

Howard University Studies in History

Volume 8
Issue 1 *A History of the Federal Appropriation
for Howard University, 1867 - 1926*

Article 1

11-1-1927

A History of the Federal Appropriation of Howard University 1867-1926

Walter Dyson

Follow this and additional works at: <https://dh.howard.edu/hush>



Part of the [United States History Commons](#)

Recommended Citation

Dyson, Walter (1927) "A History of the Federal Appropriation of Howard University 1867-1926," *Howard University Studies in History*. Vol. 8: Iss. 1, Article 1.

Available at: <https://dh.howard.edu/hush/vol8/iss1/1>

This Article is brought to you for free and open access by Digital Howard @ Howard University. It has been accepted for inclusion in Howard University Studies in History by an authorized editor of Digital Howard @ Howard University. For more information, please contact digitalservices@howard.edu.

HOWARD UNIVERSITY STUDIES IN HISTORY

Published under the Direction of the Department of History
WALTER DYSON, *Editor*

NUMBER 8.

NOVEMBER 1927

*A History
of
The Federal Appropriation for
Howard University
1867-1926*

By
WALTER DYSON, A.M.

HOWARD UNIVERSITY PRESS
WASHINGTON, D.C.
1927

THESE STUDIES, to be published from time to time, will comprise works of original research by teachers of Howard University and by students in the Department of History. The studies will also include collections of documents, bibliographies, and reprints of rare tracts.

A History of the Federal Appropriation for Howard University 1867-1926*

1. THE NEED OF A CONTINUOUS REVENUE

When William Weston Patton came to Howard University as its tenth Executive in the summer of 1877, affairs at the school were very discouraging. This condition of things was due primarily to three conflicting circumstances.

In the first place, since the founding of the University in 1867, a decade before, no president had given his undivided attention to the school. Unfortunately, during that decade (1867-1877) the school had nine executives who were either presidents or acting presidents—Boynton, Sunderland, Howard, Whittlesey, Barber, Langston, Whipple, Smith, and Fairfield. In the second place, the great enthusiasm of the founders of the University led them into a very rapid expansion of the work. By 1872 they had organized a Normal Department, Night School, Agricultural Department, Library and Museum, College Department, Medical Department, Law Department, Pharmaceutical Department, Hospital, Commercial Department, Industrial Department, Music Department, Military Department, Preparatory Department, and a Theological Department. In the third place, the financial support, which was very encouraging from the beginning, began to fall off rapidly by 1873. The nation-wide panic of that year fell heavily upon the school. During the same year also the Bureau of Refugees, Freedmen and Abandoned Lands was discontinued. It was about this time, too, that the support of the Institution for the Education of Colored Youth known as the Miner Fund, was withdrawn. The Freedman's Bureau contributed about \$528,955.95 prior to its closing. The Miner Fund was the income from \$11,000. In addition to these amounts, many smaller donations were made from time to time by churches or by individuals. These private contributions were also discontinued when the panic of 1873 crippled the industry of the country.

While these incomes were available, the University grew rapidly—a

*For a general Bibliography on Howard University see Howard University Studies in History No. 1, June, 1921.

Minutes of the Board of Trustees of Howard University abbreviated M. of B.
By-laws of the Board of Trustees of Howard University, abbreviated By-laws.

growth evidenced not only by an increase in the number of departments and new buildings, but also by an increase in the salaries of the officers. In the beginning a large majority of the positions were without salaries.¹ In a position where there was compensation the amount very often depended upon the income from tuition and donations. Until 1868 the salaries were irregular² and without system. That year a salary scale was adopted. It was voted to pay a professor \$1,000 annually. The president of the University received no compensation, due to the fact that he devoted but a little time to the work. Boynton, the first president, was also the pastor of the First Congregational Church; Sunderland, the second president, was at the same time the pastor of the First Presbyterian Church—both of Washington, D.C.

In 1869 the salaries were again readjusted. It was voted then to pay the President for full-time service \$5,000³ annually; a professor for full-time

¹The Executive Committee recommends that Mr. J. H. K. Wilcox, who has kindly offered to deliver lectures at the Normal Department free of charge, be appointed Professor of Political Economy in the University without salary for the present. On the motion of General C. H. Howard, the report was adopted. (M. of B., November 5, 1867). This appointment is the first evidence of a college department which was organized formally September 21, 1868.

²The Fiscal year for the payment of salaries shall commence on the first day of October, and salaries shall be payable quarterly, on the first day of January, April, July and October in each year. No Quarter's salaries shall be paid till a Quarter's services have been rendered. (By-laws: Chapter 3, 1869).

Salaries not provided for by specific arrangement shall be paid by the Treasurer in ten monthly instalments, commencing the last day of September, ending last day of June. Avoiding months of long vacation. (Amendment to By-laws, May 28, 1878).

³Cost of living in Washington, D.C., and vicinity during winter of 1869-1870 (Balto. Sun, January to April 1870):

Choice Beef, Mutton, Veal: 8c-15c a pound.

Choice Brown Sugar: 15c a pound.

Best Clarified Sugar: 16 1-2c a pound.

Choice Government Java Coffee: 22c-25c a pound.

Family Flour: \$7.50; Very Best: \$9.50 a barrel.

Wilkes-Barre and Sunberry Coal: \$8.50 a ton (2240 lbs.)

Nutt Coal: \$7.25 a ton (2240 lbs.)

Lykens Valley Coal: \$9.00 a ton (2240 lbs.)

Overcoats in Castor and Chincilla Beavers: \$8.00-\$20.00.

Overcoats in Moscow and Whitney Beavers: \$22.00-\$35.00.

Winter Suits of Tricots, Silk-Mixed Tweed: \$12.00-\$25.00.

House Rent to Professors on Campus: \$300.00-\$850.00 a year.

(University Records).

service \$3,000 annually; an instructor in the College Department \$1,000 annually. The Secretary of the University, the treasurer and the deans⁴ were not, in 1869, separate and distinct officers. In 1871 it was recommended that the offices of secretary and financial agent and treasurer be consolidated with a salary of \$2,000 annually. For some years longer the professor who happened to be elected dean by his respective faculty received no extra compensation⁵ for the work. Nor did the person who was elected secretary of the University by the Board of Trustees receive at this time, (1869) extra compensation. The professors in the Professional Schools as a rule gave part time only. Their salaries were at that time \$1,000 annually. In case, however, a professor devoted full time in a Professional School he received a full professor's salary. Professor John M. Langston of the Law School, for example, received in 1869, \$3,000 annually.

The sudden and unexpected loss of income after 1872 in the midst of this rapid expansion brought about within a very few years a large deficit. By 1875 the University was over \$100,000 in debt. It was paying on its indebtedness an annual interest of about \$9,500.

The Trustees became very much alarmed at this condition of affairs. Early in 1873, they appointed a Committee on Retrenchment and Economy. On June 2, of that same year, this Committee reported as follows:

To the Board of Trustees,
Howard University.

Washington, D.C.,
May 31, 1873.

Gentlemen:

Your Committee, to whom were referred the subjects of retrenchment, and the resignation of General O. O. Howard as a trustee, (as per accom-

⁴There shall be elected annually by the Faculty of each Department, except the Normal and Preparatory Department, a Dean, whose duty it shall be to preside at the meetings of each faculty in the absence of the President of the University, and to perform such other duties as shall be prescribed by the general rules and by the By-Laws of the Department. The Principal of the Normal and Preparatory Departments shall be its presiding officer. (M. of B., Sept. 19, 1869).

⁵Communication was received from Professors Cummings and Cook stating that as heads of Departments their duties were greater than those of the Dean of the College Departments, whose salary was \$100 per year greater, and suggesting that these matters be equalized. Voted to refer the letter to the Executive Committee for report as to the merits of the case. (M. of B., Jan. 13, 1891).

It was voted that hereafter the Dean of the College Department receive no more salary than the other professors—to wit \$1500 per year (M. of B., May 26, 1891).

panying notices from the Secretary marked "A" and "B") beg leave to make the following report:⁶

From careful consideration of the "receipts and expenditures" of the University for the current year, and also the "estimates" for the coming year, together with other data obtained, your Committee find as follows:

From Treasurer's Report for ten months from July 1st, 1872 to April 30, 1873.

Total Expenditures	\$77,159.10
Deduct old bills, due prior to July 1st	\$18,702.00
Deduct amount charged to student's acct.	<u>5,680.45</u>
	24,382.45
Current expense for ten months	52,776.65
Balance on hand for remaining two months	7,545.36
Additional amount required for remaining two months	6,000.00
Total current expense for the year	\$66,322.01

Estimates for the coming year:

Expenditures: Salaries for Departments	\$34,820.00
Miscellaneous Expenditures, Treas., Bookkeeper, etc.	<u>7,360.00</u>
	\$42,180.00
Amount brought forward	\$42,180.00
Gas, fuel, repairs, etc.	<u>8,382.00</u>
	\$50,562.00
Debts and interest falling due	13,016.10
Add 1-10 payment on loan F.S. and T. Co.	<u>7,500.00</u>
	\$71,078.10
Total estimate for the year	\$71,078.10
Estimated income for the year by Treas.	<u>32,505.00</u>
	\$38,573.10
Balance to be adjusted	\$38,573.10
Additional liability,	
Loan F. S. and T. Co. (not reduced)	\$75,000.00
Loan German S.B. (not reduced)	10,000.00
Trust La Combe House (estimated)	<u>2,450.00</u>
	\$87,450.00

From the above statement, it will be seen that the estimated expenditures for the coming year, on the present basis, will exceed the estimated receipts from all known sources for current purposes by thirty-eight thousand, five hundred and seventy-three and 10-100 dollars (\$38,573.10).

Failing in any satisfactory solution of the problem—how to make one

⁶Preliminary Report of Committee on Retrenchment, June 2, 1873.

dollar do the work of two, and believing that it would be the height of improvidence to eat up the seed corn of our future harvest, by encroaching upon the real estate and using for current purposes what should be held sacred for permanent endowment, the Committee find before them this alternative, either to provide for an increase of receipts to the amount of 100% or a reduction in expenditure of 50%. The first would be an agreeable and grateful task, but this, your Committee, see no way of accomplishing for the present. The second alternative is therefore forced upon them.

Your Committee are not unmindful of the fact that the course of action, which they recommend, will be painful and embarrassing to the officers and trustees of the University and they have sought earnestly and prayerfully for some way in which it might be avoided, but they find none.

To continue the present ratio of expenditures, so largely in excess of receipts, would be unbusiness-like, unwise, and unsafe. To defer an immediate return to a sound basis would be only cowardly to postpone the evil day, multiply the difficulties to be overcome, render all measures for relief more painful, hazard the very existence of the University and prove unfaithful to the trust confided to us. Your Committee, therefore, unanimously report as follows:

- First: We recommend that the Trustees determine to bring the estimated expenditures down to a fairly estimated income without trenching upon landed property or permanent endowment fund.
- Second: To relieve the Trustees from a portion of the great embarrassment, which this serious problem presents, we recommend that the Trustees invite the immediate resignation of every salaried officer of the University to take effect at the close of the fiscal year.
- Third: We recommend that in the re-arrangement of the Departments and the selection of officers, the determination of their number and salaries, the Trustees adhere rigidly to the principle enunciated in the first recommendation.

Respectfully submitted,

JOHN H. COOK
GEO. E. BAKER
GEO. WHIPPLE

In compliance with the recommendations of this Committee it was voted that all the salaried officers of the University be asked to resign with the privilege of reappointment at half salary, and that the Professional Schools

be made self-supporting—the professors in them being permitted to receive their former salaries provided the money necessary be raised from tuition and donations. All of the officers resigned. All but a very few asked for reinstatement at half salary. The Professional Schools were reduced to a self-sustaining basis. This drastic action brought some relief. By 1874, however, conditions were again so bad that a further reduction in salaries was necessary. At that time the acting President was voted \$1500 annually; a full professor \$1500 annually; an instructor \$1000 annually. Two years later, 1876, the salary of the secretary-treasurer was reduced to \$1200 and a house; that of an instructor to \$800 without a house. By 1877 the annual salary of a full professor and of the Secretary-Treasurer had been reduced to \$1000 and a house.

To reduce salaries alone was not sufficient. Many of the departments were closed. The Military, Music, Commercial and Industrial Departments were discontinued. There is some evidence to the effect that the Law Department and the College Department were also closed. It is certain that the Law Department was moved that year (1874) from 7th and D Streets, N. W., to the University Building on the campus. It is also certain that the College Department had a desperate struggle for existence during 1875 and 1876. The condition of the College Department is inferred from the following statement:

“Shortly after the meeting of which the minutes are recorded on the preceding page, Acting President Langston, Professor G. W. Mitchell,⁷ and

⁷“I was speaking to the American people without reference to party properly interpreted; it is an appeal to the American people to substitute the simple rule of justice to invidious charity in their treatment of the Negro; to give him his rights rather than alms; to give him no favor but fair play. Admitting the good intentions of people who get up special forms of benevolence for the colored people and give them their money, the ground was taken that these forms were generally captured by the crafty and used to fill their otherwise empty purse, that the American missionary society organized in part by colored men has not at present a colored man connected with its management, that Howard University built of money due the dead black soldiers of the Republic was likewise used for sectarian and selfish purposes.

“The Freedman’s Savings Bank was captured by this class early. Howard University with its millions of property is going the same way. A few days ago it had a colored man as its president. He is president no longer. And as if to furnish speedy evidence of the intention to root out of all high positions all colored men and to put needy whites in their places, the executive committee has just discharged Professor Mitchell of the College Department to give place to Professor Bascom. . . .” (Frederick Douglass and the Republican Party: Editorial in the *Washington Evening Star*, July 29, 1875).

Professor G. F. Behringer retired from their connection with the University, and the services of Professor A. Wescott were transferred wholly to the Theological Department. This left Professor F. W. Fairfield alone in the College Faculty proper. During the College year 1875-76, and most of the year 1876-77, Professor W. F. Bascom, who was Dean of the Law Department the first year, gave instruction in the College Department, as did Professor Robinson, at that time Principal of the Normal Department, and some other teachers connected with the Normal and Preparatory Departments.

"For these two years the University was without an active President, Prof. F. W. Fairfield, by appointment of the Executive Committee, undertaking the duties of Acting President. In the summer of 1876, Principal T. Robinson of the Normal Department was elected Professor of Natural Philosophy and Chemistry, and Tutor J. M. Gregory of the Preparatory Department, Professor of Latin. During these two years, the organization of the College Faculty as distinct from the other academic faculties, was mainly dormant. Nearly everything was decided by the United Faculties, a body meeting regularly once a week, composed of the Faculties of the Normal, Preparatory and College Departments."—Records of the Faculty of the School of Liberal Arts, p. 64.

This attempt at integration evidenced by the organization of the "United Faculties" referred to above is in itself further evidence of disintegration at the University after 1872. This movement for a union of all the faculties began about 1873. The organization was known at first as the Association of the Faculties of Howard University, and was composed of all the faculties of all the departments, academic and professional. Gradually the professional faculties withdrew. In 1874 the organization was styled The Howard University Senate; the next year, the Howard University Faculty or in short the United Faculty. This whole movement for a union of the faculties was an effort on the part of the teachers of the University to hold fast to that which was left of the school and to prevent any further disintegration and demoralization of the work. The following statements from three contemporary sources shed light upon the results of these efforts.

The first contemporary statement is the record of a meeting of the Howard University Senate, May 2, 1874. It is as follows:

"On motion of Dr. Richards those present were requested to make verbal statements as to the conditions of their departments. Principal Robinson said in substance that a definite standard of scholarship was needed in the Model and Normal Schools. He wished to have the time for the Normal course proper extended from two to three years. It was a question with his Faculty whether a class shall be continued below the Model School. If the D class were continued another teacher would be required. He would recommend some changes in the text books. Dr. Richards said in brief that a great number of the students did not promptly pay their bills. Many of the students were earning as much as their teachers. He said that he had found upon examination that about eleven students in his department were indebted to the institution \$1000 or more. The Normal Department was least in debt. The Preparatory Department came next, College next, and last came the Professional Departments. He said we were educating students on a false basis when we did not require them to pay their bills promptly or give security for payment. Indigent students should be aided or excused from the payment of bills by the proper committee. He would remodel the course of study. The students who now graduated from the Preparatory Department were not fitted to enter upon the course of study laid down in the college course. We do here about half what they do at other institutions. His senior classes read about half as much Greek and Latin as would be required to enter Harvard, Yale or Dartmouth. Prof. Wescott said that he had often given his views and at present he had nothing additional to say. He would express the wishes of his Faculty in his report. Prof. Mitchell said that two of the students of the College Department of this University had entered Brown University unconditioned. Prof. Clark said that the College Department was about equivalent to a first-class high school in Massachusetts. He thought the standard ought to be raised. Tutor Gregory said that he was of the opinion that the students were capable of doing about as much here as elsewhere. The reason why we do not really accomplish as much is because our students do not apply themselves. They are often absent from their rooms during study hours. Many of them engage in games of chance contrary to the rules of the University. He thought the discipline was not equal to what it is in northern institutions. On motion the Senate adjourned to meet May 16. J. W. Langston, President; Jas. M. Gregory Secretary."

The second contemporary statement is a letter dated July 16, 1874, in which an application by the University for a loan of \$75,000 is denied.

"Newark, New Jersey,

"July 16, 1874.

"Trustees, Howard University,

"Washington, D.C.

"Dear Sirs:

"Your favor of the 11th inst. is received. At a meeting held today the Directors considered your application made to this company for a loan of \$75,000 on your property in Washington, and declined to make the same.

"Yours truly,

"LEWIS C. GROVER."⁸

On September 14, 1874, a firm was found with enough confidence in the soundness of the University to grant it a loan of \$85,000. The Trustees, however, were compelled to pay for this loan 9% semi-annually and a commission of 1½%.

On October 19, of the same year, the University was able to negotiate another loan, this time for \$80,000, by paying 10% interest and a commission of 2½%.⁹

The third contemporary statement is from the records of the Faculty of the School of Liberal Arts, September, 1877. It is:

"In September, 1877, after the election of Rev. W. W. Patton, D.D., as President of the University, and his assumption of the duties of that office, the College Faculty was regularly organized, anew, by the election of Professor F. W. Fairfield, as Dean, and Professor J. M. Gregory as Secretary. The meetings were still few and far between and for the most part informal, and the records for this year, brief and unimportant, have been mislaid. It is certain, however, that in May, 1878, Mr. J. W. Camp was recommended for the degree of A.B. In September, 1878, Professor J. M. Gregory was elected Dean for the College year, 1878-79, and Professor Fairfield, Secretary. In March, 1879, an affray took place between Messrs. W. L. Brown and D. A. Elliott, of the Junior Class, in which the latter

⁸President of the Mutual Benefit Life Insurance Company, Newark, New Jersey.

⁹Minutes of the Executive Committee, pp. 43, 53.

FEDERAL APPROPRIATIONS TO HOWARD UNIVERSITY

1867 TO 1926

By WALTER DYSON

ADMINISTRATION	YEAR	SOURCE	AMOUNT	TOTAL
Boynton	Mar. 19, 1867 to Aug. 27, 1867	Freedmen's Bureau		
Sunderland	Aug. 27, 1867 to Apr. 5, 1869	Freedmen's Bureau		
Howard	Apr. 5, 1869 to June 16, 1875	Freedmen's Bureau		
a Whittlesey	Time to time—1870, '71, '72	Freedmen's Bureau	\$528,955.95	\$ 528,955.95
a Barber	Sept. 9, 1872 to Nov. 18, 1872	Freedmen's Bureau		
b Langston	Dec. 1, 1873 to June 16, 1875	No Federal Appropriation		
x Whipple	June 16, 1875	No Federal Appropriation		
a Fairfield	Sept. 1, 1875 to Dec. 16, 1875	No Federal Appropriation		
Smith	Dec. 16, 1875 to June 15, 1876	No Federal Appropriation		
a Fairfield	Jan. 20, 1876 to June 30, 1877	No Federal Appropriation		
Patton	April 25, 1877 to Dec. 31, 1889			
	1877	No Federal Appropriation		
	1878	No Federal Appropriation		
	1879	From Congress Directly	10,000.00	
	1880	From Congress Directly	10,000.00	
	1881	From Congress Directly	10,000.00	
	1882	From Congress Directly	25,000.00	
	1883	From Congress Directly	18,500.00	
	1884	From Congress Directly	22,500.00	
	1885	From Congress Directly	24,500.00	
	1886	From Congress Directly	24,500.00	
	1887	From Congress Directly	24,500.00	
	1888	From Congress Directly	23,400.00	
	1889	From Congress Directly	23,000.00	
				\$ 215,900.00
Rankin	Nov. 15, 1889 to Feb. 24, 1903			
	1890	From Congress Directly	\$ 29,300.00	
	1891	From Congress Directly	34,800.00	
	1892	From Congress Directly	29,500.00	
	1893	From Congress Directly	28,800.00	
	1894	From Congress Directly	29,500.00	
	1895	From Congress Directly	29,500.00	
	1896	From Congress Directly	32,600.00	
	1897	From Congress Directly	32,600.00	
	1898	From Congress Directly	32,600.00	
	1899	From Congress Directly	32,600.00	
a Hamlin	Feb. 24, 1903 to Sept. 15, 1903	From Congress Directly	39,100.00	\$ 39,100.00
Gordon	Sept. 15, 1903 to June 30, 1906			
	1904	From Congress Directly	51,600.00	
	1905	From Congress Directly	47,600.00	\$ 99,200.00
a Fairfield	Jan. 1, 1906 to Aug. 31 1906	From Congress Directly	47,600.00	\$ 47,600.00
Thirkield	Sept. 6, 1906 to June 30, 1912			
	1907	From Congress Directly	59,700.00	
	1908	From Congress Directly	63,200.00	
	1909	From Congress Directly	162,200.00	
	1910	From Congress Directly	194,700.00	
	1911	From Congress Directly	112,240.00	
	1912	From Congress Directly	92,000.00	
				\$ 684,040.00
Newman	July 1, 1912 to June 30, 1918			
	1913	From Congress Directly	101,000.00	
	1914	From Congress Directly	101,000.00	
	1915	From Congress Directly	101,000.00	
	1916	From Congress Directly	101,000.00	
	1917	From Congress Directly	101,000.00	
	1918	From Congress Directly	117,937.75	
				\$ 622,937.75
Durkee	July 1, 1918 to June 30, 1926			
	1919	From Congress Directly	121,937.75	
	1920	From Congress Directly	243,000.00	
	1921	From Congress Directly	280,000.00	
	1922	From Congress Directly	190,000.00	
	1923	From Congress Directly	232,500.00	
	1924	From Congress Directly	365,000.00	
	1925	From Congress Directly	591,000.00	
	1926	From Congress Directly	218,000.00	
				\$2,241,437.75
x Gregg	June 8, 1926			
Johnson	June 30, 1926 to 1927	From Congress Directly	368,000.00	\$ 368,000.00
		GRAND TOTAL		\$5,274,771.45

a—Acting President.

b—Vice-President and Acting President.

x—Did not accept Presidency.

used a knife; for which he received a public reprimand, after having made acknowledgement of his fault."

It is very evident that the effort on the part of the Board of Trustees and Faculty of the University to check the disintegration and demoralization of the school between 1870 and 1877 was not very successful. That was the dark age in the history of the University. Those were the seven lean years.

The three causes for this grave and serious condition of affairs are also evident. In the first place there was need of a President who would remain in office more than one year. Prior to that time the University had had nine executives in ten years. In the second place there was need of a President who would devote his undivided attention to the school. And in the third place there was need of a continuous and an abundant revenue.

II. THE ANNUAL FEDERAL APPROPRIATION

President Patton satisfied these three needs. For twelve years, from 1877-1889, he served as President. For twelve years he served with all his heart and soul and mind. And wisely he devoted his attention first to the problems of revenue.

The office of Financial Agent was revived.¹⁰ In a few years many gifts from private sources began to come to the school. Finally during the year 1879 the Congress of the United States was prevailed upon to appropriate a sum of money for the support of the work. This first appropriation was passed March 3, 1879. The amount, \$10,000, inserted in the Sundry Civil Appropriation Bill, was so small as compared with the total amount carried in the bill, \$19,952,600.84, that it probably would have attracted no attention had not an effort been made to have the District of Columbia pay one-half of it. This effort provoked the following debate:¹¹

Mr. Bayard (of Delaware): I should ask why one-half of this appropriation for Howard is to be paid by the District? What has the District of

¹⁰Rev. Charles A. Harvey, M.D., was appointed December, 1878, and served until 1888. "In order to cover the deficit and restore salaries to their former status, suggested that the members of the different faculties might be appointed a financial agent during the summer vacation." (M. of B., May 29, 1879).

¹¹The original phraseology of the Howard University appropriation was as follows: "Howard University: For maintenance \$10,000; one-half thereof to be paid by the District of Columbia." (Congressional Record: Debate in Senate on H.R. 6471, February 28 to March 3, 1879).

Columbia more to do with that University than any other similar number of people in any one town? Unless it is explained otherwise than I think it can be, I shall move to strike out the last line which provides that one-half of this appropriation for the Howard University shall be paid by the District of Columbia.

Mr. Windum (of Minnesota): The Committee on Appropriations were of the opinion that the colored population of the District was very largely interested in it, and therefore, thought it desirable to make that provision. If the Senate think not, I for one, will yield very readily to their judgment.

Mr. Bayard: I do not propose to interfere with the wisdom of the appropriation to this University. I take it for granted that the Committee who reported it had good and sufficient grounds for inserting the provision, but I do not know any reason why the people of this District should be saddled with one-half of this expense when they have no more to do with it than any other similar number of inhabitants anywhere else in the country.

Mr. Dorsey: There is no objection to dropping the words "one-half thereof to be paid by the District of Columbia" but the District supplies more than its proportion of indigent persons who are supported and receive education at that institution.

The Vice-President: Does the Senator of Delaware move to amend the amendment of the Committee?

Mr. Bayard: I move that the amendment be amended by striking out after the word "dollars," the words: "one-half thereof to be paid by the District of Columbia."

The amendment was passed, and on March 3, 1879, the Sundry Civil Appropriation Bill, containing the Howard University item was signed by the President of the United States.

On March 4, 1879, the Washington *Evening Star* carried the following:

"The people of the District are indebted to Senator Bayard for the defeat of the amendment to the Sundry Civil Appropriation by which it was proposed to saddle upon them half of the amount of the Appropriation for the maintenance of the Howard University. Mr. Bayard pointed out that the people of this District have no more to do with the University than any similar number of inhabitants any where else in the country and there was no more reason why they should be burdened with half the expense. The amendment was therefore stricken out."

At first Congress was very indefinite in the wording of the appropriation for the University. The first statement was simply this, "Howard Uni-

versity for maintenance, \$10,000.00." As time went on the wording became more definite. In 1882 we find the following: "For maintenance of the University; to be used in payment of part of the salaries of the officers, professors and teachers, a portion of which will be paid from donations and other sources—\$15,000.00. For repairs of buildings of the Howard University \$10,000.00. In all \$25,000.00."

In 1891 this statement was added "and the proper officers of the said University shall report annually to the Secretary of the Interior how the appropriation is expended. In all \$29,300.00.

In 1896 the appropriation was made "Provided, that no part of this appropriation shall be used directly or indirectly for the support of the Theological Department of said University—nor for the support of any sectarian denomination or religious instruction therein and provided further that no part thereof shall be paid to said University until it shall accord to the Secretary of the Interior or to his designated agent or agents authority to inspect such University and to control and supervise the expenditure therein of all money paid under this appropriation. In all \$32,600.00."

In 1898 we find another addition " \$27,500.00 of which sum not less than \$1,500.00 shall be used for normal instruction. . . . For tools, materials, fuels, wages of instructors and other necessary expenses of the industrial department \$3,000.00. . . . For material and apparatus for chemical, physical and natural history and laboratory, \$2,000.00."

This increasing control¹² of the appropriation year by year on the part of Congress has developed into a movement for the federalization of the University. Several bills have been introduced into Congress urging more or less of federalization. A bill to amend sections 4 and 8 of the Act of Incorporation of Howard University known as H.R. 9635 was introduced June 3, 1924, by Mr. Crampton, a member of the Appropriation Commit-

¹²"It is the sense of the Board of Trustees of Howard University that the act of Congress dated March 2, 1867, be amended by the addition thereto of the following Sections:

XI. "In the event that any of the buildings erected for the University by moneys appropriated by Congress shall cease to be used for the purposes of education, as provided in the first section of the said act of Congress, the title of the said buildings and the land on which they stand shall vest in the United States in fee simple.

XII. "Hereafter the United States shall be represented on the board of trustees of Howard University by at least five judicial or executive officers, who shall have been nominated by the President and confirmed by the Senate of the United States for such offices." (M. of B., Jan., 1911).

tee of the House of Representatives. This bill vested the government of the University in a Board of Trustees to be appointed by the President of the United States upon the nomination of the Commissioner of Education. This bill also legalized the appropriation. Mr. Crampton introduced another bill on December 10, 1924 (H.R. 10604). This bill aimed solely to legalize the appropriation. H.R. 8466 introduced by Mr. Reed of New York on January 27, 1926, was the Crampton Bill H.R. 10604 verbatim. Hence this bill also legalized the appropriation only. But Mr. Weller of New York introduced a bill on April 8, 1926, known as H.R. 11112 to amend section 4 of the Act of Incorporation of Howard University to read as follows:

"The government of Howard University shall be vested in a board of trustees, not less than eighteen in number, to be appointed and elected as follows: One-third appointed by the Commissioner of Education, one-third elected by a mail ballot of the alumni of the University under alumni auspices, and these two-thirds thus appointed and elected shall at their first meeting elect by a written ballot one-third additional trustees to complete the required number of not less than eighteen trustees: Provided, That each group shall be appointed and elected so as to have the terms of each group expire one-third in one year, one-third in two years, and one-third in three years. After the first election the term of service of each trustee thereafter elected or appointed shall be for three years."

The arguments presented in favor of Federal support, with more or less of Federal control, are as follows:¹³

"Apart from the precedent established by forty-five years of Congressional action the Committee feels that Federal aid to Howard University is fully justified by the national importance of the Negro problem. For many years past it has been felt that the American people owed an obligation to the Indian, whom they dispossessed of his land, and annual appropriations of sizable amounts have been passed by Congress in fulfillment of this obligation. The obligation in favor of the Negro race would seem to be even stronger than in the case of the Indian. The Negro was not robbed of his land as was the Indian, but he was seized by force and brought unwillingly to a strange country, where for generations he was the slave of the white man, and where, as a race, he has since been compelled to eke out a meager and precarious existence.

¹³Committee Report No. 163 to accompany H.R. 8466, January 29, 1926.

"Moreover, financial aid has been and still is extended by the Federal Government to the so-called land-grant colleges of the various states. While it is true that Negroes may be admitted to these colleges, the conditions of admission are very much restricted, and generally it may be said that these colleges are not at all available to the Negro, except for agricultural and industrial education. This is particularly so in the professional medical schools, so that the only Class-A school in America for training colored doctors, dentists, and pharmacists is Howard University, it being the only place where the complete clinical work can be secured by the colored student.

"There is furthermore, a strong practical reason why a school like Howard University should be maintained in the District of Columbia. The Freedmen's Hospital was authorized by Congress in 1904, and was built upon land owned by Howard University. The University generously leased the land to the Federal Government for ninety-nine years, at \$1.00 a year, with a privilege of renewal for a like period. The existence of this hospital so near to the medical school of Howard University affords the students of the University an opportunity which exists nowhere else in this country to acquire the clinical instruction which is necessary to complete each student's medical course. On the other hand, this opportunity exists for white students in every State of the Union.

"In addition to the great importance to the country of having an institution capable of developing trained leaders for the colored race in all walks of life, the urgent necessity of making possible a supply of properly trained physicians of that race for the protection of the health of all our people, white as well as black, must be plain to every fair-minded American citizen."

The opposition to Federal support for Howard University maintains that:¹⁴

"The Howard University Catalogue, 1923-24, page 39, declares that 'The original purpose of the University was to train ministers of the gospel.' With this idea it was organized as most other large institutions of higher education have been organized. At a prayer meeting at the First Congregational Church, of Washington, November 20, 1866, a little group, moved by a spirit of great devotion and consecration, determined on the undertaking. The school opened on May 1, 1867. 'The first ten years of its life

¹⁴Report 1258, Part 2: Minority Report to accompany H.R. 10604, January 21, 1925.

were years of marvelous faith.' One hundred and fifty acres of land were bought at \$1,000 per acre. In 1873 or thereabouts, 'much of this land was sold at four times its cost.' In the same year the Freedman's Bureau gave the school \$500,000, so that within seven years of its inception the school had funds from two single sources of well over half a million dollars.

"Just what was done with this fund the catalogue does not recount, but 'by 1875 the University was \$100,000 in debt.' But expenses were cut, private contributions were received, and in 1879 Congress came in to relieve the situation. The Federal appropriations made from that time to this are as follows:

See chart, pages 12 and 13.

"This makes a grand total of \$3,568,815.50 appropriated out of the Federal Treasury to Howard University. Two million one hundred and forty-seven thousand three hundred and seventy-five dollars and fifty cents of this has been appropriated since 1913. At present we are being called on for from two to four hundred thousand dollars a year at a minimum, and for building purposes the requests per year, which requests have not yet been granted, seem to run to the half million mark.

"All this is over and above what the University takes in per year on fees, tuition and board charges. We submit that there is probably not a University in the country which pretends to make charges at all that permits such a large gap to exist perennially between its income and its disbursements; that this gap would not exist were it not that the University had been pampered with Federal funds; and that it is bad for the University, bad for its students, and a vicious governmental policy to allow such conditions to continue and to encourage them by the passage of this or any similar measure.

"All these appropriations have been illegal. The introduction of the present bill is an admission of that fact, and such ruling has too often been made in the Congress to require that this proposition be discussed. Not only is it without statutory foundation but it is contrary to the spirit, if not to the letter, of the Constitution. There is no legal ground on which the support of a private institution by Government funds can be justified; and there is no constitutional ground on which the federalizing of an institution for the benefit of a class of persons who are citizens of the United States and in no sense the peculiar wards of the Government can be defended.

"If we have the right to appropriate to Howard University, we have an equal right to appropriate to George Washington University.

"A measure of this sort is not necessary for the cause of Negro education. The Negro Yearbook, 1918-19 reports that since 1865 religious and philanthropic organizations had up to that time contributed \$63,500,000 to Negro education in the South. The Negroes themselves had contributed \$30,000,000. Negro institutions in the country in 1919 had an endowment total of about \$10,000,000. This has been very largely increased since 1919. Within the last two months the press has announced gifts to Negro education totaling about \$8,000,000. Wilberforce University at Wilberforce, Ohio, reported in 1919 an income of \$175,000 with 487 students. Tuskegee Institute in Alabama reported an income of \$282,480 with about 1,800 students. These two institutions and others are living proof of the fact that Negro education can be supported and can flourish without illegal appropriation from the Federal Treasury and hurtful paternalistic pampering.

"In addition to this, many of the great universities of the country are open for Negro as well as for white students. The Negro Yearbook lists, page 282, some thirty-six Negro students who have made Phi Beta Kappa at these universities.

"The Negro race is amply able to support its own institutions of higher education as fast as it can use them to advantage. In 1919 (Yearbook, p. 1) Negroes owned 600,000 homes in the United States. They operated 1,000,000 farms. They conducted 50,000 businesses. They had accumulated wealth amounting to \$1,100,000,000. This last figure seems low. The census of 1920 gives them nearly \$700,000,000 worth of land in eleven Southern States. These figures have doubtless increased largely since 1919.

"With all this accumulated wealth, with the great progress the race has made in intelligence and regard for education, with Howard University's own 6112 graduates scattered throughout the country and the world, and with 2000 students annually, it is impossible to believe that the institution is dependent on this kind of government paternalism for its own life and best usefulness.

"And add to this the fact that it is as easy today to get voluntary contribution to Negro education as to any other one line of philanthropy in America. Witness the speedy success of the recent campaign to raise \$5,000,000 for Tuskegee and Hampton.

"As we have shown, from the Government and from two other single sources Howard University has received about \$4,500,000 in addition to

all its normal income and many smaller contributions; one, for instance, from Mr. Carnegie for \$50,000. It has a magnificent plant and an enthusiastic student body.

"Howard has come thus far through the munificence of the Congress in illegally appropriating to a private institution money taxed from the people for Government expenses. The time has now come not that the burden should be permanently fastened on the Government in a way to insure its constant growth as a vicious paternalistic proposition, but that the school should be given an opportunity to live and work of its own right, by its own strength and in its own way.

"B. G. LOWERY

"R. E. L. ALLEN

"R. L. DOUGHTON

"W. W. HASTINGS

"R. LEE MOORE

"H. ST. G. TUCKER."

While each Congressman who signed this minority report is a Democrat, it cannot be accurately maintained that the Howard University Appropriation is a party issue. Both the Democratic and Republican Administrations support it. Representative Blanton, one of the Democratic leaders in the House joined with Representative Crampton¹⁵ in support of the Appropriation for 1926. Mr. Blanton said, "I have checked up on this proposition. This colored race needs doctors, it needs colored nurses, it needs dentists, and it needs teachers to teach in their schools, and Howard University every year prepares teachers for the colored race—colored teachers, if you please. The only kind of teachers who ought to teach the colored race is colored teachers and not white teachers. Howard University is providing trained

¹⁵Mr. Crampton said: "I have been in touch with Howard University. It has been suggested that we do not know how this money is spent. Every penny of it is passed upon by the Interior Department and by the Comptroller General. More than that, in the last five years I have been in touch with the University; and I say it is a very great credit to the Negro race that so soon after they emerged from slavery from the days when they were forbidden to learn, they now have a University here, with 2000 students, that is rated as Class A among the universities of the nation. That is a credit to the race. Howard University has been built up with aid from the Federal Government for fifty years, and your committee did not feel it had the right to interpose anything in the way of the House expressing its will upon that which it has been doing for fifty years."—Washington *Evening Star*, April 21, 1926.

colored teachers to teach the race; it is providing trained colored dentists to wait on them, and trained doctors. It is a good investment, and let us keep it up, law or no law.”¹⁶

The Appropriation for 1926 (\$218,000) was passed. But the Charter of Howard University to date, has not been amended.¹⁷

¹⁶Washington *Evening Star*, April 21, 1926

¹⁷On July 1 the House passed H.R. 8466, an act to legalize the Appropriation for the University. On the same day it was read twice in the Senate and referred. When Congress adjourned July 3, 1926 it was in the hands of the Senate Committee on Education and Labor; when Congress adjourned March 4, 1927, it was on the calendar of the Senate.

