

1964

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Recommended Citation

Neyland, Leedell W. (1964) "State-Supported Higher Education Among Negroes in the State of Florida," *Florida Historical Quarterly*: Vol. 43 : No. 2 , Article 3.

Available at: <https://stars.library.ucf.edu/fhq/vol43/iss2/3>

STATE-SUPPORTED HIGHER EDUCATION AMONG NEGROES IN THE STATE OF FLORIDA

by LEEDELL W. NEYLAND

STATE-SUPPORTED HIGHER EDUCATION among Negroes in Florida had its beginning during the decade of the 1880's. The initial step in this new educational venture was taken by Governor William D. Bloxham who, during his first administration, vigorously set forth a threefold economic and social program. In his inaugural address he declared that in order to promote the interest, welfare, and prosperity of the state, "we must invite a healthy immigration; develop our natural resources by securing proper transportation; and educate the rising generation."¹ He promulgated this combination as "the three links in a grand chain of progress upon which we can confidently rely for our future growth and prosperity."²

During his four years in office, 1881-1885, Governor Bloxham assiduously endeavored to implement his inaugural pledges. Referring to education, he stated in his annual message on January 2, 1883, "There is no subject more important than popular education. . . . Universal suffrage demands universal education as its protector, for while the ballot is a most potent weapon, when wielded by ignorance, there is none more dangerous to free government."³ Contending that ignorance and illiteracy were burdens on the state and threats to sound democratic government, he admonished the legislature to rid the state of these by the passage of appropriate educational laws.

On March 5, 1883, the legislature enacted a bill which was distinguished for its liberality toward education for both whites and Negroes. Among other things, it authorized the first appropriation of \$4,000 annually for teachers' institutes and normal schools for both races. The first normal schools for colored teachers went into operation in 1884, just a few months after

1. "Inaugural Address," *Florida House Journal* (1881), 8.

2. *Ibid.*

3. "Governor's Message," *Florida Senate Journal* (1883), 29-30.

Albert J. Russell became state superintendent of public instruction. These schools were conducted in the Lincoln Academy in Tallahassee and the Union Academy in Gainesville during the summer months of July and August. In the first year there was a total attendance at the two schools of ninety-four teachers, fifty-one of whom received certificates to teach, eleven of which were second-grade and forty third-grade certificates. The next two years showed substantial increases in both enrollment and attendance. The normal school at Gainesville reported forty-nine students for 1885, and seventy for 1886; and, at Tallahassee, forty-seven for 1885, and seventy-one for 1886. In the three years of operation, the Negro normal schools reported a total of 331 students.⁴ These students studied under white and Negro teachers, including W. N. Sheats, J. C. Waters, H. N. Felkel, and H. E. Graham. In appraising the work of the schools, Superintendent Russell wrote: "We have labored to make these Normal Schools absolutely practical in every sense, laboring to teach these *teachers how to teach* the children under their care, to inspire them with a proper ambition, and to impress them with the importance of the work in which they are engaged."⁵ A high quality of academic performance was encouraged and "those only were given certificates . . . who passed the examination required, fully and up to the mark."⁶

Florida's growing Negro population and the emphasis being placed on education by white and Negro leaders revealed the need for additional schools and better trained teachers. Governor E. A. Perry, in 1887, announced, ". . . an increased interest was manifested in these schools in 1886, and much more benefit [was] derived from them [than] in the year preceding."⁷

Although Negro normal schools operating prior to 1886, offered only meager opportunities, since they offered work for only two months a year and did not have a definite site or structure, they did represent the beginnings of state-supported higher education for Negroes in Florida. Moreover, they demonstrated

4. *Biennial Report of the Superintendent of Public Instruction, 1885-1889* in *Florida House Journal* (1887), Appendix, 8.

5. *Ibid.*

6. *Ibid.*

7. "Message of the Governor," *Florida House Journal* (1887), 17.

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the need for a permanent institution dedicated to the task of providing advanced training for Negro teachers in Florida.

Pursuant to Section 14, Article XII, of the Florida Constitution of 1885, providing for the establishment, maintenance, and management of two normal schools, the legislature took the first steps toward the implementation of this provision in April 1887.⁸ Under the leadership of Representative J. Mason, Thomas V. Gibbs (a Negro), C. F. A. Bielby, W. M. Blitch, and Senator A. R. Jones, a law as enacted May 31, establishing a normal school for whites and another for Negroes. This law provided that the sum of \$8,000 be appropriated for each school for 1887 and 1888, and that a principal and two assistants would be responsible for operating each institution. While this law antedated the *Plessy v. Ferguson* decision of 1896, the Florida Negro and white normal schools began, according to Section 4, within a "separate-but-equal" framework. The law stipulated "that a Normal School for colored teachers be . . . established at Tallahassee, Leon County, similar in all respects [to] the Normal School for the white teachers, and subject to the supervision and direction of the State Board of Education, and the same amount to be appropriated to meet the current expense of the said Normal School for colored teachers."⁹

The State Normal College for Negroes began Monday, October 3, 1887, with a total of fifteen students enrolled. The students were taught in an unpretentious frame building described by Superintendent of Public Instruction Russell as "a simple Grecian temple, cruciform in shape, having three distinct parts for study and recitation."¹⁰ The building was equipped with fifty wooden desks, each costing \$2.90; charts, maps, globes, and dictionaries, totalling \$61.17. These instructional aids were bought jointly with the white State Normal College, and both schools received identical items.¹¹

From 1887 to 1949, the history of state-supported higher education for Negroes in Florida was synonymous with the evo-

8. *Florida House Journal* (1887), 184.

9. *Laws of Florida* (1887), 37.

10. *Report of the Superintendent of Public Instruction, 1887*, in *Florida House Journal* (1889), Appendix, 13.

11. *Minutes of the State Board of Education*, September 24, 1887, 196. (Manuscript copy in the Office of the State Board of Education, Tallahassee.)

lution of Florida A. and M. University since the state supported only this one Negro institution of higher learning during the period. Beginning as a normal school for colored students, it evolved into a four-year college in 1909, and a university in 1953.¹² Thus, higher education among Negroes in Florida may be studied in four separate phases: normal school, 1887-1909; four-year college, 1909-1953; university since 1953; and the emerging junior college since 1948.

The first president of the State Normal College for Negroes was Thomas DeSaille Tucker, a native of Sherbro, Sierr Leone, Africa, and a graduate of Oberlin College. Thomas Van Renssalaer Gibbs, former member of the Florida Legislature, served as assistant instructor or "vice-president." Gibbs had also attended Oberlin, but was never graduated.

In reality, the college was not a normal school to begin with. The insufficient educational background of most of the applicants made it essential that primary emphasis be placed on preparatory courses, and, accordingly, the preparatory department "gave instruction in elements of algebra and Latin and a thorough review of the common branches in addition to music, drawing, book-keeping, etc." The normal courses for the few who qualified, consisted of Latin, higher mathematics, natural, mental and moral philosophy, physiology, astronomy, general history, rhetoric, and pedagogy.¹³

The first college building was located on a hill in the western

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12. The name of the state-supported institution of higher learning underwent several official and unofficial changes. The law creating the normal schools referred to the school for Negroes as the Normal School for colored teachers. In the official minutes of the State Superintendent of Public Instruction and in early publications of the school, the name was listed as State Normal College for Colored Students. In 1890, Superintendent Russell used the name State Normal and Industrial College for Negroes. In 1901, the name was again changed to State Normal and Industrial School for Negroes. In 1905, when the school was placed under the Board of Control, Chapter 5384, Sec. 19 of the *Laws of Florida* referred to it as the Colored Normal School. The name, Colored Normal School was rarely used on official school publications or stationery, but simply placed in small print and in parenthesis under State Normal and Industrial School. In 1950, the name was changed to Florida A. and M. College, and, in 1953, it became Florida A. and M. University.
 13. *Annual Report of the Superintendent of Public Instruction, 1889*, in *Florida House Journal, Part Two, Executive Documents* (1891), 16.

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section of Tallahassee, which is now part of the Florida State University campus. A lack of job opportunities and a shortage of proper living accommodations in Tallahassee seriously affected enrollment from the first. President Tucker contended that "in order that students may be drawn to the institution without misgivings on the part of patrons relative to their habits and morals while away from home, and also to enable indigent students to partly defray their expenses by manual labor, the college should be removed into the country and located on about a thirty-acre piece of land and supplied with dormitory buildings."¹⁴ The State Board of Education accepted this recommendation, and, in 1890, moved the college to Highwood, a forty-nine acre site south of the city. During this same year, the college became a recipient of funds under provisions of the Morrill Act of 1890. The State Board of Education, in a resolution adopted August 30, 1890, divided the funds between the normal college and the Florida Agricultural College at Lake City.¹⁵

Growth at the Highwood site was relatively slow during the first decade, partly because of inadequate state appropriations, but also because of the conflict of philosophies of Negro education involving Tucker and State Superintendent of Public Instruction William N. Sheats. Of the \$24,000 appropriated to the institution for the biennium ending June 30, 1900, (the largest biennial appropriation to date), only \$5,565 came from the state. In the conflict over Negro education, Tucker held that a sound literary foundation was essential for all students, while Sheats maintained that practical agricultural and mechanical experiences should be emphasized. The conflict erupted in 1900, when Sheats submitted sixteen charges against Tucker's administration to the State Board of Education and asked for his dismissal. Tucker was described as being "inert," and was accused of permitting the school to become "affected with dry rot," showing "personal favoritism," and providing training "void of the results of the kind for which the money was furnished."¹⁶ Tucker defended himself, but the board sided with Sheats, and, on August 10, 1901, the president was dismissed. He was replaced

14. *Annual Report of the Superintendent of Public Instruction, 1888, Florida House Journal* (1889), 7-8.

15. *Minutes of the State Board of Education*, August 30, 1890, 229-30.

16. *Ibid.*, 1901, 276-78.

by Nathan B. Young, a graduate of Oberlin College and professor at Georgia State College, who was to serve as president for twenty-two years.

During the thirteen years that Tucker was president, the college had grown from one unpretentious frame structure in 1887, to eight sizable buildings in 1901; the enrollment had increased from fifteen to 159 students who were taught by fourteen teachers. Tucker had stimulated a high quality of intellectual aspiration on the part of his students. Rowland H. Rerick in *Memoirs of Florida* described him as "an able and intelligent man, of excellent character and notable executive ability and an admirable influence upon the students."¹⁷

When Young became president in 1901, the need for Negro teachers in Florida was more acute than ever. At the close of the century, Florida reported 2,443 common schools, a school population of 161,428-93,351 of whom were white and 68,077 Negro. The actual enrollment was 108,874 - 67,007 white and 41,797 Negro.¹⁸ Because of the growing need, the state had begun making larger appropriations to the teacher training institutions. During Young's first year, his institution received \$19,-601.66, an increase of \$5,994.70 over the preceding year.

Young reorganized the curriculum so as to keep a proper balance among its three-fold mission - normal, agricultural, and mechanical. His plan, he said, "is to send into the Negro schools of the State properly trained teachers; to the farms and shops of the State well-equipped artisans; and to the State at large, intelligent, law-abiding and thrifty citizens."¹⁹ A military training program was instituted in 1904, and Farmers Institutes and special schools for classroom teachers were held at frequent intervals.

To facilitate more effective operation of state-supported institutions of higher learning, the legislature, in 1905, passed the Buckman Act which set up a five-man Board of Control to manage the two white colleges and the Colored Normal School. In 1909, the Board of Control recommended that the legislature change the name of the Colored Normal School to Florida Agricultural and Mechanical College for Negroes "because its present

17. Rowland H. Rerick, *Memoirs of Florida* (Atlanta, 1902), 372.

18. *Biennial Report of the Superintendent of Public Instruction*, 1900, 7-8.

19. *Ibid.*, 1902, 210.

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President George W. Gore, Jr. and Dean H. Manning Efferson view a portrait of Thomas De Saille Tucker, first president of Florida A. and M. (courtesy of University of Florida Press).

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name is misleading. . . . The name suggested, in our judgment, would more accurately describe the character of the institution.”²⁰ The legislature accepted the board’s recommendation,²¹ and the institution now became a four-year, degree-granting college, offering two extended normal school programs of study—normal and scientific. The latter led to the bachelor of science degree. However, due to substandard requirements, the validity of this and other degrees granted prior to 1919, was seriously questioned. By 1920, the standards had been raised to an acceptable status for the granting of *bona fide* bachelor degrees.

Increasingly, both white and Negro Florida teachers saw the need of working not only toward state certification but toward eventual graduation from college with a degree. Progress toward this goal was made easier when, in 1913, the legislature passed a Summer School Act requiring state-supported institutions of higher learning to operate summer school for a period of at least eight weeks annually. For the years 1913 and 1914, \$4,000 annually was appropriated for Florida A. and M., with a similar amount for the maintenance of a summer school for white students. The law stated: “All work performed at the said summer schools shall be of such character as to entitle the students doing the same to collegiate, normal or professional credit therefor, and may be applied toward making a degree.”²²

In addition to teacher training, other phases of the college program also made progress during these early years. The agricultural department added mid-winter institutes and year-end conferences for farmers and other interested persons to its program. Furthermore, the Smith-Lever Act of 1914 made it possible for the college to offer instruction through demonstration work in agriculture and home economics. Officially, these activities were connected with the state extension work in agriculture and home economics located at the University of Florida in Gainesville and the Florida State College for Women in Tallahassee. The Smith-Hughes Act of 1917 provided for the promotion of training in agriculture, trades and industries, commerce, and the teaching of vocational subjects. Thus, students not desiring

20. *Report of the Board of Control of the State Educational Institutions of Florida, 1907-1909*, 11-12.

21. *Laws of Florida* (1909), 69.

22. *Ibid.* (1913), 324.

a degree could follow two-year courses leading to certification in either agriculture or mechanical arts.

In 1911, a college hospital was constructed which strengthened the nurse training department. With the assistance of small sums from the John F. Slater Foundation, granted annually from 1913 to 1922, the hospital became a twenty-five bed facility with increased training opportunities for the students. President Young's tenure ended at the close of the 1922-1923 session, and a report made at the time showed the growth in higher education for Negroes. Since 1887, 474 students had graduated from the college, and for the more than 12,000 students who had registered during the first thirty-five years, the cost to the state was \$267,018.40.²³

After Young's resignation, Florida A. and M. underwent a hectic year of turmoil and near chaos under the administration of Acting President William H. A. Howard. The 1923-1924 session witnessed the loss of three major buildings by fires of mysterious origins, the mass resignation of over one-third of the faculty, and extremely low morale on the part of the student body and alumni. These conditions led to the forced resignation of Howard and to the appointment of Dr. J. R. E. Lee, Sr., as president in 1924.

The college at that time consisted of fifteen predominantly wooden buildings located on 250 acres of land. President Lee realized that if Florida F. and M. was to grow with any appreciable rapidity, it could not depend entirely on state appropriations, but must seek financial assistance from other sources. Negotiations were already underway with philanthropic organizations like the General Education Board and the Rosenwald Fund, when the Board of Control notified Lee in March 1925, that after April 30, "all work at the institution was to be discontinued for the remainder of the term except the administrative departments and the field work of the agricultural department, unless, however, before the first day of May the legislature appropriates funds to continue the institution for the remainder of the term, or such additional funds are provided by the other means. . . ." 24

23. *Report of the Board of Control, 1922*, 303.

24. *Minutes of the Board of Control, 1925, Book Four*, 493-94. (Manuscript copy in the Office of the Board of Control, Tallahassee.)

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The legislature failed to vote the funds, but the General Education Board gave \$5,000, which enabled the college to keep all departments open and to complete the year as planned. This initial gift by the General Education Board was only the beginning of a cordial and beneficent relationship, for later in the same year, President Lee announced a contribution of \$100,000 to be used toward the construction of a \$250,000 auditorium-administration building. Additional gifts, totaling \$78,000, were given in 1927, which further stimulated building on the campus. The legislature, in 1925, appropriated \$100,000 to erect the first brick dormitory on the campus. During the first nine years of Lee's administration, according to college records, the institution received a total income of \$3,517,333: \$1,993,439 from the state; \$200,000 from Federal funds; \$730,439 from student board and fees; \$92,065 from sales and services; \$278,701 from miscellaneous income; \$178,632 from the General Education Board; and, \$44,000 from the Rosenwald Fund.²⁵

The depression of the 1930's seriously hampered Florida A. and M.'s expansion program. No major buildings were erected between 1932 and 1938. In the latter year, however, the Federal Public Works Administration authorized \$367,282 for the erection of two dormitories—one for men and another for women. Along with the physical expansion, the college, in 1935, received an "A" rating, the highest possible accreditation from the Southern Association of Colleges and Secondary Schools.²⁶

When President Lee died on April 6, 1944, there was much justification for describing his twenty-year administration as the "golden era" in the history of Florida A. and M. From a plant consisting of fifteen buildings valued at less than \$150,000 in 1924, the campus, by 1944, had forty-eight structures valued at \$1,161,537. There were 386.06 acres of campus and farm land, of which 85.06 were specifically designated as campus.

Over the years there had been a proliferation of academic departments, special courses of study, and the inauguration, in 1925, of extension courses. The college departments had increased enrollment from seventy-one students in 1924, to 812

25. Leedell W. Neyland, "The Educational Leadership of J. R. E. Lee," *Negro History Bulletin*, IV (January, 1962), 76.

26. Florida Agricultural and Mechanical College for Negroes, *Bulletins*, 1931-1935, *et passim*.

in 1944, and the faculty and staff increased from thirty-six to 122. Many of the faculty held advanced degrees and others were studying at leading universities. The influence of the college was reflected in ministers conferences, mid-wives institutes, New Farmers and 4-H conferences, and other services designed to make Florida A. and M. "a college of the people."

Following Lee's death, the Board of Control appointed the aged Jubie B. Bragg acting president until a new president could be elected. After nearly a five-month search, the choice fell upon thirty-three year old Dr. William H. Gray, Jr., a graduate of the University of Pennsylvania and former president of the Florida Normal and Industrial College in St. Augustine. During the first four years of his administration, the physical plant of Florida A. and M. practically doubled in size and it tripled in value. At the end of the fiscal year 1944, the forty-eight structures on campus were valued at \$1,161,537.41; at the end of the fiscal year 1948, the number of buildings had decreased to forty-four, but the overall value had increased to \$3,467,035. Two years later there were forty-five buildings valued at \$5,326,498.84.²⁷ In commenting on this expansion, President Gray said: "The far-reaching results of such a building program may be envisioned in the anticipated outcome of greatly increased industrial efficiency, educational awareness, and social consciousness among Negroes of Florida. A grateful Negro population is confident that these new standards will enable their group to keep pace with the progressive trends of the state."²⁸ Gray utilized these new facilities to increase the college's educational activities, including a graduate program in 1945, and the initiation of a Reserve Officers' Training Corps in the fall of 1948.

The physical expansion and the proliferation of graduate and professional programs at Florida A. and M. in the years since World War II cannot be attributed entirely to administrative sagacity. It was mainly because the "New Negro" needed and wanted improved educational opportunities as he moved rapidly toward political and economic equality. To forestall or anticipate

27. Leedell W. Neyland and John W. Riley, *The History of Florida Agricultural and Mechanical University* (Gainesville, 1963), 178. This volume contains a discussion of higher education among Negroes in Florida, excluding the development of junior colleges.

28. *Ibid.*, 182.

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demands by Negroes for admission to graduate and professional schools at the University of Florida or Florida State University, the State Board of Education and the Board of Control sought alternatives consistent with Florida's legal pattern of separate-but-equal educational facilities for the races. Regional education, out-of-state scholarships, a Division of Graduate Studies at Florida A. and M., and the elevation of the college to full university status were the results.

At a meeting of the college executive committee, April 2, 1945, President Gray announced that the Board of Control "had expressed willingness to go into graduate work at the college and would ask for an appropriation from the legislature to initiate this activity."²⁹ The graduate program began in the summer of 1945 with two curriculums: one leading to the master of science in education degree and the other, based on interest and need, leading to a post-graduate certificate without the masters degree.

Although Florida did not make any provisions for graduate study for Negroes outside the field of education prior to 1947, approximately forty-one graduate and professional fields were offered at the University of Florida and twenty-one were available at Florida State University.³⁰ As a result, President Gray proposed an out-of-state scholarship program "to provide educational opportunities to Negro students which are not given at Florida A. and M. College, but which are provided at state-supported universities for whites."³¹ His proposal was accepted by the Board of Control and \$7,000 was allocated for 1946-1947. The first five years the funds were administered by the university; since 1953 they have been administered by the Board of Control. From 1947 through 1963, the out-of-state scholarship program disbursed \$753,280.57 to support 5,636 separate grants.³²

29. *Ibid.*, 184.

30. William H. Gray, "Recommendation of an Out-of-State Scholarship Fund for Negroes in Florida," *Journal of Negro Education*, XVI (Fall, 1947), 604-605.

31. *Ibid.*

32. Data supplied by Out-of-State Aid Section, Board of Control of Florida, February 17, 1964. The number of grants should not be taken to indicate the number of individuals receiving aid. There is considerable duplication of individuals because of the methods of administration which requires a new application for each school term for which aid is requested. For example, a student attending an out-of-state institution for four academic years would receive eight grants provided he applied and qualified for aid in each term.

The Southern Regional Education Board also provided separate professional training for Negroes. For each Florida student who attends a regional school of medicine under the auspices of the board, Florida pays the sum of \$2,250 a year to the institution to help defray overhead and operating costs. For each dental or veterinary student, the state pays \$1,500 a year. The student is responsible for his own fees, tuition, and room and board, but he is exempted from out-of-state tuition charges. The Negro schools participating in this regional plan are Meharry Medical College and School of Dentistry in Nashville, Tennessee, and the School of Veterinary Medicine at Tuskegee Institute in Alabama. Since 1949, the state has expended \$560,875 under this program, supporting 208 student years of service in medicine, seventy-one student years in dentistry, and twenty-five student years in veterinary sciences.³³ The fact that the quotas of eighteen in all classes in the Meharry Medical College, twelve in the dental school, and one each year in the School of Veterinary Medicine are rarely, if ever, filled suggests that Negroes do not find the combination of factors which enable a large number of them to pursue these professions.

In the meantime, President Gray had become the target for a good deal of criticism. Although many charges were made against his administration, the only one supported by actual evidence was "mismanagement in fiscal matters." While Gray was not directly implicated, his administration could not escape ultimate responsibility, and, on July 1, 1949, he submitted his resignation to accept the pastorate of the Bright Hope Baptist Church in Philadelphia, Pennsylvania.

Dean H. Manning Efferson was named acting president by the Board of Control, and he immediately set himself to the task of trying to bring together the quarreling factions so that harmony could be restored at Florida A. and M. He had served nine months when Dr. George W. Gore, Jr. was appointed president on April 1, 1950. Gore had received his masters degree from Harvard University, his doctorate from Columbia University, and

33. Adapted from information supplied by the office of the Board of Control, Office of Regional Education. These refer to student-years of service, not necessarily different students. One student who participated for four years in the Southern Regional Education Board program would use four student-years of service.

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for twenty-three years had been dean of the college at Tennessee A. and I. State University. Quality, he insisted, was Florida A. and M.'s "measure," and from the start of his presidency, he instituted academic, departmental, divisional, and administrative changes aimed at improving the institution's educational program. On September 1, 1953, three years after Gore became president, the institution by legislative enactment became a full-fledged university.³⁴

While this elevation to university status was partly in answer to the aspirations of Negroes for greater educational opportunities in Florida, the efforts of a qualified Negro, Virgil D. Hawkins, to gain admission to the College of Law of the University of Florida was the impetus which motivated immediate action. In April 1949, when Hawkins applied for admission to the summer session at the University of Florida, his application was denied because provisions of the state constitution and statutes prohibited the admittance of any but white students to the university. Hawkins, thereupon, instituted mandamus action against the members of the Board of Control, averring that the University of Florida's College of Law was the only such tax-supported institution in the state, and that refusal to admit him was a denial of equal protection of the law as guaranteed by the fourteenth amendment of the Federal Constitution. The Supreme Court of Florida held, in 1950, that the "proposed establishment of a Negro law school at the Negro Agricultural College with facilities equal to those at the State University would satisfy equal protection requirements of the Fourteenth Amendment."³⁵ But on March 12, 1956, the United States Supreme Court ruled that the admission of Hawkins to the University of Florida could not be delayed on the basis of race and that he was entitled to admission.³⁶ The university promptly complied with the ruling and its doors were opened to Hawkins and other qualified Negroes. Although Hawkins never completed the requirements for the law degree, he had broken the legal barriers which previously denied admission solely on the basis of race. Subsequently, in 1963, Willie G. Allen became the first Negro to earn the bachelor of law degree from the University of Florida.

34. *Laws of Florida* (1953), 31.

35. *Hawkins v. Board of Control of Florida*, 47 Southern 2nd 608.

36. *Hawkins v. Board of Control*, 350 U. S. 413.

The other state universities also opened their doors to qualified Negroes, and by the fall of 1963, all state-supported universities were opened to any Florida citizen who could meet the relatively high admission standards.³⁷ Because of the inability of a large number of Negroes to meet admission requirements, token integration exists. Ironically, Florida A. and M. is the only state-supported university which has not permitted some degree of integration during its regular academic sessions.

With the attainment of university status, Florida A. and M. was re-organized into eight major divisions with a dean in charge of each: School of Agriculture and Home Economics, College of Arts and Sciences, School of Education, Graduate School, College of Law, School of Pharmacy, School of Nursing, and the Vocational-Technical Institute. There is no graduate program beyond the masters degree. Each school and college has received both regional and national accreditation by one or more rating agencies. In 1957, Florida A. and M. became one of the first Negro institutions of higher learning to be admitted to full membership in the Southern Association of Colleges and Secondary Schools. By 1962, the physical plant of the University was valued at \$19,000,000, and included thirty-six major buildings on campus, in addition to a home for nurses located in Jacksonville. The student body numbered approximately 3,000 resident students, 500 extension students, and 500 students in the laboratory school. There were 219 members of the faculty, over one-fifth of whom held the doctorate degree. Since 1887, Florida A. and M. has sent out more than 8,500 of its students to seek their places in the state and nation.³⁸

Concurrent with the expansion of Florida A. and M. came the emergence of state-supported Negro junior colleges. As early as 1939, the legislature had authorized the boards of public instruction in counties having a population of not less than 50,000 "to organize and establish junior colleges in their respective counties or take over junior colleges established therein and to support and maintain the same out of the general school fund of the

37. The University System consists of the University of Florida, Florida State University, Florida Agricultural and Mechanical University, University of South Florida, Florida Atlantic University, and Florida Institute for Continuing University Studies.

38. Neyland and Riley, *op. cit.*, 220, 278-79.

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county. . . .”³⁹ These, of course, were not state-supported colleges, in the strictest sense. However, in 1947, the minimum foundation program included junior colleges for combined state and local support. They were subject to the supervision of the State Board of Education and were jointly supported by the sponsoring county or counties and the state.

The impact of the initial law was not felt in Negro education until September 6, 1949, when Washington Junior College was established in Pensacola. For eight years it was the only state-supported Negro junior college in Florida. Then, on September 3, 1957, Gibbs Junior College in St. Petersburg was established. In 1958, Volusia County Community Junior College at Daytona Beach, Hampton Junior College at Ocala, Rosenwald Community Junior College at Panama City, and Roosevelt Junior College at West Palm Beach were organized. On August 31, 1959, the Suwannee River Junior College was established in Madison to serve Hamilton, Jefferson, Lafayette, Madison, and Taylor counties.⁴⁰

In 1960, the legislature appropriated \$5,540,971 for buildings at existing junior colleges and for funds to start “priority one colleges.” As a result, seven new junior colleges were established, three of which were for Negroes: Carver Junior College at Cocoa, Lincoln Junior College at Fort Pierce, and Collier-Blocker Junior College at Palatka. The Dade County Junior College in Miami was also opened in 1960, with a center at Central High School which was predominately white, and a center at Northwestern High School which was Negro. Thus, from the very beginning, Dade County Junior College was integrated. During the same year, the Broward County Junior College at Fort Lauderdale was established with a Dillard Center for Negroes. In 1961, Jackson Junior College at Marianna was established, and the following year Johnson Junior College at Leesburg began.⁴¹

Basically, these institutions attempt to provide programs which parallel the first two years of a four-year program. In addi-

39. *Laws of Florida* (1939), 297-98.

40. *Outline of Community-Junior College History in Florida* (Tallahassee, 1963), 2. Issued by the Junior College Division of the State Department of Education.

41. *Ibid.*

tion, where equipment and facilities permit, terminal programs are provided for students who do not plan to complete a four-year program. Generally, the lack of adequate facilities and staff prevents most of the Negro junior colleges from offering diversified programs. The justification for the establishment of small Negro colleges which fail to meet the minimum criteria for white junior colleges is given, as follows: "It may be feasible in several instances, however, to permit community colleges to be established for Negroes with an even smaller potential enrollment when such institutions are associated with Negro high schools in the area. Such a policy of association and sharing facilities and faculty with the high school may be applied in most cases where expected enrollment is small."⁴²

A brief analysis of the enrollment statistics for the fall of the 1963-1964 session showed that, in the main, Negro colleges were poorly attended. The total enrollment of college level students in the eleven colleges was 2,706. Of this number, Gibbs Junior College had the largest enrollment, 703; while Collier-Blocker had only sixty-three. In the adult and vocational divisions, the enrollment was 3,649, with Volusia County Junior College having the largest enrollment, and Johnson Junior College having the smallest,⁴³ The total enrollment at all levels in the eleven Negro junior colleges was 6,391. As of 1963, only Collier-Blocker and Roosevelt showed decreases in enrollment.

The last two years have witnessed progressive changes at the junior college level which should have significant implications for Negro education. In September 1962, the Central and Northwestern Centers of Dade County Junior College were closed, and the college moved to a permanent site on a fully integrated basis. Not only were the students integrated, but five Negro members of the faculty at the Northwestern Center were appointed at the new school which was re-named Miami-Dade Junior College. In 1963-1964, it was estimated that more than 500 Negro students

42. *The Community Junior College in Florida's Future* (Tallahassee, 1963). Issued by the Community College Council of the State Department of Education.

43. The inordinately large enrollment in the Adult and Vocational Division in the Volusia County Community Junior College can be attributed to the fact that the college coordinates all vocational training for the Volusia County public school system. Regardless of the grade level, students are registered in the junior college.

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were in attendance. Following somewhat in this pattern, Carver Junior College in Cocoa was made a part of Brevard Junior College, and the Dillard Center at Fort Lauderdale was absorbed into Brevard County College. That race is no longer considered a significant factor in the admission policies of these colleges may be seen in the fact that records on race are not available and can not be maintained.

These somewhat revolutionary trends seem to imply that, by and large, the character of individual junior colleges, with reference to race, will be determined in future years by the attitude and actions of local educators and local authorities with a minimum of interference by the state. Where enrollments in Negro junior colleges are comparatively small and where racial attitudes are relatively liberal, the tendency will be toward the single, more economical, integrated facility. Integration of students may also result in the integration on a smaller scale of teaching staffs. On the other hand, in the more conservative areas, Negro junior colleges are likely to be maintained even though they can be justified neither economically nor academically. The larger Negro junior colleges which can secure adequate staffs and facilities will continue to be significant in Negro education and may even attract white students.

At the four-year college and university levels, Florida A. and M. still provides in 1964, the major opportunity for state-supported higher education for Negroes. Although token integration exists throughout the university system (ten at all levels at Florida State University and twenty at the University of Florida in 1963-1964), the numerical number of Negro enrollees at these predominantly white universities has been exceedingly low over the years. The fact that any student who earns an associate of arts degree from a state-supported junior college may gain admission to any state-supported university without examination should encourage a significant increase in Negro applicants throughout the university system. However, until such time that a combination of factors are synthesized in a manner which will improve Negro students' performance on objective tests, which largely determine eligibility for admission, Negro enrollment at these universities will remain low. Furthermore, competition for admission to these universities is likely to become keener in the years

ahead. Although trends indicate a one-standard system in state-supported higher education in Florida, it seems likely that Florida A. and M. will continue to provide the major opportunity for four-year college and university training for Negroes in the foreseeable future.