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FEDERAL STUDENT AID PROGRAM

By

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FOREWORD

THE United States Office of Education has cooperated with the Federal Emergency Relief Administration from the beginning in the planning of its measures dealing with relief in the field of education.

Among the more important of these measures is the Federal student aid program. In this program large administrative responsibility is placed upon the colleges. In such an enterprise a careful study of the procedures by which it is conducted is essential for the protection not only of the relief funds expended but also of the colleges and universities participating in the program. Further steps in developing the program should be based upon such a study.

It seemed to me appropriate that such a study should be made by the Office of Education in order that the educational questions involved should have primary consideration. Accordingly an invitation was extended to the Office and promptly accepted. I am glad to see the results of the study published as an Office of Education document.

HARRY L. HOPKINS,
Federal Emergency Relief Administrator.

FEDERAL STUDENT AID PROGRAM

INTRODUCTION

THE FEDERAL student aid program is the first instance in American history in which the National Government has assisted needy youth to work their way through college.

Inaugurated by the Federal Emergency Relief Administration the plan provides financial aid to qualified young men and women who lack sufficient funds to attend college. The students are required to perform actual work on a part-time basis in return for the money paid them by the Government. The primary aim of the program is to keep up the supply of trained persons through the depression period, and to prevent these young people from suffering too heavily from idleness and deprivations.

This program well exemplifies the dominant spirit of the F. E. R. A. When in 1933 it became apparent that the States were no longer financially able to meet their relief needs and Congress appropriated funds to aid them, the Federal Government had to decide upon policies with respect to work relief and/or the dole. From the beginning, the F. E. R. A. encouraged the use of work relief as widely as possible. This made it necessary to consider early the types of work that could be used most advantageously in work relief projects. It was recognized that so far as possible each person doing relief work should do the type of work for which he was best fitted. Work alone was not enough. The right kind of work was important.

Accordingly, it was clear that young people who, under normal conditions would be in college should be enabled to do college work by means of their work-relief job. It was clear also that if their financial condition was such that they could not go on with their college work, they were in need of aid even if they were not on relief rolls.

Several specific considerations favored the proposal of a college student aid program. First, the college faculties

stood ready to train additional students with little additional expense. Second, the college budgets which in former years provided for much student labor were so drastically reduced that the colleges could not give the customary jobs to students. Third, private industry in the college communities could not provide jobs usually made available to students. Finally, the physical equipment—buildings, grounds, libraries, laboratories—was deteriorating for lack of adequate funds to keep it in good condition.

On all these grounds, the student aid program was among the work-relief projects given earliest consideration and was the subject of an extended conference of college and university presidents with F. E. R. A. officials called by the United States Commissioner of Education in August 1933. The proposal developed by that conference was modified from time to time until on February 2, 1934, the release was sent to State relief administrators authorizing the college student aid program and earmarking funds for its support. The release of July 3, 1934, providing for the continuance of the program for the academic year of 1934-35 modified only slightly the earlier regulations. A copy of this release will be found in appendix A.

An important feature of the program was that the responsibility for its administration was vested in the individual colleges and universities throughout the country with a minimum of supervision from the relief authorities at the National and State capitals. Monthly allotments of funds were made to them by the F. E. R. A. The institutions were responsible for selecting the students to receive Federal aid, arranging for their part-time employment on and off the campus, assigning them to suitable jobs, supervising their work, and other phases of the undertaking.

All tax-exempt institutions of collegiate or university grade are entitled to participate in the program. Accordingly, a wide variety of colleges and universities are receiving Federal funds for student aid. Among them are institutions under both public and private control; of diverse types and academic programs from the university with its multiplicity of departments and schools including graduate study to the junior colleges with collegiate work of 1 or 2 years above the high-school level; located in communities of differing sizes, some

being in populous centers while others are in more or less isolated areas.

As a result of this situation, the administration of the program is a different problem in each institution. The F. E. R. A. has from time to time issued brief bulletins on the program since its inception in February 1934. Certain States have provided a measure of help by assigning persons to call conferences of college representatives and give such assistance as possible to the program. No attempt, however, has been made to analyze the individual institutions taking part in the program and to give an account of the procedures adopted by them for its operation. The present study is intended to provide this detailed information. The particular questions considered are: (I) Institutions participating in the program; (II) Form of organization to administer the program; (III) Assurance of need of students receiving aid; (IV) Use of Federal money by students; (V) Special provisions for students to live cheaply; (VI) Cost of living for students; (VII) Administrative plans to provide part-time work for students; (VIII) Supervision of part-time work of students; (IX) Intellectual ability and scholastic achievement of F. E. R. A. students; (X) Evaluation of program by individual institutions; and (XI) Criticisms and suggestions for changes in program. Since this Federal project is an experiment in higher education as well as in Government relief, evaluation and criticism of the program as it is operating in each college from the standpoint of the institution itself, is highly significant as a criterion of its success.

In order to collect the information the colleges and universities were requested to submit special reports. Of the 1,465 institutions taking part in the program, reports were received from 1,181. In addition, a representative of the United States Office of Education made a field trip to 16 institutions of various types and methods of control in different sized communities and geographical sections for the purpose of securing first-hand knowledge of the program's operation. It is believed that the colleges visited represented a cross section of all the institutions participating in the program. The data apply to the academic year of 1934-35.

I. INSTITUTIONS PARTICIPATING IN PROGRAM

The widespread participation of colleges throughout the country is indicated in table 1. Institutions of all sizes and methods of control are represented. The several States and geographical sections vary greatly in their quotas of Federally-aided students and in the monthly amounts of Federal funds allotted.

TABLE 1.—NUMBER OF INSTITUTIONS, QUOTA OF STUDENTS, AND MONTHLY ALLOTMENT OF FEDERAL FUNDS¹

States and geographical sections	Number of institutions participating in program			Quota of students receiving Federal aid in—			Amount of Federal funds to aid students allotted monthly to—		
	Publicly controlled	Privately controlled	Total	Publicly controlled institutions	Privately controlled institutions	Total	Publicly controlled institutions	Privately controlled institutions	Total
1	2	3	4	5	6	7	8	9	10
A. New England and Middle Atlantic States:									
Connecticut.....	5	10	15	196	293	489	\$2,940	\$4,395	\$7,335
Maine.....	7	8	15	295	254	549	4,425	3,810	8,235
Massachusetts.....	11	26	37	545	2,466	3,011	8,175	36,990	45,165
New Hampshire.....	3	2	5	261	293	554	3,915	4,395	8,310
New Jersey.....	6	16	22	414	1,067	1,481	6,210	16,005	22,215
New York.....	14	62	76	3,146	7,809	10,955	47,190	117,135	164,325
Pennsylvania.....	16	53	69	1,521	4,605	6,126	22,815	69,075	91,890
Rhode Island.....	1	5	6	120	430	550	1,800	6,450	8,250
Vermont.....	5	3	8	208	106	314	3,120	1,590	4,710
Total.....	68	185	253	6,706	17,323	24,029	100,590	359,845	460,435
B. East North Central States:									
Illinois.....	13	52	65	2,569	3,184	5,753	38,535	47,760	86,295
Indiana.....	5	31	36	1,204	1,315	2,519	18,060	19,725	37,785
Michigan.....	16	23	39	2,271	818	3,089	34,065	12,270	46,335
Ohio.....	8	49	57	2,637	2,342	4,979	39,555	35,130	74,685
Wisconsin.....	28	16	54	1,866	698	2,564	27,990	10,470	38,460
Total.....	80	171	251	10,547	8,357	18,904	158,206	125,355	283,560
C. West North Central States:									
Iowa.....	32	33	65	1,252	917	2,169	18,780	13,755	32,535
Kansas.....	16	25	41	1,435	507	1,942	21,525	7,605	29,130
Minnesota.....	14	17	31	1,748	692	2,440	26,220	10,380	36,600
Missouri.....	19	35	54	1,156	1,509	2,665	17,340	22,635	39,975
Nebraska.....	8	15	23	905	395	1,300	13,575	5,925	19,500
North Dakota.....	9	2	11	596	49	645	8,960	715	9,675
South Dakota.....	7	8	15	308	175	483	4,620	2,625	7,245
Total.....	105	135	240	7,400	4,244	11,644	111,090	63,640	174,690

¹ Data included in this table are of September 1934

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TABLE 1.—NUMBER OF INSTITUTIONS, QUOTA OF STUDENTS, AND MONTHLY ALLOTMENT OF FEDERAL FUNDS—Continued

States and geographical sections	Number of institutions participating in program			Quota of students receiving Federal aid in—			Amount of Federal funds to aid students allotted monthly to—		
	Publicly controlled	Privately controlled	Total	Publicly controlled institutions	Privately controlled institutions	Total	Publicly controlled institutions	Privately controlled institutions	Total
1	2	3	4	5	6	7	8	9	10
D. South Atlantic States:									
Delaware.....	2	—	2	98	—	98	\$1,470	—	\$1,470
District of Columbia.....	2	8	10	120	807	927	7,120	\$13,785	13,905
Florida.....	4	10	14	527	235	762	7,905	3,525	11,430
Georgia.....	17	30	47	1,045	789	1,834	15,675	11,835	27,510
Maryland.....	5	13	18	461	594	1,055	6,915	8,910	15,825
North Carolina.....	13	40	53	1,031	1,424	2,455	15,465	21,360	36,825
South Carolina.....	7	28	35	588	579	1,167	8,820	8,685	17,505
Virginia.....	12	25	37	1,165	849	2,014	17,475	12,735	30,210
West Virginia.....	12	9	21	827	203	1,030	12,405	3,045	15,450
Total.....	74	163	237	5,963	5,490	11,343	88,250	83,880	170,130
E. South Central States:									
Alabama.....	10	11	21	923	415	1,338	13,845	6,225	20,070
Arkansas.....	13	11	24	587	232	819	8,805	3,480	12,285
Kentucky.....	9	22	31	922	504	1,426	13,850	7,540	21,390
Louisiana.....	7	13	20	894	594	1,488	13,410	8,910	22,320
Mississippi.....	18	22	40	776	281	1,057	11,640	4,215	15,855
Oklahoma.....	30	13	43	2,057	240	2,297	30,855	3,600	34,455
Tennessee.....	7	35	42	633	1,065	1,698	9,495	15,975	25,470
Texas.....	31	49	80	2,492	1,710	4,202	37,380	25,650	63,030
Total.....	135	176	301	9,284	5,041	14,325	139,280	75,595	214,875
F. Western States:									
Arizona.....	5	—	5	458	—	458	6,840	—	6,840
California.....	38	40	78	5,283	2,163	7,446	79,245	32,445	111,690
Colorado.....	10	7	17	768	270	1,038	11,520	4,050	15,570
Idaho.....	4	6	10	361	118	479	5,415	1,770	7,185
Montana.....	6	4	10	418	49	467	6,270	735	7,005
Nevada.....	1	—	1	94	—	94	1,410	—	1,410
New Mexico.....	6	—	6	221	—	221	3,315	—	3,315
Oregon.....	6	16	22	594	317	911	8,910	4,755	13,665
Utah.....	6	4	10	637	236	873	9,555	3,540	13,095
Washington.....	10	10	20	1,295	312	1,607	19,425	4,680	24,105
Wyoming.....	1	—	1	112	—	112	1,680	—	1,680
Total.....	93	87	180	10,239	3,465	13,704	153,685	51,975	205,660
G. Territories:									
Hawaii.....	1	—	1	135	—	135	2,000	—	2,000
Puerto Rico.....	1	1	2	214	11	225	3,210	165	3,375
Total.....	2	1	3	349	11	360	5,210	165	5,375
Grand total.....	547	918	1,465	50,387	43,991	94,308	754,140	860,455	1,414,595

Of the total 1,465 institutions taking part in the program, about twice as many are privately controlled as publicly

controlled. Except in the Western States group, the number of privately controlled institutions exceeds the publicly controlled in each geographical section. The New England and Middle Atlantic States especially have a preponderance of privately controlled institutions.

Although the number of privately controlled institutions greatly exceeds the publicly controlled for the country as a whole, the total quota of students receiving Federal aid for the former is 6,466 less than for the latter. The South Central States have the largest number of institutions participating in the program of any geographical section, but the quota of students for this group is only slightly more than that of the Western States section which has the smallest number of institutions. Iowa with 65 colleges has a large number of institutions yet the State's quota of students receiving Federal aid is less than that of Minnesota, with only 31 institutions. The allotment of Federal funds is based upon 12 percent of the full-time enrollment of the colleges as of October 15, 1933. The rate of \$15 per month for each such student makes the allotment. The above variations in the amounts of such allotments, as between publicly and privately controlled institutions, among geographical sections and States are proportionate to student enrollments in participating institutions.

Types of institutions and sizes of student quotas.—The difficulty of the problem confronting the individual institution in conducting the program is dependent in a measure on its particular type and the size of its quota of students receiving Federal aid.

In institutions with extensive academic programs, such as universities, colleges, and professional schools, the operation of the program is much more complicated than in a junior college where the instruction is limited to a 1- or 2-year curriculum. A different situation is faced by teachers colleges and normal schools due to the fact that their work consists in general of only a single field of higher education. The size of the quota of students receiving Federal aid in the individual institution also is an important factor in determining the organization of the program. The task of selecting the students, providing part-time jobs, supervising the students while at work, and other phases is relatively

simple when only a few students are involved. On the other hand, in the institutions where the quota of students is large, the program's operation becomes more complex with a corresponding increase in administrative responsibility.

The number of institutions classified according to type and to size of student quota in the individual institution are presented in table 2.

TABLE 2.—INSTITUTIONS CLASSIFIED BY TYPE AND SIZE OF QUOTA OF STUDENTS RECEIVING FEDERAL AID

Type of institution	Number of institutions where size of quota is—						Total number of institutions
	Fewer than 20 students	20 to 39 students	40 to 59 students	60 to 79 students	80 to 99 students	100 or more students	
1	2	3	4	5	6	7	8
Universities, colleges, and professional schools.....	170	219	122	63	26	158	758
Teachers colleges and normal schools.....	53	30	41	38	26	32	220
Junior colleges.....	260	88	17	11	8	7	391
Negro colleges.....	45	35	6	7	2	1	96
Total.....	528	372	186	119	62	198	1,465

Of the several types of institutions by far the greater proportion are universities, colleges, and professional schools. Approximately 52 percent, or more than one-half, are of this type. About 1 out of every 4 of the institutions is a junior college while teachers colleges and normal schools comprise about 1 out of every 7. Negro colleges include the smallest percentage.

A wide difference prevails in the size of the student quota receiving Federal aid in the individual institutions. Of the total number taking part in the program, approximately 35 percent have quotas of fewer than 20 students. Thus in about 1 out of 3 institutions the operation of the program is not a difficult undertaking. Among the small institutions are 273 having student quotas of fewer than 10 students. On the other hand, institutions with quotas of 60 or more students represent about 25 percent of all the institutions. One out of every 13 institutions has a quota of 100 or more students receiving Federal aid.

Size of college communities.—The question of the size of the community in which the institution is located is important in determining the operation of the program because the regulations provide that the students may be placed in jobs either off or on the campus.

Off-campus jobs include socially desirable work in public and social enterprises in the local community, such as municipal and county offices, bureaus, departments, schools, libraries, hospitals, museums, and similar agencies. Where an institution is located in a small community or rural area with no community close at hand, few off-campus jobs are available while there is a plethora of them in the case of the institution located in a city or metropolitan center. In table 3 are shown the differences in the size of the communities in which the institutions of several types are located.

TABLE 3.—SIZE OF COMMUNITIES IN WHICH INSTITUTIONS OF SEVERAL TYPES ARE LOCATED

Type of institution	Number of institutions located in communities of—					
	Fewer than 20,000 inhabitants	20,000 to 39,999 inhabitants	40,000 to 59,999 inhabitants	60,000 to 79,999 inhabitants	80,000 to 99,999 inhabitants	100,000 or more inhabitants
1	2	3	4	5	6	7
Universities, colleges, and professional schools.....	370	55	42	28	10	253
Teachers colleges and normal schools.....	168	15	9	3	25
Junior colleges.....	274	38	16	9	4	50
Negro colleges.....	54	6	8	2	5	21
Total.....	866	114	75	42	19	349

Pronounced variations exist in the size of the communities in which the institutions are located. Approximately 60 percent of all the colleges participating in the program are located in communities of fewer than 20,000 inhabitants. Of this number, 185 institutions, or about 12 percent, of the total are situated in very small communities of fewer than 1,000 inhabitants. Some of these latter colleges are located in open country at considerable distance from a city or town. In such cases difficulties of transportation, lack of cooperation on the part of the few local public and social agencies, and other causes interfere in many instances with any attempts

of the institutions to find part-time jobs for the students off the campus.

Conversely, almost 25 percent of the institutions, or 1 out of every 4, are located in communities of 100,000 or more inhabitants. Included among them are 58 institutions where the size of the communities in which they are located is from 500,000 to 1,000,000 inhabitants and 85 institutions where the communities have more than 1,000,000 inhabitants. Possibilities for obtaining off-campus jobs for students by these institutions are almost unlimited.

As to the several types of institutions, the universities, colleges, and professional schools are distributed somewhat evenly between large and small communities. In the case of teachers colleges and normal schools, however, a much greater number are located in communities of fewer than 20,000 inhabitants than in large communities. Similarly, a major proportion of the junior colleges are located in small communities. A fairly large percentage of the Negro colleges on the contrary are situated in communities of 100,000 or more inhabitants.

II. FORM OF ORGANIZATION TO ADMINISTER PROGRAM

On account of the different problems confronting each individual institution due to its particular type, method of control, academic program, geographical location, size of student quota, size of college community, and other factors, various forms of organizations are used to administer the program.

In some of the institutions administration of the program has been placed in the hands of a single individual, such as an administrative officer or member of the educational staff. In others it is handled by a committee of two or more members. This committee in certain institutions is composed exclusively of administrative officers, in others of faculty members only, and in still others of both administrative officers and faculty members. In a few colleges one or more representatives of the students receiving Federal aid serve on the committee.

The five most commonly used administrative forms, as shown in table 4, are where the program is handled by the

president, dean of students, business manager, special committee, or faculty member.

TABLE 4.—FORM OF ORGANIZATION USED BY INSTITUTIONS OF SEVERAL TYPES TO ADMINISTER FEDERAL STUDENT AID PROGRAM

Type of institution	Number of Institutions where program is administered by—														
	President			Dean of students			Business office			Special committee			Faculty member		
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Universities, colleges, and professional schools.....	10	95	111	17	52	69	1	65	66	66	204	270	9	76	85
Teachers colleges and normal schools.....	57	2	59	15	3	18	9	2	11	76	4	80	15	1	16
Junior colleges.....	71	53	124	25	25	50	9	18	27	49	48	97	18	20	38
Negro colleges.....	2	13	15	1	2	3	3	5	8	11	18	29	3	2	5
Total.....	146	163	309	58	82	140	22	90	112	202	274	476	45	99	144

More institutions have a special committee administering the program than any one of the other forms. This committee consists of a variety of combinations of administrative officers, academic officers, and faculty members in the individual colleges. The president is frequently a member with such officers as the business manager, registrar, supervisor of work, secretary of the faculty, chairman of the scholarship committee, director of the vocational bureau, one or more selected members from the faculty ranks, and others. In some instances, the business manager serves on the committee with one or more academic officers, the purpose apparently being to have representatives on the committee to handle both the financial and educational phases of the program.

Committees comprising only faculty members include such combinations as deans of the different colleges and schools, heads of departments, or specially designated faculty members. In publicly controlled junior colleges, the city superintendent of public schools is often a member of the committee along with one or more officers of the college. A further variation is found where the administration of the program is divided between two committees. For example,

in one teachers college a faculty committee has charge of the approval of student applications and the assignment of jobs while the business manager supervises the work and the president acts as disbursing officer.

Among the other single administrative officers reported as handling the program in different colleges are the vice president, assistant to the president, assistant treasurer, registrar, assistant to the registrar, and superintendent of buildings and grounds. A few institutions have placed control of the program in their regularly constituted officers in charge of student placement and employment, such as the placement director, student employment secretary, or similar official. Single faculty members administering the program include the dean of the college, assistant to the dean, head of a department of instruction, secretary of adult education, librarian, and others. A special officer has been appointed to devote full time to the program in several institutions.

As indicated by the table, the institutions of several types vary in the particular form of organization most used. The plan of having the president as administrative head of the program is more preferred among junior colleges than any of the other plans. A considerable proportion of the teachers colleges and normal schools have also placed the president in charge of the program. In a moderately large percentage of the universities, colleges, and professional schools, the program is administered by a faculty member. Not a great deal of difference is found in the form most commonly used in publicly controlled as compared with privately controlled institutions, except that the business officer and a faculty member handles the program in a proportionately larger number of those under private than public control.

III. ASSURANCE OF NEED OF STUDENTS RECEIVING FEDERAL AID

Different procedures are followed by individual institutions in obtaining assurance that the student's financial status is such that he could not attend college without Federal aid.

A signed statement of the student to this effect is the only requirement in some institutions. Others require both a statement of the student and of his parents. A third pro-

cedure requires a student's statement plus a statement of citizens in his home community. In still others a statement of the student supplemented by a statement of the parents and of local citizens is required. An investigation into the actual financial condition of the student by the case-worker method is made by other institutions. In table 5 are given the numbers of institutions that use each of these procedures. Because of significant differences, the institutions are classified not only by type and method of control but also by geographical sections.

TABLE 5.—HOW INSTITUTIONS OBTAIN ASSURANCE THAT STUDENT'S FINANCIAL STATUS IS SUCH THAT HE COULD NOT ATTEND COLLEGE WITHOUT THIS AID

Geographical section and type of institution ¹	Number of institutions requiring—										Investigation into actual financial condition of student				
	Signed statement by student only			Student statement plus statement of parents			Student statement plus statement of local citizens			Student statement plus both statements of parents and local citizens					
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
A. New England and Middle Atlantic States: Universities, colleges, and professional schools.....	6	38	44	2	16	18	1	7	8	3	45	18	1	11	12
Teachers colleges and normal schools.....	15	5	20	9	7	16	7	2	9	6	3	6	5		5
Junior colleges.....						7			2	1		1		1	1
Negro colleges.....															
Total.....	21	43	64	11	24	35	8	9	17	10	18	28	6	13	18
B. East North Central States: Universities, colleges, and professional schools.....	3	25	28		25	25	3	18	21	4	21	25	1	16	17
Teachers colleges and normal schools.....	8	3	11	6	6	12	12	4	16	10	4	10	6		6
Junior colleges.....	1	7	8	5	6	11	1	3	4	4	2	8	4	2	9
Total.....	12	35	47	11	31	42	16	25	41	18	26	44	11	18	29

¹ States making up each geographical section are the same as given in table 1.

Number of institutions requiring

Geographical section and type of Institution	Number of institutions requiring														
	Signed statement by student only			Student statement plus statement of parents			Student statement plus statement of local citizens			Student statement plus both statements of parents and local citizens			Investigation into actual financial condition of student		
	Publicly controlled	Pri- vately controlled	Total	Publicly controlled	Pri- vately controlled	Total	Publicly controlled	Pri- vately controlled	Total	Publicly controlled	Pri- vately controlled	Total	Publicly controlled	Pri- vately controlled	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
C. West North Central States: Universities, colleges, and professional schools..... Teachers colleges and normal schools..... Junior colleges..... Total.....	3 5 14 22	13 9 23 23	16 5 23 44	3 2 7 13	9 9 18	12 2 16 30	8 6 6	8 3 11	8 3 17	5 12 14 31	29 1 11 41	34 13 25 73	1 2 3 6	10 4 14	11 2 7 30
D. South Atlantic States: Universities, colleges, and professional schools..... Teachers colleges and normal schools..... Junior colleges..... Negro colleges..... Total.....	3 5 2 1 11	11 4 2 2 17	14 5 6 3 28	6 2 3 3 14	17 9 6 33	23 2 12 46	7 5 2 14	12 9 1 22	19 5 9 36	4 5 6 16	19 5 17 44	23 5 18 60	5 2 1 8	8 6 3 17	13 2 7 33 35

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F. South Central States:														
Universities, colleges, and professional schools	6	6	2	13	15	7	7	14	12	26	38	3	4	7
Teachers colleges and normal schools	4	4	3	12	3	6	2	8	11	11	11	1	1	1
Junior colleges	5	11	5	7	17	5	7	12	19	17	36	9	6	14
Negro colleges	3	3	1	7	8	4	2	6	1	7	8	1	1	1
Total	9	24	- 11	33	43	23	18	40	43	50	93	14	9	33
F. Western States:														
Universities, colleges, and professional schools	4	17	5	9	14	5	7	12	5	12	17	4	8	12
Teachers colleges and normal schools	5	5	3	5	3	4	4	4	5	5	5	2	2	2
Junior colleges	4	5	5	5	10	10	4	14	11	2	13	11	4	15
Total	13	18	13	14	27	19	11	30	31	14	35	17	13	29
G. All sections:														
Universities, colleges, and professional schools	19	110	18	89	107	23	59	82	33	122	155	15	57	72
Teachers colleges and normal schools	43	3	25	1	26	40	6	46	49	1	50	18	22	18
Junior colleges	26	32	25	48	73	16	28	44	49	54	103	28	3	50
Negro colleges	1	5	4	13	17	6	3	9	8	16	24	1	3	4
Grand Total	83	150	73	151	233	85	96	181	139	193	338	63	89	144

Approximately one fifth of the institutions require only a signed statement of the student in obtaining assurance that his financial status is such that he could not attend college without Federal aid. At the other extreme are the institutions comprising more than one tenth that make an investigation into the actual financial condition of the student in order to make certain of his need.

The percentage of institutions under private control where only a signed statement is required to determine his need is larger than that for institutions under public control. On the other hand, a greater percentage of publicly controlled than privately controlled institutions make an investigation into the actual financial condition of the student. With respect to the procedure most applied in particular geographical sections, the larger number of the institutions that require a signed statement only are located in the New England and Middle Atlantic States. It is also in this section where the smallest number of institutions are found that make an investigation into the actual financial condition of the student. Privately controlled institutions predominate in this section.

Other steps taken by many colleges to determine the need of the student selected to receive Federal aid include a personal interview after he has filed his application. This interview is conducted either by the single officer in charge of the program or the special committee responsible for its administration. An interview is also frequently held with the student's parents as a further verification of his lack of funds. In many institutions where the student body is drawn principally from the local community, the college authorities already have personal knowledge of the economic background of the student and his family. The institutional files showing deferred payment of college fees, borrowing from different sources, requests for loans and scholarships are commonly used in the case of students who apply for Federal aid on the ground that they would be compelled to leave college unless this assistance is given them. Where the institutions make an investigation into the actual financial condition of the student, the investigation is conducted either by the officers of the college in charge of the program, county relief administrators, or other official agencies in the particular community where he resides.

IV. USE OF FEDERAL MONEY BY STUDENTS

Since the primary object of providing Federal funds is to provide financial assistance to young men and women to attend college, it is the practice in some institutions to place limitations on the use of the money paid to the students in order to prevent its expenditure for luxuries or similar purposes. One of the limitations commonly in force is to forbid the students receiving Federal aid to become members of fraternities. Another is to require the students to use the relief money to pay their collegiate expenses, such as tuition, fees, purchase of books, board, room, and like items. In table 6 are presented the number of institutions classified by type and method of control adopting these limitations.

TABLE 6.—LIMITATIONS IMPOSED BY INSTITUTIONS ON F. E. R. A. STUDENTS IN USE OF FEDERAL MONEY

Type of institution	Number of institutions where—					
	Membership in fraternities in colleges having them is forbidden to such students			Students must use Federal relief money to pay collegiate expenses		
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total
1	2	3	4	5	6	7
Universities, colleges, and professional schools.....	23	45	68	22	150	172
Teachers colleges and normal schools.....	18	1	19	37	9	46
Junior colleges.....	13	24	37	66	62	128
Negro colleges.....	7	19	26	12	33	45
Total.....	61	89	150	137	254	391

Of the institutions where the students are forbidden to spend the Federal money to pay dues for memberships in fraternities, the larger proportion are privately controlled. In this connection it must be remembered that a great many of the colleges have no fraternities so that this limitation is not applicable. About one-fourth of all the institutions specifically require that the students must use the Federal money to pay their collegiate expenses.

V. SPECIAL PROVISIONS FOR STUDENTS TO LIVE CHEAPLY

In addition to the Federal aid given the students, some institutions provide further help for them by arranging so that they can live cheaply. Such provisions include changing college buildings into housing quarters and arranging cooperative plans for groups of students to live cheaply. In table 7 are indicated the number of institutions classified by type and method of control that have adopted these several measures.

TABLE 7.—PROVISIONS MADE BY INSTITUTIONS FOR INEXPENSIVE MANNER OF LIVING FOR STUDENTS

Type of institution	Number of institutions where—					
	College buildings are made into living quarters for students			Cooperative plan is arranged for student groups to live cheaply		
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total
1	2	3	4	5	6	7
Universities, colleges, and professional schools.....	8	47	57	26	57	83
Teachers colleges and normal schools.....	14	1	15	20	1	21
Junior colleges.....	10	31	41	17	11	28
Negro colleges.....	3	9	12	—	4	4
Total.....	35	88	123	63	73	136

Approximately 1 out of every 10 of the institutions participating in the program has made some sort of provision for inexpensive living of the students in addition to the Federal aid. Where college buildings have been converted into living quarters for them, the arrangement consists of placing cots in one or more large rooms in the armory, stadium, gymnasium, or other structure to provide sleeping accommodations for the students. Temporary barracks have also been erected in some institutions for the students. In arranging cooperative plans for student groups to live cheaply, the colleges turn over to them a large residence or a number of cottages on the campus where they keep house. Only a nominal rental charge is made.

VI. COST OF LIVING FOR STUDENTS

A question of special interest in the Federal student-aid program is just how far the aid provided by the Federal Government goes in paying the living expenses of the students while in college.

For the purpose of answering this question the individual institutions reported on the minimum cost for board and room on their campus. Variations in the minimum monthly cost for board and room are presented in table 8. The number of institutions classified by type and method of control having the various costs are shown. These are segregated into geographical sections since significant differences exist in this respect.

TABLE 8.—RATES FOR BOARD AND ROOM FURNISHED TO STUDENTS BY INSTITUTIONS OF DIFFERENT TYPES AND IN DIFFERENT GEOGRAPHICAL SECTIONS

Number of institutions where minimum monthly costs for board and room range from—																				
\$10 to \$13				\$14 to \$17			\$18 to \$21			\$22 to \$25			\$26 to \$29			\$30 upward				
Publicly controlled		Privately controlled		Total	Publicly controlled		Privately controlled		Total	Publicly controlled		Privately controlled		Total	Publicly controlled		Privately controlled		Total	
2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	
A. New England and Middle Atlantic States:																				
Universities, colleges, and professional schools																				
Teachers colleges and normal schools																				
Junior colleges																				
Negro colleges																				
Total																				
B. East North Central States:																				
Universities, colleges, and professional schools																				
Teachers colleges and normal schools																				
Junior colleges																				
Negro colleges																				
Total																				

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C. West North Central States:	Universities, colleges, and professional schools	3	10	13	3	5	8	2	19	21	1	9	10	1	6	7	10	10
	Teachers colleges and normal schools	3	7	10	9	4	13	5	6	11	1	2	3	3	5	8	7	7
	Junior colleges									1								
	Negro colleges																	
	Total	9	17	23	20	9	29	15	25	40	5	11	16	4	11	15	17	17
D. South Atlantic States:	Universities, colleges, and professional schools	1	2	3	3	3	6	5	11	16	5	6	11	3	12	15	4	21
	Teachers colleges and normal schools	1		1	4		4	5		6	3		3	2		2	1	8
	Junior colleges	3	1	3	5	9	14	3	8	8	1	7	7		4	4	1	1
	Negro colleges			4	4	5	9		9	12	1	3	4					1
	Total	6	6	11	16	17	23	13	28	41	9	16	26	6	16	21	6	36
E. South Central States:	Universities, colleges, and professional schools				4		4	10		10	4		4	1		1		1
	Teachers colleges and normal schools	3	1	4	10		10	9	8	9	1		1		1			5
	Junior colleges	7	4	11	7	12	19	7	5	15	3	6	9		1	1	6	6
	Negro colleges	2	5	7	2	6	8	1	5	6	1		1					
	Total	13	10	22	23	18	41	27	13	40	9	6	16	1	1	2	1	6
F. Western States:	Universities, colleges, and professional schools	2	1	3	4	4	8	7	10	17	4	2	5	2	3	5	2	11
	Teachers colleges and normal schools	3		3	3	3	3	4	2	4	2	1	2	1	1	1	2	2
	Junior colleges	4	2	6	3	3	6	7	2	9	3	3	3	2	2	2	2	4
	Negro colleges																	
	Total	9	3	12	10	7	17	18	12	30	9	1	10	6	3	8	6	20
G. All sections:	Universities, colleges, and professional schools	8	25	33	14	21	35	25	62	87	16	42	58	10	40	50	13	137
	Teachers colleges and normal schools	20	3	23	33	1	34	40	30	40	15	1	16	14	10	14	19	20
	Junior colleges	14	18	32	24	30	54	20	30	50	7	22	29	5	10	15	3	30
	Negro colleges	5	6	11	6	11	17	5	14	19	2	3	5		1	1	1	2
	Grand total	47	52	99	77	63	140	90	106	196	40	68	108	29	61	80	36	189

1 States making up each geographical section are the same as given in Table 1.

The institutions differ greatly in the cost of living for their students. In about 1 out of every 10 colleges reporting on this question, the average of \$15 per month of Federal aid given the students is sufficient to more than pay the monthly cost of their board and room. This monthly aid in almost one-fifth of the institutions is approximately equal to the charge for board and room. In the remainder of the colleges the living costs range upward to more than twice as high as the average monthly Federal aid. The monthly cost of board and room is especially high in privately controlled as compared with publicly controlled institutions.

As between geographical sections, the larger number of institutions with low cost of board and room are located in the central region of the United States, such as the East and West North Central States and the South Central States. Thus the Federal student-aid is of greater proportionate assistance to students attending colleges and universities in these sections. In the New England and Middle Atlantic States sections are found the smallest number of institutions with low rates for board and room and the largest number where the rates are high. This section has far more colleges where the monthly cost of board and room is \$30 upward than any other geographical section of the country.

A great many of the students in the institutions participating in the program live at home and pay no board and room. This is particularly true of colleges and universities located in populous communities, in municipal colleges, and in junior colleges. In such cases, the Federal aid goes farther toward sending them through college, since their expenses are confined chiefly to tuition, fees, purchase of books, wearing apparel, and similar items.

VII. ADMINISTRATIVE PLANS TO PROVIDE PART-TIME WORK FOR STUDENTS

Provision by the colleges of part-time work for the students receiving Federal aid involves three phases. The first consists of discovering the necessary jobs, the second of selecting the most suitable ones, and the third of assigning the students

to them. A variety of administrative plans have been adopted by the institutions to accomplish these objects.

One of the most commonly used is to allocate a certain number of the F. E. R. A. students to the heads of departments, heads of schools and colleges, or individual faculty members. These academic officers or faculty members are then held responsible for discovering and selecting suitable jobs in their particular departments, schools, colleges, or fields and assigning the students to them. In most institutions where this type of administrative procedure has been adopted, the heads of departments, schools, colleges, or faculty members are required to submit descriptions of the jobs that they propose to furnish for the students to the officer or committee in charge of the program. Before the students are allocated to them, the jobs must be approved by this authority.

Another plan, different in character, consists of having the officer or committee responsible for the program's management make a complete canvass of all possible part-time jobs on which the students might work. A comprehensive list of the jobs discovered by this method is compiled. From this list specially designated individuals or faculty members then prepare a final approved list of the jobs to be assigned the students. In some instances, representatives of the F. E. R. A. students are included among the individuals or faculty members making the choice of the jobs included in the approved list. Still another plan applicable only to off-campus jobs is to arrange for officials or a committee from the local community to cooperate with the college organization in selecting the jobs to which students are to be assigned off the campus. In table 9 are presented the number of institutions classified by type and method of control adopting each of these several plans.

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TABLE 9.—VARIOUS ADMINISTRATIVE PLANS ADOPTED BY INSTITUTIONS OF SEVERAL TYPES TO PROVIDE PART-TIME WORK FOR F. E. R. A. STUDENTS

Type of institution	Number of institutions where—											
	Certain number of students are allocated to—						Canvass of all jobs is made and approved list prepared by—					
	Heads of departments to be given suitable jobs			Heads of schools to be given suitable jobs			Individual faculty members to be given suitable jobs			Specially designated individuals or faculty members		
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
Universities, colleges, and professional schools	23	94	117	4	21	25	7	56	63	73	344	417
Teachers colleges and normal schools	20	20	40	4	4	8	41	41	82	117	8	125
Junior colleges	21	33	54	4	4	8	29	36	65	100	126	226
Negro colleges	4	9	13	4	4	8	8	16	24	14	17	31
Total	68	136	204	4	21	25	85	108	193	304	495	799
										44	57	101
										12	13	25
										47	2	49
										59	15	74
										6	2	8
										17	9	26
										2	8	10
										17	2	19
										60	54	114
										11	2	13
										17	8	25
										4	2	6
										98	66	164

Officials or committees from community cooperate with college in selecting jobs

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Publicly controlled
Privately controlled
Total

Of these different administrative procedures for providing work for the students, the great majority of the institutions use the plan of making a canvass of all possible jobs and preparing an approved list on a basis of this canvass. Approximately 63 percent of the colleges have adopted this procedure. The individuals or faculty members designated to prepare the approved list are generally the single officer or special committee in immediate charge of the actual administration of the program.

About 16 percent of the colleges use the plan of allocating a certain number of the students to the heads of departments and holding them responsible for giving suitable jobs to the students. Another 15 percent allocate the students to individual faculty members for this purpose. In practically all of the institutions some of the F. E. R. A. students are placed on part-time jobs under the administrative officers, such as the business manager, registrar, treasurer, purchasing agent, superintendent of buildings and grounds, and others. Many of the colleges also assign some of them to perform the detailed office work connected with the conduct of the Federal Student Aid Program.

VIII. SUPERVISION OF PART-TIME WORK OF STUDENTS

Since the main requirement of the program is that the students do actual work for the Federal aid given them, proper supervision is one of the principal obligations imposed on the institutions.

For assuring the faithful performance of the tasks assigned the students, different administrative plans are used by the colleges. The practice in some institutions is to rely on informal supervision by the faculty members under whom the students work. A second plan is to have the students fill out time slips showing the amount of time worked by them. Supplementing this step, a third plan provides for the "O. K.ing" or approval of the time slips by the supervisor certifying that the student has actually worked the number of hours recorded upon it. A fourth plan consists of the arrangement by which regular progress reports on each job and project being performed by the students are

made. Two or more plans of supervision are utilized by some institutions to guarantee an effective check on the student's work. Table 10 gives the number of institutions distributed by type and method of control that have adopted each of these administrative plans.

TABLE 10.—ADMINISTRATIVE PLANS ADOPTED BY INSTITUTIONS OF SEVERAL TYPES FOR ASSURING FAITHFUL PERFORMANCE OF TASKS ASSIGNED, F. E. R. A. STUDENTS

Type of institution	Number of institutions where plan provides for—														
	Informal supervision by faculty members			Regular time slips to be filled in by students			"O. K."ing of time slips of students by supervisors			Regular progress reports on jobs or projects			Two or more plans of supervision		
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Universities, colleges, and professional schools.....	34	171	205	8	54	62	87	369	456	23	146	169	41	207	248
Teachers colleges and normal schools.....	69	2	71	19	3	22	129	10	139	52	4	56	84	4	88
Junior colleges.....	54	69	123	26	29	55	106	91	197	45	54	99	63	52	115
Normal schools.....	9	28	37	4	7	11	24	24	48	11	14	25	13	20	33
Total.....	166	270	436	57	93	150	346	494	840	131	218	349	201	283	484

More than two-thirds of the colleges reporting on this question, of which the greater proportion are privately controlled, utilize the plan of requiring regular time slips showing the number of hours worked by the students to be "O. K.'d" or approved by the supervisor in charge of their work. The plan of providing for regular progress reports on the jobs or projects being undertaken by the students has been adopted by about 30 percent of the institutions. Of special significance is the fact that in 1 out of every 3 of the institutions 2 or more plans of supervision are in force. The number of these institutions is divided almost evenly between those under public and under private control.

In addition to these several plans, a few institutions have adopted methods of checking the time of the students similar in principle but different in their mode of procedure. An example is where the officer in immediate charge of the program makes out the time slip showing the number of

hours that the student is supposed to work and sends it directly to the supervisor. The student in turn, after performing his work makes out a time slip and hands it to the supervisor. The hours of work shown in the student's time slip must correspond with the number of required hours of work on the time slip originally sent the supervisor by the officer in charge. The Federal Relief Administrator of one State has adopted a uniform work voucher that must be used by all the institutions in the State for checking the time of F. E. R. A. students. Not only must the student sign the voucher certifying that he has performed the number of hours of work recorded on it, but the supervisor must also certify that to his personal knowledge the work has been performed by the student.

Another plan used in quite a number of colleges is for the single officer or special committee in charge of the program to make periodical check-ups for the purpose of discovering whether there has been any relaxation in supervision of the students' work.

IX. INTELLECTUAL ABILITY AND SCHOLASTIC ACHIEVEMENT OF F. E. R. A. STUDENTS

A frequently cited derogatory effect of the program is that the Federal aid was bringing students into the colleges who did not have sufficient intellectual ability to profit by the collegiate training provided them. Another is that the part-time work required by the Federal Government interfered seriously with scholastic achievement of students and prevented them from making successful progress in their studies.

Each institution was requested to furnish information in its special report on whether the average intellectual ability of the F. E. R. A. students was greater, equal to, or less than that of regular students. Similar information was requested on whether their average scholastic achievement was higher, equal to, or lower. In table 11 is presented this information for the institutions responding compiled to show the number of institutions distributed according to replies on each of these points and classified according to type and method of control. As only a very few scattered colleges reported that the intellectual ability or scholastic achievement was either less or lower than the other students, they are not included in the table.

TABLE 11.—HOW F. E. R. A. STUDENTS COMPARE WITH OTHER STUDENTS IN INTELLECTUAL ABILITY AND SCHOLASTIC ACHIEVEMENT

Type of institution	Number of institutions where—											
	Their average intellectual ability is—						Their average achievement in studies is—					
	Greater			Equal			Greater			Equal		
	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total	Publicly controlled	Privately controlled	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
Universities, colleges, and professional schools.....	40	158	198	28	203	231	46	195	241	34	202	236
Teachers colleges and normal schools.....	73	3	76	71	3	74	72	3	75	76	4	80
Junior colleges.....	66	75	141	64	52	116	76	82	158	66	46	112
Negro colleges.....	8	18	26	9	6	15	8	20	28	9	10	19
Total.....	187	264	441	172	264	436	202	300	502	185	262	447

Of the total number of institutions, as many as one half reported that the average intellectual ability of the students receiving Federal aid was greater than that of the other students. Their intellectual ability in the other half of the colleges was reported as approximately equal to the regular students. In average scholastic achievement the F. E. R. A. students were reported as being higher than the regular students in approximately 53 percent of the institutions. One of the explanations of this superiority is that these students, notwithstanding the fact that they are compelled to work several hours a day to earn the Federal aid, are a more serious minded group and realize that the Federal Government is giving them their only opportunity to obtain a higher education. The policy of many of the colleges to select only students of high scholarship to receive the aid is another influencing factor.

Grade-point average of F. E. R. A. students.—Since this information was largely subjective, being based on the opinions of the individuals handling the program in the colleges, other more objective data showing the actual scholastic records of the F. E. R. A. students as compared with the student body as a whole were collected from institutions

having them available. In table 12 are given these records in grade-point averages together with the number of institutions and number of F. E. R. A. students represented.

TABLE 12.—SCHOLASTIC RECORDS OF STUDENTS RECEIVING FEDERAL AID IN AVERAGE GRADE POINTS AS COMPARED WITH THOSE OF ALL STUDENTS IN INSTITUTION

Type of institution	Number of institutions	Number of Federal-aid students represented	Grade-point average for F. E. R. A. students	Grade-point average for all students	Excess grade-point average for F. E. R. A. students over average for all students ¹
1	2	3	4	5	6
Universities, colleges, and professional schools.....	26	2,888	1.84	1.62	0.22
Teachers colleges and normal schools.....	7	671	1.76	1.61	.15
Junior colleges.....	6	189	1.73	1.47	.26
For all types.....	39	3,718	1.79	1.57	.20

¹ In 3 institutions the grade-point average for F. E. R. A. students was slightly less than that for all students.

These scholastic records show that the grade-point average for the students receiving Federal aid exceeds that for all the students, taking the 39 institutions as a whole. This is the case with F. E. R. A. students in the institutions of each of the different types. Of special interest is the disclosure that the excess grade-point average of the students receiving Federal aid as compared with that for all students is higher in the junior colleges than any of the other types of institutions.

Individual grades of F. E. R. A. students.—Besides these records showing grade-point averages, a considerable number of institutions submitted the individual grades made by F. E. R. A. students in their studies. Table 13 shows the number of these students receiving the grades of "A", "B", "C", etc., in 99 institutions classified according to type and method of control. Altogether 4,838 F. E. R. A. students are represented and the grades are for the first semester or quarter of the school year 1934-35.

Number of students making average grade of—



Approximately 55 percent of these students made average grades of "A" and "B" in their studies. In other words, more than half of them attained the high scholastic status of "honor students", which ordinarily comprises a minor proportion of the entire student body in most colleges. The grades of 33 percent were the generally accepted average of "C", while 8 percent fell below this average with grades of "D." About 4 percent of the total failed to make passing grades in their studies. A slightly higher percentage of these F. E. R. A. students making "A" and "B" grades attended publicly controlled institutions.

X. EVALUATION OF PROGRAM BY INDIVIDUAL INSTITUTIONS

The presidents and officers of the colleges responsible for the administration of Federal student aid in the individual institutions submitted in their reports evaluations of the program as it was operating on their particular campuses.

There is a unanimity of opinion in these reports that the program is accomplishing its main objective of providing opportunity for young men and women to attend college who otherwise could not do so. Various other values of the program both to the students and the colleges are emphasized.

Below are given some of the more important values to the students specifically mentioned in the reports. The number of institutions mentioning each of them is shown.

	<i>Number of institutions</i>
Part-time work provides valuable practical training to students.....	184
Provides needed training of youth for future citizenship.....	48
Revives morale of students and college community.....	44
Relieves financial stress and strain on students.....	31
Awakens in students sense of loyalty to government.....	14

The following is a list of some of the more significant values of the program to the colleges, with the number of institutions mentioning each of them:

	<i>Number of institutions</i>
Enables college to render public service to local community.....	105
Enables college to do work neglected because of curtailed budget.....	85
Enables college to undertake constructive research work and other projects.....	61
Improves instruction by relieving pressure of work on faculty members.....	19

In their evaluation of the program, there are 75 institutions that express the conviction that the Federal Student Aid Program is among the most successful recovery measures undertaken by the National Government. Ten colleges specially stress the cheapness of the program as a form of relief for the youth of the country.

XI. CRITICISMS AND SUGGESTIONS FOR CHANGES IN PROGRAM

Of the 1,181 institutions making reports, there are 830, or approximately 70 percent, that express satisfaction with the program and offer no criticisms. While some of the remaining institutions make direct criticisms, the great majority of them present suggestions for changes that would improve the operation of the program on their own campus. In table 14 are shown some of the principal criticisms on various phases of the program, with the number of institutions classified by type making each of them.

TABLE 14.—VARIOUS CRITICISMS OF FEDERAL STUDENT AID PROGRAM MADE BY INSTITUTIONS

Type of institution	Number of institutions where—				
	Difficulty in determining actual need of students	Difficulty in finding suitable jobs for freshmen	Location of college prevents placing students in jobs off campus	Maximum monthly pay of \$20 is too low to aid students sufficiently	Rate of pay of F. E. R. A. students is too high, exceeding that paid by college
1	2	3	4	5	6
Universities, colleges, and professional schools.....	10	44	11	16	9
Teachers colleges and normal schools.....	2	18	3	1	3
Junior colleges.....	2	25	9	4	7
Negro colleges.....		4			
Total.....	14	91	23	21	19

More than half the institutions making criticisms emphasize the difficulty encountered by them in finding suitable jobs for freshmen students. This is due chiefly to the inexperience of the freshmen and to the fact that they are readjusting to a new environment at college.

The next most frequent criticism is that the location of the college prevents it from placing students in jobs off the campus. Institutions making this criticism are in general situated in the open country where the transportation of the students to nearby communities to do daily part-time work is practically impossible. Three institutions claim that they are having difficulty in finding jobs for the students during certain seasons of the year. Another criticism made by two colleges is that the program has the effect of eliminating any effort on the part of the students to secure part-time jobs from commercial enterprises in the local community.

Several general criticisms of the underlying philosophy behind the program are contained in the reports. Five institutions criticize the program on the ground that it creates in the mind of the student the idea that he has the right to expect help from the Federal Government. Two other institutions state that the program destroys individual initiative in the student to do his own financial planning to secure a college education.

In table 15 are presented some of the more important proposals for changes in the program. The number of institutions classified by type favoring each proposal is shown.

TABLE 15.—VARIOUS PROPOSALS FOR CHANGES IN FEDERAL STUDENT AID PROGRAM MADE BY INSTITUTIONS

Type of institution	Number of institutions where proposals for changes provide that—				
	Quota of students be increased to take care of surplus applicants	Funds be provided to pay administrative costs of program	Privately controlled colleges be permitted to employ students to improve property	Federal aid be given to students without requiring them to work	Federal Government issue more definite regulations for conduct of program
1	2	3	4	5	6
Universities, colleges, and professional schools.....	40	14	8	2	13
Teachers colleges and normal schools.....	16	3		4	4
Junior colleges.....	14	5	1	1	3
Negro colleges.....	2		1	1	1
Total.....	72	22	10	10	21

The particular change in the program proposed by the largest number of institutions is that the quota of students be increased so that the surplus applicants may be cared for. Reports from many of these colleges indicate that they had applications for Federal aid in excess of their quota varying from 50 to 100 percent. One university located in a large community reports that 1,160 young men and women applied for aid while its quota amounted to 161. About 15 percent of the institutions making proposals advocate that the Federal Government issue more definite regulations for the conduct of the program.

Other proposals of individual colleges deals with the work schedule feature of the program. Five institutions suggest that instead of requiring the students to do the same amount of part-time work monthly they be permitted to do less work in the months when examinations are held, making up the lost time in the other months. It is proposed by three additional institutions that the students be allowed to earn Federal relief money during their summer vacations in place of the present arrangement providing that the work be performed

during the regular academic session. Nine colleges make the proposal that the monthly pay rolls and reports required to be submitted to the State relief administration office be simplified.

Because of the widely different local situations, the criticisms and suggestions for changes in the program made by some institutions contradict those of other institutions.

XII. SUMMARY AND CONCLUSIONS

From the information presented in the preceding pages, it is obvious that pronounced differences existed in the problems confronting the various colleges and universities in the operation of the Federal student aid program.

The institutions differed in method of control, geographical location, size of student quota receiving Federal aid, size of community in which located, and other local conditions. Each of these factors exercised an influence in determining the facility or difficulty of conducting the program as well as the procedures and methods adopted for carrying it into effect.

Notwithstanding these differences, the individual institutions have set up efficient administrative machinery and the program has been operated successfully by them. All evidence points to the attainment of the major purpose of the program, that is, assisting needy young men and women to work their way through college by means of socially desirable jobs. Of special significance in this connection is the high scholastic achievement of the F. E. R. A. students as compared with other students.

APPENDIX A

The following is a copy of the Federal regulations governing the Federal student aid program:

FEDERAL EMERGENCY RELIEF ADMINISTRATION
OFFICE OF ADMINISTRATOR
WASHINGTON

July 3, 1934.

TO ALL STATE EMERGENCY RELIEF ADMINISTRATORS:
SUBJECT: Part-time jobs for college students.

This letter will authorize and direct you to continue to make relief funds available for a program of part-time employment for college students from September 1, 1934, to the end of the academic school year in June 1935. The following stipulations shall govern the program:

1. All institutions of a collegiate or university character (hereinafter called colleges) which desire such aid, shall be included, provided they are nonprofit making as attested by the fact that their regular educational buildings and grounds are exempted from the property tax levied by the State and/or local community. In case of question the State department of education in each State shall determine which institutions are eligible, this decision being subject to review in case of dispute by the Educational Division of F. E. R. A.
2. Jobs shall be allocated to the colleges on the basis of their enrollment of full-time students of college grade, or higher, as of October 15, 1933. A full-time student is one carrying at least three-fourths of the normal student program of courses.
3. The pay shall be not more than \$20 per calendar month per student employed and shall be earned by socially desirable work.
4. The allotment of funds to each college shall be \$15 per month for each 12 percent of its enrollment of full-time students as defined in (2) above. The actual allotment shall be conditioned by the availability of suitable work at the college as defined by (6) below and by the practice of the college in using its own funds for student aid as set forth in (7) below.
5. A special allotment of funds by the Federal Emergency Relief Administration shall be made to each State on the application of the State emergency relief administration. The State application shall be accompanied by an affidavit signed by the president of each institution qualified and desiring to participate in this fund, and each affidavit shall carry the endorsements of the chief school officer of the State and of the State emergency relief administrator. The president in his affidavit will cover the following points:

(a) That the institution is of a collegiate or university character, i. e., that it requires at least the equivalent of high school graduation for admission of regular students to its principal curricula;

(b) That the institution is nonprofit in character as attested by the fact that by its charter its regular educational buildings and grounds are exempt from local county taxes;

(c) That its full-time student enrollment on October 15, 1933, was _____, that 12 percent of such enrollment is _____, and that the monthly allotment requested is \$_____, based upon the \$15 average per student to be employed;

(d) that if granted an allotment of student employment funds he will undertake to guarantee that the work projects upon which students will be employed will conform with the stipulations in paragraph (6) below;

(e) that the students for employment will be selected in accordance with paragraph (8) below;

(f) that the allotment will be used to provide jobs in addition to those customarily provided by the institution, and that the administration of the whole project will be in accord with the spirit of paragraph (7) below.

6. Funds allotted shall be used to pay students for doing socially desirable work, including the sort customarily done in the institution by students who are working their way through college, such as clerical, library, and research work. Regular class instruction shall be excluded, but students may be assigned to extension, adult education, recreation and other activities that increase the usefulness of the college to the community. Each institution shall pass on the acceptability of its own work projects. All jobs must be under the direct charge of the institution.¹

7. Inasmuch as the principal objective of using relief funds for student aid is to increase the number of young men and women going to college, funds allotted shall not be used to replace college funds heretofore available for student aid. Ordinary maintenance work about the college, waiting on table in dining halls and other routine activities that would have to be carried on anyway shall be financed from the usual sources, not from F. E. A. funds. Violation of the spirit of this provision shall be considered a cause for withdrawing a college's entire allotment of student aid funds and assigning it to other institutions.

8. The students shall be selected for the jobs on the following considerations:

(a) *Need.*—The student's financial status shall be such as to make impossible his attendance at college without this aid.

(b) *Character and ability to do college work.*—The students shall be of good character and judged by the usual methods of determining ability employed by the particular college, shall possess such ability as to give assurance that they will do high grade work in college.

¹ Modified on July 26, 1934 so as to permit institutions to delegate supervision of student work in cases where students are assigned to local government units or social agencies.

(c) *Status as to present attendance.*—At least 50 percent of the funds allotted to the institution shall be paid to students who were not regularly enrolled in any college during January 1934.¹

(d) *Equitable division between sexes.*—Jobs shall be allocated between boys and girls in proportion to the enrollment of each in the particular school.²

9. The hourly rate of pay shall be such as is commonly paid by the institution for the type of service but not less than 30 cents an hour.

10. No student shall work more than 30 hours in any week or 8 hours in any day.

11. The State emergency relief administration will transfer monthly to the president of each college the amount of funds required for the following month's pay roll in an amount not to exceed the number of students certified times \$15.

12. The State relief administration will report to the Federal Emergency Relief Administration on forms 10-A and 10-B the total amount of funds used each month. The president of each college shall submit to the State emergency relief administration and to the Federal Emergency Relief Administrator a statement showing the number of students given benefits, the type of work done, the hourly rates of pay, and the number of hours worked.

Sincerely yours,

HARRY L. HOPKINS,
Administrator.

¹ Rescinded Oct. 6, 1934.

² Rescinded Sept. 6, 1934.