULT EDUCATION

Every adult person finds himself in specific situations with respect to his work, his recreation, his family life, his community-life, et cetera—situations which call for adjustments. Adult education begins at this point.

The resource of highest value in adult education is the 'learner's experience.' If education is life, then life is also education.1

The old philosophy of education was static and wholly unfit for the accelerated pace of an urbanized commercial and industrial society. Education was said to consist merely of the assimilation of culture, formal book-learning. Later, education was regarded as a process of training the mind, developing habits and skills. Learning was a capacity, and therefore should be confined to the young, and only selected ones of them. Besides, education was merely "preparation for life." All of this eliminated all people over sixteen or eighteen years of age; they were already "prepared" for life, and no longer had capacity for learning.

But the new philosophy changed all these notions. "Learning is not a capacity, but an activity. Education is not only for the young, but for all ages, young and old.

It is not preparation for life, but a form of participation in life itself, and co-existent with it.\textsuperscript{2}

Education is broad, not narrow; life-like, not artificial; flexible, not crystallized; individualized, not standardized; adapting the best of the past for the needs of the present and the hopes of the future, not blindly following all the prejudices and out-worn notions of the past, regardless of their unsuitability to the conditions of today. Such a philosophy of education does not discourage adult education, but on the contrary regards it as a component part of the entire educational program.\textsuperscript{3}

"Adults who once more venture forth on the pathway of learning will do well to give attention to Bacon's advice; knowledge is surely one of the chief aspects of power, and he who would be at home in the modern world will need to form an acquaintance with things."\textsuperscript{4}

All educational movements, presumably, arise from dissatisfactions. In the United States there was no such common term as "adult education" until after World War I. It is now heard on every hand, and slow indeed is that organization or institution which does not include an adult education project or department.

Life for adults in America tends to become standardized. Mass production leads to mass consumption. Differences of locality tend to disappear as we come to read the same


\textsuperscript{3}Ibid., 315.

\textsuperscript{4}Lindeman, op. cit., 41.
books, magazines, and newspapers, wear the same brand of clothing, listen to the same radio programs, and watch the same movies. The time and energy and concentration once necessary for the performance of our work-a-day tasks in home, office, and factory are decreased; we have more time and surplus energy for reaching into the area of free activity. Adult education is, partially at least, a response to this new surplusage of time and energy.

Modern life is so complex that without adult education no one can hope to understand our civilization or be prepared to adjust himself to the continual economic, social, and political changes which affect him. The processes of social and economic life have become so complicated that the knowledge, attributes, and skill needed to handle them cannot be acquired in youth.

So often it has been said that the community cannot shoulder the expense of adult education. Once on a time that used to be said of primary and of secondary education but now most people would agree that these return to the community an amount much greater than is spent on them. Adult education should also yield such a dividend. It should reduce the amount of human ignorance and it should increase the capacity for adding to the health, the wealth and the happiness of the community. Thus surely it would return with interest any capital spent upon it.  

It is difficult to define adult education since the number of its activities is almost countless and its potential student body is the entire adult population.

5 Molesworth, op. cit., p. 69.
Some writers have preferred not to define the term at all. But inasmuch as it was imperative that the Regents of the University of the State of New York give conscious direction to the adult education movement, for the purposes of the Regents' Inquiry it was deemed advisable to attempt a definition. For this study, adult education was defined as any purposeful effort toward self-development carried on by an individual without direct legal compulsion and without such effort becoming his major field of activity. It may be concerned with any or all of the three aspects of his life; his work life, his personal life, and his life as a citizen.\(^6\)

Much of the emphasis in adult education in recent years has been upon elementary English and citizenship for the foreign born. At the present time there is also an organized drive to reduce the illiteracy found among native adults. In actual fact, the education of adults is going on in all fields of knowledge and upon levels of instruction ranging from the most elementary to the most advanced.

In its broadest sense, adult education includes something more than those systematic studies carried on outside of and during working hours by the individual adult and ranging all the way from elementary skills to advanced work on the college, graduate, or professional level. It includes also random participation in opportunities of a

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\(^6\) F. W. Reeves, Adult Education, 1938, p. 3.
partly educational nature offered by such activities as concerts, exhibitions, social gatherings, and organized community drives.

The adults who participate in some kind of educational activity include all types of men and women: the person who could not or would not go to school in youth and must now attempt to gain the skills he lacks; the youngster who quit school early to go to work only to find later that he needs more study; the middle-aged person who now has time to take up those interests which were formerly denied him; the parent who feels that the job of rearing children in a changing world is beyond the range of ordinary instinctive reactions; the foreigner who seeks to learn the strange language and customs of the United States - in short, all persons who have a driving desire to keep abreast of complex and changing times.  

The desire that drives these men and women to education may be economic, social, or simply individual, but they attend classes voluntarily.

As a process, adult education may be thought of as that activity which enables a person more efficiently to meet his personal needs, problems, or desires; more effectively to participate as an intelligent functioning member of society; and more understandingly to approach the appreciation and realization of ultimate values. Benefits, therefore, accrue both to the individual and to society.

In parent education programs the emphasis is particularly on the parent and the child. The work, which is chiefly with clubs and associations, is usually concerned with study groups in child development and training and in home life and family relationships.

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7Ibid., p. 4.  
8Ibid., p. 5.
If adult education takes itself with full seriousness, and measures up to all the implications of its mission, it faces a task of the first order in attempting to reach with its ideals and machinery the rural people of the world. There are probably many millions of them, and their schools and schooling do not always equal in quality those provided in the cities.

These facts alone indicate the magnitude of the field of rural adult education, but its significance is further enhanced by the part which these multitudes must inevitably play in the democratic movement. The masses are increasing their influence upon national policies. Democracy insists that each human being shall have both opportunity and incentive to be his possible best, to develop all his capacities.

In teaching children it may be necessary to anticipate objective experience by uses of imagination but adult experience is already there waiting to be appropriated. Experience is the adult learner's living textbook.9

Educators no longer conceive of education as being limited to the kind of learning that takes place in the school; instead, they define it in terms of "all" the experiences of an individual. In like manner, it is no longer held that education is something limited to childhood and youth; rather, it is being interpreted as embracing the

9 Lindeman, op. cit., p. 10.
entire life-span of an individual from birth to death.

"The whole of life is learning, therefore education can have no endings."10

In the same manner that we think of education of childhood and youth as being concerned with 100 per cent of the population who can profit from training, we should look upon adult education as concerning all adults, rich and poor, youthful and aged, educated and illiterate. Mere attainment of adulthood gives one no magic formula for living. Neither does the possession of riches in some peculiar manner imbue an individual with a superior insight into the method by which social needs might be satisfied.

Surveys of the culture of our adult population reveal many areas that need attention. We are so accustomed to seeing large throngs of present youth graduating from our schools that we are likely to be of the opinion that our people as a whole are well educated. However, "of approximately 76 million adults in this country, roughly only 2 million have graduated from college, 32 million from the elementary school, while the remaining 32 million have not completed an eighth grade education."11

To develop the ability to read effectively is probably the most important direction in which schooling can give

10Ibid., p. 12.

training. Not only must adults be taught so that they will want to read, but they should be encouraged to spend their time with worthwhile reading matter.

Another area in which adults need continuing education is in the direction of physical, mental, emotional and moral health.

That a dire need for adult education is reflected in the manner we use our leisure time is revealed by the most superficial investigation. The type of movies we support, the radio programs we appear to enjoy, and the magazines we read bear mute testimony to the level of our education.

The need for adult education is not just something vague and subjective and abstract; at least it does not have to be. It is not just something lofty and hazy called culture, or loftier and hazier called 'self-improvement' and smacking of uplift. It is a much more utilitarian need. By the testimony of men among us of all points of view and affiliations and leanings there is something wanting in American society, something lacking and drear in American civilization. We do not know where we are going and we do not even seem to be on the way. We have lost ourselves and our bearings. Call the remedy humanism, culture, or a new faith, call it what you will. At any rate we need re-examining and a diffusing of what we find worth while. That process can be called education. In fact, it can hardly be called anything else. It demands a new agency.12

Adult education professes to be that agency, or has so visualized its aim. We should be taking ourselves too seriously if we said then that all hope were lost. But it

12Mary Ely, op. cit., p. 452.
is not taking ourselves too seriously to say that others
than ourselves have made the case for the existence of
adult education.

The larger aspect of adult education has two
objectives. First, it must try to reach the individual
at a time when his curve of possible growth and accomplish-
ment is still rising and give him new power and ambition.
The second objective of adult education should be
the preservation of open-mindedness, of plastic sympathies,
of elastic temper to a much later period than is now
customary with the great mass of mankind.\(^{13}\)

It is the fatal lack of enlightenment of the modern mind
that makes the need for adult education so urgent. During
the last several decades, the intellectual and economic
situation has so complicated itself that the education of the
young, were it ever so efficient, could not conceivably yield
the personal qualities that this situation demands. Adult
education has thus become one of the foremost social issues
of our time.

Some may be inclined to ask why adult education is
necessary when we already have an elaborate system of
elementary and secondary education. There are some major
reasons why America needs to consider seriously the develop-
ment of a system of adult education.

First, a large proportion of adults receive a meager
amount of formal schooling. Estimates for November, 1934,
given by Commissioner Studebaker, indicate that a large
proportion of the adult population has not come in contact

\(^{13}\)Ibid., pp. 8, 9.
with formal education long enough to get even a good start on civic education.

Second, the fact that the formal school period is a period of immaturity materially restricts the opportunities for giving the thorough education and training necessary for carrying on the duties and responsibilities of adult citizenship. The immature individual is lacking in capacity and ability to understand and interpret the complex problems of his day, and as a result, he lacks the vital interest in them that is so necessary for successful learning.

Third, the adult period is the period of civic responsibility, the period when men and women are actively participating in the activities of their democracy. It is at this time that their interest and their desire for learning are at their best. Actual problems of life present themselves for solution.

Fourth, the complexity of modern life is continually placing a heavier burden upon the elementary and secondary schools so that these institutions are being taxed to the limit in trying to fulfill their functions in society.

Fifth, the tremendous changes that are so rapidly taking place in our civilization require continued educational growth merely to keep abreast of the times, to say nothing of understanding how to cope with the new problems issuing from them.

These are the problems confronting adult education. The need for adult education is real and imperative if "the American way" is to continue to make its contribution to the civilization of the future on the same high plane on which it has so gloriously contributed to it in the past.¹⁴

The aims of adult education naturally emerge from the ultimate aims of society, as must all well-formulated aims of education. If society is to reach its goals, it must do so through the cooperative effort of its members. Only as the members of society are trained and informed can they intelligently cooperate in the attainment of the established

goals. Since general formal school education cannot adequately prepare all members of society for the full cooperation needed for the attainment of our national goals, it devolves upon adult education to continue where the school leaves off and to supply the needs which the school and other agencies have failed to meet. If the school has been unable to do a complete and satisfactory job of instilling the democratic ideal in its pupils, or if it were unable to give specific training and information needed for present occupational, social, or political success, then adult education must aim to supply the deficiency.

"The aim of true democracy is to secure the active participation of every individual up to the limit of his capacity in the conduct of all his social, vocation and political affairs."15

In order that the large individual and social benefits to be derived from democracy may continue, education and enlightenment of all is necessary. It is not only necessary that the young be properly informed regarding the workings of democracy and that right ideals and attitudes regarding the democratic ideal be instilled in them, but it is of even greater importance that adults keep the spirit of democracy alive by keeping themselves intelligently informed and by

participating to the limit of their capacity in their social, vocational, and political affairs. Adult education has no greater task before it than that of furthering the democratic ideal.

This aim will necessarily rank high in adult education, because the desire to know, to be well-informed, to keep abreast of the times, and to extend the intellectual reach are normal aspirations of thousands of adults today.

The kind of education the adult needs and wants is the kind that grows out of the life he is living. It should be related to the everyday experience of the learner, helping him to interpret and otherwise gain control over the significant problems of life and of living. The adult education program in a community should be planned to satisfy significant adult needs.

H. G. Wells, following World War I, said, "The world must choose between education and catastrophe." But he was not referring to universal and compulsory schooling of the young. He well knew, as important as education of the youth is, that a democratic society could not develop and survive with the masses of adults, who constitute that society, ignorant and inactive concerning its social problems.

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16 Grover C. Hooker, "Purpose of Adult Education and Its Implications for Developing Curricula for Adults," School and Society, LI (June 22, 1935), 823.
"It is not the education of children that can save the world from destruction; it is the education of adults," said H. G. Wells.

On every hand we have evidence that education of adults is necessary. Change is constantly taking place, socially, politically, economically, and physically.

Whatever philosophy of adult education we may conceive, it should be flexible and functional in order that adjustments to changes may be made when and where necessary.

The purpose of adult education is to interest adults and help them develop sound procedures and techniques in obtaining information, skills and wholesome attitudes relative to their own social institutions in order that they may be able to participate intelligently in those institutions and to improve them.

Adults can only satisfy the basic human needs by being able to participate intelligently in those institutions of society which effect them, both directly and indirectly every day. If adult education is to be meaningful and functional, these social institutions must furnish the materials and therefore become the laboratories for curricular development, and the procedures and techniques in teaching adults should be developed accordingly.\(^1^8\)

All people, both adolescents and adults, will and must participate in the life of the home. That training for intelligent participation in this most basic social institution is essential, and in fact, an absolute necessity is generally conceded by leading thinkers on the problems of the present-day home.

\(^{17}\textit{Ibid.}\) \(^{18}\textit{Ibid.}\)
The biological sciences, with emphasis on such problems as individual and public health, care of children, nutrition, heredity and environment, all would agree, constitute one of the necessary fields of study if adults are going to be able to make possible the good life for all members of the family.

A sound knowledge of psychology and its application would likewise make for a better family life. It is well known that many of the most acute problems which are so common and which wreck so many homes are due to a lack of proper understanding and application of the psychological principles involved.

The arts offer a rich field in making for a more wholesome family life. Good music, good literature, well-selected wearing apparel, good pictures, and furniture artistically arranged — these are of immeasurable value in helping every member of the family realize the most out of his home.

Proper use of leisure, recreational activities certainly constitute an important field of knowledge with their implications for normal and wholesome mental, moral, physical, and social development for every member of the family.

"Because the basic human needs are so fundamentally dependent upon the proper solution and application of social and economic problems, the field of social science if of first importance in any consideration of an adult education program looking to the betterment of the home."\(^{19}\)

\(^{19}\) Ibid., p. 825.
One of the more serious problems of our time just becoming perceptible, is this: What shall we do with our leisure? Our social critics inveigh against the superficiality of our lives outside working hours, the frenzied absorption in jazz, automobiles, moving pictures, dancing, and so forth, but as is so often true of social criticism they inveigh against symptoms rather than causes. The cause of the apparently unbalanced spirit of the postwar era is leisure. But simultaneously there has been a discovery which promises a solution for the problem of leisure. We are beginning to realize that education can be co-existent with life, that life need not be divided into two hard-and-fast periods, one in which we are educated and the other in which we have "experience," but that learning can be a continuing process throughout life. The adult, too, can learn, formally, systematically learn without being enrolled as a "pupil," and this has been proved scientifically. One of the uses of the wider margin of leisure can be education - adult education.

Adult education is not to be measured quantitatively but by its spirit. Its distinguishing characteristic is conveyed by the word adult. The man who elects to continue studying while working is a voluntary student. His education must be related to his daily experience, his daily experience drawn on for his education. Therefore new teaching methods must be used, a new kind of book written, and a new school atmosphere created. In short, adult education is a new kind
of education, comprehending a new kind of science if not a new philosophy. It has also a new promise.

The adult education movement in the United States, as compared with European countries, is still embryonic. But even in embryo it is virile. Our most imaginative educators are already aware of its urgency and promise.

Thoughtful students of present-day life agree that the substantial enrichment of adult life depends largely on an increasingly fertile use of leisure time. The phenomenal success of adult education in the last few years reveals a desire for self-improvement that is almost universal. Adult education is one of the major issues of modern life.

Many adults hesitate, often without adequate reasons, to make use of the numerous educational opportunities now available. The fact that modern psychologists have demonstrated that one's learning power is not appreciably impaired after the ages of twenty-five or thirty-five years apparently fails to stir them; and they seem to have difficulty in grasping the idea of education for culture. Possibly men and women would come nearer to an appreciation of a cultural education if they thought of it simply as the development of an innate ability to understand and enjoy those things with which they have long desired to be familiar, but which they have always felt to be outside their lives.

In its diversified forms, art offers many opportunities for the development of interesting and absorbing avocations.
Music is a most delightful avocation. Many adults, with a long dormant interest in music, who have determined to master some instrument such as the piano or the violin, have been amazed at their own progress within a relatively short time.

The commonest creative gift of all is the ability to write. This accounts for the popularity of writing as an avocation and for the countless number of unpublished short stories, plays, sketches, and verses produced each year.

The practice of any one of these artistic avocations is good in itself; it satisfies man's instinctive desire to create. Moreover, it is the surest means to an appreciation of the work of great artists.

Radio broadcasting has wonderful possibilities for the enrichment of adult life. It is not difficult to visualize the unique educational opportunities that may be opened up when methods of using radio for education are more fully developed.

Education can enrich adult life — if there is the will to make the effort. We may wisely take as our own the golden ideal of the complete man, his mental, physical, and spiritual sides well balanced and rounded, an ideal that was zealously pursued during the Golden Age of Greece and the period of the Italian Renaissance. More than anything else, this understanding of man as a creature capable of growth throughout his entire life was the driving force that made these two periods the greatest in the recorded history of man. They realized that life to remain vital must be growth.  

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There may be many modes of education, but there can be only one kind; there may be many stages, but only one foundation; there may be many roads, but only one goal - the discovery and realization made by a man of himself and of the world in which he lives and the serene enjoyment of both.\textsuperscript{21}

\textsuperscript{21}Ibid.
CHAPTER III

ADULT EDUCATION: HOW CONCEIVED AND MANAGED

Historically, the conception of adult education had its rise in the effort to improve the conditions of underprivileged people. This beginning conception had soon to be extended in order to conform with the observed facts of many agencies of adult education already at work in our midst and not confined to the under-privileged classes. Our on-coming civilization demands new educational treatment.

The original meaning of the term 'adult education,' was an education designed to take place during the adult years of the under-privileged classes. This implied a more or less stratified system of opportunity for education and cultivation; on the one hand, definite and fairly satisfactory schooling for the privileged ones, the absence of this in greater or less degree, on the other hand, for the under-priviliged. These efforts at adult education were apparently not meant to obliterate distinctions or differences of status. In this general outlook it was implied that education is properly a matter of the years preparatory to full adulthood, that it consists primarily in the acquisition of knowledge and that once this has been got it remains as a sure possession for the rest of life.¹

It was this conception of adult education, based thus upon a more or less stratified society, that was taken to the United States shortly after World War I. At once it became evident that such a conception would require

modification and extension. The general social and economic situation was too highly flexible to approve a conception based essentially on any very definite or abiding social stratification. Moreover, the public free schools, especially with the very great increase of public secondary school enrollment, were leaving each year fewer to constitute an educationally under-privileged group.

Besides these factors, which tended to render the original conception inadequate, there were still others more significant. As in many other countries there were already a multitude of educational agencies supplying more or less systematic opportunities for those grown-ups who for one reason or another stood outside the regular university scheme. The Y. M. C. A. and the correspondence school may be taken as typical of these endeavors, but there were many others, often philanthropic, often private venture, money-making enterprises, but at times tax supported. Still more potent in the United States to shift the boundaries of the original conception of adult education were the newly developing urban universities. These, by "extension classes" given after work hours and on Saturdays, offered to all a great variety of courses, both "vocational" and "cultural." Certain of this work would count towards a degree, so that the distinction between degree students and others grew more and more indefinite. Many teachers in particular availed themselves of the privileges thus offered to earn for themselves either promotions to
higher posts or salary increments in accordance with policies adopted by the authorities for the sake of encouraging further study.

Besides all this, graduate courses in schools of education welcomed especially those who received their original training earlier and now after considerable experience have returned for research or for advanced professional study.

But, even all this does not exhaust the first necessary widening of our conception in order to meet the actual situation. Every adult is subjected every day to a vast host of other influences which are as truly educative in effect and often in intent as are those influences emanating from institutions set aside for teaching purposes. The press, both book and periodical, has long been felt as of prime importance here. In immediate connection we think of such well-established agencies as the public library, the stage, the pulpit, the lecture platform, and of those bustling newer developments of the cinema and the radio.

Adult education as a conception must be taken broadly enough to include this highly significant type of educative influence.

Now that the term and conception have been so widened as to include so great a variety of agencies which do in fact exert actual educative influence upon mature human beings, we are led to consider our emerging civilization with its problems new to the world, at least in degree, and very
insistent, and to ask in relation to it whether this wealth of varied forms of actual adult education may not prove the means for grappling with these new problems.

Until recently "adult education" has been a vague phrase. There has been no serious effort to integrate studies into a meaningful pattern; often there has been no explicit philosophy of what the educational process for adults in a changing social world should be.

In the numerous schools and private institutions which are conducting programs in adult education one finds a vast number of single courses, representing every special field from astronomy to domestic science. All represent isolated interests of individuals. This may often satisfy individual needs, but adult education must offer more than this for students today.

A serious educational course for adults to-day must be built up around the questions: What are the chief patterns of individual experience which are made possible and accessible in a changing social order? What constitutes a social problem, and how is individual life related to it? What phases of personal experience are involved in the widest conceptions of a social problem? What are the chief social problems in this widest sense?

A plan to find the answers to these questions is to get adult classes to enter into a sustained mental experiment, working under instructors drawn from various universities.

2 "The Adult Education Program of New York University," (author not given), School and Society, XXXIX (March 3, 1934), 285.
and walks of life, using the results of research and the methods of analysis and social reconstruction.

This plan was used by New York University in the fall of 1934. The course was open to all who were interested in the problems. The proposed course was planned to link up the processes of adult education with the actual experiences of the student in his ordinary and social and practical activities.

The initial attempt in the United States to organize the educational facilities of an entire community with reference to the adult and his needs was made in Cleveland, Ohio, in 1924, when the Adult Education Association of Cleveland was formed. Shortly after that date agencies in Buffalo, Chicago, Detroit, St. Louis, and a number of other cities followed Cleveland's example and organized similar associations. Regional and state organizations were also formed. Some of these organizations are known as adult education councils, some as adult education committees or boards, others as conferences, but whatever the term used the purpose of all groups is the same - to provide an opportunity for an interchange of ideas on the part of representatives of non-profit-making agencies engaged in work with adults toward the end that unnecessary duplication of effort may be avoided, that efforts may be coordinated and that the quality of the work offered may be improved.
The programs of the state and regional organizations vary considerably. In some instances activities are limited to annual conferences, usually of one day's duration; in others, notably the California Association for Adult Education, the program includes maintaining an information service about adult education activities throughout the state, conducting experiments in adult education, organizing classes, and holding a summer school in cooperation with the State Department of Education and other state agencies.

The program of community organizations usually includes the making of a survey of the facilities for adult education in the region and studying the needs of the people, establishing a clearing house for information on opportunities for adult education offered by the various educational agencies in the community, and obtaining publicity for adult education projects. The public library, with the assistance of other members of the organization, usually collects detailed information about local educational and recreational opportunities open to adults and serves as a center for such information for member agencies and the public as well.

While membership in community organizations is frequently open to anyone in the community with an interest in adult education, is is largely composed of representatives of such organizations as libraries, public schools, Young Men's and Young Women's Christian Associations, parent-teacher associations, settlements, museums, etc. Sometimes the churches are represented, sometimes not.
Methods of financing adult education organizations vary. Since a full-time secretary is not usually employed, expenses incurred are small. Accordingly, many associations have no membership fee, and one or more of the member agencies, the public library, for example, absorbs necessary expenditures for such items as postage and stationery. A few organizations have received grants from foundations for special projects and a few receive regular support from local institutions. When a membership fee is charged it rarely exceeds $3 for individuals; in a few instances there is a larger fee for institutions and organizations. The work of the organization, when there is no paid secretary, is carried on by officers, usually a chairman and secretary, and by various committees.

Meetings of local organizations are held during the fall and winter, at regular intervals. The meetings are informal in character. Members announce special projects being conducted by their agencies; chairmen of committees report as necessary; sometimes addresses are made by visiting authorities. Time is usually allowed for informal discussion of one or more aspects of the council's program.

There are in the United States approximately fifty correspondence schools of importance which are organized and operated on a strictly commercial basis. These schools, for the most part, offer only trade, vocational, and technical courses. Some of the textual materials especially
prepared by these schools for their students are considered to be among the best vocational literature which is available today within the fields covered. Practically all well-recognized trades or vocations are served by one or more of these institutions.

The private correspondence school caters primarily to the adult. The median age of the 500,000 students enrolled by this group during 1931 was approximately twenty-six years; the middle fifty per cent ranged between the ages of twenty-two and twenty-nine. The schools function most successfully within the field of "job improvement." For the most part their students are employed men and women who hope to raise themselves to a level of greater efficiency or responsibility and thus eventually to increase their income. Most correspondence schools secure their enrollments through a direct economic appeal. Such an appeal is usually not considered to be orthodox by conservative institutions of higher education; but apparently it is approved by industrial and commercial corporations in America, for more than 5,000 of them have some kind of contractual relations with private correspondence schools for the training of their employees.

The agencies of adult education in our country are many. We now carry on adult education by means of lectures; we do it by guided reading, by museums of art, by concerts and musical recitals, and by more formal instruction. We do it in any one of a hundred ways, but the object is always and everywhere the same; to keep the mind open and hospitable to what is new. This does not
mean to dispense with convictions; quite the contrary. Convictions are the standards by which one judges, but their possession should not lessen one's readiness and willingness to ask questions and to hearken to the unfamiliar and even to what might once have been dis-tasteful.  

There are so many bodies concerned with adult education, and their relationship with each other varies so much from one part of the country to another, that the methods of finance are far from uniform.

The cost of adult education consists partly of the expense of organization and direction, but principally of the fees of tutors. It is met in part from the funds of voluntary bodies and universities, but mainly from grants from the Board of Education and Local Education Authorities, as is the case in England.

It is only within late years, we are told, that the Protestant Church has become interested in adult education, but after all it is not only the religious world that has been slow to see the need for continuing education throughout life. It was not until very recently that educators themselves entered into the field of adult education and began to realize either its possibilities or their own responsibilities and obligations in connection with it.

The present widespread interest in adult education has directed attention anew to the program of the Y. W. C. A. At the national headquarters in New York City there is a group of staff members who are constantly studying the question

3Ely, op. cit., pp. 8, 9.
how to work in view of the changing emphasis in education.
Through the Committee on Public Affairs of the National
Board and through its many publications on international
and public questions, the Y. W. C. A. today is developing
in its membership an increasing awareness of citizenship in
a world community. Much attention is being devoted also to
the development of the resources of the individual and to
the direction of those resources into channels for the
creative use of leisure time.

The experience of the Young Men's Christian Association
is valuable in showing how adults exhibit certain interests
in the presence of offered opportunities.

Adult education in the Y. W. C. A. has been going on
since the Movement started. The library was one of the
earliest provisions of the Association. Methods were in-
formal; persons read, studied, conversed, or discussed in
small groups; later there were lectures and talks and then
tutoring and courses. With the growth of classes and
schools, the educational program came to be conceived in
these terms. The rapidly growing discussion groups seeking
to think through a wide range of problems have been called
the informal educational program to distinguish them from
the more formally organized classes and schools.

Informal education is not a new type of education.
The term "informal" applies to methods. The expansion of
informal offerings does not do away with formal education.
Formal education is generally thought of as classes, courses, and schools, all involving a teacher-student relationship. Informal education is thought of as clubs, forums, discussion groups, series of talks, lectures, moving pictures, hobbies and craft groups.

There is not one best way of inaugurating programs of informal education. Two practices are common in associations. In the first, the secretary or educational committee conceives of some new club, forum, or discussion group. The idea may have come from announcements from other associations, or it may be more original. After consultation with a number of persons who can advise on what the program ought to be, announcements are made in the lobby or before groups, in the local newspapers, or on billboards, or in the association house organ; and, if the response is adequate, a group gets under way. This is the typical opportunistic way in which new groups are started.

On the other hand, some groups grow out of a more systematic study of interests of members or selected constituencies in the membership or in the community. Groups have sprung from three or four members suggesting to the secretary that they would like to see the association provide a club or group on current events, on short-story writing, or some such topic. Sometimes, secretaries have called together representatives of groups such as the bank clerks, and have asked them to state their opinions as to what would interest
their groups. Several associations have conducted systematic studies of interests, using interest forms or blanks on which incoming members or sections of the present membership, or selected natural groups in the association constituency, check their major interests. Programs then have been built around such interests.

The Y. M. C. A. has discovered its potentialities as a significant agency of adult education. In 1932 one hundred and twenty-five thousand young men and adults engaged in study and discussion around vital concerns of life. Associations helped them to understand themselves better; plan for careers; achieve knowledge and skills; gain new insights into social, economic, and political problems; learn how to cooperate with others in building a better social order; and develop more satisfying philosophies of life.

The Association operates on the frontier of everyday affairs. Any changes in the economic, or social life, or the occupational demands and leisure interest of young men and adults are immediately reflected in the program of the Association.

The Y. M. C. A. has provided a wide variety of activities. Games and social events have been provided, and outdoor activities have grown in popularity.

The task of the Association is not simply to provide wholesome free-time activities. It includes the awakening of new interests, guidance in self expression and self fulfillment, and leadership in social reconstruction. Leisure is the opportunity. Adult education is the
process through which persons discover new selves, enrich their experiences and develop competence in building a new world where life may be more abundant for all. 4

The public school work in adult education in the State of New York is coordinated to some extent under the Division of Vocational and Extension Education of the State Education Department. The Division controls, through state funds, vocational work for adults in evening trade schools, and through its Bureau of Adult Education exercises some supervisory functions over the organization of the evening school and activities to immigrant education and certain other types of work. Other divisions have some responsibility for various programs of adult education. The Division of Secondary Education has supervision over the regularly accredited evening high schools. The Bureau of Child Development and Parent Education assists in and advises concerning the parent education work of the several school systems. The Rural Education Division promotes the use of rural schools for community center activities. The Health and Physical Education Division supervises the extension of school recreation facilities for adults.

In local school systems, conditions vary greatly. Large city systems usually have a full-time director of evening schools; smaller systems have part-time administrators or teachers-in-charge who report directly to the superintendent.

The qualifications required of teachers vary considerably with the type of work undertaken. Teachers in fully accredited evening high schools must have the same qualifications as teachers in day high schools. For teachers of adult immigrant education the requirements as to professional courses are less rigid.

The position of libraries in the work of adult education is a key one. A good and easily accessible library is vital to any scheme of adult education. Books are necessary as one means of obtaining information on any subject. They are necessary if the student is to do independent work outside of his class and if he is to continue to develop his knowledge of the subject after the class is over. Adult education cannot be regarded as serving its purpose if it does not lead folk to individual intellectual effort.

In America more has been done than in England to make the libraries themselves into active agents of adult education. In many of the large cities the public library provides readers' advisers. In Detroit, where this system has been developed farthest, there are special advisers in several subjects. Public libraries help also by sending, to any meeting of a new group, a library representative to discuss books and enroll students as members of the library. Another way in which the American libraries help forward adult education is by keeping a card file of all adult educational activities in every subject whether under private or public control - including University Extension Lectures.
A great amount of adult educational work is now being done by clubs and societies which arrange regular lectures and discussions either on unconnected subjects or in a connected series.

There is the National League of Women Voters with branches covering the whole country. This League takes a very active part in protecting the interests of women and in striving not only in behalf of women but also for measures of public welfare particularly those which affect women and children. On all such public matters the League attempts also to educate its own members. All Branches hold regular Forum meetings and organize study groups. The subjects of lecture and discussion at these educational meetings are now not confined merely to women's affairs but include a wide range of cultural subjects.

The traditional American public evening school offers three general types of activity: continuing education, vocational training, and recreation. Most of these activities take place at night, but daytime classes are often provided.

Continuation classes attempt to meet the needs of persons, including illiterates and aliens, who for one reason or another have had to interrupt their formal education and now seek to make up deficiencies.

There is no hint of any comparable drop in the demand of adult students for vocational training. The popularity of this type of education is closely linked with the American workshop of work and efficiency. The influences of the age of power have steadily increased
the utility of vocational education, and the economic ills that continue to plague the nation have focused attention on the need for training and retraining.5

There are those who assert that vocational training can never be adequately handled through the public evening school. They point out that the training given in the schools is more theoretical than practical, that shop foremen and training experts in business and industry know better what information is needed and how to put it across, that the cost of keeping school shops equipped with the most recent machinery is prohibitive. In answer, advocates of public school vocational training point to the success of numerous institutions, such as the Frank Wiggins Trade School in Los Angeles, the Denver Opportunity School, the Cass Technical High School in Detroit.

The provision of community recreational facilities has been less widely recognized as a responsibility of the public evening school than have continuation classes and vocational training. In a number of cities, however, recreation and avocational education constitute an important part of evening school services to the community.

Most often the chief officer of the adult school, when it meets in the public school, is the principal, assistant principal, or some one of the regular faculty members of the institution, who serves the adult school either with or without remuneration. The convenience of such an arrangement, especially when the local board of education is making the building

5Watson Dickerman, Outposts of the Public School, p. 14.
available without charge, is readily apparent. Citizens and students appreciate having a competent educator at the helm, and the board is equally desirous that one of its regular officers shall be responsible for all that takes place in a public school building. The administration of the program is in the hands of a layman, designated as chairman. The practice of choosing a lay director of the program, who serves without compensation, has spread to a number of schools. Its advantages are numerous:

It enlist the principal's interest and assistance without drawing too heavily on his time - a danger that might well delay and even prevent the contemplated opening of an adult school; it sometimes brings to the administration of the enterprise qualities that the principal himself may not possess; it diminishes the opposition to school-teachers and school that survives in so many people's minds from unpleasant experiences as students; and it fosters that most distinguishing characteristic of this kind of adult education, namely, its responsiveness to lay interests.6

The wide variation in the methods by which adult schools are financed bears testimony to their informal organization and to the ingenuity and resourcefulness of their moving spirits. In student fees, these schools run the gamut from fifteen dollars a course down to free tuition, and the financial assistance given to them by governmental units varies from none at all to substantial local, state, and Federal subsidies. Course enrollment fees in excess of five dollars are extremely rare; the average is between two and three dollars.

By far the commonest plan of financing combines low

enrollment fees with assistance from the local board of education, generally in the form of free rental of the high school building. In some instances secondary schools, without assistance from the board of education, have made their plant available to adult students and have found it possible to offer them instruction at a very low enrollment fee through the expedient of volunteer service on the part of members of the faculty.

In 1937 adult education in Des Moines was added to the city's regular educational budget. This addition represented a victory that was not achieved without effort. Not only did the usual obstacles of public indifference and tax-consciousness have to be overcome, but also the question of the legality of using public funds to finance forums and other phases of the proposed adult education program had to be settled. The question of technical legality has been a stumbling block to proposed programs of adult education and recreation in many a city. The courage with which Des Moines has fought its way through to a successful issue should constitute both a stimulus and an example to other communities.

In California, state aid for adult education is calculated on the basis of average daily attendance, with an additional sum if the locality maintains an organized evening high school. Local school districts may also levy a special tax where necessary and may charge enrollment fees up to $6.00 per student per term. In 1937 adult education cost the state 27 cents per capita, 1.07 per cent of the total educational budget.

As of 1934, the District of Columbia and nineteen states made some financial provisions for the education of adults, though in many of these states the money
could be used only for instruction of the foreign born and illiterates. In the other twenty-nine states, the only funds that were available for adult education were those that were used to match Federal funds for vocational education.  

The public forums conducted in Tulsa, Oklahoma, in 1934, were an excellent illustration of effective use of the public schools as agencies of adult education. These forums, conducted in connection with the Tulsa public evening schools, were devoted to a discussion of current civic, social, and economic questions. Speakers were provided free of cost by various state educational institutions and by the public school system of Tulsa. Meetings were held in the high school auditorium, and admission was free.

An advanced program in adult education, covering a wide range of subjects, was inaugurated at Teachers College, Columbia University, in 1934, under the direction of Edmund de S. Brunner, professor of education and head of the adult education department.

Coordinating the college with the community, realistic courses in adult education were introduced with a view toward broadening the entire adult field. Thirty individual projects got under way, conducted largely by graduate students. The projects covered the whole field of adult education, taking into account various phases of present-day life.

Lyon Bryson, formerly of the University of California, and director of the California Association for Adult Education, was appointed visiting professor, as part of the general program to enlarge the adult field.

In 1935 Phillips Academy, in Massachusetts, offered a series of ten courses in adult education with the help of eleven members of the faculty. Two hundred and fifty men and women enrolled, filling the courses to capacity, and in the classrooms skilled and unskilled laborers, college graduates, household servants, professional men and women, and grammar school graduates sat side by side. So enthusiastic was the response to a questionnaire asking whether the program should be continued that plans were considered to establish the academy as a permanent adult educational center for the town.

The Andover program had certain unique features. It was perhaps the first to be established by the faculty of a private secondary school. It was also one of the first to be established in a small town. Of special interest was the fact that the income derived from the minimum fee of $2.00 for each course was given to the public library of the town of Andover to be expended for books of permanent interest to adults.

The study groups, open to any man or woman regardless of previous educational experience, were offered in the belief that people in their leisure time enjoy planned study in the company of others with similar interests. In practice, these study groups did more than convey information about important topics; they served to bring people together for the exchange of ideas and to stimulate interest leading toward further study of the subjects considered. Rather than
vocational or practical, the courses were largely cultural, with emphasis upon history, English, literature, the fine arts, and science. Reading lists were given out in each course to serve as a guide not only for the reading done for each course but for the leisure time of the spring and summer.

During the following years much interest was shown in the facilities for adult study offered in a number of larger cities. It was in the belief that such opportunities should be provided, where possible, in the smaller communities that the Andover program was initiated. That it was successful was shown by the unusually good attendance at the classes, 70 per cent. of the registration, in spite of some of the winter's worst storms, and by the fact that 80 per cent. of the attendance came from sections of the town in no way connected with the academy.\(^8\)

J. C. Wright, director of the Federal Board for Vocational Education, made public the results of an inquiry made in 1933 in regard to emergency programs of adult education for the unemployed.

According to the report, the controlling motives underlying the work of public and private agencies varied with the character of the agency. They included education, vocational training, unemployment relief, improvement of industrial efficiency, and social welfare.

Funds came from special appropriations by states, counties, municipalities; federal, state and local funds under the

\(^8\)"The Adult Education Program at Phillips Academy," (author not given), School and Society, XLI (May 4, 1935), 597.
Smith-Hughes statute; local school funds; federal and state emergency relief funds, and free contributions of service.

About thirty-seven cities and eight states were specifically designated as having initiated emergency programs in adult education for the unemployed.

Adult education through college and university extension has been a function of many of the States since the turn of the century. It has taken two methods of approach—cooperative agricultural extension and so-called general university extension.

Cooperative agricultural extension had its background in the agricultural societies and agricultural fairs of the previous century. These paved the way for the Land Grant Act of 1862 and subsequent acts of the Federal Government establishing the agricultural colleges. The first phase of this adult education movement was under the name "farmers' institutes," which reached their peak soon after 1800. Many adaptations have been made in the institutes that have persisted to the present time. Federal funds became available on a cooperative basis with State funds for a program that is being carried on in all of the forty-eight States and outlying territories.

General university extension was first introduced into the United States in 1890 at Philadelphia, and in New York soon thereafter, where it was likewise carried on independent of the universities.

General university extension had its origin in the desire of university teachers to extend their work beyond the campus
through lectures and classes, and later by correspondence-
study courses. Short courses, institutes, and study of vital
questions of the day through group discussions and debates
soon followed as a method for university extension, and later
travelling exhibits and community lyceums were introduced.
Today these short courses, exhibits, and demonstrations are
being set up and carried out by many of the resident depart-
ments of the universities, other State agencies, and private
organizations.

Radio is one of the newest devices for adult education,
and its justification for separate consideration is that it is
new and that its use is still a highly controversial matter.
The debatable issues are in two fields: its relative effect-
iveness as a medium, and the way it should be administered.
Private broadcasting facilities, which are seldom concerned
with any one State as such, are obviously not a direct con-
sideration under this analysis, but State-owned and operated
or State-leased facilities are. The extension services of
the colleges and universities and various State governmental
departments are frequently identified with the State-owned
or leased radio, looking to it as an additional medium to
supplement the printed word, visual aids, and the face-to-
face meeting. Its staff, therefore, in addition to the
technical or administrative staff for radio itself, comprises
the regular instruction or technical staff who can be per-
suaded to expand their audiences through the use of radio.
The State library agencies available for adult education are differently organized and have varying functions. They, like the other agencies for adult education, have changed and expect to continue to change from time to time. They are agencies financed by State funds and usually operate either as a State library department, State library commission, or division of the department of public education.

Many State library agencies provide consecutive courses of reading outlined by members of their staffs. State library agencies, however, do not usually construe their functions as being that of setting up and administering adult-education programs. Although one of the first recognized and one of the most aggressive agencies in the adult-education movement, they interpret their role as being an accessory for adult-education programs.

The public library is one of democracy’s devices for making the materials of education available to all citizens. Its chief function is the diffusion of ideas as recorded in print. It serves more millions of adults than any other publicly-supported adult education enterprise. Its effective operation and use are, therefore, a basic necessity, not only for other adult education activities, but also for intelligent citizenship.9

The superintendent of schools who notes the formation of local councils for adult education, the expansion of the state university extension program, the growing popularity of informal discussion groups, and the renewed interest in dramatic

9 Handbook of Adult Education in the United States (author not given), p. 71
and choral societies and clubs of all sorts which bring together for study persons of common interests is often perplexed as to the relation which all these should have, if any, to the public schools.

In some communities these developments are taking place entirely apart from the schools; in other communities the schools, or at least school officials, are tied in with them in various ways.

There are many administrators who will claim that adult education, except those phases which have for many years been regarded as a function of the school system, is no concern of the local school system, that the schools already have a sufficiently broad job to handle, and that adult education is likely to prosper more if the public-school organization does not blight first experiments by attempting to apply to them the formal and rigid procedures and methods of the public school.

There is point to this argument. Leaders recognize that to bring under public-school control and supervision many phases of adult education may result in smothering it. While the wise superintendent will recognize this danger, it does not seem that this should excuse him from any concern with the local program. If he is truly a professional leader, if he is viewing the problem of local education broadly in terms of the community's needs and resources and a liberal philosophy of education, he will recognize in the informal efforts of groups and individuals to continue their education a natural
carry-over of the interests developed by their public-school experiences and an educational force potentially of great significance in a democracy.

Without funds or legal authority and with the knowledge that traditional school methods may harm rather than foster an effective program of adult education, it is proposed that the big opportunity of public-school authorities lies in the field of providing stimulation, encouragement, information, and co-ordination for the private efforts within the community. There is real need for these where adult-education councils have not already taken over this work.

As an agency of information to which groups can go to find out who is the best man available to talk on a particular subject or where the group might look for a discussion leader on some political question or an instructor in some game or sport, the school system would meet a real need.

But the local school system can do more than furnish information and advice. It can encourage the formation of these groups, especially those connected with local organizations. It can advertise the opportunities for learning which are available to local people. It can arrange for the co-operation of the public library with these groups. It can bring together for discussion and planning the local agencies interested in various types of adult education.

Another way in which the local school system can foster adult education locally is to open the schools for the meetings
of groups and to provide suitable facilities for adults. Not all school buildings are adapted for such meetings; undoubtedly certain groups do interfere to some extent with the use of the buildings by day pupils. But a board of education, a superintendent, or a school principal believing in the community use of schools can usually so devise plans and rules for their use that but little interference with the regular school routine will result.

A program of adult education which is self-supporting financially is likely to be one which is effective to a high degree, because people tend to value the things that they have to pay for. Free of all charge, a program tends to attract large numbers at the start, but interest often dwindles as other attractions compete with the project. The policy of public support, complete or partial, needs to be studied carefully as to its consequences before being adopted by a local school board.

Adult civic education is probably an exception to this rule. It is clearly a concern of the whole country that people should understand the important social and economic issues of the day. Interest in and a critical attitude toward our government and those charged with the administration of public affairs should be fostered for its wholesome effect upon government and governed alike. For lectures, courses, discussion groups, and other types of adult civic education a school board may very properly spend money with the assurance that expenditures of this sort are not likely to get out of hand. The upper limit
of such possibilities may indeed be high, but the purpose a
worthy one.

The adult education program should provide academic
freedom and responsibility as well as instructional competence.

The principle of interest as a factor in educational pro-
gress must be recognized in the education of adults, as in all
education.

"It must be recognized that, to be successful, a program
of adult education must be immediately in furtherance of the
purposes of the individual receiving such education."\(^{10}\)

With the cessation of the war must come reorganization of
the adult education program to meet new conditions and prob-
lems. The training program which we have had for war produc-
tion will give way to one designed to train laborers for new
industries. Our returning men of war, many of them maimed in
mind and spirit as well as physically, will require re-educa-
tion to fit them to take their places in a work-a-day world.
Both psychological and vocational training will be required
for a vast group of adult students, if they are to readjust
their lives sanely and profitably.

In addition to the task of retraining laborers and of
rehabilitating the casualties of war, the adult school will
increasingly become the community institution of higher learn-
ing where all can receive a liberal-cultural training in the

\(^{10}\) Charles E. Howell, "Some Guiding Principles in Adult
Education," School and Society, LX (July 8, 1944), 32.
enjoyment and use of the arts and sciences. In cities where there is a junior college, the adult education program will be co-ordinated with that of the college. In communities lacking a junior college, the adult education department will carry the full load. Schools and industry, schools and governmental agencies, schools and business will join hands as never before to give American citizens life-long opportunities to learn as they earn. "War, with all its ills, has imperatively shown us the way to better ways of living and learning. Post-war adult education promises a better program than the very excellent one it has provided during the war."11

CHAPTER IV

ADULT EDUCATION TO MEET THE CHANGING SOCIAL SITUATIONS

With the end of the war, the greatest internal problem our country is facing is that of retooling. It is not merely a matter of retooling our great industrial plants from war production to peace production, from the manufacturing of weapons of destruction to the creation of articles for everyday use and enjoyment; an important phase of the retooling we shall have to do is the retooling of our minds and ideas.

We shall have to readjust our standards of living to a post-war world in which the habits, the standards, and the patterns of the past will be greatly changed. We shall also have to try to understand social forces which will be new to us, and we shall have to handle new political and economic forces.

And so in the life of our nation we shall have a greater need for a system of adult education which will help mature people to understand the changed world, to help them to attain new skills for new ways to earn a living, and which will aid them in interpreting American social forces, and to adjust themselves to the standards of living and the patterns of life in the age of retooling.

Habituated to a continuous learning process, some educators are not aware of two things: first, that
continuing education is a corollary of the rapidly changing world in which we live; and, second, that many other types of people live in the midst of very different circumstances which in themselves are not so conducive to continuous learning, but who, nevertheless, are impelled by the same necessities imposed by our changing world.

This is an era in which drastic changes have to be faced. We have to think in terms of postwar adjustment on an unprecedented scale and of demobilizing some 10,000,000 men and women in the armed forces. This involves the problem of mental re-conversion and the adjustment of our outlook to a world which has been fundamentally changed.

Surely it is the job of the adult educator to increase the people's knowledge so that they will be able to develop the necessary social intelligence to tackle the problems of our challenging, changing world.

Many social changes have occurred in the lives of Americans during the nineteenth and twentieth centuries. In the nineteenth century there was little governmental machinery and regulation, an open frontier, and independent, isolated population, accustomed to hard manual labor, and a high degree of equality and security. Facilities for transportation and communication were limited. New ideas were few and were generally regarded with suspicion. In direct contrast are the conditions of the twentieth century. Application of scientific knowledge and techniques have resulted in an amazing number of
inventions, wide-spread use of machinery, and extensive private and public organizations. Discouraging periods of social and personal depression and conflict have marked America's efforts to reconcile these divergent beliefs and to readjust to changing ways of life.

In many ways there is today little justification for anyone to be handicapped by lack of information and experience. The development of the sciences has made it possible for us to know more about ourselves than has any group in history. Printing devices, accurate records, and library facilities make available to us the knowledge of previous generations. In spite of these advantages, however, one of the principal obstacles to the making of wise decisions is that most of us do not know enough. It seems that in self-defense all of us must continue the accumulation and reorganization of ideas and experiences as long as we live. Almost one hundred and fifty years ago James Madison said:

A popular government without popular information or means of acquiring it, is but a prologue to a farce or a tragedy or perhaps both. Knowledge will forever govern ignorance and the people who mean to be their own governors must arm themselves with the power which knowledge gives.  

Today America is ending a national era of exploration and initial development. No longer can we run away from maladjustment, for there is now no place to go. We face, consequently, a forced consideration of our problems of adjustment,
for all phases of our society and economy are becoming further complicated by increasingly large groups of people, more than ever dependent on one another.

In these days of vast perplexities it is older people rather than youth who chiefly need education, for older people are doing the planning and policy making for a society that staggers like a drunken man because the planning and the policy making have been so bad.

We talk nowadays of a social revolution through which the world is passing. But social revolutions don’t just take care of themselves. They have to be guided by the brains of people. If those brains are set in the cement of past decades, the revolution is bound to go tragically wrong. Adults need to know what new factors have entered our life; what new directions are imperative; in short, what the revolution is all about.2

We have been trying to do a good job in the education of children. We have known, of course, that our world was changing rapidly, and we know that the changes were the results of the acts of adults, not of children. But we expected that education might have a part in directing those changes, to the end that we might have a better world to live in.

We believed that education should help the citizens of a democratic nation to chart their course more by intelligence, reasons, scientific respect for facts and concern for the general welfare, less by passion, prejudice, propaganda and selfish interests. We hoped that if we could help children to understand the society in which they lived, if we could bring them to see the possibilities of social improvement, if we could build in them a strong sense of social responsibility and a deep devotion to the democratic way of life, then the world would have the courtesy to change slowly enough to permit these children to grow up and to put the results of education into practice in an adult world with which they were reasonably familiar.3

2Harry A. Overstreet, "Adults Must Go To School," Education Digest, VI (March, 1941), 38, 39.
3G. L. Maxwell, "We Can’t Wait for the Children," School and Society, L (September 23, 1939), 393.
But instead, the world started behaving differently. We try to educate children to expect social change, to foresee its probable trends, to understand its causes, and to have a responsible part in its direction. But the world changes so rapidly that by the time the children have grown up to the point of taking responsibility in adult life, they are living in a society which is almost unrecognizable as the same world which they studied in school.

If education is to play the large part which we believe it should play in shaping the future of our society, we cannot wait for the children. We must begin at once to provide educational services, on a greatly expanded scale for grown men and women, for the adult citizens in whose hands, in a democracy, rest the decisions as to the future course of our nation.

The immediate needs for education in the United States are so urgent and so important that they can not conceivably be met by the education of children alone. Things are happening monthly, weekly, oftentimes daily, at home and abroad, which deeply affect the lives of all of us and which shape our future welfare, for better or for worse. Things are happening as they do because adults act, or fail to act. We must make education universally available for adults, as well as for children.

Students of educational history point out that a dynamic force affected by, and in turn affecting, the pattern of
and economic life was early apparent in adult education and continued until, in 1924, it became a recognizable movement.

This interplay of influence between the social and the economic pattern on the one hand and adult education on the other has continued to the present and can be most concisely illustrated by certain social changes that have taken place in the twentieth century, within the memory of present-day educators.

All those who feel a concern for democratic America must work vigorously in practical ways not only to keep the channels of communication free but to help to get them organized and directed to the end that the public mind may be made up without too great delay and upon the basis of a more widespread understanding of issues and events than now prevails. The lag between scientific knowledge, physical change, and social adjustment may be caught up by turning the radio, the motion pictures, the press, and all newer scientific means of communication to educational purposes in much more significant and thoroughgoing ways than we have heretofore generally managed to do.

In the battle of propagandas at least one flag should be raised which would rally those whose emblem is not 'indoctrination,' or 'advocacy,' but 'education,' i. e., the development of that critical intelligence and that sympathetic understanding of the shared aspirations and experiences of us all which free and widespread communication makes possible, and which a democratic way of life makes imperative.4

4 John W. Studebaker, "Mobilizing the Nation for Enlightenment," School Life, XXV (July, 1940), 289.
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.

We have seen family life change from a simple, independent existence to a complicated, specialized, interdependent manner of living. We have seen people's means of making a living changed so that their work became highly specialized, closely related to the work of others, and carefully regulated as to time. We are all familiar with the resulting increase in leisure time and the attendant problems of how to use this leisure happily and constructively.

The fact that we are having difficulties in solving democratically our problems of social and economic adjustment would seem to be directly attributable to a general inadequacy of information and training.

The idea has been advanced that the education of adults seems to be the most practical solution for relieving the rapidly changing and continually increasing points of friction in our society.

Changes in the composition of the population make necessary

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5 W. M. Proctor, "Education as Adjustment to Life," *Journal of Adult Education*, IV (October, 1932), 410.
the modification of many parts of our lives if American society is to remain stable and satisfying either to the individual or to the group.

The world in which we live today is so complicated and it is steadily increasing in complexity at such a rate that if democratic action is to be given a chance to deal with contemporary and future problems all of us must be better informed than we are and must have the opportunity to gain knowledge and experience continuously.

We are living in the midst of revolutionary changes. Totalitarian states are growing up with rapidity in many lands. Dictators have returned. Mechanical power is revolutionizing agriculture as it did handicrafts in the nineteenth century. These are some of the social dramas being enacted today.

The shifting of a population is not rapid; but the results of its movements are far reaching. It would be strange if so powerful and pervasive a force should not affect adult education.

Within the past century and a half, changes have taken place which have revolutionized our living. Among these may be mentioned the series of political revolutions which brought in their train a democratic form of social organization; the industrial revolution which transported man in ever increasing numbers from the farm into the city and changed our country from a rural to an urban civilization; the rapid appearance
of inventions which one after another have increased the ease of communication and the interchange between the various units both within and without a particular geographic area, creating a civilization so complex that we are all intertwined and dependent upon one another, whereas formally we could exist quite effectively in isolation.

At the same time the world has become infinitely more flexible. Changes take place with a rapidity that was unthinkable in an earlier period.

Compare our childhood with that of the children of today. We used to spend a whole day in visiting a place ten miles out in the country, whereas we now can travel three or four hundred miles within a single day. Places formerly within a radius of one day's journey are now mere stopping places on the road. Newspapers, movies, radios, and mechanical devices of all sorts have played their parts in bringing about social and industrial changes.

In almost every field it has become increasingly evident that the demands of the modern world are of such a nature that it is necessary for a person to maintain a state of continuous alertness and of learning to keep abreast or ahead of his fellows. Under the stable regime which had existed in earlier civilizations, a man was educated when he completed his college or professional school or when he had served his apprenticeship. Now it is clear that this state of affairs exists no longer, that education is not a formal process confined to the limits of the schoolroom, but is a process which goes on
continuously after the individual leaves school, since within a given occupation many shifts and adaptations to new fields must be made as we move forward on our merry pace.

Education for a stable world is not to be thought of in the same terms as education for a continuously changing world. "Education on the job has become quite as important, socially, as education prior to the job." 6

As we think of education and life, we can see in our shifting, changing civilization new possibilities. On the one hand, it presents difficult problems, insistent demands, threats that unless the problems and demands be met trouble will come. In this light, civilization has cause for anxiety. But in another light, the problems and difficult situations which continually arise to trouble our civilization are exactly the opportunities for our continuing education for the enrichment of both communal and personal life.

Those in charge of adult education must recognize the broader task and its wider possibilities. Education is co-extensive with active, growing life at any and all ages. A changing civilization gives the continuing need and opportunity for universal continuing education.

"Our times are new and new conceptions are needed, else we fail of our possibilities and even of our necessities. The task is great. Thus does adult education become practically co-extensive with all shared effort to face life's problems." 7

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7 Kilpatrick, op. cit., p. 412.
The social need for adult education is repeatedly referred to. The changing world and need for adaptation to it is commonest. The conception of accomplishing more than mere adaptation was introduced with the term 'social pioneering' - the endeavor to replace pioneering over an un conquered natural resource with pioneering on unsolved social conditions, forging ahead to new social possibilities.  

An educated adulthood is recognized on every hand as the problem of democracy, and lip-service is rendered to the need of learning "to keep up with" a changing social order. One of the principles adopted by the National Education Association is the following: "Rapidly changing social and economic conditions require the development of system of continuous education which will enable adults to adjust themselves to their changing environment." But there is no consciousness of the fact that a rapidly changing social environment makes more demands than that of mere adjustment - that if changes are bad, adjustment may be immoral or anti-social. Adults may not take to learning only in order to adjust and adapt themselves, but also in the hope of understanding the environment enough to be able to adjust and adapt it to their wishes and needs.  

"We must inaugurate an epoch-making system of adult education, newly conceived to meet the actual confronting situation. Nothing less than a new epoch will serve. Adulthood is two-thirds of life, surely it is worth at least half our educational efforts."

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8 Ruth Kotinsky, Adult Education and the Social Scene, p. 119.
9 Ibid.
10 William Heard Kilpatrick, Education and the Social Crisis, p. 50.
Mere school education cannot possibly suffice for the whole of life. Education goes on as life goes on.

Education is most truly conceived as being life itself creatively facing its novelly emerging problems. Under such circumstances education must continue all through life. We need, then, a new type of adult education, thoroughgoing, widely-inclusive, ever-continuing. Only on this basis can modern civilization hope to meet intelligently its problems.\textsuperscript{11}

The essential aim for the matter immediately at hand is that our whole people may come to an intelligent understanding of our social and economic situation. Such an understanding is crucial in any hope for better things, and leads to interest and search, which calls forth and criticizes both planning and leadership. We seek in the new adult education this strategic understanding and interest.

What we wish is that the great body of adults, even if they hold college or university degrees, shall seriously study our social order and its possible improvement in all significant aspects: how inefficiently we produce and why; how unjustly our political system works and why; how much better our economic needs might be cared for; what rich and happy living for the individual calls for and how this good life needs study that we may really use art, music, religion, to make life better. These are but samples of what the new adult education must study. We must build a more intelligent understanding of what we have and why, and what we might have and how.\textsuperscript{12}

"Social progress depends upon our ability to synthesize life, to see and to educate individual men and women in their wholeness, to think of and treat human society in its wholeness."\textsuperscript{13}

The job of social education must commence with administrators, supervisors, and instructors, if the educational\textsuperscript{14}

\textsuperscript{11}Ibid. \textsuperscript{12}Ibid., p. 51. \textsuperscript{13}Nelson, op. cit., p. 49.
Activity of our formal schools is to be transformed into a significant social enterprise. The first project is one of re-education. This is not a simple process.

It involves a slow but constant interchange and refinement of points of view, the co-operative working out of common problems, the sharing and evaluation of experiences, the development of adequate criteria, and the eventual emergence of a definite social and educational philosophy which is adequate to meet the problems of growing persons living in a dynamic society which, we hope, is moving toward true social democracy.14

14 Ibid., p. 51.
CHAPTER V

PROPOSED PLANS FOR EDUCATING RETURNING G. I.'S

Adult education is facing a very pressing problem. It is the problem of to-day, tomorrow, and every day. It is the problem of adult education for our armed forces. "For just as the civilian population must retool their minds and ideas, so our boys in uniform must rearm minds and ideas for a life which will not be uniform."\(^1\)

In addition to adjusting themselves to new standards of living and changing social relationships and economic forces, our men in the Armed Forces must face the loss of guns and brass buttons and a life in which few individuals have responsibility. They must learn again to be on their own, and to meet their problems unarmed, barehanded. These men will seek to return to the life and the people and the ways of doing things that they have known. Yet, in many things, they will find great differences. The images their minds will have made of what home is like will not seem true after months or years in camp or on the sea or in the air. For the people and the homes and the ways of living and doing things, even of looking at things, will have changed, and, most of all, the men themselves will have changed.

\(^1\)James Marshall, "Retooling and Rarming for Peace," School and Society, LV (June 20, 1942), 682.
One of the most important matters for a democratic nation to consider is how to cushion the inevitable shock in the return of millions of men to civilian life.

A democratic program of adult education is essential and possible. It must be planned, and it requires effort.

Our men are asked to fight to save democracy; they will fight better if they learn, not just to save, but also the kind of a world we can get for our victory if we are prepared for it. We can save the spirit of democracy, but it can not live simply because it is saved. Our men must, therefore, be given the chance to learn of the changes taking place in the world. Not by lectures but through books and organized discussions and forums they must develop their own ideals for their country and their world after demobilization.

A few years ago a good many thousands of American boys left American colleges and universities to go into uniform. Today these men are returning to civilian clothes, and creating a problem for university administrators as they come back to the halls of learning.

"The word 'boys' and 'men' are used advisedly. Those were boys who went away. These are men who are coming back."  

Before the soldiers started coming back, we used to worry about what they would be. We have learned that we do not need to worry. These men are mightily in earnest about their campus job. They want to get their work in as fast as may be - but few of them want it so quickly as to slight it.

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2. Ibid., p. 683.

The veterans are anxious to get a liberal education. They have been in many remote parts of the world, and they have seen how people live in strife and ignorance. They are resolved that such conditions shall not exist in their own country. When veterans return to college, they do not want to find instructors narrow-minded, teaching methods antiquated, or the administration at these institutions indifferent.

The director of the Bureau of Veterans Affairs at the University of Minnesota, Curtis E. Avery, says:

"Since the veteran is older, he will tackle problems more diplomatically. This will affect not only the educational system but society in general. He wants to obtain some grown-up ideas from a grown-up school." 4

Academically, the veteran is at a disadvantage. He has been out of school several years, and the competition with students fresh from high school is extremely sharp. But the veteran's maturity and motivation help make him an average student. A survey of reports at Minnesota show that veterans' grades are slightly better than average.

Administrative officials in many colleges and universities have already noticed the veterans' educational interest and demands. Much of the red tape that formerly entangled students is being eliminated. Students, with the aid of the veterans, are entering a new era of American education. The veterans

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4Ibid.
know that, if they are to live in a democracy, the system of education must be democratic.

To enable young people whose education has been interrupted by the war to resume their schooling at the close of the war, and to provide opportunity for education and technical training for others of special ability, plans were proposed to Congress in 1943 for a postwar education program for discharged service men and women.

Such training and education would be available to every man or woman who has served honorably for a minimum period in the armed forces since September 16, 1940.

It is believed that the program will not only benefit youth in getting the training it has been forced to abandon during the war, but will provide skilled workers for new trades and occupations developing in civilian industry, and occupations in which there is an unsupplied demand for specially trained workers. Another purpose of the postwar educational program is to assist in solving the problem of manpower readjustment which a nation faces at the close of a war.

In the same spirit with which the colleges and universities of the country adapted their curricula to the demands of the war, they are now making new plans for the education of returning veterans, both those who are casualties and those who wish to continue work that was interrupted by their period of service.

Syracuse (New York) University, in 1944, announced a nine-point program that would include vocational and educational
guidance, personalized curricula, and placement for ex-
servicemen. Benefits of the program were to be made avail-
able at once to veterans discharged from the armed forces 
through the present university organization. The university 
planned to announce in the near future new units and agencies 
to operate the program as an increasing number of veterans 
were returned to civil life.

The University of Illinois has established a New Division 
of Special Services for Veterans "to study the special needs 
of the ex-serviceman, to determine his particular ability, to 
furnish him individual guidance, and to help him in finding 
the best curriculum to serve his purpose." 5

New Jersey College for Women (New Brunswick) has a program 
of services for women who are returning from military status 
to civilian life. In addition to a general liberal-arts train-
ing and preparation for vocations and professions, returning 
servicewomen may take courses preparatory for work overseas 
for the Office of Foreign Relief and Rehabilitation. The over-
seas training programs will also include an integrated Latin-
American program for women interested in the countries to the 
south of us.

Charles H. McCloy, research professor of anthropometry 
and physical education, the State University of Iowa, has 
been preparing a program of physical training and recreation 
for war-shocked and convalescent soldiers.

5 "The Colleges and Universities Plan for Returning 
Veterans," (author not given), School and Society, LIX 
(March 11, 1944), 182.
Every veteran returning from active service should be afforded an opportunity to complete his education. He should be made to feel that the school is interested in his welfare, and that a definite program has been developed to meet his individual needs. "The least that any community can do for its war heroes is to make it possible for them to carry on the plan of life which was theirs before they took 'time out' to defend the American way of life."\(^6\)

The country has an unfulfilled obligation to those returning from the front. We must also make up the devastating shortage of trained men for civilian occupations resulting from war. The nation dares not neglect the talents and skills of an entire generation.

Every American school, college, and university now faces the responsibility of helping members of our armed forces to resume their education.

The task is at once individual and collective. It is shared by thousands of institutions: universities, colleges, junior colleges, and schools of every type — including vocational, trade, and technical. No one institution can accommodate more than a small fraction of those veterans whose education should be continued, but none will do its duty which does not endeavor to use its facilities to the maximum and does not face squarely the responsibilities of a new and vast educational job.

\(^6\)C. M. Keesling, "Education for Our Returning Veterans," Journal of the N. E. A., XXXIII (October, 1944), 166.
Students after the war will be less likely to be interested in ideals of scholarship than in a marketable professional status. Everything in the curriculum will have to have a direct relationship to what is current and useful.

Recognizing that maturity brings changes in attitudes toward learning, Yale University has established a broad and flexible college program for returning veterans designed to enable them to complete their studies as rapidly as possible.

A one-year intensive course for those with less than one year of college training is offered to prepare a veteran for entrance into junior classes. For men who have had at least one year of college, a course of four 16-week terms is available, completion of which will qualify the student for entrance into one of the professional or graduate schools, or for passage direct into the business world.

President Charles Seymour says this program, the general effect of which is to enable a returning serviceman to receive a bachelor’s degree in three years, was initiated by a desire to avoid the mistakes of the last war when veterans, taking up where they left off in the old four-year program, soon tired and many quit school.

It should be noted that this intensified program represents no change in the customary schedule of higher education. Students not called to the services will continue with the four-year course. Some men who have not been in the
services long, and those with not more than two terms to finish to qualify for a degree may be advised to take the standard course.

Another indication of the desire to avoid fundamental changes in education is found in the Yale decision not to segregate the veterans. They will participate in the usual campus activities as individuals, not as members of a special group.

The colleges and universities have learned how to speed up teaching under the demand of war. Special techniques such as these surely will be developed to meet the needs of transition.

Provision for the greatest educational opportunities ever planned for a victorious army was the purpose of Bill S. 1509 tossed into the Congressional hopper in 1944, by Senator Elbert Thomas of Utah. The bill grew out of the report of a committee headed by Brig. General Frederick H. Osborn. Known as the Osborn Report, this document was received so enthusiastically on Capitol Hill that less than six days after its transmittal by President Roosevelt most of its recommendations found their way into Senator Thomas' bill.

The bill said that all members of the armed forces (who had served six months) discharged or released from active duty after September 16, 1944, should be eligible to to to school at Uncle Sam's expense. Potentially this included most of the 12,000,000 soldiers, sailors, marines, WACs, WAVES, SPARS, and members of the Merchant Marine. The Osborn Committee
expected no more than 1,000,000 people would resume their school work or apply for new courses. Many believed that this number would be considerably larger - that young men and women who had dropped their school books at the time of induction were discovering new interests while in the armed forces and the wisdom of improving themselves through education.

The bill provided that veterans should be selected for this training on the basis of their "intelligence, aptitudes, school interest, prior training, education, or experience." Furthermore, the Act provided that training should be encouraged in those vocations and occupations in which the number of trained personnel was likely to be inadequate.

One year was named by the Act as the period for which the persons selected for training might attend the institutions. Actually students may have their schooling paid for by Uncle Sam for a period of anywhere from six weeks to four years. Large numbers of veterans will want short, intensive courses of training to prepare themselves quickly for job opportunities, while others, properly qualified, may continue their studies for the longer periods.

For the past three years we have been training youth and men and women for war jobs. Much of this training had to be for uni-skilled jobs. Frequently schools had to train a particular man to do a particular job on a particular lathe. They had no opportunity to give him the broad background necessary in well adjusted employment. They had to train for specific occupations needed to turn out quickly weapons of war. This will be changed with demobilization. The schools should be able to

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7Ben Brodinsky, "Vocational Training for Ex-Servicemen," Educational Digest, IX (March, 1944), 54.
present veterans a rich fare of vocational training opportunities – for business, for service occupations, for home economics, and for scores of other occupations labeled 'nonessential' in times of war. By redirecting vocational training we can help in the nation’s reconversion to peace.8

On June 22, 1944, President Roosevelt signed Public Law 346, 78th Congress, popularly known as the "G. I. Bill of Rights." This law presents one of the greatest challenges that American education has ever faced. In this document, the Educational Policies Commission suggests a broad program for meeting this challenge and urges upon the educational profession an alert and dynamic leadership in meeting the educational needs of the demobilized veterans.

By September, 1944, more than 16,000 servicemen had already applied for government-paid educational benefits – the first step toward exchanging bullets for books on American campuses. These men are rushing back, educators agree, because the period of military service which uprooted them from ordinary civilian life also opened up a whole new future. In uniform, Joe acquired a healthy respect for education.9

Army surveys indicate that the veteran of this war is looking for something better than his old job – something with a future. That future, he feels, is pretty much dependent upon the amount of higher education he can obtain.

So he is going back to school. But he is not going to be just another raccoon-clad Joe College. Even if he adopts the crazy campus gear in a kind of revolution against khaki, underneath his college plaid is going to be a serious guy who is out to learn something – not just because he has a rich uncle to pay the bills, but because he has done some straight thinking in foxholes and slit trenches.10

8Ibid., p. 55.
The armed services themselves deserve considerable credit for opening the serviceman's eyes to new ways of earning a living and the advantages of an education. The services have taken shipping clerks, soda jerks, and department store clerks and turned them into skilled mechanics, engineers, personnel experts, and meteorologists.

The only requirement for this college education is ninety days or more of active military service during World War II, and a discharge other than dishonorable. If the serviceman served for less than ninety days but was released for a service - incurred disability or injury, he is also eligible.

These qualifications entitle him to one year of education at any accredited scientific, professional, or business, or technical school or college. On satisfactory completion of this year, the veteran, if he was under twenty-five when he entered service or can show his education was interrupted, is entitled to additional time not to exceed the period he spent in military service. Four years is the maximum.

All bills up to $500 per ordinary school year for tuition and for library, laboratory, and infirmary fees, as well as for books, supplies, and equipment, will be paid by the Administrator of Veterans' Affairs. The ex-soldier also will get a regular subsistence allowance.

The Veterans' education does not have to be college education. He can go back to grammar school or high school. He can train for a vocation in a specialized vocational school
that will give him what he needs more quickly than a college could. If he wants to become a skilled journeyman in a trade that is not taught in any school at all, he can go into private industry as an apprentice. The Government will add enough to his apprentice's pay to support him while he is becoming skilled. The man who was good at his job before he went into the service may find himself out of step with progress on his return. He can take refresher or retraining courses — paid for, like the other veterans' training, by his Uncle Sam.

And if a man wants more money than Uncle Sam can pay him, he can earn it by doing part-time work if his scholastic average continues to be satisfactory.

Many servicemen, however, are not waiting for the war to end before continuing with their education.

Thousands are learning via the United States Armed Forces Institute correspondence courses. The Army alone has 500,000 men enrolled in some 250 academic and technical USAFI courses, and the Navy upwards of 200,000. Credit for this off-duty boning will be given the G. I. and his sisters in uniform when they return to school, as all major U. S. colleges and universities have agreed to use the special USAFI examinations to determine the academic credit to which veterans are entitled.

College catalogues are being changed to meet the service-
man's needs. If the veteran requires a quick brush-up in a specific subject before taking a job, there are refresher
courses for him. If he has a limited amount of time and can not wait for the formal opening of a new semester, some colleges are providing individualized plans of study that can be started any time during the academic year. If, for some reason, his allowance under the G. I. Bill of Rights is temporarily held up, he may be able to borrow enough from college funds to tide him over until his check arrives.

These elaborate plans to educate our veterans are not just a way of saying thank you to the men of World War II. War scraped the bottom of the professional barrel and interrupted the training of thousands of America's future leaders. The civilian population will need all the professional replacements it can get. If replacements do not come from the men in uniform, there seems little likelihood that they will come from anywhere.11

Public Law 346 makes it possible for veterans of World War II to secure, at the expense of the Federal Government, education adapted to their needs, aptitudes, and abilities. In order that the veterans may take the best possible advantage of the educational opportunities provided by the Federal Government, it is necessary that the States and local communities provide adequate information and counseling service and adequate educational programs for the men and women returning from the armed forces. These veterans are entitled to all available information under the "G. I. Bill" and, in addition, they should be informed about opportunities for employment that would guide them in selecting the vocational courses which are available to them.

11Ibid., p. 20.
The success of the program is dependent upon the initiative and resourcefulness of State and local educational leaders in the development of educational programs adapted to meet the individual needs, aptitudes, and interests of the millions of men and women returning from the armed forces.

Because veterans are adults, their education must be adult education. This means that every community in America should mobilize its community resources to build an adult program adapted to the adjustment of veterans.

Veterans were prepared for combat by intensive, streamlined, practical training and will expect their post-war educational opportunities to be basic - education-in-reverse. They want such education to equip them to become self-supporting and participating members of the community as quickly as possible. 12

The curriculum must be flexible enough to meet the veterans' interests, needs, and abilities, and they will want a large share in determining it. Meeting the veteran's needs will require courses to be realistic and practical, and tied to community needs wherever possible.

Since the veteran's primary interest is in earning a living, basic programs for general vocational and specific job training should be widely available. They should be geared to industrial and community opportunities.

As a consequence of a great interest in the education of veterans, the Department of Adult Education of the National

12 "Educational Programs for Veterans," (author not given), Education for Victory, III (March 20, 1945), 51.
Education Association organized a work conference, which was held in Cleveland, Ohio, on January 17-19, 1946, to interchange information about programs and problems and to work out together more adequate ways of helping the veteran secure the education he needs. The conference was subdivided into fifteen committees, each of which devoted its attention to some particular aspect of veterans' education.

Articles on what institutions are planning for veteran education, as well as the N. E. A. conference, indicate that secondary schools, and particularly institutions of higher learning, are making various special arrangements so that the young men and women who are veterans of World War II will not be affected too seriously by undesirable academic practices and prescriptions of long standing. The reason these modifications make the future more promising is not that the veterans necessarily need for civilian life a kind of education different from that needed by civilians. As a matter of fact, most of the veterans want as quickly as possible to become civilians and to take over again their roles as students or citizens in a civil rather than a military community. Basically, these developments are encouraging because whatever flexibility and reasonableness are introduced into veterans' education will, in all probability, become general.

Junior colleges have opened wide their doors to veterans and an unprecedented expansion in junior colleges is expected within the next ten years. So far no veterans have been
turned away, but some colleges are running day and night to meet the demand.

Enrollment for the fall of 1945 showed an increase of 20 percent over the preceding year in co-educational colleges, and 5 percent for the women's junior colleges. There are now 590 junior colleges in the country but it is estimated that there will be from 300 to 500 new junior colleges established within the next ten years, providing for 500,000 additional students.

The veterans choose junior colleges for these reasons:

After years away from home they choose junior colleges in their own communities.
They find the two-year course more appealing than a four-year course.
They hope to get more individual attention in smaller classes than in the large universities.
Those lacking a few high school units feel that they can make up the deficiency more easily in a junior college.
Many four-year colleges are full to capacity.13

Veterans are attracted to junior colleges because the curricula usually combine liberal arts with some vocational training. For example, Hardin Junior College, Wichita Falls, Texas, has an outstanding course in watchmaking, as well as printing, photo engraving, and radio. Educators at Chicago meetings discussed various phases of the junior college program. Leon V. Koos of the University of Chicago urged that high school and junior colleges plan curricula together to ensure the student a properly balanced general and specialized education.

The junior colleges have made many adjustments during the period of World War II. They have given up some of their best qualified staff members to serve in the armed forces and

13"Junior Colleges," (no author given), Occupations, XXIV (March, 1946), 368.
pre-collegiate instruction, they will be in a position to
supply the course needed at the high school level, as well as
to offer advanced work. Some of the veterans will be deficient
in certain high school materials even though they may be able
to pursue college instruction in other subjects. In such
cases, the mature veteran with a combination program will be
accepted as a full-fledged member of the group, irrespective
of what his exact classification may be. He will be able to
participate in the various activities of the school and will
not feel that he is marked as a high school student.

Most junior colleges have followed the recommendations
of the American Council on Education in regard to credit for
military service.

Large numbers of married veterans will want to attend
college. A few colleges have solved the housing problem
temporarily by converting one or more dormitories into apart-
ments; others report that they hope to be able to use nearby
war housing projects no longer needed by industry.

War housing units are being used by veterans attending
some of the colleges. Trailers are also being used by veterans
in some institutions, and many more will be in demand as they
become available.

What educational benefits the serviceman actually derives
under the "G. I. Bill" will depend both on the specific
available programs of approved educational institutions, and
on the educational skills he possesses which will largely
released many others for government work, research, and war industry. These same colleges have seen thousands of their students leave their campuses and exchange civilian clothes for the uniforms of the several branches of the service. College administrators and staff members have watched with eagerness the records made by their former students and faculty members in the armed forces.

Now, a few years later the college administrators and instructors are pleased to see thousands of veterans returning from service as seasoned men and women. Large numbers of the ex-service men and women are anxious to enter or re-enter college and forget their war experiences as quickly as possible.

College administrators and their staffs are ready to serve the veterans and help them become fully integrated with the rest of the student population. The current school year has already witnessed a great increase in veterans' enrollments. The months immediately ahead will offer the greatest educational challenge and opportunity ever to face the leaders in education. The peak load will probably be reached during the school years 1946-7 or 1947-8. This load of veterans will be greatly augmented by thousands of young men and women who have been in war work or who have made their contributions to the winning of the war through important work on the farms, in social work, and in a variety of other ways. Also, it must be remembered that the normal flow of graduates from the high
school will continue. It is likely that college training will now become more important than ever before. Already many of the junior colleges, and some four-year institutions report capacity enrollments.

Most of the ex-service men and women who are planning to go to college after receiving their discharges graduated from high school only a short time before entering service. The junior colleges can help bridge the gap between high school and employment. Many of the courses are a definite preparation for life.

It is believed that the junior colleges can take care of large numbers of veterans. In many of these institutions, the enrollment has dropped during the war years more than one-half. These colleges are not prepared to accept large numbers of veterans and other students who wish to resume their formal education.

Junior colleges are required to meet the same academic standards as other institutions within a state, but since they stress accomplishment during the two years and offer many terminal curricula, some of them will be able to follow very liberal curricular patterns, especially in regard to elective courses. Furthermore, even in the professional courses, much attention can be devoted to the individual requirements of the students.

Large numbers of veterans will need to do further study at the secondary level before beginning college work. Since junior colleges frequently offer one or two years of
govern his qualifying for such programs. Furthermore, the type of program needed by the individual serviceman may significantly affect the quality of education or training he can obtain. Universities and colleges, for example, being geared to the needs of young adults, will find it relatively easy to provide appropriate special programs for the serviceman who can qualify at the collegiate level. It is a different matter, however, to establish comparable programs for the undereducated returning serviceman — the "G. I. Joe" whose literary skills never got much beyond the fourth-grade level, if even that much was attained.

It is obvious that no mature individual, such as the returning serviceman is bound to be, would willingly take up schoolwork at a juvenile fifth- or sixth-grade level along with youngsters less than half his age. It is equally evident that the undereducated serviceman, in all probability, will not be qualified to begin at a much higher educational level. Furthermore, he will hardly find acceptable the elementary- and high-school completion courses typically taught to civilian adults. Because his literary training in the armed forces has been definitely in terms of skills needed by him in that situation, he will desire and expect that any further education will be equally immediately functional in terms of his civilian needs. Unless his unique characteristics and needs are recognized and provided for in a special program of adult education, either during the demobilization period or afterward,
he is all too likely to let his education rights under the "G. I. Bill" go by default. If this is permitted to happen, his personal loss will be greatly outweighed by the ultimate social losses. No one stands to gain.

It should be clearly understood that the Veterans Administration, which is charged with administering the provisions of the "G. I. Bill," is itself not authorized to initiate or operate educational or training programs of any kind, nor to exercise supervision or control over any educational or training institutions. This limitation applies equally regarding any extensions of authority to other federal departments or agencies. Hence, the responsibility for conceiving and establishing programs appropriate to the under-educated serviceman rests squarely upon the existing educational agencies, both public and private, national, state, and local. It can safely be assumed that the Veterans Administration will gladly utilize any approved educational or training facility which can provide the serviceman with the benefits to which he is entitled.

The return of the veteran to civilian life presents an immediate challenge to education in the United States. It is the obligation of education to help furnish the leadership which will mobilize the nation's resources in order that the veteran may fit as quickly and smoothly as possible into the expanding opportunities and responsibilities of a free man in a democracy.
The problem which educational institutions face in adjusting returning veterans to civil life is complex both in the numbers involved and in the range of services which must be offered. On the average, one out of every four persons who want to work will be veterans. Not all will need help in finding work, however.

The veteran will be an adult, regardless of his years, for war is a maturing experience. Frequently he will require special facilities and special instruction. Yet he will not want to be segregated; he will desire to be accepted easily and quickly in the local pattern and to assume his share of the community's life.

Postwar training must take into account the skills and knowledge acquired during war service and utilize them to the fullest extent. The off-duty program of the Armed Forces Institute has improved the veteran's chance of taking advantage of postwar opportunities. The Army and Navy, in order to meet their requirements for a large number of workers skilled and experienced in various occupations and professions, set up extensive training programs. Approximately 1400 military occupations have been listed for the Army alone, with counterparts in civilian life. Through these, many men and women have acquired basic skills and experiences which will enable them to find a corresponding post in civilian life or which will provide a solid foundation for learning a related occupation.
For the first time in American history, economic and social position will play a small part in the determination of who shall go to college. Ability and the desire of the veteran for further training or education are the primary determining factors. This opportunity may bring to the campus a more purposeful, serious, democratic, and harder working group than would be expected in normal times with the average student body.

The adjustments that a college is called upon to make should be for all students and not alone for veterans. In assisting any student to plan his college program, the institution has the responsibility to see to it that a genuine attempt is made to include those courses that will contribute to his increased enjoyment of living and to his increased worth as an intelligent, informed, and participating citizen in a democracy.

The advantages of having the veterans housed, fed, taught, and counseled along with all other students seem to outweigh whatever disadvantages or problems may be created by such practices. The veteran is attempting to adjust himself as quickly as possible. The non-veteran must adjust himself to the veteran, also. Probably nowhere are the conditions better for developing a happy relationship among all these students than on a college campus. Demobilization will continue over a considerable period of time. Institutions can absorb these students gradually into the student body.
The whole program should be planned and administered with a full understanding of the fact that these men and women are not just people who have had their formal education interrupted in the ordinary ways of peacetime. Rather these are human beings who have had experiences that should receive priority in the attitudes of those who help devise courses of study, establish machinery, choose teachers, and most of all those who actually teach. The success of this veterans' education program, in all its aspects, both spirit and substance, may well determine much of the public attitude toward education in the United States for generations to come.14

SUMMARY AND CONCLUSIONS

The study in this thesis has indicated trends and tendencies in the development of adult education during the twentieth century.

The survey has shown that prior to 1924 little was done in this field of education. The Carnegie Corporation was one of the first organizations to interest itself in this problem, and furnished money to aid the formation of the American Association for Adult Education, which has acted as a clearing house of information on the subject.

The first enactments for the purpose of providing means for adult education came just before World War I, and were prompted by a feeling of necessity for educating adult immigrants in the principles and ideals of our democracy and in the use of the English language.

Progress in the movement has not been confined to the cities and larger towns, but methods have been designed for opening opportunities for adult education in rural communities and small towns.

The old philosophy of education was static and unfit for the accelerated pace of a commercial and industrial society. Education was merely "preparation for life."

But the new philosophy is that "learning is not a capacity, but an activity." We know that education "is not preparation for life, but a form of participation in life itself."

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Modern life is so complex that we need adult education for an individual to be prepared to adjust himself to the continual economic, social, and political changes which affect him.

The conception of adult education that was brought to the United States shortly after World War I was based upon a more or less stratified society. But the general social and economic situation became highly flexible, and many factors arose which tended to render the original conception inadequate.

This is an era in which drastic changes have to be faced. It is the job of the adult educator to increase the people's knowledge so that they will be able to develop the necessary social intelligence to tackle the problems of our challenging, changing world.

One of the pressing problems adult education is facing today is the problem of adult education for our armed forces.

The colleges and universities of the country adapted their curricula to the demands of war, and have made new plans for the education of returning veterans.

The return of the veteran to civilian life presents an immediate challenge to education in the United States.

Postwar training must take into account the skills and knowledge acquired during war service and utilize them to the fullest extent. It is the obligation of education to help the veteran to fit as quickly and smoothly as possible into the
expanding opportunities and responsibilities of a free man in a democracy.

In this study I have set forth the proposed plans for the education of returning G. I.'s. The future will determine the effectiveness and results of these efforts.

The advances made in adult education in recent years give unmistakable evidence of an increasing recognition that "continuing education is a condition precedent to the complete life and that henceforth any general review of education in this country must take adult education into account."
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