A STUDY OF THE NEED FOR THE EXTENSION AND IMPROVEMENT OF THE ADULT EDUCATION SERVICES OF THE OHIO STATE UNIVERSITY

DISSERTATION

Presented in Partial Fulfillment of the Requirements for the Degree Doctor of Philosophy in the Graduate School of The Ohio State University

By

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Programs and services extended to adults by higher educational
institutions comprise an important and growing phase of adult educa-
tion, the writer's major field of specialization. In 1951-52, the
76 member institutions of the National University Extension Associa-
tion alone served more than 50 million persons through their general
university extension programs, with more than a million and a half
enrolled in organized, continuing programs of instruction. These
figures represent increases in patronage for the various types of
adult and extension services ranging from 100 to 500 per cent over
the preceding twenty years.¹

During his nearly nine year's of attendance at The Ohio State
University, the writer has had the opportunity to familiarize himself
with the institution's efforts to provide educational service for
adults and with many of the problems involved. As an undergraduate,
he served as an instructor for an adult industrial arts class
sponsored by the University. While a graduate student he was
employed as a research assistant for the faculty Committee on Non-
Credit Programs, which conducted an extensive study of the University's

conferences, institutes, and short courses for adults in 1953-54. Through these and other experiences he found that, while Ohio State was carrying on a large number and variety of educational activities for adults, they were haphazard and deficient in many areas, and did not compare favorably with the better-organized, more comprehensive programs maintained by most other large land grant universities.

In the course of his work with the Committee on Non-Credit Programs, the writer became acquainted with the report of a broader study conducted by a Committee on Adult and Extension Education in 1949, which recommended the expansion and improvement of the University’s general adult education program and stressed the need for a long-range plan to guide its development. This proposition represented both a challenge and an opportunity, considering the lack of an established pattern of adult educational programs and services at The Ohio State University.

The Problem

The ultimate purpose of this dissertation is to present certain recommendations and principles which may serve as guidelines for the long-range development of The Ohio State University’s general adult

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1 The Ohio State University Committee on Adult and Extension Education, "Report to the Faculty Council on Adult and Extension Education," p. 14.
education program, and to propose some next steps for their implementa-
tion. Such recommendations will be formulated on the bases of: the
educational needs of adults in Ohio; the philosophical, historical,
and legal responsibility of The Ohio State University for adult
education; the peculiar characteristics and relationships of the
University; and data concerning what other higher educational
institutions are doing in this field.

The university extension movement in the United States began to
develop extensively about the start of the twentieth century, sparked
by several of the midwestern land grant universities, notably
Wisconsin. Today, practically all higher educational institutions
are conducting adult education to some extent, and at least 75,
including most of the large land grant and state universities have
comprehensive, well-organized programs of adult and extension
education.

Although Ohio State was one of the first universities to offer
adult education programs, the subsequent development of such
activities has been adversely influenced by lack of organization,
inadequate financing, poor planning, and other handicaps. While
rather sizeable evening college, conference, and broadcasting
activities are being carried on at present, the total University
program of adult education is characterised by serious gaps and
overlapping, a multiplicity of administrative policies, irrational
financing, and the neglect of potential clientele who are not well represented.

Despite the above difficulties, a great amount of interest in educational programs for adults and concern for their sound development have been demonstrated by faculty personnel. In his inaugural address, President Bevis said:

In the discharge of its obligations to the general public, The Ohio State University touches life at many points. Most widely known, perhaps, are the efforts to carry knowledge, inspiration, and culture to the adult population of our state. In the significant phenomenon of adult education, America has stood in the vanguard, and in the development of the American effort, this University has taken a leading part.

During the past thirty years at least seven faculty committees, including those mentioned earlier in this chapter, have studied the University's adult and extension programs, to a considerable extent in some cases. The committees unanimously recommended the improvement and expansion of such programs.

Several hundred faculty members are voluntarily participating in these activities each year, despite the difficulties described above. The problem has become one of increasing concern, in view of the mounting demands for such services.

The ultimate purpose of this study was explained previously. Some more specific purposes are:

1. To study the origin and development of educational programs and services for adults in American universities.

2. To study the development of educational programs and services for adults at The Ohio State University.

3. To examine the peculiar characteristics of The Ohio State University as the key institution in a system of six state universities and also in its relationships with the numerous other public and private colleges and universities in Ohio, with reference to the development of educational programs and services for adults.

4. To study the institutional philosophy and objectives of The Ohio State University, particularly those with meaning for adult education, in order to obtain implications concerning educational programs and services for adults.

5. To study the educational needs of adults in Ohio, and to determine which of these needs should be served by The Ohio State University.
6. To recommend one or more patterns of administrative organization for conducting adult educational programs and services at The Ohio State University.

Basic Assumptions

The study will proceed from the following basic assumptions:

1. The provision of a significant program of educational services for adults in Ohio is a proper function and responsibility of The Ohio State University.

2. Current educational programs and services provided for adults by The Ohio State University are inadequate in terms of fulfillment of University objectives, satisfaction of adult needs, and potentialities for service to the citizens of Ohio.

3. The organization, administration, financing, facilities and other current provisions of The Ohio State University for adult educational programs and services need to be improved in the interests of greater efficiency and service.
4. Certain delicate relationships exist between The Ohio State University and other public and private colleges and universities in Ohio which must be considered in planning educational programs and services for adults.

5. A step-by-step plan to serve as a guide for the development of educational programs and services for adults at The Ohio State University is both desirable and practicable.

Scope and Limitations

As implied by the title, the study will be concerned primarily with educational programs and services for adults, as defined under "definition of terms," however, it will be impossible to categorize some of the activities studied as strictly "adult." Evening colleges, for example, often enroll full-time students who attend most of their other classes during the daytime, as well as employed adults.

Agricultural extension will be dealt with only to the extent of considering desirable co-ordination with general programs and services.

The broad nature of the problem precludes an exhaustive treatment of each of its many facets, a number of which might well warrant separate graduate studies.
In offering his recommendations, the writer does not intend to take into account any responsibility the University might have for setting up full-time junior college or terminal course programs. These matters are being studied by graduate students of another department.

Methods of Investigation

The writer surveyed the literature of higher education, university extension, and adult education to obtain information concerning the historical development of educational programs and services for adults in American universities and the educational needs of adults for which colleges and universities should provide. The report of a nation-wide, comprehensive study of university extension completed in 1953 by John R. Morton, and the annual proceedings of the National University Extension Association were the principal sources of information concerning the current status of such activities. To supplement the above data, the writer attended the 1955 National University Extension Association convention and interviewed general university extension personnel representing the Universities of Minnesota, Wisconsin, Michigan State, and Pennsylvania State, using

Morton, op. cit.
an interview form prepared for the occasion (Appendix A).

The archives of The Ohio State University were researched to learn about the origin and development of educational programs and services for adults at that institution. Information concerning their current status was obtained by interviewing the deans of the University's instructional colleges, and in many cases, the department heads or others directly in charge of these activities. To facilitate such interviews, a special form containing a check list was employed (Appendix B). Of great assistance in this step was a recent University-wide survey of non-credit programs (pages 1 - 2).

United States Census reports and other published materials yielded information concerning the peculiar characteristics and relationships of The Ohio State University and the State of Ohio which held particular implications for Ohio State's adult education program.

Logical implications were drawn from the data obtained in the preceding steps, supplemented by pertinent philosophical quotations and faculty committee recommendations, to serve as the bases for suggestions concerning the expansion and improvement of The Ohio State University's educational programs and services for adults.
Definition of Terms

An "adult," as a client for educational programs and services, is defined as one above high school age who is not enrolled as a full-time student in any educational program.

In the United States, the term "university extension" is ordinarily used to include all the university's activities other than the campus programs of resident teaching and research. The terms "university adult education" and "university extension," are largely overlapping and are often used interchangeably in the literature. While services to adults probably represent by far the most extensive and significant university extension activities, the latter may also include full-time junior college programs, work with high school debating teams, or other services which are not primarily for adults.

General university extension (or adult education) is a widely accepted designation for the extension services of all of the academic divisions of a college of university, except Co-operative Agricultural and Home Economics Extension.

5 Morton, op. cit., p. 9.
6 Ibid., p. 36.
While The Ohio State University is carrying on a large number and variety of educational programs and services for adults, they are generally haphazard and deficient in many respects, and do not compare favorably with those maintained by other large land grant universities. The purpose of this study is to present certain recommendations and principles to serve as guidelines for the sound development of The Ohio State University's general adult education programs and services, based on a study of the educational needs of adults in Ohio, the philosophical, historical, and legal responsibility of the University for adult education, the institution's peculiar characteristics and relationships, and what other higher educational institutions are doing in this field.
CHAPTER 2

UNIVERSITY EXTENSION IN THE UNITED STATES

An appreciation of the current status attained by university extension in the United States can be gained only in the light of a general knowledge of how American universities have developed in response to social, economic, and political forces in American history. Many of the strengths and weaknesses characteristic of the extension movement today can be traced to the very roots of its evolution or even earlier.

Part 1. Background and Development

The Development of Higher Education in America

As private colleges were organized among the American colonies, they assumed the typical functions of their English counterparts—the education of clergymen and a select minority of young "gentlemen." Training of the mind through study of the classics was the ruling philosophy, and administrators took a genuine pride in the fact that their offerings were not of a utilitarian nature. Faculty members were teachers only, and were not responsible for research or the accumulation of new knowledge.
Following the Revolutionary War, a few states began to organize state institutions for higher learning. Although schools of medicine and law were attached to several of them, they remained for a long time hardly more than public colleges, patterned after their private counterparts. Carmichael remarked that relatively little difference was observed in curricula, methods, and enrollments from the time of the founding of Harvard in 1636 to the middle of the nineteenth century.

By that time, agricultural societies which had arisen and grown in influence among the predominantly rural population had began widespread agitation for scientific help and information from the colleges in many states. When the latter remained uninfluenced, these organizations turned to the government and demanded action. Such demands culminated in the passage by Congress of the Morrill Act in 1862, which endowed each state with a grant of federal land for the establishment of an "agricultural and mechanical college." The Morrill Act carried the concept that higher education was for the many rather than the few.

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4 Carmichael, loc. cit.
With the termination of the Civil War in 1865, the country entered into a phenomenal era of reconstruction and westward expansion into new territories. Sweeping technical and social advances occurred in the wake of the industrial revolution and humanitarian movements originating in Europe. The heretofore small colleges could not long withstand the pressures of the times.

The time was ripe for administrators who had studied in Germany, then considered the mecca for all who desired the highest level of training, to try out some of the innovations which they had experienced in German universities. In contrast to the scholastic philosophy, German institutions were dedicated to the scientific method for the discovery of truth in every field of knowledge. By 1875, a number of the previously small American colleges had added various scientific and technical areas to their liberal arts, English-type curricula, and had begun to experiment with various areas of specialization, thus creating a new and unique institution—the American university.5

Meanwhile, land-grant and state institutions of higher education were springing up throughout the frontier areas of the West and Middle West. Unshackled by tradition and with a peculiar

responsiveness to the public interest and will, many of these institutions became pioneers in finding ways in which they could be more useful to their constituents. Programs of vocational education in many fields were undertaken. With a new respect for science, they accepted the function of pushing back the frontiers of knowledge, and acquired paid specialists and equipment for this purpose. Thus research was added to teaching as a major university function. As state and land-grant universities grew into distinguished centers of learning, they began to take over the leadership in higher education formerly enjoyed by the private schools.

By the opening of the twentieth century, graduate work provided by the universities made them the principal source of supply for the professions. Industry and government also began to look toward them for leadership and assistance.

English and American Antecedents of University Extension

Earlier movements which were to influence the adoption of extension services by American universities were the American Lyceum, the Chautauqua, and the beginnings of university extension in England in the latter part of the nineteenth century.

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6 John R. Morton, University Extension in the United States, p. 4.
American Lyceum.--As he traveled about among the small towns of Massachusetts and Connecticut lecturing on natural science in the early 1800's, Josiah Holbrook encouraged the formation of small local groups for sustained study on subjects of common interest. Becoming enthusiastic when such groups appeared in several villages, he formulated an ambitious plan whereby these so-called "lyceums" would be broadened in scope to include discussion of public issues, promotion of common schools and libraries, and other objectives, and would be organized throughout the nation. Instruction was to be provided by group members—each person teaching the others the subject he knew best.

Although the complete organizational structure envisioned by Holbrook did not materialize, by 1831 the number of local groups had reached almost 3,000, and national conventions initiated in 1831 met for nine successive years. His plan of mutual instruction was less successful, and local talent was supplemented by paid, traveling speakers—many of whom were prominent figures of the time—as well as faculty members of various colleges. The latter, although they did not participate under college auspices, found this a means of taking their kind of learning to the people—more in spirit than in organization.

Local lyceums continued to flourish until the time of the

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John S. Noffsinger, Correspondence Schools, Lyceums, Chautauquas, pp. 99-106.
Civil War, after which those surviving emerged as literary societies and speakers bureaus. Hall-Quest observes that debating clubs and traveling libraries, descendents of which may be found in some modern university extension programs, were offshoots of the lyceum as early as 1831.8

The Chautauqua.—The Chautauqua movement was started in 1874 when John Vincent, a Methodist clergyman, and Louis Miller, an Akron, Ohio, businessman and church worker, purchased a camp site on Lake Chautauqua, New York, at which to hold summer conferences for Sunday school teachers. Beginning with the second summer, a number of secular conferences and lectures were added and college professors were employed to teach college subjects to teachers and other groups. Three years later, the Chautauqua Literary and Scientific Circle was formed to serve towns too small to support lyceums or libraries, by enrolling small local groups of persons who read suggested books according to plan and met at intervals over a four year cycle, upon completion of which they received diplomas.9

The next significant enterprise was the Chautauqua Normal School of Languages founded in 1879. Some unofficial correspondence work was started for students of the School who wished to continue


9 James Creese, The Extension of University Teaching, pp. 30-1.
their studies at home following the summer sessions.  

The culmination was reached in 1883 with the founding of the Chautauqua College of Liberal Arts and its authorization by the University of the State of New York to confer diplomas and degrees for correspondence as well as classroom work. William Rainey Harper was employed to take charge of correspondence instruction at the college. Since Chautauqua was in session only in the summers, correspondence work bearing the Chautauqua name was handled by the individual instructors, and officers of the Chautauqua enterprise exercised no supervision over the work. Nevertheless, it was successfully continued until 1900.  

Beginnings of university extension in England.—In the year 1867, a fellow of Cambridge University named James Stuart responded to a request from an association of women teachers to lecture on pedagogy in several English cities by delivering a series of eight lectures on astronomy in each location, believing that demonstration was the best method. During the course of his lectures, he developed two practices which are features of university extension work today—the use of printed syllabi and quizzes to be answered by mail. Upon the completion of each course of lectures, an examination was held.  

10 W. S. Rittner and H. F. Mallory, University Teaching by Mail, p. 17.  
11 Noffsinger, op. cit., pp. 8-11.  
12 Greese, op. cit., p. 33.
The reception accorded his lectures and subsequent requests from other groups, plus the limitations he realized in working as an individual, prompted Stuart's appeal to the University to establish a system of circuit teaching, as he had developed it, which would provide greater educational opportunities for those unable to attend the institution as full-time students. His plan called for the organization of lecture as well as examination centers. Cambridge put the plan into effect on a trial basis in 1873, and soon adopted it as permanent, placing Professor Stuart in charge. Within a few years Oxford and London Universities started similar extension lecture programs, and, eventually, all other English universities. By the beginning of the 1900's, lectures were available in any university subject and a one-hour class period was added to each session for discussion of the previous lecture. Persons earning credits in this way were granted advanced standing if they entered the university proper. It may be noted that these events were taking place contemporaneously with the advent of the universities and the Chautauqua experiments in America. The stage was being set for a transfer of the English ideas to the American scene.

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13 Hall-Quest, op. cit., p. 12.
14 Greese, op. cit., p. 34.
Development of University Extension in the United States

Despite the participation of individual college faculty members in early adult education movements, and the unquestioned respectability of the English universities which had undertaken extension programs, American higher educational institutions were generally slow to follow the example of their English counterparts.

American beginnings of university extension.—Probably the first American institution officially to conduct non-resident instruction was Illinois Wesleyan University, which as early as 1873, began offering correspondence courses for credit, even toward the Ph. D. Apparently, this isolated effort had little influence on later developments and was terminated upon criticism by the newly organized North Central Association of Colleges and Secondary Schools shortly after 1900.15

Also in 1873, the Society to Encourage Study at Home, which provided reading courses for members by correspondence, was formed in Boston. Although the Society had no institutional connections and died out after 27 years of existence, it inspired the organization in 1883 of a "correspondence University," by thirty-two professors from Johns Hopkins, Harvard, Wisconsin and other colleges, with headquarters in Ithaca, New York. The Correspondence Univer-

15 Bittner and Mallory, op. cit., p. 15.
sity attempted to apply correspondence reading course methods to a wide range of collegiate subjects, but did not try to secure a charter or confer degrees and the venture soon failed. In the meantime, however, the somewhat better organized efforts at Chautauqua had developed to the point of granting university credit for summer school and correspondence work (page 16) through an established university.

Importation of the English version of university extension.—It was in the latter part of the 1880's that reports of university extension in England began to arouse interest on this side of the Atlantic. Professor Herbert Adams, just returned from that country, addressed a convention of the American Library Association in 1887, giving a description of the work he had observed, with the result that English-type extension was soon started by the public libraries of Buffalo, Chicago, and St. Louis. The universities were generally not enthusiastic about the idea, on grounds that work which did not require full-time study at the institution possessed neither value nor academic respectability, but upon the urging of teachers, Columbia began to provide extension lectures for teachers in New York City and its vicinity in 1889, marking the first sustained, official undertaking of extension by a university in this country.

Developments were rapid over the next few years. The Philadelphia Society for the Extension of University Teaching,

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16 Hall-Quest, op. cit., p. 13.
organized in 1890, sent its secretary to observe university extension in England. At the organization's 1891 convention, at which it was renamed the American Society for University Lecturing, reports were received of extension work being carried on in twenty-eight states and territories of the United States. Although much of it was being conducted by libraries, Y.M.C.A.'s, clubs, and citizen's groups, many colleges and universities were represented at the convention. In the main, professors were either carrying on the work independently or through loose arrangements which depended upon the voluntary co-operation of the departments. The Universities of Minnesota and California at least gave official recognition to extension, and New York State appropriated $10,000 for extension work in 1891.

Extension at the University of Chicago.—In 1890, Dr. Harper of Chautauqua fame, who had been to England to observe university extension programs there, was asked to organize the new University of Chicago and to become its president. He accepted on condition that he could incorporate certain features of the Chautauqua enterprise, and when the University opened two years later, one of its five main divisions was that of University Extension. The Extension Division comprised five departments—lecture study, class study, correspondence teaching, library, and training. Unique characteristics of the Chicago plan were: (1) extension as a formal permanent
division; (2) integration of extension with other university work; and (3) regular courses for college credit made available to the public at large, on or off the campus.  

In an effort to counter the violent criticism from academic circles which he anticipated, Harper took every precaution to insure that the extension work was the equivalent of that on the campus, and only courses with campus counterparts could be given.

The fifteen lean years (1891-1906).—Despite the spectacular rise of extension work immediately preceding the turn of the century, the public interest in adult education suddenly waned, and with it the enthusiasm on the part of agencies which had been providing it. Notwithstanding the thousands of persons enrolled by the American Society for Extension Lecturing, only a very small number completed the courses. Chautauqua gave up or sharply curtailed many of its activities. Even the University of Chicago, founded amid great expectations, made few claims for the success of its extension program. By 1895, many of the universities had either wholly abandoned the work or sharply curtailed it. Kent attributes the collapse to lack of adequate finance, inflexibility of university organization, and an unwillingness to adapt to the needs and previous training of adult students. The available

17 Bittner and Mallory, op. cit., p. 18.
19 Raymond A. Kent, Higher Education in America, p. 372.
offerings were limited to lectures of a cultural nature and academic courses lifted from the regular university curricula.

The University of Wisconsin plan and the revival of university extension.—In 1906, the University of Wisconsin effected a bold departure from the prevailing conception of university extension which was limited, literally, to an extension of university teaching to those who might wish to attend the institution but could not afford to. The Wisconsin program was founded upon the principle that a state university has a special and much broader obligation to its constituents. Developing this philosophy in terms of university extension, President Van Hise said:

If a university is to have as its ideal, service on the broadest basis, it cannot escape taking on the function of carrying knowledge to the people. The work of carrying knowledge to the people is one of enormous magnitude and not inferior in importance or in opposition to the functions of the university earlier recognised—those of instruction and research.20

Van Hise charged that objections to this principle on grounds that it would involve work not of college grade were based on tradition only, and "whether it is the function of the university should be decided by the simple criterion as to whether the university is the best fitted instrument to do this work."21

20 Charles R. Van Hise, "The University Extension Function in the Modern University," Proceedings of the National University Extension Association, 1915, pp. 9, 21. (Hereafter, this series of publications will be referred to as "NUEA Proceedings.")

Director Louis Reber, describing Wisconsin's extension program an an effort to make the University's campus coterminous with the boundaries of the state, challenged:

Right or wrong, you find here a type of university extension that does not disdain the simplest forms of service. Literally carrying the University to the homes of the people, it attempts to give them what they need—be it the last word in expert advice; courses of study carrying university credit; or easy lessons in cooking and sewing.22

Privately endowed as well as state universities soon followed Wisconsin's lead. "Between 1906 and 1913, twenty-eight universities organized extension divisions and twenty-one reorganized departments which, during 'the fifteen lean years,' had been abandoned or neglected."23 The main feature of this period of reorganization was the establishment of administrative units for extension work. Van Hise estimated that by 1915, thirty or more state universities had organized extension divisions under a permanent director or administrative committee, thus giving extension official status as a university function.24

Early extension programs were confined largely to extension classes and correspondence courses, lectures, and conference

23 Creese, op. cit., p. 55.
24 Ibid.
activities. The emphasis was placed upon subject matter, mainly in the areas of general education, agriculture, and engineering. Millions of Americans, however, were finding themselves projected from a relatively simple existence into a rapidly changing environment of industrialization and urbanization which faced them with ever-increasing complexities. In contrast to the conditions in socially-stratified Europe, Americans found personal achievement possible through the acquisition of appropriate knowledge, skills, and cultural attributes. Advances in science forced professionals to seek means of keeping up-to-date and acquiring specialized training among various sub-areas of their fields. On the other hand, social and economic problems appeared which were far beyond the ability of individuals to understand or control.

Under these circumstances it was natural for persons unable to participate in the traditional campus programs to insist that the universities, especially public ones, provide comparable services at convenient locations and times, and for interested groups to demand direct assistance with their problems and needs. At the same time, the revolutionary development of the universities according to a more practical philosophy of education into immense concentrations of resources and technical knowledge, made them somewhat more willing and definitely more able to oblige. Rather than being pre-occupied with subject matter, the new extension divisions were more concerned with the interests to be served
and ways in which to carry out their responsibilities.

As a result of the above factors, both the types of services offered and the subject matter areas involved began to expand rapidly about 1910. Library lending and information services, cultural activities (art, drama, music), visual aids services, and specialized assistance to communities and various groups, quickly became established as extension services.25

Subject matter areas available through extension were soon expanded into the field of medical science, law, business administration, nursing, and home economics. These expansions in services and subject matter areas were accompanied by proportionate increases in types and numbers of clientele served. Business and industrial groups, community agencies, municipal and state officials, various civic organizations, and public schools, as well as individuals, became clients of university extension.26

**Agricultural extension and the Co-operative Extension Service**.— Although the Morrill Act gave land-grant colleges a great amount of responsibility toward agriculture, the new institutions had little to offer in the way of practical agricultural science until Congress passed the Hatch Act of 1887, which provided a federal


26 Ibid., pp. 21-2.
subsidy for agricultural experiment stations in every land-grant college.

Despite these provisions, the unco-ordinated efforts of colleges, experiment stations, school systems, farm organizations, and other agencies to distribute agricultural information had little effect in improving agricultural practices at the "grass roots." Accordingly, Congress passed the Smith-Lever Act in 1914, which provided rural areas with an agricultural extension service to be planned, financed, and carried out on a co-operative basis by the United States Department of Agriculture, the states through their land-grant colleges, and the counties through local groups, sponsoring boards, or county governing bodies.\(^{27}\) The Co-operative Extension Service has grown rapidly, with the aid of successively increased appropriations, to become the largest tax-supported adult education program in the world.

When the Co-operative Extension Service was established in 1914, practically all of the institutions concerned decided to create new departments for agricultural and home economics extension, even though many had already established university extension units. Thus, two separate extension programs, alike in many respects, grew side by side on many campuses. The report of a nation-wide

A survey of land-grant colleges and universities in 1930 disclosed that nine institutions having retained both types of extension under a single head offered practically no general extension work, so there was no problem of co-ordination. Administrators groped for a term to include all extension activities not carried on under the Smith-Lever Act provisions, and arrived at that of "general university extension."

The agricultural extension program exerted great influence on other extra-mural activities. It demonstrated the advantages of research and the application of science to practical problems, and the potential role of the university in such matters. The program did not strive for academic responsibility, but, ignoring the controversy over what constituted work of "college grade," attempted to translate science into action by a host of methods new to the campus. It stimulated other groups to demand services from the universities. Business and industrial groups soon began to collaborate with colleges and universities to build up facilities for research in the engineering and physical sciences, and, to a lesser extent, in the social sciences.

Growth of general university extension.--Meanwhile, general university extension (hereafter termed university extension, or


29 Morton, op. cit., p. 6.
simply extension) continued to grow in numbers of extension divisions formed, in the addition of new services, in subject matter involved, and in clientele served.

In 1915, representatives of twenty-two general university extension divisions met to form the National University Extension Association. Thirty years later the membership had trebled, with the affiliation of several private as well as state universities, and in 1954 it included a total of 75 colleges and universities distributed throughout almost every state and Hawaii plus the Massachusetts and Oregon State divisions in charge of extension. The Ohio State University is a notable exception among the 57 state and land grant institutions which comprise the majority of the membership.

The defined purpose of the Association (designated hereafter as the NUEA) is "the maintenance of an official and authorized organization through which colleges and universities engaged in educational extension work may confer for the development and promotion of the best ideals, methods, and standards." The Association functions mainly through the work of a large number of committees concerned with various aspects of university extension and annual meetings held at member institutions. The NUEA has

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30 NUEA Proceedings, 1940, p. 15.
served to stimulate the establishment of extension divisions among colleges and universities which were not qualified as charter members, and has been responsible for a wide exchange of policies and practices throughout the country. Regional training courses for extension workers have been sponsored by the NUEA with foundation help.\(^{31}\) Over the years, the Association has devoted much of its attention to standards for institutional recognition of extension credit, and has been accused of neglecting experimentation with new methods and techniques.\(^{32}\)

With the development of the newer media, film services and broadcasting were undertaken by many colleges and universities, thus completing the present-day, basic form of extension services classified by Morton as follows:\(^{33}\)

1. Correspondence teaching
2. Lecture services
3. Summer school programs
4. Extension classes
5. Press and publication services


\(^{32}\) Greese, *op. cit.*, p. 57.

6. Evening school and resident center activities
7. Library lending services
8. Film and visual aid services
9. Conference institute, and short course activities
10. Broadcasting services
11. Special services for communities, institutions, and other interest and professional groups.

Although subsequent refinements have been made, the die appears to have been cast, about 1925, for the organization and other aspects of university extension as well. Addressing a meeting of adult educators in 1940, Professor W. S. Bittner, Secretary of the NUEA, commented:

.... the thirty or forty years of university extension in the United States have completed a period in the sense that now there is nothing significantly new, no particularly important innovation apparent either in the philosophy or the practice of university extension. It has a traditional pattern showing little evidence of reshaping.34

While certain common characteristics were bound to emerge as the result of common experiences, exchange of ideas, and service to similar types of clientele, extension programs have not developed uniformly among the various institutions. A number of writers emphasize that these activities have grown as an integral part of each institution according to its own peculiar set of surrounding

34 Quoted from Creese, op. cit., p. 58.
circumstances, giving each extension program a more or less individual character with respect to aim, content, and methods of operation.

**Additional influences on the growth of extension.**—Most of the significant influences upon the basic development of university extension have been discussed—the antecedent movements, the growth of American universities and the philosophy which led to their adoption of the service function, social and economic conditions which resulted in public demands for university services, the agricultural extension service, and the NUEA—but there are others which should not be overlooked.

As early as 1915, Reber conducted a survey for the United States Bureau of Education from which he concluded that among the conditions effecting the "rapidity or completeness" with which university extension had been introduced were: (1) the absence of regulations or provisions for extension work, which, consequently, tended to follow the lines of least resistence; (2) financial limitations, which resulted in a tendency for development only in remunerative areas; and (3) ease of adaption—extension programs for teachers, for example, could be easily arranged.\(^{35}\) Reber's observations are equally valid when applied to present-day conditions.

Although repeated attempts have been made by the NUEA and other groups to obtain federal financial support for general extension, little

consideration has greeted their efforts to date.

The general adult education movement has been another important and pervasive influence. With the founding of the American Association for Adult Education in 1926, university extension personnel were elected to positions of leadership in the Association and its local counterparts which brought them into contact with leaders of adult education in a variety of agencies representing the entire range of media and methods for adult instruction. As a result of the Ford Foundation's interest in the movement, colleges and universities have benefitted from extensive research and technical assistance programs, especially in the field of liberal education for adults, radio, and television.

World War II university training programs demonstrated the effectiveness of special educational programs in accelerating production, and gave university staff members valuable experience in the application of scientific knowledge to practical problems. Following the War, almost two million veterans utilized extension services, and unprecedented additional revenues and public support enabled many universities for the first time to secure adequate extension staffs and facilities. Moreover, these wartime and veteran's programs served to acquaint millions of additional persons with university extension services.

If one were asked to select the single factor which has had the most consequence in the development of university extension, the task would not be difficult. From the very inception of the movement and throughout its history, one predominant, pervasive force has been evident—that of public demand. Morton asserts that "The pattern of university extension in the United States has generally developed as a result of demands made upon the universities by their supporters."  

Part 2. Present Status

The Present Status of University Extension in American Higher Educational Institutions

In 1941, a total of 431 colleges and universities, or roughly one-fourth of the total number of recognized higher educational institutions in the United States reported that they were sponsoring organized extension activities. The programs of more than 60 percent involved off-campus instruction. Morton pointed out that "practically all American colleges and universities now try to

37 Morton, op. cit., p. 131.

offer some services to the general public. 39

Despite the large number of institutions carrying on extension work, the quality and extent of the activities being carried on by many are rather insignificant when subjected to closer scrutiny. McCracken and Hendrickson requested information concerning extension carried on by a selected cross-sectional sampling of colleges and small universities, in 1950. While 85 per cent of the 48 replying institutions indicated some participation in community programs, only 44 per cent reported established and continuing programs. Thirty-one per cent reported that their programs functioned irregularly, while 10 per cent stated that theirs were in the experimental stage. The remaining 15 per cent reported no organized community participation. 40 The present membership of the NUEA probably includes all of the colleges and universities having extensive, diversified, well-organized, general extension programs, therefore, the rather comprehensive data made available by Morton's recent study and other sources concerning the programs of NUEA institutions provide a fairly adequate picture of the status of university extension in the United States.

39 Morton, op. cit., p. viii.

University extension cannot be said to possess a single set of specific goals, since the aims and purposes of extension programs vary with those of the individual institutions of which they are integral parts. A certain unifying force has been provided, however, by the general aims of education for which all universities are striving.

Purposes of university extension.—Morton found extension directors in substantial agreement that the primary underlying purpose of their work was "to expand the services of the parent institution by making its physical facilities and faculties available to the supporting communities in every possible way."^41 Said Adolphson: "The modern university is a broad and deep reservoir of specialized talent, knowledge, resources, and facilities. Its essential role in adult education is to bring this unique reservoir within reach of its adult constituency."^42

Much disagreement is evident, however, in the matter of defining what a university should consider its field of service. Bittner states that there have been, and still are, two somewhat distinct conceptions.

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[^41]: Morton, op. cit., p. 27.
In Bittner's words:

The one is the broad view which makes the university responsible for extension in any field of education, not merely "higher education," wherever there is need for revitalization of the old, or a gap or lack in the new. The other conception, which has been aptly characterized as a laissez-faire policy, does not stress organizational drive or comprehensive sweep, but holds rather that extension should come naturally from a dynamic life overflowing the limits of the campus.43

Morton submitted a list of suggested criteria to fifty-one extension heads to obtain their reactions concerning what kinds of extension programs and services the university should undertake. The two concepts cited by Bittner were manifest in the results. Although the majority believed that services should be confined to areas in which the institution maintains instructional services and competent leadership, a substantial number took exception to this rule. Sentiment for and against the requirement that offerings be of "college grade" was almost equally divided, although definitions of college level work solicited in connection with this item were considered inadequate by Morton. While almost all respondents agreed that offerings should be in the "public interest," the same general inability to define the term was noted. Morton found somewhat less agreement with the proposition that extension activities should be related to research carried on by the parent institution. There

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was a fairly strong belief that universities have the responsibility for supplementing educational programs already in existence in order to provide services in significant areas where no such services are now available. There was general agreement that many areas of service vital to the public interest had to be neglected because they failed to bring in needed revenue.

The role of the extension staff and organization.--In the light of his study among NUEA member institutions, Morton became convinced that the critical factor in extending the resources of the university was not the subject matter involved, but the interests and needs of adults concerned and the arrangements under which they were willing and able to use these resources. Such considerations represent the specialized area in which university extension staffs have particular contributions to make to their own institutions.

Experience has shown that effective extension services require an administrative agency which can (1) provide continuing administrative and financial support, (2) co-ordinate the institutional resources to provide the most effective services possible, and (3) maintain relationships between the university and the groups to be served.

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46 Ibid., p. 34.
47 Ibid., pp. 34-5.
Because the extension division's role is not well enough understood, even within many institutions having such organizations, various colleges and departments frequently attempt to "go it alone."

Addressing NUEA delegates, Morton remarked "I have found that most universities are providing extension services through many other branches whose staff know nothing about adult methods. Many institutions are strewn with the bones of such services." 48

Organisation

The lack of uniformity in university extension is particularly noticeable with respect to the organization of these services among the various institutions, although a number of common relationships involved are causing a growing amount of concern.

Administrative patterns.--The place of extension divisions in the administrative organizations of fifty-one universities are shown in Table 1, as disclosed by Morton's study. Most institutions have placed the extension organization on a co-ordinate basis with their other major divisions, such as schools and colleges.

Many variations were found within these categories. One large extension organization reported that each undergraduate school had a director of extension with a staff which was co-ordinated by the

Table 1

PLACE OF EXTENSION ORGANIZATIONS IN ADMINISTRATIVE ARRANGEMENTS OF 51 UNIVERSITIES*

<table>
<thead>
<tr>
<th>Place in Administrative Arrangement</th>
<th>Frequency</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Major division of university</td>
<td>48</td>
<td>94.1</td>
</tr>
<tr>
<td>A. Directly responsible to chief officer (37)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B. Directly responsible to vice president or dean of faculties (10)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C. Directly responsible to State Board of Higher Education (1)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Departmental status</td>
<td>2</td>
<td>3.9</td>
</tr>
<tr>
<td>A. Responsible to dean of education (1)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B. Director member of highest faculty body and responsible directly to president (1)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Separate entity, with full instructional as well as administrative responsibilities, directly responsible to State Board of Higher Education</td>
<td>1</td>
<td>2.0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>51</td>
<td>100.0</td>
</tr>
</tbody>
</table>

* Morton, op. cit., p. 38, Table 20.
General Extension Office. One university maintained a separate, independent extension organization for each of its ten colleges in addition to a separate evening college. Another, with a very large program, was operating its extension organization with a small administrative group of less than half a dozen persons, lodging a large part of the administrative responsibility for each project in some member of the subject matter staff taking part therein. 49 A few administrative organizations existed on a statewide basis.

Relationships of extension organizations within the university and with other institutions and agencies.—Extension divisions are related to the university administration and to instructional and service divisions of the institution in various ways. Dey found that 64 member institutions of the NUEA had established university-wide policy making councils for extension matters. In addition to serving as an administrative link in the university organization, such committees usually proved of value in co-ordinating the total extension effort. 50

Extension organizations are further integrated with the academic divisions through operating policies and procedures concerning their respective roles in such matters as approval and


planning of programs, handling of administrative details, and selection and approval of instructors for extension programs. While some institutions have attempted to spell out such relationships in detail, with organizational charts and regulations governing lines of authority and fixing responsibilities, others have relied upon voluntary, informal working agreements to accomplish the same ends.

Extension divisions are usually integrated with various service divisions of the university for the administration of such functions as financial accounting, library services, admitting and keeping records for students seeking credit, acquisition and maintenance of equipment and supplies, and sales of textbooks.

A number of methods for achieving co-ordination among institutions carrying on extension programs in the same state have been tried, although 66 institutions or 68 per cent of those studied by Dey in 1952 reported no formal arrangements for this purpose. In the states of Massachusetts, Oregon, Georgia, and North Carolina, which have a single controlling board for all state higher educational institutions, there is a single, state-wide extension organization into which all state colleges and universities having extension programs are integrated. In some of these instances, the voluntary

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51 Dey, op. cit., p. 169, Table 66.
co-operation of private institutions is encouraged.

In most states, efforts at state-wide co-ordination have been on a much smaller and less formal basis. Several specific examples will be discussed in Chapter 6.

Although there is apparently no movement on foot to unify the administration of general and agricultural extension, there is evidence of increasing interest in the development of co-operative relationships between the two. At Michigan State University, the former dean of the general extension division was recently promoted to vice-president and assigned supervisory responsibilities for both general and agricultural extension. The Universities of Wisconsin and Pennsylvania State, which have both types of extension, are looking into the problem of how to establish desirable relationships. Much of this concern is due to the rapidly increasing proportion of rural-non-farm population which lies within the province of both services.

A number of Smith-Hughes vocational education services go beyond the secondary school level and are conducted by staff members of state universities. These activities may touch closely or duplicate university extension services. Morton reports that in a few states, the leaders of vocational education and university extension programs have worked out carefully planned relationships advantageous to all concerned. 52

Organization of specific services.—Commenting upon a comprehensive list of extension services which he had compiled (pages 31-2), Morton remarked that "Few institutions maintain all of these services, but all universities carrying on extension programs have some combination of them." The extent to which the fifty-one institutions studied by Morton maintained such services and the ways in which funds were budgeted for administering them are shown in Table 2. Correspondence study, armed forces educational service, and labor education were invariably included within extension divisions. Most other types were usually within extension divisions but were sometimes organized independently. Notable exceptions among the more common services were radio broadcasting services, approximately half of which were independent, and television broadcasting services, 10 of a total of 16 of which were separate from extension organizations.

Somewhat less than half these institutions required that all extra-mural or special services be handled by the university extension organizations. Several others made such exemptions as non-credit offerings, college of education programs, on-campus classes, consulting services, or those for which no university recognition or financial support was sought. Sixteen institutions had no definite policies and one allowed departments complete freedom to carry on

53 Ibid., p. 131.
Table 2

<table>
<thead>
<tr>
<th>Services</th>
<th>Within Extension Organization</th>
<th>Full-time or Part-time</th>
<th>Director</th>
<th>Unit</th>
<th>Part of a Larger Unit</th>
<th>Director</th>
<th>Unit</th>
<th>Outside Extension Organization</th>
<th>Director</th>
<th>Unit</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extension services</td>
<td></td>
<td></td>
<td>2</td>
<td>7</td>
<td></td>
<td>2</td>
<td>7</td>
<td>12</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conference</td>
<td></td>
<td></td>
<td>14</td>
<td>5</td>
<td></td>
<td>2</td>
<td>7</td>
<td>26</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Extra-mural services for university</td>
<td></td>
<td></td>
<td>2</td>
<td>2</td>
<td></td>
<td>2</td>
<td>7</td>
<td>52</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Visual aids</td>
<td></td>
<td></td>
<td>24</td>
<td>7</td>
<td></td>
<td>2</td>
<td>7</td>
<td>31</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Correspondence study</td>
<td></td>
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*Worton, op. cit., pp. 11-2, Table 21. There are some discrepancies between these data, which the author apparently received from university administrative officers, and others obtained directly from extension divisions, which he employed in subsequent parts of his report. This may be wholly or partly due to listings of duplicate services, for example, a single institution may operate two separate visual aid services—one for campus instruction and the other for extension.
their own services.

Following are descriptions of the character, extent, and some of the critical problems connected with the various types of university extension services.

**Correspondence instruction.**—One of the earliest university extension services, correspondence teaching has remained an important part of the program of most university extension divisions. Approximately 175,000 persons are currently enrolled by about 150 colleges and universities which offer correspondence study, including 53 members of the NUEA. Data received by Morton from 39 of these institutions concerning the levels of their courses, numbers of courses offered, and numbers of students enrolled, are shown in Table 3.

The vast majority of users were beginning or continuing to work toward degrees by taking credit courses based upon those offered on the campus. Those enrolled in high-school courses were mostly adults completing high school educations or removing college entrance deficiencies; however, many were public school pupils receiving some type of supervised correspondence instruction to compensate for teacher shortages or limited programs of small

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54 Morton, op. cit., p. 13, Table 22.


Table 3

TYPES AND AVERAGE NUMBERS OF CORRESPONDENCE COURSES OFFERED BY 39 UNIVERSITIES WITH 1951-52 ENROLLMENT FIGURES*

<table>
<thead>
<tr>
<th>Level of Instruction</th>
<th>Number of Institutions</th>
<th>Average Number Courses per Institution</th>
<th>Total enrollment</th>
</tr>
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<td>College Credit</td>
<td>38</td>
<td>55</td>
<td>85,822</td>
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<tr>
<td>High School Credit</td>
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<td>147</td>
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<td>Other (Non-Credit)</td>
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<td>11,402</td>
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<tr>
<td>TOTAL</td>
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<td></td>
<td>119,890</td>
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</table>

* Morton, *op. cit.*, pp. 46-7, Tables 26-7. Although data concerning the average number of courses is not based upon the identical list of institutions represented by the preceding column, they are adequate for the purpose of this study.

In 1954, nine member institutions of the NUEA offered entire four-year high school courses and two offered grade school courses.

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Non-credit correspondence courses were offered for purposes of on-the-job personal or professional advancement, recreation, or general education.59

Bittner points out that correspondence teaching is a supplementary method rather than a closed or complete school system. It allows individuals, regardless of location and time available, to study at their own rates of speed and at their own convenience.60

Newer developments in correspondence teaching include the provision of laboratory materials kits and audio-visual aids to students, tie-ups with radio and TV educational programs, supervised study groups in schools and industry, and the basing of certain types of courses on inexpensive, mass-produced, paper bound books. Even though non-credit correspondence courses are on the increase, authorities criticize present inadequacies in this respect, and some believe that in this relatively unexplored area lies the real future of university correspondence instruction.

Extension classes.—Extension classes began to develop extensively about 1920, and today they form the backbone of most university extension programs. Extension classes are usually

58 National University Extension Association, Guide to Correspondence Study, op. cit., pp. 41, 47.

59 Morton, op. cit., p. 44.

60 Walton S. Bittner, "University Teaching by Correspondence," Handbook of Adult Education in the United States, p. 223.
scheduled in the late afternoons or evenings and sometimes on Saturdays. They may be held on the campus or at locations far removed from the campus.

Morton reported that in 1951-52, 57 member institutions of the NUEA offered extension classes, in which the total enrollment was more than 325,000 persons. Data received from 47 of these schools showed an average of 247.5 classes per institution, enrolling an average of 4,762 persons per institution or 19.2 per class.61 The President's Commission on Higher Education discovered that most institutions having extension class programs provided both undergraduate and graduate level courses, although the latter comprised only about one per cent of the total.62

In many institutions, too little attempt is made to adapt the content of extension class courses which are based on regular campus courses to the particular needs and backgrounds of adult students. While some of this difficulty is being overcome by the addition of non-credit offerings, the development of the latter has been slow, partly because of an unwarranted stigma against the term "non-credit" as connoting low quality. Another criticism is centered on the piecemeal nature of most extension class programs.


Lecture Services.--During the early history of university extension, courses or series of public lectures given by faculty members and sponsored by the universities comprised one of the most important extension services. The newer mass media and commercial lecture and entertainment bureaus have led to this type of service being largely replaced by occasional lectures arranged with specific groups.

Several universities still maintain large and active lecture services, drawing not only upon faculty members and students but also upon professional lecturers, dramatic performers, and musical artists as well. Results of a survey conducted by the NUEA Committee on Lectures and Conferences in 1948 which indicate the current extent and variety of such activities are summarized in Table 4.

Table 4

<table>
<thead>
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<th>Activity</th>
<th>Number of Institutions</th>
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<td>Lectures and demonstrations</td>
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<tr>
<td>Commencement speakers</td>
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<tr>
<td>Forums</td>
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<td>Musicales</td>
<td>16</td>
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<tr>
<td>Arts and dramatics</td>
<td>11</td>
</tr>
<tr>
<td>On-campus services</td>
<td>11</td>
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</table>


Some institutions have recently adopted variations of a "Talk-of-the-Month" plan originated by the University of Kansas, whereby voluntary clubs, each enrolling 100 or more couples, are formed in local communities to support series of lectures given during the winter months. 64

Library materials lending services.—At least 35 member institutions of the NUEA maintain library lending services. Seventeen of these services reported having served more than 300,000 persons in 1951-52. 65

The principal functions of lending libraries are to provide printed materials and advisory services through the mail. They are most useful to persons living in areas where local library services are inadequate or not available and to those needing specialized materials normally kept only in pamphlet or clipping files of larger libraries. The most frequent users are study club groups wanting resource materials on specific topics or assistance in program planning. Lending libraries sometimes supplement the facilities of local schools and other educational institutions, including local libraries with limited resources. Several make book loans to individuals not having access to other libraries. About half the library lending services provide the


65 Morton, op. cit., p. 46.
necessary library materials for other extension activities offered by their institutions. In a few universities, this last type of services is provided by a separate agency maintained in addition to the library lending service, but in most, a single agency performs all these functions.66

Audio-visual aid services.---Audio visual aid services usually (1) maintain libraries of specialized types of films, filmstrips, slides, recordings, and exhibits unavailable in local libraries; (2) instruct educational leaders in the preparation and use of visual aids; and (3) about two of every three also produce films and other visual materials from time to time.67

Twenty-five NUEA members provided visual aids services for audiences totalling more than 25 million people in 1951-52. Three-fourths of the time and effort involved was devoted to public school services. Other users were industrial groups, church groups, study clubs, and other organizations. Lending and production of films and other visual materials, projection of films, and photographic services for campus use, have become traditional intra-mural functions of most university extension visual aid services.68 Recent developments in the way of 2X2 kodachrome slides, tape recordings, and opaque projectors are significant for

66 Morton, op. cit., p. 50.
67 Ibid., p. 51.
68 Ibid., pp. 51-3.
these services, although their use appears to be progressing very slowly.

Conferences, institutes, and short courses.—Although conference activities were among the earliest forms of extension, their phenomenal period of growth has occurred during the past thirty years, as the result of persistent requests by many different groups. In general they involve short periods of study concerning matters of importance to the participants, arranged for the purpose of using university facilities and staff to impart new insights or skills.69

Thirty-five institutions reported to Morton a total of 3,807 conferences held during 1951-52, enrolling approximately 400,000 persons in all. The average number of conferences per institution was 109 and the average enrollment 11,358. Over 88 per cent of these activities were developed and administered by the extension organization.70

A study by the NUEA revealed that, in most cases, needs for conferences originated within departments or divisions of the university, although there were wide variations in this respect among individual institutions.71 Morton found that slightly over half of all conferences were held on university campuses. Approxi-

69 Morton, op. cit., p. 54.

70 Ibid.

mately one out of every five was being continued or repeated from year to year. 72

A much debated question of policy, according to Morton, was whether or not conference activities should be sponsored by a university or allowed on its campus when the institution serves merely as a landlord and has no hand in planning the program. Opinion on this question was about equally divided, indicating a need for further study.73

Extension centers, branches, and evening colleges.—One of the major developments in universities during the past 30 years has been the establishment of off-campus resident facilities variously called extension centers, branches, evening colleges, or university colleges. Although there is much confusion among these terms, an extension center is usually thought of as a place away from the university seat where the university maintains small administrative and instructional staffs and has permanent use of some physical facilities. Similar arrangements on a large scale, where the university generally maintains sizable staffs and owns extensive facilities, are usually considered as branches of the parent institutions. Extension centers often limit their programs to one or two years of college work while branches usually offer at

72 Morton, op. cit., p. 55.
73 Ibid.
least two years as a minimum. Either type may offer as much as four full years or even more, however. Extension centers and branches may schedule full-time programs during the daytime, part-time programs in the late afternoons and evenings, or both, depending upon the nature of the offerings and the employment status of the clientele served.74

Evening or university colleges are usually situated in the same city as the parent institution, either at a downtown location or on the campus in regular classroom buildings. Programs designed to give fully and partially employed persons the opportunity for a university education on a part-time basis are usually scheduled in the late afternoons, evenings, and Saturday mornings, in order not to conflict with the day school campus program.75

Although regular degree-credit courses and curricula are predominant among the offerings of most extension centers, branches, and evening colleges, a growing concern for the needs of persons who are not interested in the baccalaureate or any kind of credit program is reflected by an increasing number of non-credit activities and terminal programs of various types. Some universities have established terminal engineering programs in permanently organized off-campus centers under the control of the extension division. In 1953, extensive data collected by the NUEA from eight of these

75 Ibid., p. 58.
technical institutes showed that they were generally located in urban areas varying in size from 20,000 to 500,000 population. Five offered full-time day programs of two years duration and six offered comparable programs on a part-time evening basis. The high cost of laboratory facilities needed for these programs was considered the principal deterrent to their further expansion.  

Of 62 NUEA members responding to Dey's inquiry, 48 maintained extension centers operated by their extension organizations. Five universities operated one center each while one had 18 and another 16. The median number was 4.4. Relationships with campus instructional and service divisions of the parent institution, which were described in the earlier section dealing with organization, were maintained through the extension organization.

The Universities of Maryland, California, and Louisiana State have a unique arrangement with the Armed Forces whereby they maintain centers at American military installations overseas, with the assistance of Armed Forces Information and Education divisions. Morton, combining data for all types of centers, branches and evening colleges, reported that 23 NUEA members were serving a total of some 480,000 persons by these means. One-third of their centers were within 50 miles of the parent institution, one-half


77 Dey, op. cit., p. 149.
were within 100 miles, but one-fifth were from 200 to 700 miles distant. One out of every three was found in a population area of less than 100,000 and the same proportion in areas having more than 300,000.78

Upon rare occasions conflicts have arisen between centers and the parent institution, due to misunderstandings of their respective roles, however, authorities agree that such difficulties are easily avoided. As in the case of extension classes, there is the problem of how to maintain adequate supervision by subject matter divisions where centers are distant from the campus.

Broadcasting services.—In 1954, 20 higher educational institutions were operating AM educational radio broadcasting stations and 60 were operating FM educational stations.79 As of September, 1955, six universities had educational television stations on the air, another had one under construction, four had applications pending, and many others were co-operating with local boards of education which held licenses or had filed applications for them.80 Some institutions maintain only studios from which radio or television programs are broadcast over commercial stations.

In a survey by the Committee on Radio of the NUEA, to which 49

78 Morton, op. cit., p. 58.
79 National Association of Educational Broadcasters, Directory of Members, October 1, 1954.
80 Joint Committee on Educational Television, Factsheet for Educational Journals, September 15, 1955.
institutions responded, 11 indicated that their radio department was a separate unit, 13 that it functioned under the extension division, four operated under information service, and those remaining were scattered in various other university divisions.

When asked by Morton to give the primary purpose of their activities, directors of broadcasting gave the following reasons, ranked in order of frequency: (1) direct and continuous contribution to adult education, (2) public relations, and (3) broadcasting experience for students. It is estimated that between 35 and 50 million people receive regularly some type of broadcast from a university broadcasting service. Directors of university radio broadcasting services reported that 80 per cent of their programs were designed for adult audiences, with less than 10 per cent planned for children. Television programming appears to be following the same trend, as shown by a recent analysis of program logs for the first four college-operated educational TV stations.

As of February, 1954, at least nine NUEA member institutions were offering regular college courses for credit via radio or television and several others were planning such programs. Others

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82 Morton, op. cit., p. 59.

were offering similar courses without provisions for credit. Several states are attempting to form educational television networks in order to reach more people, make maximum resources available, and economize on operation. One of the principal difficulties facing educational broadcasters is that of convincing other faculty members and the public that the small select audiences characteristic of most educational programs justify such services, especially since the required revenues cannot be collected directly from the users.

**Services to agencies and to organized groups.**—An area of university extension which has grown tremendously in importance and scope, but is less defined than those heretofore discussed, is one involving many direct and specific relationships between universities and various agencies and organized groups.

For example, universities have placed upon their staffs persons proficient in fields of value to business and industrial interests, to give such groups access to the entire resources of the institution. Similarly, leaders trained in various professions have been attached to university staffs with authorization to devote a part of their time to the continuing education of professional workers.

Continuous and systematic training services for public service employees have been made possible through relationships between

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universities and government agencies, few of which could afford the full-time services of persons qualified to conduct effective training programs.

Mutual advantages have accrued from the pooling of university resources with those of parent-teacher organizations, study clubs, and other voluntary associations. Through such relationships the latter are able to obtain needed services at a reasonable cost to help them in carrying out objectives which often closely parallel those of the university.

A number of universities have developed services to aid communities in self-study and improvement with respect to such areas as recreation, public health, physical planning, and increased economic productivity.

The extension organization is accepted in almost every instance as the most practical instrumentality through which the university can develop and carry on such co-operative projects, according to Morton.85

Other university extension services.—In a few universities, summer sessions or press and publications services are administered by the university extension organization or some of its staff.86 Such instances can probably be attributed largely to historical accident.

85 Morton, op. cit., pp. 60-3
86 Ibid., pp. 40, 43.
Extension organizations in many institutions have traditionally been expected to provide some services to the regular campus staffs in areas such as audio-visual aids, counseling, publicity, public relations, and securing artistic, musical, and dramatic talent.87

Facilities

In the past, facilities used for university extension were those for which the university had no other use, or which local communities could make available, even though they were not suited for adult education. Since World War II, however, many extension organizations have been able to purchase, remodel, or build various types of suitable facilities to meet at least some of their requirements.

Morton reported that during the last ten years approximately one-third of the extension organizations involved in his study had moved into new office space on their campuses.

He found that while almost half the facilities used by extension centers were in public high school buildings, more than 40 per cent were in buildings constructed or converted especially for this purpose. More than half of all extension classes met in public school buildings and approximately one-third met in buildings owned

87 Ibid., pp. 53-4, Table 35.
by the university.

The remainder of extension centers and classes were housed in such facilities as hospitals, municipal or state buildings, and buildings of other colleges. About one-third of the center facilities were owned by the university, approximately the same proportion were leased or rented, and about one-fourth were provided without charge by local community agencies. 88

More than half the library lending services studied by Morton maintained collections of materials separate from the main campus library, although about 40 per cent indicated that their materials belonged to the main library. Some of these services maintained library materials for students of other extension activities and others did not. 89

Conference activities ordinarily require housing, eating arrangements, and conference rooms, close enough to each other to be convenient and to prevent unreasonable loss of time. One of every three institutions reported to Morton that there were no facilities available for conferences except during the summer. Among the other two-thirds, conferences enrolling as many as 1,000 could be accommodated, but the median number which could be accommodated was no more than 50 to 75, with 80 per cent of the space

88 Ibid., pp. 65-6.

89 Ibid., p. 66.
available for sleeping quarters scattered through student dormitories. Only about one of six reported fairly adequate facilities available from ten to twelve months of the year.  

Two institutions have constructed buildings especially for this purpose on their campuses. The University of Minnesota's three story fireproof brick structure is a residence college with lounge, library, chapel, seminar and classrooms, dining room, dormitory to sleep 78 persons, and a heated garage in connection. Michigan State's Kellogg Center, newer and larger still, has 193 twin-bed guest rooms, dining facilities, an auditorium, conference rooms and a 350-car parking lot. The Universities of Georgia and Purdue are adding new conference centers to their plants.

Staffs

The numbers of persons engaged full-time in extension work as administrators or instructors are generally small, with much dependence being placed upon assistance from various other campus faculty members and divisions.

Administrative staffs.—Morton found that administrative staffs of extension organizations usually consisted of a chief officer and seven to ten associates. Administrative staffs did not exceed ten
persons in two-thirds of a total of 51 universities, although the numbers so employed among the remaining one-third ranged as high as 45.\textsuperscript{91}

Among 65 institutions surveyed by Dey, two of the chief officers of university extension divisions held status equivalent to that of vice-president, 39 were deans or the equivalent, and 21 held the status of director or the equivalent.\textsuperscript{92}

In the largest extension organizations, administrative staff members were sometimes responsible for one or more functions but more often for general administrative matters in certain geographical areas.\textsuperscript{93} In some universities, undergraduate colleges and departments maintained liaison officers with the extension division whose extension duties included helping to organize courses, providing instructors, and helping to supervise instruction.\textsuperscript{94}

**Instructional staffs.**—Less than half the institutions reporting to Morton employed any full-time instructional staff for extension activities. Of 33 universities which did employ full-time extension instructors, about two-thirds employed ten or fewer full-time persons each. Among the remainder, numbers of full-time extension instructors

\textsuperscript{91} Ibid., pp. 73-4.

\textsuperscript{92} Dey, op. cit., pp. 85-91.

\textsuperscript{93} Morton, op. cit., p. 74.

\textsuperscript{94} Dey, op. cit., pp. 31, 120, 123.
ranged as high as 200.\textsuperscript{95} The present trend is away from employing full-time instructional staffs.\textsuperscript{96}

Of the institutions which did not employ full-time extension instructors, three-fourths drew exclusively upon the part-time services of their regular faculty members. The remainder employed varying proportions of part-time staff members from other institutions and from business, industry, and the professions.\textsuperscript{97}

Financing

Morton estimated that the 76 members of the NUEA spent up to $35,000,000 on university extension activities during the year 1951-52, based upon the assumption that the 55 institutions from which he received budget figures totaling more than $25,000,000 had accounted for about three-fourths of the grand total.\textsuperscript{98} The range in amounts budgeted for university extension by 51 of these institutions is shown in Table 5.

Among the original 55 institutions, the average expenditure amounted to slightly over $460,000 for the same year. Percentages of the total university budgets allotted to university extension organizations ranged from less than one per cent to more than 13 per cent, with a median of between three and four per cent.

\textsuperscript{95} Morton, op. cit., p. 79, Table 44.
\textsuperscript{96} "Directors' Round Table," \textit{NUEA Proceedings, 1945}, p. 23.
\textsuperscript{97} Morton, op. cit., pp. 79, 83, Table 49.
\textsuperscript{98} Ibid., p. 96.
Table 5

BUDGETS OF 51 EXTENSION ORGANIZATIONS FOR 1951-52*

<table>
<thead>
<tr>
<th>Budget Range</th>
<th>Number of Institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>$10,000 - 50,000</td>
<td>2</td>
</tr>
<tr>
<td>50,001 - 100,000</td>
<td>12</td>
</tr>
<tr>
<td>100,001 - 200,000</td>
<td>9</td>
</tr>
<tr>
<td>200,001 - 500,000</td>
<td>16</td>
</tr>
<tr>
<td>500,001 - 1,000,000</td>
<td>8</td>
</tr>
<tr>
<td>1,000,001 - 2,000,000</td>
<td>2</td>
</tr>
<tr>
<td>2,000,001 - 3,000,000</td>
<td>1</td>
</tr>
<tr>
<td>Over $3,000,000</td>
<td>1</td>
</tr>
<tr>
<td>TOTAL</td>
<td>51</td>
</tr>
</tbody>
</table>

* Morton, op. cit., p. 97, Table 55.
Percentages of university extension budgets realized from fees paid by the users of these services ranged from less than ten per cent in two institutions to more than 100 per cent in another, with the over-all average being 60 per cent.\(^{99}\)

**Means and extent of financing specific services.**—The ranges in amounts budgeted to various extension services and the average expenditures per institution for each type are shown in Table 6. Morton found little uniformity among institutions regarding the relative proportions of financial support obtained from fees and appropriations for the various types of extension activities, although central tendencies were exhibited in some cases.

With respect to extension class programs, three-fourths of the institutions reporting such services stated that from 50 to 75 per cent of the costs were borne by fees.

In two-thirds of the institutions providing conference services, more than half the costs were derived from fees. On the average, about one-eighth of the expenditure for conference activities consisted of appropriated funds.

Two-thirds of those reporting on correspondence instruction indicated that more than 70 per cent of the expense was borne by fees.

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\(^{99}\) Ibid., pp. 96-8, Table 57.

\(^{100}\) Ibid., pp. 97, 99.
Table 6

AMOUNTS BUDGETED TO VARIOUS EXTENSION SERVICES AND AVERAGE EXPENDITURES PER INSTITUTION IN 1951-52*

<table>
<thead>
<tr>
<th>Service</th>
<th>Number of Institutions</th>
<th>Range</th>
<th>Average Per Institution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Centers</td>
<td>22</td>
<td>$10,000 - $1,000,000</td>
<td>$371,591</td>
</tr>
<tr>
<td>Conferences</td>
<td>32</td>
<td>2,000 - 200,000</td>
<td>47,293</td>
</tr>
<tr>
<td>Correspondence</td>
<td>23</td>
<td>2,000 - 750,000</td>
<td>51,687</td>
</tr>
<tr>
<td>Extension classes</td>
<td>24</td>
<td>2,500 - 750,000</td>
<td>88,795</td>
</tr>
<tr>
<td>Library</td>
<td>12</td>
<td>2,000 - 75,000</td>
<td>14,552</td>
</tr>
<tr>
<td>Broadcasting</td>
<td>15</td>
<td>5,000 - 500,000</td>
<td>100,341</td>
</tr>
<tr>
<td>Intra-mural</td>
<td>5</td>
<td>2,500 - 75,000</td>
<td>22,375</td>
</tr>
<tr>
<td>Special services</td>
<td>24</td>
<td>------------</td>
<td>101,600</td>
</tr>
<tr>
<td>Visual aids</td>
<td>25</td>
<td>2,000 - 500,000</td>
<td>61,587</td>
</tr>
</tbody>
</table>

*Ibid., p. 100, Table 59; p. 102, Table 61.*
Of 26 institutions providing lecture and concert talent to local groups in 1948, three made no charge for such services, six charged a fee, eight charged travel expenses only, and the remaining nine charged both a fee and travel expenses.

Few institutions expected any one of the above types of services to be self-supporting to the same degree throughout. Variations were often allowed for according to the location, type of content, clientele, and other factors.

A major portion of the budgets of library lending services was covered by institutional appropriations, often as part of the main library budget. From 40 to 75 per cent of the budgets for visual aids services were realized from rental fees for equipment, films, and other aids. Substantial parts of a number of these budgets came from funds appropriated by parent institutions, state boards of education, or state libraries. Budgets for radio broadcasting services were obtained almost entirely from state and institutional appropriations.

Discernable trends in the financing of university extension services over the past 20 years show that university extension budgets are growing larger in amount, and that they are increasing in relation to total university budgets.

\[\text{Keeler, "Report on Lectures and Concerts," op. cit., p. 169.}\]
\[\text{Morton, op. cit., pp. 102-3.}\]
\[\text{Ibid., p. 96.}\]
Subject Matter

Extension centers, correspondence instruction, and extension classes.—Morton found that more than 60 per cent of the total offerings given in extension centers and by correspondence were in the arts and sciences, as were slightly less than 50 per cent of the extension class offerings. The remainder he classified as professional and technical. *104* Table 7 shows the distribution of the grand total of approximately 24,000 courses offered through residence centers, correspondence, and extension classes according to academic levels.

Terminal or "certificate" programs were being provided at extension centers by 12 universities, through correspondence instruction by six universities, and through extension classes by ten universities, according to Morton. Fields in which they were offered included business administration, engineering sciences, arts and sciences, public administration, nursing, and law. Time normally required for students to complete such programs ranged from nine to more than 1000 class or working hours. *105*

Of 78 evening colleges reporting to Neuffer in 1953, 77 per cent were offering certificate programs consisting of from 16 to 90 credit hours of instruction dealing with "every facet of business


### Table 7

**DISTRIBUTION OF RESIDENT CENTER, CORRESPONDENCE, AND EXTENSION CLASS OFFERINGS ACCORDING TO ACADEMIC LEVELS IN 1951-52**

<table>
<thead>
<tr>
<th>Type of Service</th>
<th>Undergraduate (Per cent)</th>
<th>Graduate (Per cent)</th>
<th>Informal non-credit (Per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Credit</td>
<td>Non-C.</td>
<td>Credit</td>
</tr>
<tr>
<td>Resident centers</td>
<td>69</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>Correspondence</td>
<td>90</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Extension class</td>
<td>64</td>
<td>3</td>
<td>12</td>
</tr>
</tbody>
</table>

professional, cultural, and technological activity." Neuffer noted that only 11 were offering certificate programs in liberal studies. He also found that 61 of 82 evening colleges offered non-credit courses. 106

Library lending services, visual aid services, conference activities, and broadcasting services.—A majority of the users of library lending services and visual aid services were interested in subjects akin to the arts and sciences, although audio-visual materials concerned with professional education were also much in demand. The general fields in which conference activities covered by Morton's study were developed, and the approximate proportions of such activities devoted to each, are shown in Table 8. The second item of the table indicates that at least one of every seven programs was non-vocational in nature.

Morton found that university broadcasting programs were most frequently in the fields of music, current events, literature or drama, agriculture, and home economics, in the order named. 107

Because of the large proportion of extension work traditionally devoted to the in-service education of teachers, it is significant to note a trend away from regular college courses offered away from the campus for this purpose, toward more programs consisting of


Table 8

FIELDS IN WHICH CONFERENCE ACTIVITIES WERE DEVELOPED AND THE APPROXIMATE PERCENTAGE OF ALL CONFERENCES DEVOTED TO EACH IN 1951-52*

<table>
<thead>
<tr>
<th>Area</th>
<th>Percentage of all Conferences</th>
</tr>
</thead>
<tbody>
<tr>
<td>Business administration</td>
<td>30</td>
</tr>
<tr>
<td>Questions of public interest</td>
<td>16</td>
</tr>
<tr>
<td>Improvement of government services</td>
<td>12</td>
</tr>
<tr>
<td>Professional education</td>
<td>10</td>
</tr>
<tr>
<td>Engineering problems</td>
<td>9</td>
</tr>
<tr>
<td>Others</td>
<td>23</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100</td>
</tr>
</tbody>
</table>

group planning, lectures, interviews, consultation, classroom visitation, and demonstrations. Since prevailing teacher payment and promotion policies are generally based upon college credit, there is the problem of establishing standards for credit in connection with these activities. 108

Summary, Evaluation, and Trends

The provision of educational programs and services for adults by higher educational institutions in the United States is largely a phenomenon of the past half century. After twenty years of uncertain beginnings, the present stage of university extension began its development about 1906, led by the University of Wisconsin and other land grant colleges of the midwest. The concept of service to the public as a major university function, insistent demands by a public facing the ever-increasing complexities and rapid changes of modern life, the continued concentration of resources and leadership within the universities, and a gradually improving disposition of university staffs toward adult education, have contributed to a steady growth of the movement, until today, almost all higher educational institutions are conducting extension activities to some extent, their combined efforts reaching, in some manner, perhaps a third of the entire population.

Few universities having extension programs offer all of the common types of extension services, although each one offers some combination of them. The need for an administrative agency which can provide continuing administrative support for adult educational programs and services, effectively co-ordinate university resources, and maintain relationships between the institution and the groups to be served, has led practically all universities with sizeable extension programs to establish some kind of university-wide extension organization. Apparently, no single pattern of organization has been recognized as "best," and it has remained for each institution to devise the plan best suited to its own particular circumstances.

Administrative staffs of extension organizations are usually small, with much of the responsibility for extension work being placed upon other faculty members. The parent institution is the principal source of extension instructors, the trend being away from full-time instructional staffs for extension.

The proportion of financial support for extension activities derived from appropriated funds has increased somewhat in the last decade, but the programs are still self-supporting to a much greater extent than other types of university programs. The practice of requiring extension activities to be self-supporting, or nearly so, is condemned in that it limits the development of new and experimental activities as well as traditionally non-self-supporting
types which might contribute to improved health, citizenship, and other desirable ends. Two rather recent developments have been the grouping of extension courses into terminal or certificate programs and the growth of many types of informal, non-credit classes, reading courses, seminars, and clinics.

Evaluating the movement as a whole, Bittner is critical of the fact that university extension does not presently reach a majority of the total population, and, of those whom it does reach, a large proportion develop little beyond the academic pattern of routine instruction, scholastic methods, segmented information, and limited courses of study. Nevertheless, he lauds the efforts of the colleges and universities over the last half-century to serve people of all ages and to provide many diversified services to their communities. Citing the many types of informal and mass educational activities which have been developed, Bittner says: "There are signs.... that some of the leaders and many of their followers have achieved a philosophy of what the educational process for adults in a changing world should be."109

The early settlers of Ohio were not indifferent to the benefits of higher education, nor to the idea of federal assistance in fostering it. Indeed, the Ohio Company of pioneers obtained the first congressional grants of township lands for college purposes. But because of geographic and economic sectionalism and the prevailing concept of extremely decentralized public school districts, Ohioans were slow to accept the idea of a state university, and lagged forty years behind the neighboring states of Indiana and Michigan in this respect. An unusually large number of denominational, liberal arts colleges sprang up in Ohio, and although the State exercised the right to appoint the trustees for two small colleges located at Athens and Oxford, neither of these schools received any state financial assistance until after 1880. The opinion long prevailed that the college should "live from its own." The current pattern of adult educational programs and services at The Ohio State University has been influenced by a variety of circumstances, including these deep-rooted concepts of financial support and the circumstances surrounding its founding as a land grant college.

The passage of the Morrill Act of 1862 was greeted with much controversy in the State of Ohio, and some time elapsed before the General Assembly agreed to found a new type of college where, according to the terms of the Act, "the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and mechanical arts." Even after the land grant was accepted, the extremely general conditions involved in the legislation led to sharp divisions of opinion as to how the proceeds should be used.

A faction led by farmers favored a "narrow gauge" vocational training school for farmers and artisans, fearing that, otherwise, their interests would be ignored. Another claimed that the State, in accepting the grant, was pledged to an institution where persons would be educated not simply as farmers and mechanics, but as men, fitted by education and attainment for the greatest usefulness and the highest duties of citizenship. Other Ohio colleges, opposing

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2 William E. Baldwin, Baldwin's Ohio School Laws, Annotated, 1954, Chapter 3335, Section 3335.01, p. 283.
3 James E. Pollard, History of The Ohio State University, pp.1-4.
4 Board of Trustees of The Ohio Agricultural and Mechanical College, Second Annual Report of the Secretary of the Board of Trustees of the Ohio Agricultural and Mechanical College, For the Year Ending January 4, 1873, p. 7.
the establishment of a competing institution, sided with the farmers. By a very narrow margin, the second principle won out, and with the incentive and help of a generous cash donation by Franklin County, a central site was purchased and a building constructed for the original Ohio Agricultural and Mechanical College. The dissatisfaction and opposition continued long after the new institution opened its doors in 1873. Ohio's land script was wantonly sacrificed to yield a total of only $340,000, the interest upon which the institution was to rely for its operation. The Legislature for several years refused to pay the expenses of the Board of Trustees, which was reorganized with every change in the complexion of the General Assembly. In 1878 the latter body amended the "Charter Act" to place a statutory limit upon maximum faculty salaries which remained in effect for the next 30 years. A favorable result of this same piece of legislation, however, was to change the name of the institution to The Ohio State University, in order to more accurately represent its scientific and liberal scope, thus ending a series of near-successful attempts to eliminate the teaching of the liberal arts. The following year, legislators were so impressed by a visit to the land-grant, state-supported University of Illinois that they appropriated a total of $15,800 for equipment and improvements at Ohio State. This began a new era in the history of the University.

5 Thomas C. Mendenhall, Editor, History of The Ohio State University, Vol. 1, pp. 100-108.

6 Ibid., p. 110.
In its struggling early years, The Ohio State University, which could claim university status by hardly more than its name, was ill-equipped to carry on its regular campus teaching, let alone extra-mural services.

Lecture courses for farmers.—Despite its many handicaps, the University made special efforts to allay the continued hostility of agricultural interests. The Board of Trustees approved the faculty's plan to offer ten-weeks' winter courses of agricultural lectures, open to persons not less than eighteen years of age, upon payment of a $5.00 fee. Only seven arrived for the first session, which was to have started in January, 1876, and the course was cancelled.

With the co-operation of the State Grange in securing attendance, a four-weeks' course was given the following winter, for which no fees were charged. This time, despite the academic nature of the lectures, more than 100 persons enrolled, and the courses were repeated for the next six years, until the President pointed out that faculty members could render more effective service by lecturing at farmers' institutes which were then springing up throughout the State.

Although the latter were under private auspices, the Board of Trustees provided appropriations for the next several years which

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Pollard, op. cit., pp. 55-60; also Mendenhall, op. cit., Vol. 1, pp. xiii-xvi.

The Ohio State University Board of Trustees, Fifteenth Annual Report of the Board of Trustees of The Ohio State University for the Year 1885, p. 24. (Hereafter, references to these reports will be abbreviated to "Report of the Board of Trustees for the Year_____.")
enabled professors to attend them for the purpose of giving instruction.9

Of particular note is the fact that Ohio State's agricultural lecture courses were among the first organized adult educational activities sponsored by any higher educational institution anywhere. They were started at the same time Stuart's lecture plan was being adopted by the English Universities and preceded any official university connection with the experiments then being initiated at Chautauqua (pages 17 - 18). It is also significant that they were provided entirely at University expense.

The early 1890's witnessed notable progress in conditions at the University. Increased income made it possible to employ additional instructors and add materially to equipment and facilities. An agricultural experiment station and new laboratories began to provide scientific data of practical value. The antagonism of farmers declined.10

Other early informal extension programs.—A variety of informal, non-credit programs were held in connection with an unofficial summer school started by the University faculty in 1895. Bulletins and reports for the period describe a pedagogical short course suggested by a Dayton teachers association, a short course for library workers, trustees, and officers of women's clubs, and a four-weeks' "National

10 Ibid., pp. 414-521-2.
Graduate School of Agriculture" which attracted students from all over the country. All were financially self-supporting except the last, for which the University appropriated $3500 because of its publicity value. Despite high hopes for their continuation, all of these programs proved to be temporary.

After the summer school was placed under direct University control in 1905, both credit and non-credit offerings were greatly expanded. The most enterprising of the latter were approximately 20 short courses of four-week duration for electricians, firemen, machinists, and other technicians, held in 1908 and 1909. Although fees were charged, the courses were provided principal

Demands upon the College of Agriculture resulted in a new series of agricultural lecture courses, beginning in 1907.

Several summers, and daily lectures on various phases of education continued for small enrollments, held in 1906 and 1909. Special activities for educators included an institute for administrators at University expense. Small enrollments forced their discontinuance. After the summer school was placed under direct University control, all of these programs proved to be temporary. Despite high hopes for their continuation, last, for which the University appropriated the sum of $3500 because over the country, were financially self-supporting except the Graduate School of Agriculture which attracted students from all
which were much more practical in nature than their earlier counterparts (page 81). Their success led to the organization of a four-weeks' winter course in domestic science, which had to be discontinued after its first season due to lack of space. No appropriations were made for either program.  

It is apparent from references appearing in the early records that faculty members were much in demand as speakers before literary societies and other groups throughout the State. Public "entertainments" on the campus are also mentioned. These activities were neither sustained nor systematic, and there is little evidence that The Ohio State University faculty was affected by the general wave of enthusiasm which accompanied the introduction of the English system of university extension into this country.

**Formal extension classes.**—Prompted by requests from teachers, the faculty adopted a resolution in 1907 to permit the organization of "special classes away from the University, and at special times ..." Under this provision, the College of Education scheduled Saturday classes on the campus and, in 1912, conducted two courses in Zanesville, after which such efforts were discontinued until a much later date.  

**Agricultural Extension.**—The history of agricultural extension in Ohio begins when agricultural students formed an organization in  

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14 Minutes of Faculty Meetings for the Year 1907-8, p. 20.
1895 for the purpose of testing on farms and disseminating scientific agricultural information to farmers through talks and demonstrations. The Trustees provided small appropriations for the work. In 1903, the organization assisted a township school superintendent named A. B. Graham to organize boys' and girls' experimental clubs among his pupils. The program spread rapidly among the country schools of the State, and in recognition of his success, Graham was appointed in 1905 to superintend agricultural extension work under the Department of Rural Economics.

In his efforts to elevate rural living standards and farming practices, Graham spoke to teachers' and farmers' groups throughout the State, began publication of a series of extension bulletins, and developed a plan for extension schools consisting of five days of lectures, demonstrations, and exhibits by College and Experiment Station personnel. The popularity of these programs and support from farmers caused the Legislature in 1909 to pass an act greatly increasing the appropriations, requiring the College to give instruction and demonstrations at fairs and before groups which might be useful in extending the information, requiring local groups to bear portions of the expenses involved, and authorizing the President to appoint an administrative committee for the work. The Trustees created the Department of Agricultural Extension the same year, with Graham at the head. 16

16 Ibid., pp. 147-51.
As demands and appropriations increased, new activities were undertaken. A staff of subject matter specialists and an editor were employed. Farmers' Week on the campus was first held in 1913. Twenty-five correspondence courses in such practical subjects as potato growing were developed. After passage of the Smith-Lever Act of 1914, the Department was reorganized and activities were gradually expanded. Several county agents formerly employed by the Experiment Station and county farmers' organizations were transferred to the University. Extension schools were continued until 1921, when it was found more effective for experts to address organized groups on specific topics of interest.  

The University Extension Act of 1913—James M. Cox came to the gubernatorial office in 1913 noting the unfavorable comparison of Ohio State with the University of Wisconsin in providing service to the State. Senator Lloyd, an alumnus who shared the Governor's views, the same year introduced a number of bills into the Ohio Legislature to correct this situation. One of the resulting enactments led to the establishment of an engineering experiment station. Another authorized and required the Board of Trustees to establish

17 Ibid., pp. 155-6.
18 Ibid., pp. 157, 63.
19 Ibid., pp. 18-19.
a university extension division "for the purpose of carrying on educational extension and correspondence instruction throughout the state... in connection with any department of the university..." While the law did not define specifically what types of services should be provided, it contained implications for the establishment of off-campus centers and a comprehensive community development service. Traveling instructors were authorized.  

Although the Trustees were officially notified of this legislation, their minutes contain no reference concerning disposition of the matter. After passage of the act, the College of Arts faculty declared itself "in favor of extension work... in the form of lectures and courses of study given at different centers" and urged "the taking of steps by the proper authorities to secure an appropriation for the serious undertaking of such work...." Upon the recommendation of the College of Education, a special faculty committee was appointed to consider "the question of enlarging the extension work of the University." 21 Nothing further appears in the records concerning the committee or any subsequent action to carry out the measure.

Lecture services.—In 1913 President Thompson initiated a series of public lectures held on the campus, with faculty members

20 Baldwin, op. cit., Chapter 3335, Sections 3335.16-3335.18, pp. 28a-5. Text contained in Appendix C of this dissertation.

21 Minutes of Faculty Meetings for the Year 1913-14, pp. 59, 62-3, 97. (The Committee: G. W. Knight; Edward Orton, Jr.; M. B. Hammond; G. F. Arps; A. G. McCall.)
serving as speakers. The next year some of the lectures were given in downtown Columbus, but the attendance was disappointing. Following an alternative plan, the committee in charge became a self-styled "clearing house" to supply University lecturers to groups seeking them. A lecture fund was also set up to bring in prominent outside speakers. The activities were dropped on the advent of World War I. The records for about 1913 also mention participation of Columbus talent in University concerts and recitals.

It may be noted that many of the developments described in preceding sections occurred soon after the revival of university extension led by Wisconsin in 1906. Although only the University Extension Act can be linked directly to this movement, the latter no doubt influenced a number of the activities undertaken.

Effects of World War I.—The First World War curtailed most of the extension work then in progress except agricultural extension, and gave rise to a number of temporary wartime extension programs.

Research bureaus.—The University's capacity for post-war service was greatly enhanced when in 1917-18, the State Legislature created a Bureau of Educational Research to conduct co-operative school service and the Trustees provided for a Bureau of Business

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22 Minutes of Faculty Meetings for the Years 1912-13, p. 144; 1913-14, p. 193; 1914-15, pp. 258-9.


Research. A Bureau of Political Research authorized by the latter body in 1917, and having "the extension of teaching and lecturing to citizens" among its projected purposes, did not materialize. 25

Smith-Hughes teacher education centers.—The University was given responsibility for preparing trade and industrial teachers in the central and northwestern districts of Ohio and home economics teachers in the central area, in keeping with the provisions of the Smith-Hughes Act passed by Congress in 1917. The College of Education organized two-year programs for the preparation of trade and industrial teachers in Columbus, Lima, and Toledo, and the Home Economics Department set up similar centers in Columbus and Reynoldsburg. 26 The programs continued for several years until other teacher education plans were adopted.

Radio broadcasting station.—An event of 1920 was the first broadcast over the campus radio station W6X, later to become WEAO, and finally, WOSU. Regular broadcasting was begun two years later with a 100 watt transmitter operated by graduate students. The station was gradually strengthened by an alumni donation of equipment, increased power, employment of a manager and operator, and the appointment of a director in 1927. Programming was augmented by school broadcasts when the State Department of Education organized

25 Ibid., Vol. II, pp. 51, 82.
26 Ibid., pp. 75-6, 90.
the Ohio School of the Air in 1929. With a new antenna and an increased power of 5000 watts in 1937, WOSU became one of the best-appointed educational stations in the nation.

Commerce extension.--In commenting upon various extension programs initiated during his incumbency, President Thompson often reiterated his desire to make the University as serviceable to all people as the limitation of funds and facilities would permit and in 1924 he pointed out that "the University so far has been very conservative in the recognition of such work with credit toward a degree, due to the lack of facilities, guidance, and control involved." He conceded that in view of the growing demands, "the University will be required to give this phase of adult education more attention and consideration than hitherto." The same year the dean of the College of Commerce proposed a plan for commerce extension involving the organization of a commerce extension department. Upon being asked to approve this plan, the faculty appointed a committee to consider the whole matter of university

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The entire responsibility for the School of the Air was later given to the University.


Report of the Board of Trustees for the Year Ending June 30, 1924, p. 11.

Ibid.

Ibid., pp. 43-4.
extension. The committee reported a few months later, citing the University Extension Act of 1913 (pages 86-7), describing activities then in progress, and presenting several resolutions, of which the following are a condensation:

1. We consider extension teaching an important part of the work of a modern university and request the Trustees to provide for its proper organization, including budgetary provisions.

2. All extension work should be organized under a separate division, with a faculty council and administrative personnel.

Although it was adopted by faculty representatives, there is no evidence that the report was presented to the Trustees by President Rightmire, who assumed office about that time. Meanwhile, the Legislature acted upon the dean's original suggestion by setting up a $45,000 annual appropriation for a commerce extension department. An administrative committee, a director, and additional instructors were appointed, and by 1927 the program included a number of institutes held in co-operation with local groups, non-credit courses meeting one evening per week for ten weeks, and

32 Minutes of Faculty Meetings for the Year 1925-26, pp. 31, 124-7.
credit extension classes meeting once a week for 17 weeks in 13 cities. The principal types of clientele were employed persons in business and industry, executives, and regular commerce students engaged in field work.  

In 1935, Governor Davey vetoed a number of University appropriations, including that for commerce extension, in a move to force "across-the-board" reductions in faculty salaries. The work was suspended. When the Legislature restored the funds two years later, the Trustees asked that the program be held in abeyance pending a study of all adult education work. In the face of these uncertainties, plus the touchy relations which had been encountered with other higher educational institutions, the College requested and obtained permission to utilize the funds for setting up a campus program of conferences, short courses, and institutes instead.


The NUEA took official notice of the University's non-membership at its 1927 convention, when Ohio State was termed "a notable exception to universities with well established extension divisions." At the Association's 1929 convention, the Director of Commerce Extension explained that "Part of the trouble we are having at The Ohio State University is attributable to .... no consensus... as to what constitutes an extension program. The authorities shrink back in consternation....(at) the ramifications." Several subsequent attempts by the NUEA to enlist Ohio State as a member were of no avail. See National University Extension Association Committee on Standardization of Credit Courses, "Report on University Extension Credit Courses," NUEA Proceedings for 1924, p. 126; also Thomas L. Kibler, "A Critique on Types of Extension Work and Methods of Building Class Enrollments," NUEA Proceedings for 1929, p. 135.
Depression emergency programs. — The great economic depression of 1929 led to the curtailment of existing activities and the organization of several temporary programs to meet the exigencies of the times, including an emergency school for the unemployed and a "radio junior college," which offered a number of lower division arts courses broadcast over WOSU by volunteer faculty members. The University and other Ohio colleges agreed to grant some credit to those enrolled in case they later registered and passed examinations.

Alumni college. — For several years, the University sponsored an annual "alumni college," first held following the June 1933 commencement. The programs comprised two days of lectures on general interest topics, under auspices of the Arts College. They were discontinued after 1941, "Due to the impracticability of presenting a timely program in a world of dramatically rapid change....," in President Rightmire's words.35

Conference activities. — The present stage in the development of conferences, institutes, and short courses, began in 1930-31 when the College of Agriculture, having recognized the value of short periods of training focused upon particular problems in the field, introduced a number of on-campus short courses for nurserymen, florists, and other groups, some of which have persisted as annual

34 Report of the Board of Trustees for the Year Ending June 30, 1934, pp. 30-1.

events to the present day. Impetus was given to the movement when the Commerce College replaced its extension classes with conference programs in 1937-38. Other colleges and departments, notably Engineering and the professional schools, eventually adopted these activities as an important part of their educational program. Requests for the repetition of successful conferences coupled with additional demands have had a snowballing effect on the magnitude of these activities.

Informal educational services.--President Rightmire devoted his entire annual report for 1935-36 to the public services of the University. In his introduction he stated "... to deny to adults the rich teaching resources of the state university is neither economically sound, nor educationally defensible, nor politically possible." He proceeded to describe a large number and variety of educational services which had developed, including advisory and consultant services, addresses to lay and professional groups, faculty membership on committees, commissions, and boards, publication of research results, bulletins, and professional periodicals, and contributions to the literature in many fields. Moreover, University divisions often performed a clearing house function for information, text materials, and speakers. Co-operative arrangements were often made with state, national, and private agencies to provide

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informal types of training for their personnel.\textsuperscript{37}  

President Bevis, remarking a few years later upon the thousands of daily inquiries seeking University help which was outside the realm of formal instruction, stated in his first annual report: "Much of the public service remains, and should remain, an individual relationship between persons desiring assistance and those staff members best able to give it."\textsuperscript{38}

\textbf{Evening college programs}.—From 1936 to 1942 the Bureau of Special and Adult Education administered an Adult Evening School which offered from 60 to 80 non-credit courses each quarter. One of the purposes was to provide experience for graduate students, who gave most of the instruction. A registration fee was charged to defray administrative costs and pay the instructors.\textsuperscript{39} In 1942, after the Trustees had adopted a system of fractional fees applicable to persons who wished to attend evening, Saturday, or workshop classes only, a "Twilight School" was organized which offered only credit courses of the three types named. The principal emphasis was placed upon undergraduate level courses until about 1945, when a

\begin{footnotesize}
\begin{enumerate}
\item\textsuperscript{37} \textit{Ibid.}, pp. 4-61.
\item\textsuperscript{38} \textit{Report of the Board of Trustees for the Year Ending June 30, 1942}, p. 31.
\item\textsuperscript{39} \textit{The Ohio State University Committee on Adult and Extension Education}, "Report to Faculty Council on Adult and Extension Education," pp. 18-19.
\end{enumerate}
\end{footnotesize}
special effort was made to expand the graduate level offerings. A director, who was appointed after the School had operated for two years under an administrative committee, was also given administrative authority over-all off-campus work involving credit.

Education workshops.—Upon joining the Ohio State faculty, Professor Arthur J. Klein became one of the strongest spokesmen for a university extension organization. Although he was very disappointed when one failed to materialize, upon his appointment as Dean of the College of Education he responded to numerous requests from educators with a limited program of graduate-level, workshop-type extension classes which met once a week in various cities starting in 1941. The instructors had to overcome many difficulties in setting up procedures for University registration and credit. America's entry into the War resulted in a virtual suspension of the work. Following V-J Day, the program was somewhat revived, with both credit and non-credit workshops conducted intermittently about the State.

World War II programs.—The first of many part-time educational programs occasioned by World War II was the Civilian Pilot Training Program launched in 1939. Special courses were added to the Adult Evening School. Thousands of persons were enrolled on a part-time basis in the Engineering, Science, and Management War Training

Report of the Board of Trustees for the Year Ending June 30, 1946, p. 49.
Program, for which the engineering laboratories were used day and night.

The Ohio State University Graduate Center.—The first significant post-war development in extension was the organization, in contract with the United States Air Force, of The Ohio State University Graduate Center at Wright Patterson Air Force Base, near Dayton, Ohio, in 1946. The administration of the center, which was established to offer graduate credit courses from the regular University curricula, was placed in the hands of the Twilight School director.\(^{41}\)

Correspondence courses for aliens.—At the request of the United States Naturalization Service, the Board of Trustees in 1946 authorized the Bureau of Special and Adult Education to conduct correspondence courses for aliens wishing to prepare for the naturalization examinations. The same year, Bureau personnel were asked by the President's Office to develop a short course requested by associated lumber dealers, drawing upon University resources as required. The role of assisting the administration and various divisions with non-credit programs soon became a continuing responsibility of the Bureau.

The Ohio State University Discussion Service.—In 1948, Professor William Utterback of the Speech Department prevailed upon the

\(^{41}\) Report of the Board of Trustees for the Year Ending June 30, 1946, p. 345.
administration to establish an Ohio State University Discussion Service, to promote discussion of controversial issues among citizens groups. Utterbeck was authorized to spend half his time on the project. By means of a small appropriation from the President's Office, monthly discussion guides were published which eventually attained a circulation of 8000. Other services, supported by fees, included one-day leadership training workshops conducted anyplace in the State, and the rental of discussion films. The Service was terminated by a University-wide economy drive in 1953, although several other activities pruned at the same time were later restored upon the insistence of their better-organized clientele.

Social administration extension classes.—Upon the request of social work agencies in Cincinnati, the School of Social Administration offered graduate extension classes in social work for three consecutive quarters of 1948-49 in that city. Instructors from Ohio State used facilities borrowed from the University of Cincinnati. Plans to expand the project into a field graduate center offering the Master's degree in social administration were doomed by Cincinnati's failure to raise the necessary funds and the University's unwillingness to employ additional personnel.
Studies of Adult and Extension Education by Ohio State University Faculty Committees

The first of several faculty committees to study extra-mural services offered by The Ohio State University was that appointed in 1925 "to consider the whole matter of university extension." Its work and subsequent recommendations have been discussed in relation to the commerce extension program (pages 90-91).

Committee on Courses, Activities, and Program.—Commissioned by the faculty to suggest ways of meeting the depression crisis of 1929, the Committee on Courses, Activities, and Programs pointed out the University's interminable responsibility for adult education and public services, but suggested the need for more effective use of the facilities available by: (1) eliminating programs which were in wasteful competition with other public and private agencies; (2) making more systematically available and keeping records of the large amount of informal service rendered via group meetings, lectures, correspondence, expert advice, consultation, surveys, and field visits; and (3) creating a university extension division with a separate budget. This last measure was termed the "only feasible means" of formulating, administering, and providing an efficient program of public services. In the committee's opinion, such an extension service "should ... be inaugurated only in
Committee on Urgent University Needs.—In its 1938 report, a special Committee on Urgent University Needs advocated the extension of university services to all parts of the State. In the Committee's opinion, the existing hapahazard arrangement was likely to result in lack of balance, loss in effectiveness, extra overhead, and duplication of effort. Before any long-range program could be evolved, the report asserted, three basic questions required attention: (1) the obvious need for co-ordination and integration of the present program under centralized authority and supervision; (2) after step 1 is accomplished—a re-evaluation of the program; and (3) a determination of policy as to how far the University should go in its external program, with due regard for the primacy of the regular academic work as its first obligation and function.

To carry out the above steps, the Committee recommended centering the entire responsibility for organizing, developing, and administering all extension activities under a vice-president, dean, or other officer, and a special council, without affecting the independent control of individual units. Co-ordination with other institutions was urged. Regarding the scope, "almost endless

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association with the other public institutions of higher learning." 12


13 The Ohio State University Committee on Urgent University Needs, Report of the Committee on Urgent University Needs, pp. 68-9.
possibilities could be justified on the grounds of greater public service," the report stated.  

The following year, a smaller committee appointed to consider what endorsement or study should be given to the report just cited, affirmed the above recommendations and added: "Extension work... should be fostered if (it) directly or indirectly promote(s) the educational program of the University, and if (it is) compatible with broader principles of function and opportunity." Extension policy formation was suggested as one of the functions of a proposed "Faculty Council on University Policies."  

**University Policy Committee.**—A University Policy Committee appointed by the President declared in 1942 that the kinds of on- and off-campus educational services then being provided for the information, guidance, and assistance of individuals and groups in their occupational and social problems should be continued "with new vigor and ingenuity, under the stimulation of more systematic administrative concern and encouragement." The Committee felt

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45 The Ohio State University Committee of Six on Urgent University Needs, "Report of the Faculty Committee of Six on Urgent University Needs," p. 17.


47 The Ohio State University Policy Committee, *Report of the University Policy Committee,* pp. 17-18.
that greater and more effective service would be provided in the above types of services than by extending conventional campus courses through correspondence or off-campus centers. More specific recommendations were:

1. A designated officer in the President's office should be responsible for encouragement of extra-mural services, exploration of services concerning two or more departments, and funneling requests from outside agencies— without discouraging direct contacts, however.

2. The President's Office should earmark funds for services not definitely budgeted to certain divisions.

3. Plans should be developed for securing periodic service reports from each staff member, which should be used in determining individual achievement, salaries, and promotions.

Although the Committee's report as a whole received unusual attention in several succeeding faculty meetings, the only result of this portion was the adoption of a system of service reports.48

Committee on Adult and Extension Education. Pursuant to the Faculty Council's request, President Bevis in 1949 appointed a

48 Ibid., pp. 30-1.

49 Minutes of Faculty Meetings for the Year 1947-48, pp. 216-26.
Committee on Adult and Extension Education to study "adult education and extension courses." The Committee examined pronouncements by university officials, previous studies, programs of comparable universities, and facts and opinions concerning the existing program. The evidence assembled showed: such activities were frequently regarded by the University as "extra's" or "side shows"; the program as a whole was not as comprehensive as those of most comparable institutions; co-ordination was lacking; and many requests for service were being turned away. A poll of faculty members disclosed that there was little demand for off-campus courses on the undergraduate level but considerable demand for graduate centers. While faculty opinions favored a "central administrative unit," many feared the result would be less to spend on resident teaching and research.\(^{50}\)

Committee recommendations included: (1) establishment of a conference center on the campus; (2) expansion of the Twilight School into a comprehensive evening college program; (3) operation of field graduate centers and workshop courses; (4) expansion of consultant and leadership training services for organizations, agencies, and communities; and (5) creation of a Division of General University Extension—for which a brief organizational plan

\(^{50}\) The Ohio State University Committee on Adult and Extension Education, "Report to the Faculty Council on Adult and Extension Education," pp. 1-14.
was presented. The committee stressed the need to start long-range planning toward these objectives but suggested immediate steps to implement recommendations 2, 3, and 5, above, which would involve little additional cash outlay. It was also suggested that the President appoint a committee to lay plans for implementing the recommendations. Upon the motion of the Vice-President, the report was tabled.

Committee on Non-Credit Programs.—By 1952, the burgeoning numbers of conferences, short courses, and institutes appearing on the campus had raised so many problems of policy and procedure that Vice-President Heimbegger appointed a Committee on Non-Credit Programs to study existing practices and to suggest methods of improvement. During the next two years, the committee made several significant observations, noting the lack of criteria, the diversity of operational and financial policies, and the problem of financial support. It recommended an orderly expansion of the types of programs being carried on, especially among divisions doing little in this area at the time. The need for an "adult education center" pointed out by an earlier committee was reiterated.

In 1954, the same group, with one change, was authorized by the President to continue its study and to serve as a body to which policy matters could be referred. Among this committee's accomplish-

51 The Ohio State University Committee on Adult and Extension Education, op. cit., pp. 14-26.
ments was the most thoroughgoing study of existing non-credit programs ever undertaken, upon the basis of which the group added a number of recommendations to its earlier proposals.52

While asserting that the role of the University in non-credit program development must be decided by the people who are responsible for the policies, administration, and support of the institution, the Committee proposed a set of criteria by which to determine their appropriateness for University sponsorship, borrowing some of the ideas from a set of criteria formulated by the NUEA. Continuation of the existing administrative policy of limited central control was recommended, with suggested measures for simplification and standardization of administrative procedures and reporting. A ten per cent overhead charge was recommended. Recognizing that the programs "at present must be largely self-supporting," the Committee outlined principles and procedures for the limited mutual support of undeveloped areas. Questions regarding the remuneration of participating University staff members remained largely unsolved, although a majority of the group believed they should receive reasonable compensation in load adjustment or payment. The continuation of a Faculty Council committee on non-credit programs was recommended, plus the employment of staff personnel

52 The Ohio State University Committee on Non-Credit Programs, "Report of Faculty Council Committee on University Non-Credit Programs," April 1, 1955, pp. 1-4.
to work with departments in program development. The Committee's report was adopted without change by the Faculty Council in May, 1955.

Part 2. Present Status of General Educational Programs and Services

The situation of The Ohio State University as the predominant state-supported higher educational institution in Ohio, located in an urban state capital with its many government offices, headquarters of state-wide organizations, and diversified industries, has compelled a large measure of response to countless requests for extra-mural educational services. The large number and variety of such services noted by President Rightmire in 1936 (pages 94-5) have continued to mount. In the absence of positive, over-all plans and policies for their development and financial support, the bulk of these activities remain on an unorganized, intermittent, basis. Faculty service reports, while indicating something of the nature and extent of these informal services, are, in their present form, virtually impossible to collate in order to measure the quantity. Nevertheless, the fact that many services are being rendered on this basis should be kept in mind, especially since a number of them may take the place of certain formalized services offered

53 The Ohio State University Committee on Non-Credit Programs, op. cit., pp. 5-16; also, "Recommendations on Non-Credit Programs by the Faculty Council Committee," mimeographed, May 2, 1955.
through the extension organizations of other institutions.  
Most of the balance of this chapter will be devoted to those 
services for which organized provisions now exist.

Bases for Extending Educational Services

Under the conditions just described, informal educational 
services are usually provided in direct response to public demands.  
They generally vary among the different divisions according to the 
responsibilities sensed by staff members most directly concerned, 
the resources available or obtainable when specific needs arise, 
and the disposition of administrators to sanction projects for which 
authorization is required. Owing to more favorable circumstances, 
some services have achieved official recognition as organized, 
sustained, programs of the University or one of its divisions. In 
general, Ohio State may be characterized as an extreme example of 
the "laissez-faire" policy described in Chapter 2 (page 38).

None of the eleven colleges of the University has framed a 
definite set of criteria to guide the development of educational 
extension services, although all deans, when interviewed by the 
writer, cited needs, importance, demands, or requests as a basis.  
One admitted that the intensity and source of a request bear 
considerable influence, and that his college also considers whether 
or not a proposed service might crowd out research, has research
possibilities of its own, or involves training opportunities for graduate students. Two other deans mentioned new developments and important research results as favoring factors. A fourth endorsed the criteria adopted by the Faculty Council for non-credit short courses, conferences, and institutes as applicable to most other types of programs as well. Two of the deans asserted that the activities must be of "college grade," without elaboration other than to deprecate the teaching of such subjects as bridge playing and fly casting.

Organization

Although Ohio State has no University-wide extension organization, any extension of educational services is naturally a concern of the top administrative officers, especially the Vice-President in charge of the over-all instructional program, and, if expenses are involved, the Vice-President in charge of the institution's budget. Moreover, matters concerning the extension of services are frequently considered by the Faculty Council, which serves as an advisory body in matters of University policy. None of these persons or groups, with the many other problems they have to deal with, can devote any considerable amount of attention to the extension phase.
The nearest approach to an over-all, University-wide extension organization is the office of the Twilight School, organized directly under the President's Office, which administers the evening college program on the campus, the Graduate Center at Wright-Patterson Air Force Base, and certain administrative procedures in connection with a limited number of off-campus, credit courses conducted by various departments of instruction. In these roles, the Twilight School office provides an intermediate function between staff and student personnel involved in the programs and various of the campus service and instructional divisions, including the handling of: (1) admission procedures demanded by the Entrance Board; (2) registration and withdrawal procedures required by the Registrar's Office; (3) fees, refunds, and disbursements involving either the Bursar's or Business Offices; and (4) any of the above matters which must be channeled through the colleges concerned. In addition, this office employs part-time instructors for the Graduate Center. The Twilight School director is an ex-officio member of the Faculty Council.

The Bureau of Special and Adult Education, which assists on a voluntary basis with the development of and administrative arrangements for non-credit conferences, institutes, and short courses performs a further University-wide administrative function by way of screening outside requests for such programs and channeling those approved to the appropriate divisions. Final approval by the Vice-President is required. Fees and rotary funds involved in these or
any other types of activities must be handled by the Business or Dursar's Offices. Current proposals to appoint a permanent faculty advisory committee and to employ special staff assistance for non-credit programs may result in the transfer of some of these responsibilities to a central administrative office and the codification of certain regulations concerning approval, reporting, handling of fees, and overhead charges.

Other than the standard procedures described above, all relationships among the University administration, service divisions, and instructional departments with respect to extension activities are on an informal and voluntary basis and are handled in many different ways. Other organizational provisions will be discussed in subsequent sections, as they relate to specific services.

No formal measures have been taken by the University to coordinate its over-all extension efforts with those of other colleges and universities in Ohio. The institution is a member of the Ohio College Association, which has an annual adult education section meeting, and several faculty members belong to the Ohio Adult Education Association, through which The Ohio State University personnel keep somewhat in touch with what other institutions in the State are doing. With respect to specific programs, the State is divided into geographical zones for certain Smith-Hughes vocational education activities conducted by other state universities as well as Ohio State, and the Twilight School Director is a member of
the Adult Education Association of Greater Columbus.

As for Ohio State's co-operation with other state universities in Ohio, the general practice is to refrain from giving off-campus work in their vicinity. Interstate co-ordination is limited to informal exchange of materials, the affiliation of various divisions with national associations, and alternating sponsorship of four large annual conference programs on a regional basis. There are no special arrangements to achieve the co-ordination of agricultural and general extension activities carried on by The Ohio State University.

Specific Services

**Correspondence instruction.**—Outside the Agricultural Extension Service, which offers several courses by mail, the University provides a single correspondence course conducted by the Bureau of Special and Adult Education to assist aliens in preparing for their naturalization examinations who are unable to obtain such help from their local public schools. Approximately 200 persons enrolled in the latter during 1954-55.

**Formal extension classes.**—There is an unwritten University policy that no credit extension classes other than workshop types dealing with specific local problems may be held off the campus.
where there is no center, permanent installation, or other on-going program of the institution. As a result, only a very few regular offerings of an extension class nature are given (See Table 9). Either of the first two courses listed in the table may be given by any department in the College of Education, and may deal with any subject in the field of education. The agricultural education courses are permitted to have an established content according to the University's contract to follow the State plan for Smith-Hughes vocational education. All of these courses are administered through the Twilight School office.

Lecture, concert, and dramatic services.—The Ohio State University operates no organized lecture bureau or booking services for the public. In the past, the Public Relations Office published a list of staff members who were willing to talk before various groups and their subjects, but the publication was discontinued in 1953. The public is invited to attend most campus lectures, concerts, and plays, and comprises a significant proportion of the audience for such on-campus events as the University Lectures and Concert Artists Series, for which outside talent is engaged.

Library materials lending services.—The University provides neither library package lending services for outside groups nor special library arrangements for persons enrolled in extension-

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The Ohio State University, Faculty Speakers, 1953.
Table 9

EXTENSION CLASSES CONDUCTED BY THE OHIO STATE UNIVERSITY IN 1954-55

<table>
<thead>
<tr>
<th>Sponsor Division and Nature of Program</th>
<th>Times Given</th>
<th>No. of Persons Served</th>
<th>Locations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bureau of Special and Adult Education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>#1. Field Laboratory Workshop (Education 798)</td>
<td>1</td>
<td>11</td>
<td>Mansfield</td>
</tr>
<tr>
<td>Department of Education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>#2. Practicum in Problems of Education (Education 649)</td>
<td>4</td>
<td>133</td>
<td>Columbus, Worthington</td>
</tr>
<tr>
<td>Department of Agricultural Education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Four professional courses in agricultural education (Agricultural Education 611, 705, 712, 715)</td>
<td>24</td>
<td>90</td>
<td>All four courses given in rotation at six locations in the State</td>
</tr>
</tbody>
</table>
type programs. The library of the College of Law extends a variety
of services to Ohio lawyers and out-of-state alumni, including:
(1) photoduplication of uncopyrighted materials; (2) book circula-
tion; (3) bibliographical services; (4) limited citation service;
and (5) federal legislative history service. Several requests per
week are processed by the library staff.

Film and audio-visual aids services.—Throughout the University
there are several divisions which employ specialists in the pro-
duction and use of audio-visual aids and maintain extensive
facilities for such purposes, notably the Teaching Aids Laboratory,
Department of Photography, and Department of Medical Illustration.
All of these services are primarily inter-mural, and only incidental
provisions are made for loaning audio-visual materials to off-
campus users. Specialized collections of films are held and loaned
by the State Film Library in co-operation with some of the Smith-
Hughes vocational education divisions. Although no formally
organized consultant service in the use of audio-visual aids is
made available to local schools, the Teaching Aids Laboratory
publishes and distributes materials dealing with the subject.

Conferences, institutes, and short courses.—A survey disclosed
that 132 non-credit conferences, institutes, and short courses were
held by colleges and departments of The Ohio State University during
the fiscal year 1953–54. Of this number, approximately half might
be classified as short courses, ¼ per cent as conferences, and six
per cent as workshops. 55 The numbers organized and administered by each of the various colleges or their departments, and by independent departments, are shown in Table 10. Of the University's 88 instructional departments, 51, or approximately 58 per cent, had either organized or participated in such programs. 56

University-wide administrative provisions for conferences, institutes, and short courses have been discussed, including the roles of the Bureau of Special and Adult Education, the Vice-President, and the Business and Bursar's offices (pages 109-40). In the College of Commerce, the Bureau of Business Research handles all administrative and editorial work in connection with the College's extensive conference and short course program. In the Colleges of Dentistry, Engineering, and Agriculture, assistant or associate deans have been authorized to devote considerable time to administration, co-ordination, and supervision of this work. Personnel of other colleges who organize such programs usually make all the necessary arrangements themselves or work through the Bureau of Special and Adult Education. About three-fourths of these programs were co-sponsored by outside agencies or groups, including private trade or business associations, various state departments, and

55 Ohio State University Committee on Non-Credit Programs, "Report of a Survey on Non-Credit Programs Carried on by Colleges and Departments of The Ohio State University, 1953-54," pp. 1-5, 26-8. (Hereafter, this report will be referred to as "Survey of Non-Credit Programs.")

56 Ibid., p. 9.
Table 10

NUMBER OF CONFERENCES, INSTITUTES, AND SHORT COURSES HELD BY COLLEGES AND INDEPENDENT DIVISIONS OF THE OHIO STATE UNIVERSITY IN 1953-1954*

<table>
<thead>
<tr>
<th>College or Other</th>
<th>Number of Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>College of Education (24 + 2 repeats**)</td>
<td>26</td>
</tr>
<tr>
<td>College of Dentistry (12 + 13 repeats**)</td>
<td>25</td>
</tr>
<tr>
<td>College of Agriculture (excluding Extension)</td>
<td>23</td>
</tr>
<tr>
<td>College of Commerce and Administration</td>
<td>22</td>
</tr>
<tr>
<td>College of Arts and Science (9 + 1 repeat**)</td>
<td>10</td>
</tr>
<tr>
<td>College of Engineering</td>
<td>9</td>
</tr>
<tr>
<td>College of Law</td>
<td>7</td>
</tr>
<tr>
<td>College of Medicine</td>
<td>6</td>
</tr>
<tr>
<td>College of Veterinary Medicine</td>
<td>2</td>
</tr>
<tr>
<td>College of Pharmacy</td>
<td>0</td>
</tr>
<tr>
<td>Graduate School</td>
<td>0</td>
</tr>
<tr>
<td>Department of Air Science (independent division)</td>
<td>2</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>132</strong></td>
</tr>
</tbody>
</table>

* Survey of Non-Credit Programs, op. cit., p. 6, Table III.

** Identical programs repeated one or two times during the year.
professional associations. Approximately 10 per cent were of an inter-departmental or inter-college nature.\textsuperscript{57}

An estimated total of nearly 20,000 persons attended conferences, institutes, or short courses in 1953-54, approximately equaling the number of full-time students enrolled by the University during the same period. All except eleven of the above programs were held on the campus, and nine of the exceptions were in downtown Columbus. Inadvertently omitted from the survey upon which the above data are based were several job-instruction-training short courses conducted throughout the southern part of the State by the Distributive Education faculty.\textsuperscript{58}

Evening college program.—The administrative organization of the University's evening college, or Twilight School, has been described earlier in this chapter. The Twilight School bulletins for 1954-55 and the 1955 Summer Quarter list approximately 300 courses scheduled after 5:00 p.m. or on Saturdays, with classes usually meeting once or twice a week.\textsuperscript{59} All offerings consist of credit courses drawn from the regular University curriculum by voluntary agreement between the director and college deans or department chairmen on the bases of: (1) providing sequences of courses for freshmen and sophomores; (2) providing courses requested

\textsuperscript{57} Survey of Non-Credit Programs, op. cit., pp. 10, 14.

\textsuperscript{58} Ibid., pp. 49-50.

\textsuperscript{59} The Ohio State University, Twilight School Bulletin for 1954-1955, LIX, No. 1 (August, 1954) and The Ohio State University's Twilight School, Summer Quarter, 1955 (announcement leaflet).
by advanced students; (3) obtaining sufficient enrollment for
certain courses which normally attract few full-time students; and
(h) funds and staff time available to the departments concerned.

Complete degree or terminal programs are not offered. Thirty-
six per cent of all instructional departments offered Twilight
School courses in 1954-55. Excluding a large number of full-time
students who also attended the classes, a total of 3510 persons were
registered in the Twilight School during 1953-54.

Graduate center program.—The University operates The Ohio
State University Graduate Center at Wright-Patterson Air Force
Base, Dayton, Ohio, exclusively for military and civilian scientific,
technical, and administrative personnel of the Base who are eligible
for admission to the Graduate School. Students may elect certain
desired courses, a complete Master's degree program, or work
applicable to the Ph. D. About 40 courses are given each quarter.

Base personnel attend on a part-time basis, being authorized
to carry not more than six credit hours per quarter. During 1954-
55, including Summer, 1954, there were 1029 registrations including
289 new students. The Center is considered an integral part of the
Graduate School although it is administered through the Twilight
School.

Ibid.

Work taken at the Center does not relieve the student of the
Ph. D. campus residence requirement.
Broadcasting services.—Radio station WOSU provides almost 78 hours of AM and 94 hours of FM broadcasting per week, as licensed by the Federal Communications Commission. Not much is known about the listeners, although the current 6600 subscriptions to the monthly program bulletin indicate a smaller proportion of listeners in Columbus than in other parts of the State. The station is received regularly in all except the extreme northern and southern counties.

WOSU is administered directly under the President's Office. A committee appointed by the President to advise on programming and other station policies has been inactive of late. Adult education is the principal purpose, as opposed to training and experience for students. The station depends upon the voluntary participation of various instructional departments for much of its programming, some of which cooperate much more extensively than others. The facilities are used to some extent by government agencies and other institutions, and programs originating at WOSU are relayed or taped for rebroadcasting by other educational and commercial stations in Ohio and elsewhere. At this writing, a movement is in progress among the Board of Trustees and the Ohio Legislature to boost the present 5000 watt power in order to insure adequate reception in all parts of the State.

The University's educational television station WOSU-TV was put into operation on a limited scale in February, 1956. The
manner of its control and use have not yet been fully determined.

Specially organized informational, research, training, and consultant services for agencies and groups.—University divisions which are specifically constituted and financed to render the omnibus services of information, research, training, and consultation to agencies and groups are listed in Table 11, with descriptions of the services they provide. Less comprehensive services of this nature are also provided by Distributive Education, Home Economics, and several other units not listed in the table.

Other general extension-type programs.—Following are descriptions of other organized general extension-type activities currently in progress which do not conform to any of the foregoing categories.

1. The Trade and Industrial Education Service maintains an on-the-job teacher education program for persons who enter trade and industrial teaching directly from industry. After attending a pre-service workshop on the campus, the new teacher is visited regularly over a four-year period by the teacher trainer from the University, who assigns units of professional work according to individual needs and conducts the instruction involved. In case the teacher later decides to obtain a degree, the units completed in this way are evaluated for credit in terms of the regular professional courses which they constitute.
## Table II

SPECIAL CONSTITUTIONAL, RESEARCH, TRAINING, AND CONSULTANCY SERVICES OF THE OHIO STATE UNIVERSITY IN 1954-55

<table>
<thead>
<tr>
<th>Unit</th>
<th>Clientele Served</th>
<th>Services Rendered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural Education</td>
<td>Ohio schools; new and returning teachers of vocational agriculture</td>
<td>In-service training, program development, program evaluation—through state-wide visitation, group meetings, state-wide conferences(*)</td>
</tr>
<tr>
<td></td>
<td>All vocational agriculture teachers</td>
<td>Teaching aids service: duplication, production, and free distribution of printed-type informational materials.</td>
</tr>
<tr>
<td>Bureau of Business Research</td>
<td>Ohio industries</td>
<td>Research; publication of statistics and other information; consultation; conference administration(*)</td>
</tr>
<tr>
<td>Bureau of Educational Research</td>
<td>Schools in Ohio, U.S., and other countries; teachers; educational broadcasters.</td>
<td>Research; publication of research and other information; training through conferences(*); consultation in school planning, school surveys, etc.; broadcasting to schools.</td>
</tr>
<tr>
<td>Bureau of Special and Adult Education</td>
<td>Schools in Ohio and U.S.; teachers; lay groups interested in education and exceptional children.</td>
<td>Research; publication of research and other information; training through workshops(<em>); University-wide conference development(</em>); consultation.</td>
</tr>
<tr>
<td>Trade and Industrial Education Services</td>
<td>Ohio schools</td>
<td>Research; program evaluation; shop planning; consultation.</td>
</tr>
<tr>
<td></td>
<td>Trade and Industrial teachers and supervisors.</td>
<td>Development, production, and distribution at cost of printed teaching aids; training teachers(*), co-ordinators, and supervisors, through conferences and itinerant teacher training.</td>
</tr>
<tr>
<td></td>
<td>Ohio industries; labor organizations; tradesmen.</td>
<td>Training through conferences and special technical short courses(*).</td>
</tr>
</tbody>
</table>

* Services described elsewhere in this chapter.
2. The University Community Orchestra is especially organized to give amateur musicians in the Columbus area an opportunity to rehearse and play under the competent supervision of School of Music faculty members. A person desiring credit may register in the Twilight School.

3. The College of Medicine conducts non-credit, part-time courses for the purpose of training X-ray technicians. The trainees receive five hours of instruction per week for a period of one year. A new class of four or five persons is started every three months.

4. The Political Science Department is making special efforts to interest journalists, lay leaders, and other adults, as well as regular students, in a series of summer programs involving general studies of various areas of the world. Although five weeks of formal course work is basic, this phase is supplemented by related lectures, movies, exhibits, and conferences open to the general public.

5. During 1953-54, 20 open-house periods were held at the McMillen observatory and 24 at the Perkins observatory. The programs comprised two or three hours of lecture, demonstration, and observation. Individual and organized group attendance totaled about 4,000 persons for the year.
6. The Ohio High School Speech League directed by the Department of Speech supplements the forensic, discussion, dramatic, and radio speech programs of about 4000 Ohio high schools. A staff member participates in the work of the NUEA Committee on Discussion and Debate and arranges contests and other events. State-wide institutes are held for teachers in the above areas.

Agricultural Extension Service.—The development of agricultural extension at The Ohio State University was discussed in Part 1 of this chapter because there was little recognized distinction between extension activities sponsored by the College of Agriculture and those provided by other colleges until after the passage of the Smith-Lever Act in 1914. Since the former have become part of a vast nationwide system carrying on a definite pattern of activities which the University has little authority to alter, a description of the present agricultural extension program, other than the identification of areas which may overlap those of general extension or are of mutual value, is not essential to this study. Such areas of mutual concern are as follows: 62

1. Homemaking and family life, dealing with: the home and surroundings; furnishings and equipment; home management; family economics; clothing; foods and nutrition; health; family life; and safety.

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2. Community Development and Public Affairs, involving activities to increase public understanding of citizenship responsibilities, functions of government, and world affairs; improvement of county or community organizations; and assistance with community problems, community surveys, and the utilization of community resources.

3. Marketing, which is largely concerned with consumer information.

4. Youth work, i.e., assisting young men and women 18-30 year of age in organizing and developing various interest groups.

5. Farm and Home Development Program, which involves the coordinated application of pertinent technological, economic, and social information to help an individual family define and achieve its family goals.

About one-half the total working time of all county and home demonstration agents in Ohio is devoted to the activities listed above, involving home visits, demonstrations, news releases, broadcasts, and leadership training meetings for local adult leaders. County agents estimated that in addition to 140,000 farm families served, approximately 90,000 rural non-farm and 78,000 urban families
were assisted in making some changes in agricultural or homemaking practices during the fiscal year 1953-54. This indicates the ever growing jurisdictional problem arising in Ohio and elsewhere.

Facilities

Most types of extension activities carried on by The Ohio State University are on such a small scale or of such nature that no separate facilities are presently required. The few extension classes given are held in public school buildings. Campus lecture and concert series are not widely publicized because of the limited seating capacities of campus auditoriums.

The greatest problem exists with respect to facilities for conferences, institutes, and short courses, as attested by all of the college deans sponsoring such programs. Those in charge generally find it necessary to reserve rooms in the student union building several months or even years in advance. Other widely scattered campus facilities and dormitory accommodations can be secured only at such times as not to interfere with the regular day-school program. Downtown hotels are used for several of the larger conferences.

Twilight School classes are held in regular campus buildings, except for those of the extension class type. All major facilities

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63 The Ohio State University Agricultural Extension Service, op. cit., pp. 3-30.
used by the Graduate Center are supplied by the Air Base, including laboratories, a library, and means of transportation for University staff members. Broadcasting personnel consider their facilities adequate.

Inadequate library service is a problem common to extension class, evening college, and graduate center programs. No special provisions are made for extension class enrollees. Although evening college students have full University library privileges, they are hampered by closed reserve rules. The Air Base library must borrow many of the materials needed by Graduate Center students through inter-library loan services.

Staffing

Administrative staffs.—As explained earlier, there is no single person with full-time responsibility for the over-all, general extension program of The Ohio State University. Two persons may be considered equivalent to full-time directors in charge of specific services—the director of the Twilight School and that of radio station WOSU. Many others, not readily classifiable, devote varying portions of their time to the administration and supervision of extension programs, including the heads of the special research bureaus and departments providing informational, research, training and consultant services, assistant deans charged with
conference activities, and more than sixty additional persons named as supervisors of one or more conferences, institutes, or short courses. Also engaged in various extension activities are approximately 30 full-time technical personnel, 24 of whom are employed by WOSU, and an undetermined number working on a part-time basis.

Instructional staffs.—Several hundred faculty members participate in the instruction of adults at some time during the year. Approximately 570 engage in conference instruction, and 350 teach Twilight School classes. Except for a trade and industrial teacher trainer employed full-time in the field, staff members instruct adults on a part-time basis only. Nearly a thousand outside persons do some assisting in conference instruction annually. A very small number of persons from Wright-Patterson Air Base and from neighboring colleges are employed at the Graduate Center to supplement members of the regular campus staff.

Remuneration of staffs.—Persons administratively in charge of educational programs and services for adults are generally on regular faculty salaries. Thirteen staff members received extra compensation ranging from $100 to $300 for directing non-credit conferences, institutes, or short courses in 1953-54. Evening college and

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64 Unpublished data collected by the Committee on Non-Credit Programs (page 115).
65 Survey of Non-Credit Programs, op. cit., p. 39, Table XIV.
66 Unpublished data collected by the Committee on Non-Credit Programs, op. cit.
extension class instruction is performed as a part of the normal teaching load. On the other hand, faculty members of Ohio State and other colleges receive extra pay for Graduate Center instruction, which is carried on in addition to their normal teaching schedules. Smith-Hughes funds supply half the salaries of all personnel employed by the Smith-Hughes vocational education divisions. These funds are also used to defray all travel and other expenses of such persons when working in the field. Other faculty members are reimbursed for travel and incidental expenses directly by the users.

The remuneration of university staff members for conference, institute, and short course instruction remains a problem. Some questions involved are: (1) Should extra compensation be paid? Some colleges have substantial remuneration policies while others consider conference work an integral part of the teaching load; (2) If remuneration is in order, how much should be paid? Amounts ranged from $10 to $50 per lecture in 1953-54; 67 (3) What conditions should be considered—faculty rank, amount of preparation required, off-quarter status, ability of the users to pay, or others?

Clientele

Few attempts have been made to study the adult users of educa-

67 Unpublished data collected by The Ohio State University Committee on Non-Credit Programs, op. cit.
tional programs and services extended by The Ohio State University, or even to keep accurate records of the numbers of persons served. Because of the lack of data and the extremely varied nature of the activities involved, it is practically impossible to classify this clientele concisely in order to determine the relative amounts of service received by various population groups.

**Occupations.**—The extent to which various occupational groups of adults are served by organized types of programs normally requiring registration with the University, such as conferences, evening college, extension classes, and correspondence courses, is indicated in Table 12. Not represented by the tabular data are:

1. an undetermined number of lawyers using the library services extended by the College of Law;
2. about 4,000 persons attending the observatory open-house events;
3. adult audiences at lectures and concerts; and
4. an unestimated number of listeners to WOSU.

Organized educational programs for the general public are virtually confined to the three last-named activities.

The most significant aspect illustrated by these data is the large proportions of attention received by teachers and other professional groups and by the trade and industrial groups largely represented by Item 4 of Table 12. It is probably more than coincidental that these particular groups are also the best organized. Although it is not depicted by the table, teachers and school officials received the greatest variety of services.
Table 12

ATTENDANCE BY MAJOR OCCUPATIONAL GROUPS FORMALLY ENROLLED IN ADULT EDUCATIONAL PROGRAMS EXTENDED BY THE OHIO STATE UNIVERSITY IN 1953-54

<table>
<thead>
<tr>
<th>Occupationb</th>
<th>Number of Personsc</th>
<th>Per cent of Total Number of Persons</th>
<th>Number of Programsd</th>
<th>Per cent of Total Number of Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Professional educators</td>
<td>4,322</td>
<td>17.3</td>
<td>24</td>
<td>20.1</td>
</tr>
<tr>
<td>2. Professional, technical, and kindred workers, except educatorsd</td>
<td>504</td>
<td>20.1</td>
<td>66</td>
<td>47.2</td>
</tr>
<tr>
<td>3. Farmers and farm managers</td>
<td>3,175</td>
<td>12.1</td>
<td>5</td>
<td>4.5</td>
</tr>
<tr>
<td>4. Managers, officials, and proprietors, except farm managers</td>
<td>5,736</td>
<td>25.5</td>
<td>42</td>
<td>30.1</td>
</tr>
<tr>
<td>5. Clerical and kindred workers</td>
<td>1,512</td>
<td>6.7</td>
<td>4</td>
<td>3.2</td>
</tr>
<tr>
<td>6. Sales workers</td>
<td>1,096</td>
<td>4.5</td>
<td>1</td>
<td>0.8</td>
</tr>
<tr>
<td>7. Craftsmen, foremen, and kindred workers</td>
<td>1,609</td>
<td>6.7</td>
<td>3</td>
<td>2.1</td>
</tr>
<tr>
<td>8. Operatives and kindred workers</td>
<td>252</td>
<td>1.2</td>
<td>1</td>
<td>0.7</td>
</tr>
<tr>
<td>9. Private household workers</td>
<td>377</td>
<td>1.7</td>
<td>2</td>
<td>1.4</td>
</tr>
<tr>
<td>10. Service workers, except private household</td>
<td>705</td>
<td>3.0</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>11. Farm laborers and foremen</td>
<td>740</td>
<td>3.0</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>12. Laborers, except farm and mine</td>
<td>231</td>
<td>1.0</td>
<td>2</td>
<td>1.6</td>
</tr>
<tr>
<td>13. Occupations not reported (specific occupational groups)e</td>
<td>6,168</td>
<td>2.7</td>
<td>5</td>
<td>3.5</td>
</tr>
<tr>
<td>14. Key groupsf</td>
<td>507</td>
<td>2.3</td>
<td>4</td>
<td>2.8</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>22,360</strong></td>
<td><strong>1,006</strong></td>
<td><strong>100.0</strong></td>
<td></td>
</tr>
</tbody>
</table>

---

a A minor part of the data is based upon figures for 1953-55.

b Occupational categories employed are the same as those used in the United States Census Report for 1950, with the exception of item 1 and 11, added because of their special significance to this study.

c Includes estimates by persons in charge of many of the programs.

d Not mutually exclusive.

e Includes Air Force personnel employed in the main campus.

f Some of this category are probably included in item 3.

g Accounted for largely by those employed in correspondence courses. Also evening school students who did not provide occupational information.
**Geographical scope.**—The University has actually taken few of its adult education programs out into the State. Besides WOSU listeners and Smith-Hughes teachers enrolled in extension classes and other itinerant programs, only minor segments of the population are served in the field. Other services are generally limited by distance or jurisdiction to persons able to visit the campus. Adult educational activities available to non-residents of Ohio are generally limited to several conference programs of regional or nation-wide scope.

**Motivations.**—About half the evening college students and 35 per cent of those enrolled in the Graduate Center are working toward degrees. Factors motivating other users of extension services can only be inferred from the predominantly vocational nature of the balance of the offerings.

**Educational levels.**—The educational backgrounds of the clientele range from elementary school level, principally among conference enrollees, to graduate and professional post graduate standing. It may be inferred from the nature of the other types of programs that, on the whole, the educational status of the users is relatively high. Broadcasting is directed almost entirely to adults, with less than three per cent of all broadcasting time devoted to school-age children. One-third of all evening college students were of graduate standing in 1953-54. The Twilight School is authorized to waive the usual prerequisites for students of
sufficient experience and maturity" upon written approval of the instructional department concerned.

Financing

Formal credit courses provided for adults, whether they are given through the Twilight School, extension classes, or the Graduate Center, are financed on much the same basis as the regular day-school program of the University. Enrollees pay standard fractional fees (page 95) which amount to somewhat less per course than those required of full-time students. Extra expenses incurred when formal credit courses are given off the campus are met from other than University sources. Most other types of extension work are required to be entirely self-supporting, although there are sporadic instances of official University support. As a rule, the financial support of non-credit types of programs, or portions thereof, are frequently "bootlegged" into the regular departmental budgets. These practices preclude any estimation of the current total budget for adult education.

The principal means of financing the various specific services are shown in Table 13. Correspondence course fees are $5 per person. Travel and other extra expenses involved in Smith-Hughes extension
Table 13

Means of Financing Various Programs and Services Extended by the Ohio State University in 1954-55

<table>
<thead>
<tr>
<th>Type of Program</th>
<th>Principal Means of Financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Correspondence Courses</td>
<td>Self-supporting from fees</td>
</tr>
<tr>
<td>2. Extension Classes</td>
<td>Regular University fractional fees</td>
</tr>
<tr>
<td>3. Lectures and Concerts</td>
<td>Self-supporting from ticket sales</td>
</tr>
<tr>
<td>4. Library Lending</td>
<td>Absorbed in regular Law Library budget</td>
</tr>
<tr>
<td>5. Conferences, institutes, and short courses</td>
<td>Self-supporting from fees, with minor exceptions</td>
</tr>
<tr>
<td>6. Evening College</td>
<td>Regular University fractional fees</td>
</tr>
<tr>
<td>7. Graduate Center</td>
<td>Regular University fractional fees; expenses paid by U. S. Air Force</td>
</tr>
<tr>
<td>8. Broadcasting</td>
<td>State appropriations</td>
</tr>
<tr>
<td>9. Non-credit information, research, training and consultancy by specially constituted services</td>
<td>State appropriations; Smith-Hughes funds; rotary funds</td>
</tr>
<tr>
<td>10. Others (pages 120, 122-23):</td>
<td></td>
</tr>
<tr>
<td>a. Community Orchestra, X-ray technician courses, foreign area study lectures, observatory open house</td>
<td>Absorbed in departmental budgets</td>
</tr>
<tr>
<td>b. All others</td>
<td>Covered by fees, charges, or government contracts.</td>
</tr>
</tbody>
</table>
courses are defrayed from Smith-Hughes funds. Otherwise, local schools are expected to meet such expenses. Under the terms of an Air Force contract, the University receives approximately $100,000 per year to cover extra costs involved in operating the Graduate Center.

In 1953-54, eighty-six per cent of all conferences, institutes, and short courses utilized registration fees which ranged from 15 cents to 20 dollars per day per person and averaged $4.59 and $9.09 per day per person for conferences and short courses respectively. The amounts assessed by various colleges differed greatly. Official University financial support for these programs consisted of (1) a $10,000 annual legislative appropriation for conference administration by the Bureau of Business Research, (2) a portion of the salary received by the director of the Institute for Education by Radio and Television, and (3) contributions from a Graduate School fund for certain high-level conferences. Government and private co-sponsoring agencies contributed financial support and administrative assistance in some instances. Costs of materials and other cash outlay items for all programs are generally covered by laboratory fees or other assessments upon the users.

Subject Matter

Formal credit courses provided as extension work via extension

Unpublished data collected by The Ohio State University Committee on Non-Credit Programs, op. cit.
classes, the evening college, and the Graduate Center, are all
drawn from the regular University curriculum. Some flexibility in
choice of content is afforded by omnibus and workshop courses
which all of these programs include. The majority of the offerings
are on the graduate level, as illustrated by Table 11. No non-
credit, formal-type courses are included in these programs.

Table 11

DISTRIBUTION OF FORMAL COURSES OFFERED VIA EXTENSION CLASSES,
EVENING COLLEGE, AND GRADUATE CENTER PROGRAMS OF THE OHIO STATE
UNIVERSITY ACCORDING TO ACADEMIC LEVELS IN 1954-55

<table>
<thead>
<tr>
<th>Type of Program</th>
<th>Undergraduate (per cent)</th>
<th>Advanced Undergraduate and Graduate (per cent)</th>
<th>Graduate (per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extension Classes</td>
<td>None</td>
<td>22</td>
<td>78</td>
</tr>
<tr>
<td>Evening College</td>
<td>33</td>
<td>50</td>
<td>17</td>
</tr>
<tr>
<td>Graduate Center</td>
<td>None</td>
<td>*</td>
<td>100</td>
</tr>
</tbody>
</table>

* Some of this type may be offered, but only students of
  graduate standing may enroll.
The subject matter of formal extension classes is limited to professional education. Evening college offerings include sequences of courses for freshmen and sophomores, courses requested by advanced students, courses in which daytime enrollments would be insufficient, and others agreed upon by the director and various instructional departments. More than a third of the latter offered Twilight School courses in 1954-55. The majority of the Graduate Center offerings are in engineering and related subjects. No certificate or terminal groupings of courses are offered in any of the above programs.

The general types of subject matter involved in conference-type programs and the proportion of all conferences devoted to each, classified according to a plan similar to that used by Morton (See page 74, Table 8) are shown in Table 15. All of these programs were primarily vocational in nature.

The general types of programming and the approximate proportions of time devoted to each by station WOSU are indicated in Table 16. Over half the programming in the educational category consisted of classical music. Also in this category were a number of programs which might be considered courses, including Italian, French, Spanish, German, philosophy, and psychology for parents. Although lesson outlines and other materials were mailed on request, University credit was not awarded. Broadcasts pertaining to national and
Table 15

FIELDS IN WHICH CONFERENCE ACTIVITIES WERE DEVELOPED BY THE OHIO STATE UNIVERSITY IN 1953-54 AND THE APPROXIMATE PERCENTAGE OF ALL CONFERENCES DEVOTED TO EACH*

<table>
<thead>
<tr>
<th>Area</th>
<th>Percentage of all Conferences</th>
</tr>
</thead>
<tbody>
<tr>
<td>Business administration</td>
<td>24</td>
</tr>
<tr>
<td>Questions of public interest</td>
<td>1</td>
</tr>
<tr>
<td>Improvement of government services</td>
<td>3</td>
</tr>
<tr>
<td>Professional education</td>
<td>18</td>
</tr>
<tr>
<td>Engineering problems</td>
<td>3</td>
</tr>
<tr>
<td>Refresher for professions (other than education)</td>
<td>30</td>
</tr>
<tr>
<td>Agricultural practices</td>
<td>14</td>
</tr>
<tr>
<td>Others</td>
<td>7</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

* Unpublished data collected by the Committee on Non-Credit Programs, *op. cit.*
Table 16

DISTRIBUTION OF WOSU BROADCASTING TIME ACCORDING TO GENERAL TYPES OF PROGRAMS IN 1953 AND 1954*

<table>
<thead>
<tr>
<th>Program Type</th>
<th>Percentage of Broadcast Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Entertainment</td>
<td>11</td>
</tr>
<tr>
<td>Religious</td>
<td>2</td>
</tr>
<tr>
<td>Agricultural</td>
<td>4</td>
</tr>
<tr>
<td>Educational</td>
<td>72</td>
</tr>
<tr>
<td>News</td>
<td>11</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>


world affairs, political and economic understanding, and family life or other aspects of the humanities, comprise practically the entire effort of the University outside of agricultural extension in these important areas of general adult education.
Summary, Evaluation, and Trends

Despite its extremely limited early resources, The Ohio State University was one of the first to extend its educational services to adults, while attempting to justify its very existence as a public institution. As time passed, programs were instituted upon the insistence of the State Legislature, state government departments, the Board of Trustees, the president, or by influential members of the faculty, generally in response to fancied needs or to the demands of particularly vocal and well-organized groups. The latter type of appeal has proven unusually effective when reinforced with financial inducements offered to the University.

Under these conditions, nearly every conceivable type of extension service has existed at one time or another, with a history of failures and terminations due to such factors as lack of organization, poor public response, discontinuations of funds, conflicts between University and State officials, and priorities accorded the regular campus program. Faculty committee studies pointing out many of these weaknesses have been largely ignored. The resulting general status was succinctly described by President Bevis when he asserted in his inaugural address that the University has taken a leading part in adult education, but added that:
In our enthusiasm we have sallied out in many directions, with gaps as well as overlapping in our lines. We have as yet neither completed nor coordinated a coherent program.\textsuperscript{70}

In the absence of an over-all extension organization and definite policies for the development and financing of general extension work, most of this service is provided informally in response to outside requests, as resources can be spared from the regular campus program. Despite such handicaps, rather sizeable conference, evening college, broadcasting, and omnibus informational, research, training, and consultancy services have developed, in addition to a number of other organized though less extensive extramural activities. During the fiscal year 1954-55, more than 22,000 adults were enrolled in organized adult education programs (page 130, Table 12.)

The nearest approach to a general university extension organization is the Twilight School office, with a full-time director who administers the evening college and all off-campus credit programs. The Faculty Council recently approved a set of over-all policies concerning conferences, institutes, and short courses as well as a plan to employ staff personnel operating on a University-wide basis to assist with these programs. The prevailing state of largely informal, voluntary relationships among administrative, service, and instructional divisions with regard to extension activities has operated reasonably well under the circumstances although a large

\textsuperscript{70} Howard L. Bevis, "Inaugural Address," \textit{History of The Ohio State University}, Thomas C. Mendenhall (ed.), Vol. 5, p. 39.
proportion of the instructional departments have failed to participate in some of the more significant, on-going types of programs, thus contributing to an existing lack of balance. Few measures have been taken to co-ordinate The Ohio State University's general extension activities with those of other higher educational institutions or with agricultural extension.

The extremely large number of instructional staff members administering extension programs, as opposed to the relatively few full-time administrative personnel so employed, has resulted in excessive duplication of work, unskillful operation, and discouragement of effort. Several hundred faculty members annually contribute to the instruction involved, plus an even larger number of outside experts who participate in conference programs. Most credit extension teaching is made a part of the instructor's normal teaching load, with extra compensation being paid when this type of instruction comprises extra teaching load. Remuneration policies for non-credit instruction remain an unsolved problem.

Little attempt has been made to study the clientele served. Disproportionate amounts of service are devoted to various occupational groups, with teachers and other professional workers receiving the most attention. As a general rule, credit courses for adults are financed on much the same basis as those offered to full-time students, while most non-credit programs are expected to be
entirely self-supporting. Instances of University support for the latter are irrational in terms of comprehensiveness and balance.

Formal courses provided for adults are largely on the graduate level, patterned for persons seeking degrees. Non-credit activities are devoted almost exclusively to vocational purposes, with the notable exception of broadcasting, which is primarily cultural in content. Except for pertinent broadcasting activities, little attention is given by the University to such areas of general adult education as questions of public interest, improvement of government services, national and world affairs, political and economic understanding, and family life.

The most outstanding current trends, shared with other universities across the nation, are (1) increasing emphases on refresher-type conferences, institutes, and short courses for professional workers and (2) part-time Master's degree programs for engineers. Five of the colleges are planning to expand their conference programs for 1955-56 and the College of Engineering expects to offer more evening college courses applicable to the Master's degree. Administratively, there has been a trend to appoint assistant deans as co-ordinators of conference work within the colleges. Outside of more extensive use of educational television station WOSU-TV, no additional major types of extension programs are presently projected.
PECULIAR CHARACTERISTICS AND RELATIONSHIPS OF THE STATE OF OHIO AND THE OHIO STATE UNIVERSITY

The two preceding chapters have provided a basis for comparing The Ohio State University's extension activities with those of other leading higher educational institutions across the nation. The wide variations observed among the programs of other universities and the unique factors underlying them point up the need for Ohio State to study the peculiar characteristics of its own service area. Experiences in other states have demonstrated that with respect to certain types of extension services the predominant state university may realize the ideal of equal service to the entire state. Other types, because of their nature, are largely restricted to an area easily accessible to the campus. By means of co-operative relationships with other higher educational institutions, especially tax-supported ones, it is often possible to extend such limited types of programs to a considerable portion of the population while at the same time preventing wasteful duplication and competition.

The present chapter will deal with the population and occupational characteristics of the State of Ohio which are frequently mentioned in the literature of university extension and adult
education as essential to program planning and evaluation, the
general nature of adult education programs in Ohio which are being
extended by the public schools and higher educational institutions
other than Ohio State, and peculiar characteristics of The Ohio
State University having particular significance with respect to
adult education. Particular attention will be given to the
Columbus metropolitan area\(^1\) in which the University is located, and
the six surrounding counties.\(^2\) This entire area comprises an easily
defined district within commuting distance of the University for
which data are readily obtainable, although it should be pointed
out that with good highways it is not unusual for adults to commute
to evening classes or campus conferences from other points within a
sixty mile radius—the cities of Marion, Zanesville, and Springfield,
for example.

Geographical, Population, and Occupational Characteristics

**Geographical and related characteristics.**—Ohio is unusually
compact geographically and economically. Thirty-fourth in size
among the 48 states, and with less than 300 miles lying between its
farthermost extremeties, Ohio ranks 8th in population density.

---

1 Comprises the whole of Franklin County, including the City of
Columbus and its suburbs, as defined by the United States Census
2 Delaware, Licking, Fairfield, Pickaway, Madison, and Union
Counties. (Hereafter, including the Columbus metropolitan area, this
combination will be referred to as the central Ohio area.)
There are no major geographical barriers to travel or communications.

Any point in the State may be easily reached by automobile in less than a day from the City of Columbus, which is also a hub for several major railroads, airlines, and motorbus routes. Its central location and position as the seat of the State government have led to the establishment of numerous headquarters for civic, trade, and other associations in that city. The classified section of the 1955 Columbus telephone directory lists a total of 113 state and national association offices. Five large permanent military installations are located in the central Ohio area, as well as several important scientific research institutions.

Although The Ohio State University station WOSU is the only AM educational broadcasting station in Ohio, there are eight educational FM stations in the State, including WOSU-FM. Beside WOSU-TV, one non-commercial television station is operating in Cincinnati and another is under construction at Toledo.

Distribution of population.—Compared to that of most states, Ohio's estimated 8,500,000 population is dispersed in a fairly uniform pattern, although the majority live in an area roughly 60 miles wide and 200 miles long extending diagonally from Cincinnati in the southwest through Columbus to Cleveland in the northeast, which contains seven of the State's eight large metropolitan areas.

Ohio Bell Telephone Company, Columbus and Vicinity Telephone Director, July, 1955, Classified Telephone Directory, p. 33.
and all other cities of more than 25,000 population except four.

Some sections of southeastern Ohio are the only sizeable areas
which may be described as sparsely populated.

The central Ohio area (See footnote 2, Page 114) contained
728,000 persons, or slightly less than one-tenth of the State's
total population in 1950. Metropolitan Columbus (See footnote 1,
Page 114) accounted for 70 per cent of that number or about
510,000.4

The classification of Ohio's population according to rural
and urban residence and the accompanying trends are shown in
Table 17. These figures illustrate the rapid and pronounced
urbanization of the State and provide evidence of the jurisdictional
problem between agricultural and general extension with respect to the

Table 17

DISTRIBUTION OF OHIO POPULATION ACCORDING TO URBAN AND RURAL RESIDENCE
IN 1950*

<table>
<thead>
<tr>
<th>Classification</th>
<th>Per cent</th>
<th>Per cent Increase 1940-1950</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban</td>
<td>70.2</td>
<td>14.2</td>
</tr>
<tr>
<td>Rural:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural non-farm</td>
<td>19.1</td>
<td>18.5</td>
</tr>
<tr>
<td>Rural farm</td>
<td>10.7</td>
<td>-20.1</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

* United States Bureau of Census, op. cit., p. 51, Table 10;
p. 56, Table 13.

4 United States Bureau of Census, Census of Population: 1950,
rural non-farm element. About one of every seven adults 21 years of age or over was 65 years or older.\(^5\)

**Occupations and industries.**—The 1950 census classification of employed persons in Ohio and the central Ohio area is shown in Table 18. Little difference is apparent between the status for central Ohio and that for the State as a whole. Notable are the relatively small proportions of persons employed in occupations which presumably require little skill—represented primarily by Items 8, 10, and 11. Compared to the seven per cent total of all employed persons engaged in agriculture, forestry, and fisheries in 1950, there were approximately 4.2 per cent engaged in manufacturing and construction, 37 per cent in business and personal services, eight per cent in transport and public utilities, and six per cent in all other major industrial groups.\(^6\) Marked trends during the decade 1940-1950 were a 4.1 per cent decrease in the proportion of agricultural workers, a 3.2 per cent rise in the proportion engaged in manufacturing,\(^7\) and a gain in the proportion of employed women from 23.4 to 28.2 per cent of the total labor force.\(^8\)

---

5. Ibid., p. 51, Table 10.
7. Ibid., pp. 69-70, Table 31.
8. Ibid., p. 66, Table 27.
Table 18
DISTRIBUTION OF EMPLOYED PERSONS IN OHIO AND THE CENTRAL OHIO AREA
ACCORDING TO MAJOR OCCUPATIONAL GROUPS IN 1950*

<table>
<thead>
<tr>
<th>Occupation</th>
<th>State of Ohio</th>
<th></th>
<th>Central Ohio</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Persons</td>
<td>Per cent</td>
<td>Number of Persons</td>
<td>Per cent</td>
</tr>
<tr>
<td>1. Professional, technical, and kindred workers</td>
<td>263,909</td>
<td>8.6</td>
<td>28,328</td>
<td>10.1</td>
</tr>
<tr>
<td>2. Farmers and farm managers</td>
<td>145,148</td>
<td>4.7</td>
<td>13,324</td>
<td>4.8</td>
</tr>
<tr>
<td>3. Managers, officials, and proprietors, exc. farm.</td>
<td>253,245</td>
<td>8.3</td>
<td>22,966</td>
<td>8.2</td>
</tr>
<tr>
<td>4. Clerical and kindred workers</td>
<td>394,279</td>
<td>12.9</td>
<td>43,618</td>
<td>15.5</td>
</tr>
<tr>
<td>5. Sales workers</td>
<td>223,503</td>
<td>7.3</td>
<td>24,227</td>
<td>8.7</td>
</tr>
<tr>
<td>6. Craftsmen, foremen, and kindred workers</td>
<td>505,204</td>
<td>16.5</td>
<td>40,877</td>
<td>14.6</td>
</tr>
<tr>
<td>7. Operatives and kindred workers</td>
<td>704,817</td>
<td>23.0</td>
<td>51,546</td>
<td>18.4</td>
</tr>
<tr>
<td>8. Private household workers</td>
<td>56,892</td>
<td>1.9</td>
<td>5,231</td>
<td>1.9</td>
</tr>
<tr>
<td>9. Service workers, exc. private household</td>
<td>230,953</td>
<td>7.5</td>
<td>23,619</td>
<td>8.5</td>
</tr>
<tr>
<td>10. Farm laborers and foremen</td>
<td>60,170</td>
<td>1.9</td>
<td>5,787</td>
<td>2.1</td>
</tr>
<tr>
<td>11. Laborers, except farm and mine</td>
<td>183,651</td>
<td>6.0</td>
<td>14,447</td>
<td>5.2</td>
</tr>
<tr>
<td>12. Occupations not reported</td>
<td>37,793</td>
<td>1.2</td>
<td>5,542</td>
<td>2.0</td>
</tr>
<tr>
<td>TOTALS</td>
<td>3,059,605</td>
<td>100.0</td>
<td>279,712</td>
<td>100.0</td>
</tr>
</tbody>
</table>

* United States Bureau of Census, op. cit., p. 67, Table 28; pp. 167-74, Table 43.
Formal educational status of the adult population.—The median number of school years completed by all Ohio residents 25 years of age and over was 9.9 years in 1950, compared with 8.8 years a decade earlier. The corresponding figure for the Columbus metropolitan area was relatively high—11.3 in 1950. Proportions of this same age group in Ohio having attained various levels of formal schooling are shown in Table 19. The percentages listed with respect to college attendance represented a total of approximately 600,000 persons, about 270,000 of whom were college graduates. Corresponding figures for the central Ohio area totaled about 40,000 persons, of whom nearly half were college graduates. A further analysis reveals that 7.9 per cent of the adults living in the Columbus metropolitan area had graduated from or attended college. Although this was substantially below the 12.5 per cent figure for the State as a whole, it was nearly twice the proportion attained by most of the surrounding counties in the central Ohio area.

Approximately 33 per cent of Ohio youth 18 and 19 years of age, the majority of which represented college students, were attending...
<table>
<thead>
<tr>
<th>School Year Completed</th>
<th>Per cent of Persons 25 Years and Over</th>
<th>Cumulative Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>1.4</td>
<td>1.4</td>
</tr>
<tr>
<td>Elementary School:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-8 years</td>
<td>42.1</td>
<td>43.5</td>
</tr>
<tr>
<td>High School:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-3 years</td>
<td>18.7</td>
<td>62.2</td>
</tr>
<tr>
<td>4 years</td>
<td>23.1</td>
<td>85.3</td>
</tr>
<tr>
<td>College:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-3 years</td>
<td>6.8</td>
<td>92.1</td>
</tr>
<tr>
<td>4 years or more</td>
<td>5.7</td>
<td>97.8</td>
</tr>
<tr>
<td>Not reported</td>
<td>2.2</td>
<td>100.0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

*United States Bureau of Census, op. cit., pp. 62-3, Table 20.*

school in 1950. In this respect, Ohio was outranked by 22 other states, four of which had more than 40 per cent of this particular
age group in school. Eikenberry estimated that, at mid-century, about 30 per cent of Ohio's high school graduates were entering college.

Public school adult education programs.—Lacking the types of state financial support and direction for adult education activities supplied by California, New York, Michigan, and a number of other states, the public schools of Ohio provide comparatively little in the way of comprehensive, general adult education programs. According to recent studies, one out of 18 adults is enrolled in public school adult education classes on a national basis. In Ohio, the proportion is only one out of 50, or about one-third of the national average.

During the school year 1953-54, there were 47,000 adults enrolled in reimbursible vocational education programs and only about 15,000 in non-reimbursible adult education programs in the public schools of Ohio. Only one out of five, or 63 of the State's 305 school systems offered the latter type of programs. Moreover, about one-third of the 15,000 adults enrolled in non-reimbursible

12 Ibid., Vol. 2, Part 1, Chapter B, Table 66.
15 Provided for by Smith-Hughes and George Barden Acts, or financed by the Veteran's Administration.
types of programs were pursuing remedial elementary or high school work. Michigan, with a similar population total and with a similar ratio of agricultural to industrial pursuits, had an estimated 200,000 adults enrolled in non-reimbursible types of programs alone, two years earlier.¹⁶

In 1953-54, the Columbus Public Schools enrolled 1,563 adults in Smith-Hughes trade and industrial courses, 1,536 in elementary and high school subjects, and 50 in a half-dozen art classes. Suburban Upper-Arlington enrolled 330 adults in one business and eight non-vocational classes. Other school systems in the central Ohio area were conducting no non-reimbursible adult education programs.¹⁷

College adult education programs.—The College Blue Book lists a total of 38 higher educational institutions in the State of Ohio accredited by the North Central Association of Colleges and Secondary Schools.¹⁸ Of this number, Figure 1 shows the locations of all of the six state and three municipal universities, plus all non-public higher educational institutions which normally enroll more than 500 persons per year in adult education programs.¹⁹ Large segments of the State may be observed in which none of these specific types

¹⁶ Henrickson, loc. cit.

¹⁷ The Ohio State University Bureau of Special and Adult Education, "Survey of General Adult Education in Ohio Public Schools." Unpublished manuscript.


¹⁹ Sources consulted to determine adult enrollments are cited in reference to Table 31, pp. 17-19.
Figure 1. Locations of state and municipal universities in this part of non-public universities accredited by the North Central Association of Colleges and Secondary Schools which normally enroll more than 1,000 persons annually in adult education programs.

- State university
- Municipal university
- Non-public university
- City over 100,000 population

<table>
<thead>
<tr>
<th>Name of University</th>
<th>No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Akron U</td>
<td>7</td>
</tr>
<tr>
<td>Bowling Green State U.</td>
<td>2</td>
</tr>
<tr>
<td>Central State College</td>
<td>10</td>
</tr>
<tr>
<td>U. of Cincinnati</td>
<td>12</td>
</tr>
<tr>
<td>Kent College</td>
<td>3</td>
</tr>
<tr>
<td>Univ. of Toledo</td>
<td>1</td>
</tr>
<tr>
<td>Xavier U</td>
<td>13</td>
</tr>
<tr>
<td>Youngstown College</td>
<td>3</td>
</tr>
<tr>
<td>Western Reserve U.</td>
<td>5</td>
</tr>
</tbody>
</table>
of institutions are found. Of the state universities, Ohio State alone is located in an urban setting. The organised general adult education activities of the six state universities as disclosed by their general or special bulletins for 1954-55 and the data concerning Ohio State contained in the preceding chapter, are illustrated in Table 20. Minor miscellaneous programs are not included.

As indicated by the table, only Central State College, which serves primarily negroes, has no type of extension organisation or designated staff in charge of adult education activities. In addition to Ohio State, it is evident that Miami and Ohio Universities, which are members of the MUEA, provide the most comprehensive programs. Ohio State's evening college, conference, and broadcasting programs, Miami's extension class and extension center operations, and Ohio University's correspondence instruction and center activities, are the only relatively major extension programs carried on by state-controlled higher educational institutions.

Except for a few specific types of extension classes conducted by Ohio State, all extension class programs are limited in geographic scope. Those of Bowling Green and Miami are restricted to "northwestern" and "southwestern" Ohio respectively while Bowling Green and Ohio University specify that their's must be "within driving range" from the parent institution. Kent's extension classes are limited to the subject areas of professional education and the liberal arts. The four residence centers operated in Norwood, Dayton,
Table 20
ORGANIZED GENERAL ADULT EDUCATION ACTIVITIES OF STATE UNIVERSITIES IN OHIO IN 1954–55

<table>
<thead>
<tr>
<th>Name and Location of Institution (Special Administrative Organization if Any)</th>
<th>Extension Classes</th>
<th>Correspondence Courses</th>
<th>Extension Centers (Number if Any)</th>
<th>Late P.M., Evening, Saturday Classes on Campus</th>
<th>Conferences, Institutes, Short Courses</th>
<th>Broadcasting Station (Type if Any)</th>
<th>Total Enrollment of Adults in Course-Type Programs in 1950–51 [b]</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Bowling Green State Univ., Bowling Green (Director of Extension)</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>FM</td>
<td>338</td>
</tr>
<tr>
<td>2. Central State College, Wilberforce</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8 [c]</td>
</tr>
<tr>
<td>3. Kent State U., Kent (Extension Department)</td>
<td>X</td>
<td></td>
<td>X</td>
<td>FM</td>
<td></td>
<td></td>
<td>460 (20) [d]</td>
</tr>
<tr>
<td>4. Miami U., Oxford (Extension Division)</td>
<td>X</td>
<td>X</td>
<td>1</td>
<td>X</td>
<td>X</td>
<td>FM</td>
<td>1,025</td>
</tr>
<tr>
<td>5. The Ohio State U., Columbus (Twilight School Office)</td>
<td>X</td>
<td>X</td>
<td>1</td>
<td>X</td>
<td>X</td>
<td>AM, FM, TV</td>
<td>4,150 (200) [d]</td>
</tr>
<tr>
<td>6. Ohio U., Athens (Extension Division)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>3</td>
<td>X</td>
<td>FM</td>
<td>641 (2,342) [d]</td>
</tr>
</tbody>
</table>

[a] Non-credit only.
[b] Mary Irwin, Editor, American Universities and Colleges, pp. 729–744, except figures for Items 2 and 5.
[d] Correspondence course enrollments, excluded from preceding figures.
Hamilton, and Middletown by Miami University and the three established in Chillicothe, Portsmouth, and Zanesville by Ohio University, are generally limited to freshman and sophomore courses, although various extension classes may be held in connection with them from time to time. The Ohio State University Graduate Center, it will be recalled, is restricted to Air Base personnel. Probably the FM broadcasting carried on by some of the schools other than Ohio State is primarily for student training purposes. Related to broadcasting activities is a national educational tape recording repository operated by Kent State in co-operation with the National Education Association, which is the only one of its kind in the State and one of the few in the entire United States.

With the exception of a single non-credit extension class conducted by Central State College, all course-type offerings are of the regular credit type. While all institutions permit some credit to be earned toward degrees through extension programs, in no case other than Ohio State's Graduate Center may off-campus "extension credit" exceed 48 hours toward the Bachelor's nor eight hours toward the Master's degree.

The adult education activities of the three municipal universities are illustrated in Table 21. Those carried on by non-public higher educational institutions accredited by the North Central Association of Colleges and Secondary Schools²⁰ which have relatively

²⁰ Subsequent reference to the Association will be abbreviated to N.C.A.C.S.S.
Table 21

ADULT EDUCATION ACTIVITIES OF MUNICIPAL UNIVERSITIES IN OHIO IN 1954-55

<table>
<thead>
<tr>
<th>Name and Location of Institution (Special Administrative Organization if Any)</th>
<th>Nature of Adult Education Activities</th>
<th>Total Enrollment of Adults in Course-Type Programs (1950-51)**</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Late Afternoon, Evening, or Saturday Classes</td>
<td>Undergraduate Programs</td>
</tr>
<tr>
<td>1. Akron U., Akron (Division of Adult Education)</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>2. University of Cincinnati, Cincinnati (Evening College)</td>
<td></td>
<td>X*</td>
</tr>
<tr>
<td>3. University of Toledo, Toledo (Evening College)</td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>

* Complete degree programs offered.

** Mary Irwin, Editor. American Universities and Colleges, pp. 729-74.
large adult education programs are indicated in Table 22. The
data were obtained from college bulletins for 1954-55 and mis-
cellaneous sources, and do not include various minor types of
activities.

A marked contrast is apparent between the programs emphasized
by the small-town, state universities and those stressed by the
municipal and non-public urban institutions described in Tables
21 and 22. Whereas the former channel their main efforts into
extension classes, centers, and other activities which extend
geo­graphically out into the State, the latter are principally
concerned with campus classes designed to serve adults in their
immediate vicinity. The urban institutions are inclined to seek
their variety within this general type of activity. The Univer-
sities of Akron, Cincinnati, Toledo, John Carroll, Western Reserve,
and Xavier, are all member institutions of the Association of
University Evening Colleges. Western Reserve is also a member of
the NUEA.

One of the principal emphases is upon undergraduate level
programs. While four institutions offer complete evening under-
grade degree programs, the others provide merely sequences of
courses which meet a part of the requirements. Little is provided
in the way of graduate work leading toward degrees. Certificate
programs are predominately of a business or technical nature,
although Cincinnati offers a part-time certificate program in
Table 22

ADULT EDUCATION PROGRAMS OF ACCREDITED NON-PUBLIC HIGHER EDUCATIONAL INSTITUTIONS IN OHIO ENROLLING MORE THAN 500 PERSONS IN COURSE-TYPE ADULT EDUCATION PROGRAMS IN 1954-55

<table>
<thead>
<tr>
<th>Name and Location of Institution</th>
<th>Nature of Adult Education Activities</th>
<th>Total Enrollment of Adults in Course-Type Programs (1948-49)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Undergraduate Programs</td>
<td>Extention Classes (Numbers of Centers)</td>
</tr>
<tr>
<td></td>
<td>Master's Programs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Professional Programs</td>
<td></td>
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<td>Law School Program</td>
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<td>Certificate Programs</td>
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<td>Single Credit Courses</td>
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<td></td>
<td>Non-Credit Courses</td>
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<tr>
<td>1. Penn College, Cleveland</td>
<td>X</td>
<td>1,846</td>
</tr>
<tr>
<td>(Evening Division)</td>
<td>I</td>
<td></td>
</tr>
<tr>
<td>2. John Carroll U., Cleveland</td>
<td>X</td>
<td>695</td>
</tr>
<tr>
<td>(Evening Division)</td>
<td>I</td>
<td></td>
</tr>
<tr>
<td>3. Western Reserve U., Cleveland</td>
<td>X</td>
<td>13,446</td>
</tr>
<tr>
<td>(Cleveland College)</td>
<td>X</td>
<td></td>
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<tr>
<td>4. Youngstown College, Youngstown</td>
<td>X</td>
<td>1,964</td>
</tr>
<tr>
<td>5. Xavier U., Cincinnati</td>
<td>X</td>
<td>1,193</td>
</tr>
</tbody>
</table>

* Complete degree or professional programs.


c Ohio College Association, To College in Ohio, pp. 67, 187.

d Enrollments have since exceeded 500.
liberal arts. Single credit courses are also largely on the business and technical side, in response to local demands. Western Reserve and the University of Toledo regularly offer two or three courses via television. Most non-credit courses are styled "short-term" by the parent institutions, denoting a time span of shorter duration than the regular credit course. These programs usually follow the "community college" pattern, involving a wide variety of subject matter, and in recent years have become a major activity of some of these institutions. Akron's conference programs (Table 21) are generally centered upon community problems or local needs for refresher work. Western Reserve's evening extension centers, located in suburban high schools, offer freshman and sophomore courses and miscellaneous single courses. The same institution has established co-operative relationships with other local agencies to provide such miscellaneous service as world affairs and Great-Books discussion programs.

N.C.A.C.S.S.—accredited colleges normally enrolling between 150 and 450 persons per year in somewhat less extensive adult education programs include Case Institute of Technology in Cleveland, Lake Erie College in Painesville, Marietta College in Marietta, Wilmington College in Wilmington and Wittenberg College in Springfield. Their programs variously consist of technical courses, professional education programs, and community-college, non-credit offerings. Non-accredited higher educational institutions with adult
enrollments of approximately 500 persons are the University of Dayton, which provides a diversified program of undergraduate and graduate courses, certificate programs, and non-credit courses, and St. John College in Cleveland, which offers a large number of non-credit classes in the humanities and other liberal arts subjects as well as professional education. Also providing useful and often creditable adult educational services, within their limitations, are a large number of non-accredited business and technical schools giving part-time instruction on a post-secondary although non-collegiate level, and Urbana Junior College at Urbana, which offers a number of community-college, non-credit programs.

Of a total of five N.C.A.C.S.S.—accredited higher educational institutions other than Ohio State which are located in the central Ohio area, Capital University and the College of St. Mary of the Springs, both in Columbus, have organized limited adult education programs consisting primarily of credit courses. Three non-accredited post-secondary institutions in Columbus—Bliss College, Office Training School, and Franklin University operated by the Columbus Y.M.C.A.—offer part-time degree and terminal programs in business administration. Franklin also conducts an evening law school and part-time technical institutes in radio, electronics, television, refrigeration, air conditioning, and drafting. Of

21 The Ohio State University Bureau of Special and Adult Education, "A Survey of Non-Degree Programs of Ohio Colleges in 1948-1949, op.cit., p. 7, Table 2; p. 25, Appendix 1.

special significance to The Ohio State University is the absence among its neighboring higher educational institutions of: (1) evening programs of instruction leading to graduate degrees; (2) accredited part-time terminal programs; (3) accredited part-time professional degree programs; and (4) non-credit courses.

Despite the many laudable college adult education programs described above, significant inequalities and deficiencies are seen to exist throughout the State as a whole, including: (1) lack of comprehensiveness, with several types of programs found in one or two locations only; (2) concentration of such services in a few large urban areas, notably Cleveland and Cincinnati, leaving large segments of the State almost totally unserved; (3) limitations inherent in the scope of the institutions themselves; (4) a paucity of programs devoted to the general areas of adult living; and (5) limited opportunities to obtain degrees on a part-time basis, especially at the Master's level.

Peculiar Characteristics and Relationships of The Ohio State University

Peculiar characteristics of The Ohio State University.—Perhaps the most important index of The Ohio State University's potential resources for adult education is a listing of its major subject-matter divisions, as presented in Table 23. The table also compares the subject-matter resources of Ohio State with those of other tax-
<table>
<thead>
<tr>
<th>Major Subject Matter Division or the Equivalent</th>
<th>State Institutions</th>
<th>Municipal Institutions</th>
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<tbody>
<tr>
<td>Agriculture</td>
<td>Bowling Green State University</td>
<td>X</td>
</tr>
<tr>
<td>Architecture</td>
<td>Central State College</td>
<td>X</td>
</tr>
<tr>
<td>Arts and Sciences</td>
<td>Kent State University</td>
<td>X</td>
</tr>
<tr>
<td>Business Administration</td>
<td>Strm College</td>
<td>X</td>
</tr>
<tr>
<td>Dentistry</td>
<td>Ohio State University</td>
<td>X</td>
</tr>
<tr>
<td>Education</td>
<td>Miami University</td>
<td>X</td>
</tr>
<tr>
<td>Engineering</td>
<td>Ohio University</td>
<td>X</td>
</tr>
<tr>
<td>Fine Arts</td>
<td>Akron University</td>
<td>X</td>
</tr>
<tr>
<td>Graduate School</td>
<td>Appalachian State University</td>
<td>X</td>
</tr>
<tr>
<td>Home Economics</td>
<td>Abuse University</td>
<td>X</td>
</tr>
<tr>
<td>Journalism</td>
<td>X</td>
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<tr>
<td>Law</td>
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<tr>
<td>Medicine</td>
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<td>Music</td>
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<td>Nursing</td>
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<tr>
<td>Optometry</td>
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<tr>
<td>Pharmacy</td>
<td>X</td>
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<tr>
<td>Social Administration</td>
<td>X</td>
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</tr>
<tr>
<td>Veterinary Medicine</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Applied Arts</td>
<td>X</td>
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</tr>
</tbody>
</table>

supported higher educational institutions in Ohio, with striking evidence of Ohio State's superiority in this respect. Ohio State is the only state-controlled institution awarding the Doctorate or professional degrees. Although the Universities of Toledo and Cincinnati offer professional degrees in a limited number of fields, only Cincinnati, among the municipal institutions, confers the Ph. D.

The Ohio State University's instructional staff of nearly 3,000 numbers more than twice the total employed by all other state universities combined. The estimated value of Ohio State's physical plant, $78,000,000 in 1955, approximately equalled the combined value of the facilities held by all other state universities. Moreover, Ohio State's annual income, totaling $16,625,000 for the fiscal year, 1954-55, exceeded by more than one-third the combined income of the five other state universities.  

Of further significance is the disposition of the various administrative, instructional, and service divisions and personnel of The Ohio State University to co-operate in providing adult educational services. Such co-operation is exemplified by the large number of voluntary, informal, working relationships existing with respect to the majority of these programs and by the fact that approximately one-tenth of all conferences, institutes, and short courses, are of an interdepartmental or inter-college nature.

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23 Financial figures for the fiscal year ending June 30, 1955 obtained from The Ohio State University Business Office.
Relationships of The Ohio State University with other higher educational institutions in Ohio.—Historically, the general relationship between Ohio State and other higher educational institutions in the State has been one of competition, rather than close co-operation, stemming from an extended period of bitter opposition by the already existing colleges to the founding of Ohio State. The other state universities, with their separate boards of trustees, are competing with Ohio State for legislative appropriations with which to carry on similar educational programs, although this situation has been somewhat eased by a recent agreement to submit the biennial budgets of all state universities simultaneously. Non-public institutions, many of which are struggling with financial difficulties, have become dismayed by the increasingly large proportions of students flocking to the state universities, especially Ohio State. The foregoing elements of competition are intensified by the ascendancy of Ohio State in nearly every conceivable academic field. Potentially, the most amicable relationships exist between Ohio State and the municipal universities, in which case there is little direct competition for funds and non-resident students, although the considerable distances involved have greatly restricted most types of contact to date.
Summary and Implications

Ohio is comparatively small and compact in area, with a relatively dense, well-distributed population. Rapid urbanisation is manifest in the fact that rural farm residents now comprise little more than 10 per cent of the total population, compared with approximately 70 per cent urban and 20 per cent rural non-farm residents.

While approximately 37 per cent of all Ohio adults over 25 years of age have graduated from high school, little more than 12 per cent have attended college, and less than six per cent are college graduates.

Public school adult education programs in Ohio are serving between one and two per cent of the adult population annually, a very poor showing compared to many other states. Where such programs exist, they are predominantly vocational or remedial in nature.

Colleges, universities, and other institutions in Ohio which provide instruction on the post-secondary level, are doing a creditable job in adult education insofar as their present efforts extend, although such programs are far from comprehensive in many respects. Accredited higher educational institutions conducting adult education are generally clustered in the large metropolitan areas, to which they tend to limit their services in the form of late
afternoon, evening, and Saturday classes. The five smaller State universities have attempted to extend their programs geographically from their small-town locations by means of extension classes, extension centers, and correspondence courses, although there remain large unserved areas of the State. The Ohio State University has confined its adult education programs largely to the campus, following the pattern of the other urban institutions. Other deficiencies appearing in the State-wide picture are (1) poor distribution of certain types of services, (2) limitations inherent in the scope of the institutions, (3) predominant emphasis on vocational types of offerings, almost to the exclusion of programs dealing with the general concerns of adult living, and (4) limited opportunities to obtain degrees on a part-time basis.

The Ohio State University, enjoying a vast superiority over all other higher educational institutions in the State with respect to subject matter resources, Ph. D. and professional degree granting status, number of faculty members, physical plant, and income, is centrally located in an area containing the State capital and about one-tenth of the State's population within commuting radius. Other accredited institutions in the same area offer only meager adult education programs. Ohio State's potentialities for extending programs and services to adults are further enhanced by the demonstrated readiness of its faculty members to co-operate in adult education work.
In Chapter 1 it was disclosed that during the last half century adult education has gained almost universal acceptance as a function of colleges and universities in the United States, and that approximately seventy-five of our most reputable higher educational institutions, including almost every large state and land grant university except Ohio State, now have comprehensive, well organized university extension programs. In view of the fact that The Ohio State University has been historically less extensively committed to adult education than most comparable institutions, plus the opinion of some faculty members that existing adult programs and services will need to be curtailed in face of unprecedented full-time student enrollments anticipated over the next several years, it is especially relevant to this study to consider the proper role of Ohio State, as a land-grant university, in adult education.

Philosophical Basis for University Extension

Historically, the expanded concept of higher education influenced by the founding of the land grant colleges was the first great step toward the acceptance of adult education as an appropriate
university function. These unique institutions were created to give higher educational opportunity to the many rather than the few—higher education dealing with practical problems in the everyday lives of the majority of the people. To carry out their role, the land grant colleges acquired personnel and facilities for vocational education and research in many different fields of activity, becoming, in the process, great concentrations of the educational resources useful and attractive to adults. Because of their particular sensitivity to the public interest and will, these institutions could hardly refuse to respond in some measure to outside appeals for assistance of various kinds. Thus public service took its place beside teaching and research as a major function of the university. In order to keep up, other higher educational institutions began to follow suit.

Although the principal factor underlying the universities' public service function continues to be simply the demands of adults upon the institutions which they directly or indirectly support, staff members of the institutions themselves have often maintained that the college or university has a definite responsibility as well as an opportunity in providing services for adults. Charles Van Hise, under whose presidency the University of Wisconsin became the first to elevate public service to the role of a major university function, reasoned that the earlier functions—cultural and vocational
education and research—were developed in order that an institution might perform service, which was its ultimate purpose.\(^1\) "If a university is to have as its ideal service on the broadest basis," Van Hise once stated, "it cannot escape taking on the function of carrying knowledge to the people...."\(^2\) Richard Moulton, one of the pioneers of extension work in England and later at the University of Chicago, asserted: "A university remains in an imperfect stage until it realizes how it must extend its influence to the whole body of people, ... the whole period of human life, ... and bring its high ideals to bear on all the vital interests of mankind."\(^3\)

The substance of the foregoing views is that public services are an integral function of the modern university. The same may be said, then, of university extension or adult education, which form the educational facet of these services. Morton observes that university extension is essentially a mechanism for projecting the functions of the parent institution into the widest possible field of service,\(^4\) thus the objectives of university extension become, in


\(^2\) \textit{Ibid.,} p. 9.


\(^4\) Morton, \textit{op. cit.}, p. 27.
a large measure, the objectives of higher education in general, subject to modifications laid down by the individual institutions.

This view coincides with that of the President's Commission on Higher Education, which stated in its report: "The adult program is not an additional objective of the college; it is one of the means by which the college can achieve its general objectives." The objectives of higher education, in turn, are rooted in the general aims of democratic education, which will be discussed in the following section.

Broad Personal and National Educational Needs of Adults in a Democratic, Complex, Rapidly Changing Society

Inherent in the aims of education generally accepted in the United States today is the ideal that learning continue throughout life. Moreover, the growing complexity and rapid changes taking place in our society are constantly increasing the need for education during the adult years.

Educational needs of adults based upon the general aims of education.—Homer Kempfer declares that the objectives of adult education are to be found in the four general aims of education defined by the National Education Association. The four major goals to which he refers, with implications for the continuing education of adults

identified by Kempfer and others, follow.

1. Further self-realization

According to Kempfer, self-realization is the primary concern of every individual. Related objectives include the whole range of communication skills, in which adults of all levels of education and competence who have the spirit of lifelong learning will attempt to improve their ability. Knowledge of proper dietary and health habits, which should change with age and with the discovery of new medical information, represent another area of continuing need.

By learning to make constructive and creative use of his leisure time an individual can integrate himself with his culture and find richness of life through a wide range of intellectual, recreational, and aesthetic interests. Yet Pressey has demonstrated that interests are governed largely by the conventions of society. Concerned by the current large-scale resort to vicarious experiences which are only partially satisfying, the lack of reputable and constructively guided opportunities for social recreation, and the failure to recognize that interests tend to change with age, Pressey asserts that the education of interests should be as much a matter of public responsibility as the education of abilities now is.  

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7 Kempfer, loc. cit.

The need for education for leisure has assumed significant proportions as the work week has shrunk from 60 to 40 hours in the past 100 years and retirement at 65 years of age has become almost standard. Leisure, rather than work, is fast becoming the order of life, with the result that larger and larger numbers of people face the problem of finding gratifying ways of using leisure time. Moreover, the increasingly specialised nature of work tends to fractionalise the experience of the worker, often failing to give him any satisfying sense of creativeness or unity with his fellowmen.

2. Improvement in human relations

"One who cultivates the art of personal friendship, maintains a rich and varied social life, enjoys warm family relationships, practices democracy, and has humanity-wide sympathies, possesses the chief ingredients of happiness," according to Kempfer. Perhaps the most important personal relationships are those involved in family life, yet at present one of every three marriages ends in divorce and each year more than one of every nineteen adolescents between the ages of 10 to 18 are in trouble with the police. Urban living has lacked the warm solidarity characteristic of rural life, creating problems of loneliness which require new patterns of association.

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Kempfer, op. cit., p. 43.
Smaller family size and other factors leave many adults for long periods without close family ties, creating the need to develop new interests and friendships which will provide the normal human companionship so important for mental health. Pressey found that inability to get along with fellow workmen and superiors was more frequent than inefficiency in causing the discharge of workers. Beyond the intimate face-to-face relationships are the ever widening circles of association of the neighborhood, labor and industrial groups, community groups, racial and cultural groups, religious groups, nations, and clusters of nations. During a lifetime human relationships bring many new experiences for which learning is required.

3. Increased economic efficiency

The economic problems of adults are primarily concerned with production and consumption, according to Kempfer. Usually selection of, preparation for, entrance upon, and progress in an occupation occur during the adult years. Rapid changes in the world of work create needs for refresher education and often the learning of new

10 Ibid.

11 Pressey, op. cit., p. 552.

12 Kempfer, loc. cit.
occupations during adult life.\textsuperscript{13}

Pressey points out that most people fail to realize their original ambitions, many becoming discouraged in the work they are in, but having little chance to better their lot.\textsuperscript{14} Provided with appropriate educational opportunities many of such persons could acquire skills which would permit them to obtain better jobs, advance in their present occupations, improve their present working conditions, or find meaning in the work they are now doing.

Our economic system has been transformed from one in which the majority of persons were engaged in the conversion of raw materials to useful goods into one in which a constantly growing proportion are engaged in managerial, professional, and service functions. Such large-scale occupational shifts have greatly increased the needs for adult education.\textsuperscript{15}

Vocational education comprises only one of the areas of need with respect to economic efficiency. Goo cites the necessity for economic understanding if we are to maintain a stable, progressive economy.\textsuperscript{16} Increasing interdependence on the local, state, national, and international levels is another vital concern of our citizens. Wilson warns that the present path of commercial warfare is leading

\textsuperscript{13} Kempfer, \textit{op. cit.}, p. 146.
\textsuperscript{14} Pressey, \textit{op. cit.}, p. 367.
\textsuperscript{15} President's Commission on Higher Education, \textit{op. cit.}, Vol. 2, p. 60.
to world bankruptcy, with not one nation able to pay its bills out of its current earnings. 17

4. Greater competence in citizenship

Kempfer points out that citizenship is a lifelong responsibility, with new learning required by a changing succession of civic problems. Good citizenship requires not only knowledge of the structure and operation of government and major problems of public concern, but skill in detecting and evaluating propaganda, selecting candidates, and leadership or participation in group activities. 18 "Adult education," says Knowles, "can help adults to develop an understanding of the democratic process and to become skillful in changing the social order so that it will better meet the aspirations of the people." 19

In no other area of our culture are developments more rapid or more vital to the destiny of our citizens than on the political scene. Bryson points out that whereas Jefferson limited the federal government to police and military functions, today it has been extended to include control of agriculture, manufacturing, transportation, communication, banking credit, the general level of prices, and business in general. 20 State and local governments have also increased in scope and complexity.

18 Kempfer, loc. cit.
20 Wilson, op. cit., pp. 142-3.
Democracy can no longer be taken for granted, warns Crabtree.21 At home forces from both right and left want autocracy. Matters of individual freedom and national security are in conflict. There is foreign interference with our domestic controversies. Unthinking acceptance of political claims is all too common, and voter turnout is the lowest among the world's major democracies.

Abroad we are involved in an all-out war of ideologies, which demands on our part, according to Kempfer, a convincing demonstration of the superiority of the democratic system in every way, as well as a broad knowledge of conditions and aspirations in foreign nations and colonial outposts. Although the burden of world leadership has been laid upon a country in which national policy is at the mercy of public opinion, American adults are appallingly ignorant of government and political affairs. In a Gallup Poll political quiz conducted in 1954, not one of the relatively simple yet vital questions was answered correctly by as many as half the adults queried.22

Role of Higher Educational Institutions in Adult Education

Many faculty members of higher educational institutions believe

22 Kempfer, op. cit., pp. 13, 44.
that adult education is an appropriate and desirable function of a college or university, although many others apparently feel that an institution can, if it chooses, discharge its full measure of responsibility to society by concentration upon providing an excellent program of higher education for the youth of its community and the nation. The President's Commission on Higher Education and other authorities have stated that the college cannot play its social role in American democracy unless it assumes responsibility for a program of adult education reaching far beyond the campus and the classroom.

Need for the participation of higher educational institutions in the total adult educational task.—Many authorities have maintained that college and university participation is essential if the total adult educational task is to be accomplished. In support of this contention, they have generally cited (1) the enormity of the job to be done, (2) its urgency, (3) the nature of the resources of higher educational institutions, and (4) the inadequacies of other educational agencies to perform many of the needed tasks.

The immensity of the task is illustrated by the great variety of needs and the potential demand for adult education discussed in the previous section. Concerning its urgency, the President's Commission on Higher Education has stated:
An expanded program of adult education must be added to the task of the colleges. This is a vital and immediate need, because the crucial decisions of our time may have to be made in the near future. Education for action that is to be taken, for attitudes that are to be effective, in the next few years must be mainly adult education.  

The Commission acknowledged the work of other agencies in adult education, but asserted that "... the colleges and universities are the best equipped of all agencies from the standpoint of resources, to undertake the major part of the job." The same authorities and others have elaborated upon this idea, citing the experience of higher educational institutions in teaching adults and near adults, their teachers, scholars, research facilities, libraries, and organizational advantages. With respect to many types of subject matter, the university or college is the best, and often the only source, of adequate information. An examination of the adult educational needs presented earlier in this chapter indicates a number of subject areas generally of this nature, including: various intellectual and aesthetic interests; advanced communication skills, human relations, democratic skills, economics, philosophy, and international studies; and certain types of refresher education, especially that required by college graduates. The growing complexity

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25 Ibid., pp. 96-7.
In many areas of modern life and the growing proportion of managerial and professional occupations indicate increasing needs for adult education on the highest level.

There are many reasons why other institutions and agencies cannot be expected to adequately perform all these tasks. The public schools have neither sufficient facilities nor faculties with the high level of competency of those in the colleges and universities.

Concerning the many social institutions in the United States which maintain adult education agencies, Schwertman has noted that education for adults is neither the major activity nor the primary purpose of most. "The agencies having the strongest adult education programs," said Schwertman, "are those agencies most firmly committed to ends that are partisan, specialized, or utilitarian, however socially desirable those ends may be."26 The same is largely true of adult education programs sponsored by the United States government. The federal interest in adult education centers upon special groups of individuals, special programs sponsored by various departments, or research and training to promote limited federal concerns, usually non-educational in nature. At the state level, these federal programs generally lack co-ordination and promote a lack of comprehensiveness.27


To those who claim that adults have ample opportunities to learn individually through informal means such as radio, television, reading, and motion pictures, Price has stressed the distinction between the acquisition of general knowledge from such sources and constructive study leading to some form of scholarship.²⁸ Some adults prefer to study on their own, Helen Duncan asserted, but the great majority need the inspiration and prestige of the group.²⁹

Addressing himself on behalf of the colleges and universities to the general topic under discussion, McGhee asserted:

If we say adult education is not our job, other agencies will be created to take up the task. But higher education will then lose friends, students, allies, and leadership. When by default of the college or university, other agencies come into being.... both the college and community are losers.... society will not be served by its best teachers and scholars.³⁰

Relative importance of adult education as a function of higher educational institutions.—"The work of carrying knowledge to the people is one of enormous magnitude and not inferior in importance or in opposition to the functions of the university earlier recognised ..., " stated Van Hise.³¹ The President's Commission on Higher

³⁰ Paul A. McGhee, A School for Optimists, pp. 9-10.
³¹ Van Hise, op. cit., p. 21.
Education affirmed that "the colleges and universities should elevate adult education to a position of equal importance with any other of their functions." It should be the duty of every department to teach its subject, "not just to those who come to the campus, but to everyone in the community or the State who wants to learn, or can be persuaded to want to learn.... To this degree every college and university should become a 'community college.'"  

Milton S. Eisenhower, President of Pennsylvania State University, devoted his entire address at the 1955 NURA convention to the question of what priority general university extension should retain in face of the staggering influx of regular students to be accommodated in the near future. He pointed out that the same fundamental ideals form the basis of support for all of our schools, colleges, universities, and adult education programs. Said Eisenhower: ".... there can be no question of priority among the resident instruction, research, and extension functions of a university—certainly not as far as public-supported institutions are concerned; the three functions are, and should remain, equal and inseparable."  

To those who complain that their institutions are already overburdened, Blakesly has said:

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33 Ibid.

Of course the university has heavy burdens of teaching and research which it cannot lay off. But let us have no double standards. Research and the teaching of the vocations were both taken on by the university rather recently in response to social needs. This does not mean that the university can go on indefinitely assuming new burdens. But it does mean that universities should question their own orthodoxies. Take out the scales of values. Put on one side what is being done to help adults understand the issues of the day, which are at least as grave as at any other time in our history. Put on the other the immense bulk of trivialized scholarship, trivialized research and trivialized teaching which clutter up our universities. As sharp an eye should be cast upon the burdens already assumed as upon those one is reluctant to shoulder. 35

In opposition to the notion held by some that it is entirely the affair of the higher educational institution, without obligation, to decide what educational purposes it will serve, the President's Commission on Higher Education has asserted that the place of the college in our society ".... has become today .... a problem of public policy, of national interest, of social and democratic concern...."36

Benefits to be Derived by Higher Educational Institutions from Adult Education Programs

Authorities have frequently referred to the college or university adult education program as a two-way street, from which the

35 Robert J. Blakely, "Freedom, the University, and Adult Education," (Mimeographed excerpts from an address to the MREA at Michigan State University, May 4, 1953), p. 2.

institution has as much to gain as do the adults it serves. Most frequently named is the public relations factor. McGhee states, "A college or university which neglects the educational interests of adults in its community will find that these adults will pay less and less attention to the institution." Adults will give their support—moral, intellectual, and financial—to those institutions which serve them best, reasoned Houle. As evidence, he cited that in states having both state and land grant universities, the latter institutions, all of which have extensive programs of community service, have ordinarily had a far more rapid growth than the former.38

An NUEA Committee on Conferences and Institutes has pointed out various benefits which faculty members may obtain from participation in conference programs, including: (1) supplementary income; (2) appreciation of what is required for good teaching; (3) cross-fertilization of ideas, keeping abreast, and opportunities to gain recognition in the field; and (4) the broadening and unifying values which result from cutting across departmental lines.39 Several of these advantages may apply to other types of adult educational activities as well.

37 McGhee, op. cit., p. 8.
Role of the Land Grant University in Adult Education

It is obvious from the statements and findings expressed earlier in this chapter that the universities are charged with the major part of higher education's responsibility for adult education, with respect to the greater variety of ways in which they are expected to contribute as well as in terms of the total extent. Because of its legal responsibility for state-wide service to adults, its historical purposes, and its unique basis of public control and support, the land grant, state-supported university is generally charged with the greatest responsibility of all.

Legislative bases of the land grant university with implications for adult education.—The basic legislative justification for adult education as a function of the land grant university is found in the general welfare clauses of the national and state constitutions, which legalize the establishment and support of educational institutions by the expenditure of public moneys. These clauses have been promulgated in recognition of the principle that a properly educated citizen is an asset to society, while an illiterate or untrained person is a liability.\(^6\)

Land grant and state universities form the capstone of this system of public education. Fransen points out that the state university comprises a solemn contract between its faculty and its
constituents to work together in gradually raising the economic, social, and political standards of the citizens of the state.\[1\]

The original mandate contained in the Morrill Act—to promote the liberal and practical education of the agricultural and industrial classes—has been repeatedly amplified to include adult education. The Smith Lever Act, which established the Co-operative Extension Service, has given the land grant universities a direct responsibility for disseminating as well as discovering the truth.

**Responsibility for equality of opportunity in adult education.**—One of the original purposes of the land grant college was to extend the American ideal of equal opportunity to the realm of higher education. Because of higher education's emerging responsibilities in adult education, the land grant university should be concerned that all adults have the opportunity to obtain the types of lifelong learning experiences which higher educational institutions can best provide.

**Implications from tax support.**—Many authorities maintain that the large expenditures of tax money for state and land grant universities can only be justified by service to the whole people. The policy according to which the Commonwealth of Pennsylvania provides state financial support for universities and libraries contains the statement that: "Universities.... supported wholly or in part from funds derived from public taxation have a responsibility to offer

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their services to that public without discrimination as to age, economic circumstance, or geographic location.

Implications for the Extension of General Educational Programs and Services to Adults by The Ohio State University

Recommendations made by faculty committees in recent years have recognized the great responsibility of The Ohio State University in this field. In substance, their recommendations concerning the institution's general responsibility for adult education are: (1) the obligation for The Ohio State University to provide educational service to adults is inherent in the conception and history of the land grant college, (2) service to the people of Ohio is a major University function paralleling resident teaching and research; (3) extension work should be fostered which directly or indirectly promotes the educational program of the University; (4) the

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43 The Ohio State University Policy Committee, Report of the University Policy Committee, p. 17.

44 The Ohio State University Committee on Adult and Extension Education, "Report to Faculty Council on Adult and Extension Education," dittoed manuscript, p. 3.

45 The Ohio State University Committee of Six on Urgent University Needs (See page 24).
University's responsibility for extension work is interminable, even though the institution may experience economic depression or other crises; (5) University services should be available to all parts of the state.

At present, a system of committees involving the entire Ohio State University faculty is readying a set of recommendations aimed at the most extensive shift in the University's undergraduate curriculum in recent years. The plans are being formulated on the principle that the really important mission of the university is to prepare the student for the continuous learning which will make him a more effective citizen and contribute to progress in his field, rather than to merely train him as a highly skilled technician in terms of the things already known. University officials recognize that this implies a responsibility to provide continuing educational opportunities for the graduate.

Because of its status as the land grant university and the leading state-supported higher educational institution in Ohio, The Ohio State University should take the lead in overcoming the serious deficiencies characteristic of existing public school and college adult education programs throughout the State.

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46 The Ohio State University Committee on Courses, Activities, and Program (See Page 23).

47 The Ohio State University Committee on Urgent University Needs (See Page 23).
This does not mean that the University should attempt to serve all of the educational needs of adults in Ohio. Obviously the institution cannot provide direct services to all of the several million citizens of the State. But it can assist and encourage other educational institutions and agencies to do more than they are doing now in this field. It can prepare the leaders for adult programs just as it prepares teachers for other levels of education. It can conduct the research and experimentation which will lead to more effective adult education programs throughout the State and the Nation. It can provide resource materials for the use of other institutions and agencies from its vast reservoir of specialized information and talent.

In order to provide a suitable laboratory for its research and training functions, to contribute directly to adult education in a measure commensurate with its great resources, and to fill certain inevitable gaps left by the adult programs of other institutions and agencies throughout the state, it seems obvious that The Ohio State University must conduct a large-scale, comprehensive, and off-times, state-wide, adult education program of its own, based upon the lifelong personal, social, economic, and political needs of adults for education of the types which a university can appropriately provide.

These particular responsibilities of the university with respect to the adult education programs of other institutions and agencies were set forth by a special interest meeting group concerned with college and university adult programs at the 1954 annual conference of the Adult Education Association of the U.S.A. See "Highlights of Special Interest Meetings," Adult Education, V (Winter, 1955), p. 82.
Enactment by the Ohio Legislature of provisions authorizing and requiring the Ohio State University to establish an organized, comprehensive, and state-wide program of university extension was discussed in Chapter 3. These laws (See Appendix C) are still in force. It remains for the University officials to formulate an appropriate plan to fully implement them in the light of present-day needs and circumstances, and to take the initiative in seeking any further approval, support, or other expression of public will required through the people's legally constituted representatives. In so doing they will be asserting the educational leadership which, according to Jones, a democratic community has a right to expect from its university officers. 19

Summary

Nearly every college and university in the United States has accepted the function of adult education to some degree. The extensive participation of all higher educational institutions in meeting the personal, social, economic, and political needs of adults for lifelong learning is required if the democratic aims of education in our American society are to be realized. This assumption is based upon the magnitude of the adult educational task, its urgency in a time of national and international crises, the nature

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of the educational resources concentrated in the higher educational institutions, and the inability of other educational agencies to perform the job without the help of the colleges and universities.

Providing educational services for adults is not incompatible with the objectives of higher education. In fact, it is an integral means by which the college or university can carry out its objectives, representing an opportunity as well as an obligation.

The Ohio State University, if it is to fulfill its historic mission as a land grant university and justify its basis of tax-support, should take the lead to insure that all adult citizens of Ohio receive adequate educational opportunities, and especially those types which higher education can best provide. In order to accomplish this task, the institution should conduct a large-scale, comprehensive, adult education program by means of which it can make a direct contribution commensurate with its great resources, conduct research and train leaders for the adult educational activities of other institutions and agencies, and fill certain gaps in the adult education programs of other agencies throughout the State. Legal provisions have been made for this kind of general extension service at The Ohio State University. It remains for the University officials to plan such a program and to actively seek any further approval required for its implementation.
Chapter 6

RECOMMENDATIONS AND NEXT STEPS

In the light of the data contained in the previous chapters, the question is not whether The Ohio State University should offer programs and services for the education of adults in Ohio, but what the nature and extent of such activities should be. In Chapter 5 it was indicated that, in general, the University needs to develop a comprehensive program of adult education commensurate with its station as the land grant and leading state university in Ohio. The present chapter will be concerned with the planning and implementation of such a program.

In view of the numerous alternative solutions which need to be considered, the various courses of action which may be determined by future developments, and the limited scope possible in this study, the writer does not propose to draft a definite, detailed plan for an Ohio State University general extension service. It is the purpose of this chapter to discuss some of the major aspects involved in such planning, in terms of principles and recommendations which may serve as guidelines for such an undertaking, and to suggest appropriate next steps for implementing the recommendations offered.

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Arrangements which could result from co-operative state-wide planning by Ohio's tax supported colleges and universities, or recommendations which might be offered by a lay advisory committee, for example.
Factors in Determining the General Character of a University Extension Program for The Ohio State University

While data presented in the preceding chapters concerning the extension programs of other higher educational institutions provide many implications for The Ohio State University, they also illustrate that each college or university must develop a program individually suited in aims, content, and methods to its own peculiar set of circumstances. In recognition of this principle, it might be well at this point to discuss some peculiar circumstances which would be of major importance in determining the general character of university extension program for The Ohio State University.

Although it has been stressed that the adult educational activities of a university should stem from the institutional objectives, the latter are especially difficult to identify in the case of The Ohio State University, which has long outgrown its original land grant assignment and has developed in response to many and varied social needs rather than in line with a specific set of clearly defined aims. Much will probably depend, for this reason, upon an examination of the University's historical development and the nature of the responsibilities it has assumed in other areas.

Another important consideration lies in the fact that while the institution's responsibilities are state-wide, especially in the areas which are its special interest, it is the only large university
located in a commuting area containing approximately one-tenth of the State's population. The problem is to achieve an appropriate balance between the amount of educational service made available to all parts of the State and that provided primarily for persons who can readily commute to the Ohio State University campus.

Contingent to this problem is the existence of several other state and municipal universities in Ohio, each of which duplicates in one way or another, the campus curricular programs and adult education activities of The Ohio State University.

Many states have large numbers of public junior colleges, which often double as "community colleges," thus affording extensive educational opportunities of an informal nature to adults of local communities, as well as full- and part-time formal pre-university and terminal programs for youth who might otherwise be prevented from pursuing higher education. Ohio, on the other hand, has only one accredited public junior college, operated as a part of the University of Toledo.

Another factor is a certain amount of opposition on the part of some Ohio State University faculty members to the organization or expansion of educational programs and services for adults. A faculty committee discovered that the principal reason for this opposition was the fear that money used for adult education would be diverted
from the campus programs of resident teaching and research. One of the ten college deans interviewed by the writer voiced the same apprehension. Three others were opposed to having an extension organization on grounds that: (1) it would constitute additional red tape rather than a help; (2) incompetent generalists would dictate to the subject matter divisions; and (3) extension should be left to the colleges. Four of the remaining deans were indifferent, being unable to see the desirability, and only two were heartily in favor of such an organization. The significance of these attitudes was brought home to the writer in interviews with extension officials of other universities, who claimed that the subject matter deans were the key men in determining the success of an extension program.

Specific Areas and Interests Which Should be Served by The Ohio State University

The data in the preceding chapters contain many implications regarding the proper role of The Ohio State University, as a large land grant university, in the field of adult education. Let us now discuss what appear to be the principal functions in this field with which the University should be concerned, in terms of the

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2 The Ohio State University Committee on Adult and Extension Education, "Report to the Faculty Council on Adult and Extension Education," pp. 12-13.

3 Interviews with deans of the colleges of The Ohio State University, May 25—June 8, 1955.
specific areas and interests to be served, the general extent to which the needs are now being met in Ohio, and additional ways in which the University might contribute to meeting such needs.

1. To provide opportunities for adults to pursue, on a part-time basis, formal programs of education leading to diplomas, certificates, or degrees.

Arrangements which permit employed persons to pursue formal education on a part-time basis are the most traditional form of university adult education. Such programs may range from elementary school to graduate school level.

Needs for such service in Ohio and the extent to which they are being met—Ohio's comparatively low rate of college attendance (pages 149-51) has been attributed largely to factors of distance from a higher educational institution and economic circumstance. As evidence, it has been shown that the attendance rate in some of the poorer counties where there are no colleges is only half that of wealthier counties where colleges are located. Although a statewide system of public junior colleges offering pre-university and terminal programs for both full-time students and adults appears to be the best solution to this problem, universities and colleges in

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1 D. H. Eikenberry, The Need for the Upward Extension of Secondary Education in Ohio, pp. 55, 57.

5 Ibid., pp. 57-8, 87.
Ohio can make a substantial interim contribution by providing part-time opportunities of this nature to the many adults who must obtain at least a part of their college education on this basis or not at all. Even though an extensive junior college system is eventually realized, university extension can continue to serve persons desiring types of programs not locally obtainable.

Part-time terminal programs, with the appeal of their shorter duration, constitute an especially fertile field for university extension in Ohio. A study by MoQuown disclosed that, in 1948, almost a fourth of the State's graduating seniors planned to enter occupations which required preparation beyond high school but less than four years of college. Their needs were greatest for terminal programs in general education, business, home economics, agriculture, health service, and trades and technology. The need for technical institute types of terminal programs is further emphasized by the industrial growth of the State and the estimation that an average of five engineering technicians are needed for every graduate engineer. Most of the calls received by the United States Employment Service in Ohio during a recent year were for persons requiring terminal education.

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7 Ibid., p. 28, Table 15; p. 58.
9 Eikenberry, op. cit., p. 32, Table 17.
The great complexity of the social and economic structure in Ohio demands an unusually large number of persons with advanced training, yet family financial support traditionally ceases with the bachelor's degree. Many persons should be given the opportunity to take graduate work on a part-time basis, within reasonable commuting distance of their homes and jobs, so that they may remain gainfully employed.

In Chapter 4 we observed that many adults lack appropriate opportunities to pursue higher education on a part-time basis because: (1) large segments of the state remain totally unserved by tax-supported universities or by any other accredited higher educational institutions, except through correspondence instruction; (2) few part-time programs are sufficiently comprehensive to serve a wide range of interests; (3) few existing programs are complete enough to permit obtaining degrees or terminal certificates; and (4) credit acceptable toward degrees is usually very limited for off-campus work.

The Ohio State University, through its Twilight School, provides practically all of the accredited part-time undergraduate and graduate work available in the central Ohio area, although it offers no part-time complete degree programs, terminal programs, or professional school programs. Off-campus provisions are limited to the Graduate Center, which is restricted to Air Base personnel, and a small number of graduate extension classes for teachers.
For adults who wish to pursue elementary or secondary school education, and who live in areas where the local public schools offer no appropriate provisions, Ohio University offers complete elementary and secondary school programs by correspondence.

**Implications for The Ohio State University.**—The foregoing data indicate various ways in which The Ohio State University should consider expanding its present program of part-time formal-type offerings for adults.

For a more comprehensive service in the central Ohio area the University should consider the establishment of part-time complete undergraduate and graduate degree programs, professional school programs, and terminal programs.

In the interests of greater service to the rest of the State, the institution should supplement the efforts being made by other state universities to provide formal course work for persons who are unable to take advantage of campus instruction (page 154). According to the evidence presented in the foregoing section, such offerings should include terminal programs as well as work leading to degrees.

While the other state universities may be expected to share a large part of the responsibility for off-campus pre-university and terminal programs, Ohio State should assume state-wide concern for advanced studies in its areas of special interest, which include the fields of agriculture, architecture, engineering, optometry, and social administration (page 163, Table 23), as well as certain
areas of specialization in other fields. Particular attention should be given to the needs of persons wishing to take graduate work who are unable to leave their present positions to reside at the campus.

2. To provide formal and informal programs of continuing education for adults based upon their personal, social, political, and general economic needs.

It has been established that the university should assume responsibility for those areas of lifelong general and liberal adult education in which it is the only agency or the best qualified to provide instruction. The continuing liberal education of adults, which is the essence of this function, has been termed by Milton Eisenhower, along with others, as the greatest single task in adult education, including that offered by colleges and universities.\textsuperscript{10} His contention is supported by the results of a Gallup Poll survey which disclosed that the largest percentage of adults interested in further education wished to pursue this kind of study.\textsuperscript{11}

Needs for such service in Ohio and the extent to which they are being met.---For the most part, the needs for continuing general and liberal education in Ohio are little different from those existing elsewhere. Indirectly, the State's heavy industrialization and large proportion of managerial and professional types of workers serve to


intensify the needs; because, as Peers has pointed out, the cir-
cumstances which demand more and more concentration upon specialized
training make more urgent the need for general and liberal education
at the highest level.\textsuperscript{12}

Sidney Swensrud, president of Gulf Oil stated, "It is the
broader gauge man who is scarce.... the men who come into management
must understand the whole sweep of modern economic, political, and
social life."\textsuperscript{13} It is the obligation of university extension to aid
the professions in developing a sense of values concerning the
services which they render to society, according to Woods.\textsuperscript{14}

While the above statements suggest the importance of giving
special attention to college graduates and persons in high places
of responsibility, the university should not neglect non-college
persons in this area of adult education, because many of the
educational needs which higher education alone can meet are shared
equally by persons in all occupations and walks of life. Darden
pointed out, for example, that voting rests largely in the hands of
those who have not had higher education.\textsuperscript{15} The realization is
growing that many adults who have not completed high school can
profit from college-level instruction. Schwertman asserts that the

\textsuperscript{12} Robert Peers, "The Meaning of Adult Education," Adult
Leadership, II (April, 1954), p. 3.

\textsuperscript{13} Quoted from Ool, I (September, 1953) (Newsletter published
by Niagara Falls Fund for Adult Education).

\textsuperscript{14} Baldwin M. Woods, "The University and Its Services to the

\textsuperscript{15} C. W. Darden, "Inaugural Address," Adult Education Journal,
median educational attainment by the American people of only 9.3 years. 
.... challenges (the colleges) to produce new programs and 
ideas for the liberal education of those adults who have no interest 
in credits and degree programs." Ohio, with a median of 9.9 years 
for its adult population (page 119), is not sufficiently above the 
national average to be considered an exception.

Relatively little attempt has been made by either the public 
schools or higher educational institutions in Ohio to provide 
continuing liberal and general education for adults, leaving almost 
a void in these essential and practically unlimited areas. The few 
provisions of such nature being made by colleges and universities 
throughout the State are generally sporadic and lacking in compre­ 
hensiveness.

The Ohio State University, with respect to adult education, has 
made relatively little effort to educate persons ".... for the 
highest duties of citizenship," which was interpreted by its founders 
as one of the principal purposes of the institution. General and 
liberal arts offerings for adults are scattered and sporadic, com­ 
prising chiefly such activities as broadcasting, lectures by faculty 
members, occasional credit courses, and campus concerts and plays 
which are open to the public.

Implications for The Ohio State University.—The extreme 
importance of this function and its present state of neglect call

16 John B. Schwertman, Bottles Old, Wine New: Wine Old, Bottles 
New, p. 9.
for a concerted effort by The Ohio State University to provide university-level general and liberal adult education by every practical means.

For those who desire or can be induced to pursue sustained programs the University might provide part-time liberal arts degree or associate degree programs especially designed for adults, or for those with no interest in credits or degrees, long range package programs based on weekly seminars and certificate programs.\(^\text{17}\)

For those who would be interested in more informal programs, the University might: (1) offer a variety of non-credit courses dealing with topics of a general or liberal arts nature; (2) develop a more comprehensive program of broadcasting in these areas;\(^\text{18}\) (3) develop conference activities concerning general educational topics;\(^\text{19}\) and (4) facilitate the procurement by community groups of lecturers, musical artists, and dramatics troupes from outside sources as well as from within the University.

The above suggestions are not intended to be exhaustive. The general lack of development in this area gives vivid indication of

\(^\text{17}\) For more detailed descriptions and examples, see Schwertman, \textit{op. cit.}, pp. 5-9.

\(^\text{18}\) The large proportion of WOSU programming devoted to music (page 136) may indicate the neglect of other important areas.

\(^\text{19}\) An NUEA Committee on Conferences and Institutes recommended that priority be accorded programs which give firm priority to the public welfare—programs dealing with such matters as world peace, conservation, problems of aging, labor relations, and defense of democracy, for example. See "Conferences and Institutes," \textit{NUEA Proceedings, 1952}, p. 53.
the need for further experimentation. The Ohio State University should not be compelled to go extensively out into the State with face-to-face types of programs, since the other colleges and universities in Ohio are equipped to share an appreciable part of the responsibility for this function. Ohio State should set the example, carry on much of the experimentation yet required, and lend its resources insofar as possible to supplement those of other institutions and agencies which are willing to co-operate.

3. To provide adults with vocational or professional education for refresher or upgrading purposes.

Closely related to the vocational aspects of formal degree and terminal programs for adults is the provision by the university of short periods of vocational or professional education whereby employed persons can keep abreast of new developments or advance themselves in their occupational fields.

Needs for such service in Ohio and the extent to which they are being met.—Ohio's heavy industrialization and large proportion of professional, technical, managerial and other skilled types of workers indicate the need for a great amount and variety of adult vocational and professional education at the highest level.

Holte has pointed out the university's particular responsibility with respect to those to whom it has given basic training. Said
Nolte: "Society has spent huge sums on special training for selected individuals, only to lose their best contributions because there are no provisions for them to keep up-to-date." The need for management training in Ohio is further manifest by the great volume of demands for such training which The Ohio State University is presently attempting to meet. Woods pointed out that industrial employees need to know about new processes and materials in their fields, backed up by an adequate body of research in the university, the same as do farmers being served in this way by agricultural extension. 21

Ohio's large number of service workers (page 148, Table 18) represents another important area of need for university-sponsored vocational education programs. Faber observed that the trend in education for those in service occupations is definitely toward 22 programs on a state-wide basis. Deserving special attention are the training needs of public service workers employed in the many federal, state, county, and city offices, who must make and administer decisions of prime importance to the public welfare. With particular reference to those who function as public administrators,


the extension division of the University of California has issued the opinion that: "For possibly no other single group in our communities is it so necessary that a training program... be available." 23

Ohio, like other states, has much to gain by providing the type of training which will enable its rapidly growing number of aged persons to continue making productive use of their wisdom and abilities.

While vocational offerings for adults on a part-time basis have been developed by a number of the colleges and universities in Ohio, well-diversified programs sponsored by accredited institutions have been largely confined to the major cities, leaving many parts of the state without adequate service.

National estimates of correspondence school enrollments 25 and the large number of non-accredited business and technical schools offering post-secondary education in Ohio indicate that thousands of the State's citizens are turning to these institutions for their vocational education needs.

23 University Extension Division of the University of California, Study Program in Public Administration, 1954.


The writer has not attempted to determine what specific occupational groups in the State are not being adequately served. Deans of the various colleges of The Ohio State University mentioned chemists, physicists, dental assistants, top executives in industry, labor union members, and engineers as groups requiring much more attention with respect to refresher and other types of vocational education.26

With possible minor exceptions, The Ohio State University is the only accredited higher educational institution which offers vocational and professional adult education programs in the central Ohio area. Outside of its agricultural extension service, the institution's principal effort along these lines consists of a relatively large program of campus-centered conferences, institutes, and short courses, almost all of which are vocational in purpose.27 Other means include formal courses in the Twilight School and lectures by faculty members to certain professional groups. It has been observed that the bulk of such services are presently received by professional and trade associations which are well organized and articulate in their demands.

26 Interviews with deans of the instructional colleges of The Ohio State University, May 25–June 8, 1955.

27 The Ohio State University Committee on Non-Credit Programs, "Report of a Survey on Non-Credit Programs Carried on by Colleges and Departments of The Ohio State University in 1953–54," pp. 30–1, 33–4.
Implications for The Ohio State University.—There is a need for further study to determine in a comprehensive manner what occupational groups The Ohio State University is unjustifiably neglecting. Among college graduates, toward whom the institution has an indisputable responsibility, previous data indicate that scientists, semi-professional workers, and engineers are not receiving adequate attention. We have also seen that the University is providing relatively little service for industrial workers and persons in the service occupations (page 148, Table 18).

Because of its historical responsibility for vocational education in Ohio, The Ohio State University should consider serving geographical areas of the State which are not being served by other higher educational institutions.

4. To provide professional training for teachers and leaders in adult education.

The leadership requirements of an adult education movement already reaching almost 50 million persons are of such nature and proportions that the services of professional adult educators must be supplemented by the participation of vast numbers of day-school teachers and qualified laymen. Hendrickson has emphasized the need for special training on the part of the latter by explaining that day school-teachers who teach adults in the evening, while strong in
subject matter organization, are often weak in approach and methods for handling adults. Conversely, lay persons are likely to be "naturals" for handling adult students but weak in such skills as subject matter organization, writing lesson plans, and the use of audio-visual aids. "One of the chief problems," said Hendrickson, "is finding a format for this training which will fit into the life pattern of persons who work all day and one or more evenings a week." 

Essert contended that higher educational institutions should offer pre-service and in-service training for adult leaders in all institutions, not just those in the schools. "Thousands of persons who have had little if any preparation for their tasks are ... engaged in education—both teaching and administration"—maintained Essert, citing personnel managers and supervisors in industry as examples. Such persons may be entirely familiar with the technical aspects of their work, but their skill in teaching is left to chance.

Needs for such service in Ohio and the extent to which they are being met.—The urgent need for many more competent teachers and leaders of every description to insure the successful and orderly

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Ibid.

growth of public school and college adult education in Ohio is evident from the shortcomings in both these types of programs throughout the State. When we consider, in addition, the leadership training needs of the countless voluntary, civic, trade, religious, group-work, and other agencies and organizations engaged in adult education activities which vitally affect the welfare of Ohio's citizens, the task appears staggering indeed. Among the most influential persons requiring such training are labor education leaders, who need to learn how to educate workers for responsible participation in Ohio's increasingly powerful labor movement.

The Ohio State University is the only higher educational institution in the State which offers sufficient work for degree programs in professional adult education. Others provide occasional credit courses and non-credit workshops generally designed for specific groups. For the past few years, all of the state universities have participated in a plan to provide annual training workshops for PTA leaders in their respective geographical areas.

Outside of agricultural extension, which trains thousands of local volunteer leaders to assist in its own programs, The Ohio State University's provisions for training teachers and leaders consist chiefly of credit courses that are a part of the regular curriculum. Professional adult education courses are rotated

31 John A. Spence, Opportunities for Professional Training in Adult Education, p. 5.
periodically between day and Twilight School to provide opportunities for interested residents of central Ohio. Some arrangements are made for specific groups of lay leaders or teachers by means of non-credit conferences, institutes, or workshops held on the campus.

**Implications for The Ohio State University.**—The Ohio State University needs to assume the same measure of responsibility for the professional training of teachers and leaders in adult education as it does for those in other fields. To provide adequate service for those in central Ohio who are not interested in degrees, the University might augment its credit courses with a sustained, progressive, informal program of general leadership training.

Other higher educational institutions should be expected to assume much of the responsibility for similar needs which exist throughout the State. The other state universities have already demonstrated their ability in this respect. Ohio State should be prepared to meet all needs for training which are too complex for other institutions to cope with satisfactorily.

The States of California, New York, and Michigan have statewide programs of pre-service and in-service training in which the universities are instrumental.  

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32 Marylou Kuhn, "Leadership Training for Teachers of Adults," Project outline submitted in Education 800B, The Ohio State University, December 15, 1953, pp. 5-7.
5. To provide counseling, information, and related services for individuals and community groups concerning their specific problems.

Counseling and information services which universities may be called upon to provide range from advising an individual concerning a specific personal problem to making an extensive analysis of the problems and needs of a total agency, institution, or community. As examples: an individual may telephone wanting to know where he can obtain a certain kind of course; a socio-civic organization may request help in program planning and obtaining appropriate teaching materials; or a youth correctional institution or city school system may need a total analysis of its program, including plant facilities. In some instances, university personnel have assisted deteriorating communities by an exhaustive analysis of community problems and assets.

Needs for such service in Ohio and the extent to which they are being met.—The needs for such services are often unpredictable, although there are indices with special significance for higher educational institutions in Ohio. Most prominent, perhaps, is the intensive industrialization of the State, with its accompanying problems of urban living. Of particular significance to universities and colleges in central Ohio are the presence in that area of the state and sometimes national headquarters of a
large number of voluntary, civic, trade, and industrial associations.

Increasing attention to this phase of adult education is indicated by the recent addition to some of the smaller state universities of special bureaus to provide miscellaneous field services in the areas of education and business administration. Most of the colleges and universities in Ohio are handicapped in this function by their limited subject matter resources.

Faculty members and various departments of The Ohio State University are providing an appreciable although undetermined amount of counseling and information service to individuals, agencies, and groups, informally upon request. Outside of agricultural extension, the major agencies for making such kinds of educational assistance available throughout the State are the Bureau of Business Research, Bureau of Educational Research, Bureau of Special and Adult Education, and the special services established by the Smith-Hughes education faculties (page 121, Table 11).

The Ohio State University carries on no audio-visual aids or library materials lending services to speak of. The Ohio Department of Education maintains a state-wide lending service for educational films, filmstrips, and slides, similar to those operated by state university extension organizations in many other states. Kent State University has established a tape repository and duplicating service. Both these services are among the most complete in the country. Ohio's excellent system of municipal libraries, supple-
mented by its county libraries and its state library, make readily available to most citizens services which are comparable to those provided by library materials lending services of university extension divisions.\(^3\)

**Implications for The Ohio State University.**—The specially organized services maintained by The Ohio State University as described above, were all created at about the time of World War I, nearly forty years prior to the date of this study. In view of the great changes which have taken place on the Ohio scene over the intervening years, there is little doubt but what additional interests have developed sufficiently in importance to warrant similar attention on the part of the University. Notably lacking among Ohio State's extra-mural services, when compared with those of various other land grant universities, are organized means of providing continuous, comprehensive educational services in such broad areas as the improvement of state and local government agencies, general community improvement, labor education, and information and program planning assistance for organizations.

Services for general community improvement offered by various universities differ greatly in scope, content, and method. Most of them are carried on by a special division of the extension

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\(^3\) Telephone conversation with Mr. Walter Brahm, State Librarian, State of Ohio Library, January 19, 1956.
organization whose staff is able (1) to co-ordinate appropriate institutional resources for dealing with a great variety of community problems, and (2) to conduct sustained study-action programs among community groups. 34

Labor and management education services are provided by labor education and management training divisions of Pennsylvania State University's extension division. These units are prepared to offer appropriate conferences, institutes, non-credit extension classes, or counseling in any of Pennsylvania's widely distributed industrial centers at any time. 35

A "state organization service" has been established by the University of Minnesota to assist and strengthen state-wide voluntary organizations. Through a pooling arrangement such groups are provided with office space on the campus, clerical and accounting services, and expert guidance in program planning and organizational procedures. 36

Extensive plans proposing the establishment of an Institute for State and Local Government at The Ohio State University are in the files of the University's Political Science Department.

34 NUEA Committee on Community Organization, "Comments on Community Organization Programs," (mimeographed report), p. 2.


Further study will be required in order to establish definitely the extent of the needs for these types of services in Ohio. Apparently one of the University's greatest needs is for some type of central referral agency to process the many inquiries concerning the above services which now pour into the administrative offices of the President and the Public Relations Director.

Criteria for the Selection of Adult Educational Program

A set of specific criteria by which to determine the appropriateness of proposed adult educational programs would be very useful in guiding the sound development of The Ohio State University's total adult program, in minimizing conflicts among University staff members, and in avoiding misunderstandings on the part of outside groups who request educational service. In the light of his nation-wide study of university extension, Morton noted that such a set of criteria have yet to be defined. Ohio State should accept this challenge and take the lead in their development, through a careful study of its own needs. Following is a list of individual criteria drawn from Morton's study and

37 Morton, op. cit., p. 32.
38 Morton, op. cit., p. 31, Table 19.
other sources which appear to be consistent with the historical policies and objectives of The Ohio State University and with its current role in higher and adult education.

1. Should be in fields in which the institution maintains instructional services.

2. Should be of college grade.*

3. Should be of significance to the public interest.*

4. There should be competent leadership available which can do a creditable job.

5. Should be unavailable elsewhere at a reasonable tuition rate or not done as well.*

6. Should not interfere unreasonably with regular campus programs.

7. There should be persons on the staff who wish to work in the area.

8. Purpose should be teaching as opposed to operating.

Following the development of appropriate over-all criteria of this nature, the University should devise others for each of

* Require definition or modification.
the various types of services to be offered, similar to those established recently for conferences, institutes, and short courses (page 105).

Plan of Organization

Data concerning the development of The Ohio State University's general adult education program provide abundant evidence of the need for an administrative unit which can provide continuing administrative and financial management for the program, effectively co-ordinate University resources, and maintain relations with the groups to be served. The history of such activities at Ohio State is filled with accounts of failures resulting from poor planning and discontinuations of funds or other University support. The present program is characterized by gaps, overlapping, and a multiplicity of policies governing its development, operation, and financing. Relatively little attention is received by persons who are not represented by well-organized groups or who cannot take advantage of campus instruction. Some of the larger adult and extension services are organized directly under the President's Office, although none of the top administrative officers can devote sufficient attention to the University's over-all adult program. Recent increases in the amount and variety of adult and extension activities have compounded these problems.
Dugan's study discloses the desirability of having an overall extension organization so that: (1) activities may be coordinated and controlled in relation to objectives; (2) major emphasis may be placed upon that which is most desirable in terms of the over-all program; (3) setting of standards may be given adequate attention and diversities of policy eliminated; (4) a broader range of available facilities and professional personnel is possible; (5) duplication, overlapping, and personal conflicts are minimized; and (6) the greatest economy in spending is obtained. Other studies have shown the need for a central administration of extension activities in order to reduce the number of administrative functions under the president's office and to permit co-ordination of the program with those operated by other higher educational institutions and the public schools.

The several faculty committees which have studied The Ohio State University's adult and extension programs have unanimously recommended the establishment of an extension division or other means of centralizing the administration of such activities. Of the college deans interviewed by the writer, even those who were opposed to the principle of an "extension division" warmed to the

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idea of having some centralized agency which could relieve their own staffs of the administrative details involved in conducting non-credit programs. 41

Administrative pattern.—Plans for an Ohio State University general extension division submitted by the faculty council Committee on Adult and Extension Education in 1950 were mentioned earlier (pages 103-4). Upon the bases of recommendations made by previous committees, a study of existing adult programs and services, and a poll of faculty opinions, the Committee proposed the establishment of an extension division that would be concerned with policy making, interpretation, planning, budgeting, housing, staffing, use of inter-college or departmental resources, fees, general promotion, public relations, and other matters which were the concern of the central administration, without discouraging direct contacts or close working relationships between members of college or departmental staffs and the occupational and civic groups whom they were best equipped to serve. The Committee recommended that the general extension division perform two major functions:

41 Interviews with deans of the colleges of The Ohio State University, May 25-June 8, 1955.

42 The Ohio State University Committee on Adult and Extension Education, op. cit., pp. 23-4.

43 The Ohio State University Committee on Adult and Extension Education, op. cit., p. 24.
1. The function of co-ordinating extension (exclusive of Agricultural Extension) programs and services. This would involve assistance to colleges and departments in the development of their extension activities, under the kind of working relationships expressed above.

2. The function of administering certain programs which may appropriately be placed under this division. Examples of such programs are, the Twilight School or Evening College, field graduate centers and field workshop courses, campus center for conferences, institutes, and workshops, community services, etc.

The Committee translated its recommendations into the general plan of administrative organization illustrated in Table 24. The Committee's recommendations represent a position some place in between the highly centralized concept of (1) an extension organization which controls all administrative functions involved in extension work and insists that all contacts with extension clientele be channeled through the division, and (2) an extremely decentralized concept in which administrative functions are lodged almost entirely in the separate colleges, with the central staff performing little more than a co-ordinating function (pages 40-2).
Table 24

Organization Plan for An Ohio State University General Extension Division Proposed by the Committee on Adult and Extension Education*

* The Ohio State University Committee on Adult and Extension Education, op. cit., p. 25.

The Committee members were wise in recommending the middle of the road type of administrative organization for The Ohio State University. Any attempt to apply the highly centralized concept described above would probably result in strong and continuing opposition on the part of autonomy-minded deans and other faculty.
members. Woods has warned universities against the opposite type which amounts to having separate extension services separately administered by the several faculties, on the grounds that this system results in much duplication of administrative staff and work, and has a narrowing influence which discourages interdisciplinary participation.

In suggesting that the extension organization be set up as a major university division responsible to the President's Office, the Committee was in agreement with the general practice among institutions having sizeable extension programs (page 41, Table 1). On the same basis, the division should be co-ordinate with a college in status at The Ohio State University. Explaining the prevalence of such arrangements, Morton declared that: "In no other way could it (the division) act as a co-operator and co-ordinator and not be subordinate to the particular interests of some segment of the university community."

A major question involved in the establishment of such a division is the basis on which it should be departmentalized. Although most university extension divisions, through accretion, have developed their subdivisions according to the types of services rendered—correspondence instruction, extension classes, extension

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John R. Morton, University Extension in the United States, p. 38.
centers, etc.—there has been a recent movement in favor of organizing on a broad subject matter area basis, depending upon the principal groups of clientele to be served. Michigan State University exemplifies the latter system, with an extension program organized into five main areas, i. e.: Workers; Home and Family Service; Citizenship; Leisure Time; and Mental and Physical Health. Riley, advocating the latter principle, suggested the possibility of setting up "a professional department, business department, department of education and school relations, women's department, and others." Our work must become more personal and more direct if it is to be more effective," he stated. Hanley, of the University of Wisconsin Extension Division, advised the writer that Ohio State should adopt the subject matter area basis because the deans would be more willing to co-operate. An extension division structured in this way might handle routine administrative matters involved in the operation of the Twilight School and other services through a single budgetary and administrative sub-division.

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46 Interview with Mr. Julius Barbour, Michigan State University, Division of Continuing Education, May 2, 1955.


48 Ibid.

49 Interview with Mr. W. M. Hanley, University of Wisconsin Extension Division, May 2, 1955.
Ohio State might set up a special all-university council to advise the President concerning extension policies, a practice found helpful by most institutions. This council could take the place of the present multiplicity of such bodies, each concerned with a single extension service. As a further means of cementing relationships between the extension and instructional divisions, the University should consider the plan of having "liaison officers" appointed by the deans of the colleges who would devote a part of their time to extension matters (page 65). The assistant deans who are presently assigned part-time responsibilities with respect to conferences could be readily integrated into such a system. In order to protect the autonomy of the various colleges and still insure the sound development of the total program, all extension programs should be subject to the joint approval of the extension division director and the subject matter deans concerned.

Relationships with other institutions and agencies engaged in adult education.—To render maximum service in adult education, Farrell pointed out, the land grant colleges must co-operate with other educational agencies: state departments of education, public schools, endowed and denominational colleges, and state universities. The need for inter-institutional co-operation

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is not based upon greater coverage alone, but also upon the principles of economy in spending, the elimination of institutional rivalries and duplication, and the full utilization of trained personnel, publications, and other usable materials available from each.

The earlier discussion concerning the areas and interests that The Ohio State University's adult program should serve disclosed numerous specific instances in which such co-operation was needed in Ohio. Some measure of co-operation might be achieved through the Ohio College Association and the Ohio Adult Education Association, with which the University or some of its faculty members are affiliated, although the effectiveness of such organizations in this respect is greatly limited by their present looseness of organization. Some of the means employed by universities in other states which have possible implications for Ohio State are:

1. Co-ordination by public and private institutions to grant reciprocal credit for formal extension courses (Texas).

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2. Joint use of personnel and facilities in formal and informal course programs (Indiana; Michigan).

3. Extension advisory committee representing state universities and public schools, for the purpose of joint planning, etc. (California)

4. Extension centers or graduate extension centers operated jointly by the land grant university and public or private colleges in which the centers are located (Universities of Indiana and Arkansas).

5. Graduate center operated jointly by two state universities in Oklahoma City, with facilities provided by the city.

6. Bureau of Community Services operated jointly by four state higher educational institutions (Indiana).

7. Administrators of public school and public junior college adult education programs concurrently employed by the University as community representatives for university extension (University of California).

In addition to the types of cooperation cited above, The Ohio State University might want to study the degree to which relating its general and agricultural extension programs would be feasible.
Co-operative endeavors among Ohio's state universities in the field of adult education, in which there is ample room for all, would constitute a big step toward breaking down the competitive atmosphere which now prevails among these institutions.

**Staffing**

**Administrative staff.**—A corollary to the recommendation that Ohio State's extension division be co-ordinate with a college is the assumption that a dean or director of equivalent status should be appointed at its head. The qualifications and duties of other professional administrative staff members will depend largely upon the type of departmentalization adopted.

Extension divisions organized on the basis of the types of services offered usually have full-time directors in charge of a few of these services and part-time directors in charge of others, the part-time status implying that such persons (1) are in charge of two or more different services which amounts to a full-time assignment with the extension division, or (2) occupy part of their time with extension leadership and the rest with instructional or other duties in another division of the institution. Michigan State University's extension organization which, on the other hand, is subdivided on the basis of broad subject matter areas, employs approximately 20 full-time co-ordinators in various subject matter
fields as the backbone of its administrative staff.

Regardless of which plan The Ohio State University might adopt, the practice of having "liaison officers" appointed by the deans of the subject matter divisions to devote a part of their time to extension matters should be applied. If the volume of extension activities becomes very large in certain areas, the University might find it necessary to have liaison persons or supervisors assigned by some of the departments, like the Universities of Wisconsin and Pennsylvania State have done.\(^5\)

The University already possesses the potential nucleus of a professional extension administrative and technical staff in the persons of: the Twilight School director; the director of WOSH; the chairmen or others in charge of the special agencies which provide research, information, training, and consulting services; other professional administrative and technical staffs of the above services; the assistant deans having part-time responsibility for conference activities in some of the colleges; and other faculty members having considerable responsibility for the administration and supervision of conferences, institutes, and short courses.

\(^5\) Interview with Mr. Julius Barbour, Michigan State University Division of Continuing Education, May 2, 1955.

\(^5\) Interviews with general extension personnel of NUEA member institutions, May 1-4, 1955.
Many of these persons might be re-assigned as full-time or part
time staff members of the proposed extension division.

*Instructional staff.*—The Ohio State University has established
a number of precedents in obtaining instructional staffs for its
present adult and extension activities which might well be continued
and extended. Consistent with the policy of most universities,
Ohio State generally does not employ full-time extension instructors,
but depends primarily upon the part-time services of its regular
campus faculty members supplemented by qualified persons from the
industries and organizations represented by co-sponsoring agencies.
At the Graduate Center in Dayton, the University supplements its
own campus instructional personnel with faculty members from
neighboring higher educational institutions and Air Development
Command personnel who have the necessary qualifications for graduate-
level teaching.

Two potential sources for staff being largely overlooked are
(1) local persons who, given proper training, might be willing to
serve as leaders for certain types of University-sponsored programs
in their own communities, and (2) graduate students. The agri-
cultural extension service has used local lay leaders very
successfully to augment the work of its professional staff. Hundreds
of graduate students were once employed as instructors of non-
credit courses in the University's former Adult Evening School,
gaining valuable experience for themselves as well as contributing substantially to the institution's adult education program.

Fairly well-established and apparently satisfactory policies of teaching load adjustment, extra pay for extra work, and payment of part-time instructors from other institutions, have been worked out by The Ohio State University for the compensation of its evening college, graduate center, and credit extension class instructors. These same policies might also be applied to future non-credit courses which are similar in structure to those bearing credit. 55

Ohio State's faculty council adopted the general recommendation that staff members responsible for non-credit conferences, institutes, and short courses be compensated either through adjustments in university loads or through extra pay, although many details were left to be settled concerning the bases upon which payment should be made. The problem is shared by many other institutions, and no prevailing policy is apparent at this time. Extension personnel interviewed by the writer reported that there was considerable dissatisfaction with practices regarding compensation for non-credit work among faculty members of their respective universities, 56 indicating a need for further study of the matter by The

55 Dugan, op. cit., p. 79. Dugan found that at least 15 NUEA institutions remunerated instructors on the same basis for credit and non-credit extension classes.

56 Interviews with general extension personnel of NUEA member institutions, May 1-4, 1955.
Ohio State University.

Qualifications and training.—The principal problem in staffing extension services, according to Morton, is a shortage of persons trained or experienced in adult education as well as in particular subject fields. Extension leaders consider both qualifications very important for either administrative or instructional personnel in university extension. This implies that Ohio State should provide appropriate programs of professional adult education training for both types of personnel engaged in its adult education program.

Facilities

There is little question that an adequate conference center on the campus represents the greatest immediate need for The Ohio State University in the way of facilities for its adult education program. The Committee on Adult and Extension Education explained the need for a central building equipped with a small assembly room, a number of small rooms for discussion and committee work, a lounge, a dining room, and dormitory facilities, where conference attendants could live and work together without inconveniences and distractions, somewhat on the order of the University of Minnesota's Center for

57 Morton, op. cit., p. 86.
Continuation Study (page 61). Several of the college deans interviewed by the writer expressed the need for such facilities, complaining that serious limitations were being imposed upon conference activities by the present lack of adequate accommodations.

Although the University has exceptional campus facilities for AM and FM radio and television broadcasting, only a small fraction of their potential effectiveness for adult education in Ohio is possible under present limitations. In the evenings, when employed adults have the opportunity to listen, radio station WOSU is confined to FM broadcasting which can be received by only a small proportion of the residents in central Ohio. The influence of WOSU-TV will be largely confined to central Ohio also, unless outlets capable of reaching other parts of the State materialize.

The establishment of a university extension division would naturally require the provision of office space on the campus. Additional requirements in the way of facilities, aside from the needs discussed above, will depend largely upon the future development of the University's adult program.

The inadequacy of library services currently provided for Ohio State's extension class, Twilight School, and Graduate Center

58 The Ohio State University Committee on Adult and Extension Education, op. cit., pp. 15-6.

59 Interviews with deans of the Colleges of The Ohio State University, May 25-June 8, 1955.
students was noted earlier. If the University's more formal types of adult programs are to be expanded, and especially those held off the campus, this problem will naturally be intensified. Special administrative provisions by the main campus library and proper co-operation with the state and local community libraries might go a long way toward a satisfactory solution, although Ohio State, like some other universities might find it necessary to provide one or more separate collections of library materials for the convenience of extension students.

Financing

As a general rule, credit courses currently provided for adults by The Ohio State University are financed on much the same basis as those offered to the full-time students, while most non-credit programs are expected to be entirely self supporting. Under these conditions, the non-credit phase of the adult program has developed largely in terms of the ease with which outside financial support could be obtained. Moreover, numerous inconsistencies have developed concerning the fees and other charges levied upon the users of such services by the different colleges and departments (pages 132-4).

There is no standard formula by which Ohio State can determine how much its annual budget for adult education should be. It was
disclosed earlier that the percentages of total university budgets allotted to university extension organizations of other institutions ranged from about 1 to 13 per cent, with a median of between three and four per cent (page 66). The annual amount budgeted for extension by the University of Wisconsin is currently about $4 million, and by Pennsylvania State around $3 million. 60

The Ohio State University can hardly expect to extend its general programs and services to adults on the scale envisioned in the early part of this chapter and to correct the deficiencies noted above without the aid of considerable state appropriations. The rationale for state financial support resides in the legal and historical bases for such programs and services discussed in the previous chapter. Approximately 50 per cent of the University of Wisconsin's large annual outlay for general university extension is provided by the State of Wisconsin, which appropriates funds directly to the extension division on the premise that adult education is a function of the state and not primarily of the state university. Morton found that among 55 universities, the proportion of total extension budgets financed from appropriations averaged 40 per cent (page 68).

60 Interviews with general extension personnel of NUEA member institutions, May 1-4, 1955.

61 Interview with Mr. W. M. Hanley, University of Wisconsin Extension Division, May 2, 1955.
Although data are unavailable concerning the extent to which state university general adult education programs in Ohio are tax supported at present, it is reasonably safe to assume that the total annual amount involved nowise approaches the more than two and one-quarter million tax dollars expended annually for agricultural extension in the State. The fact that the latter sum is devoted primarily to the benefit of a farm group comprising little more than 10 per cent of the State's population, suggests that public expenditures for general university extension should be greatly increased from their present levels.

Woods maintains that the state university should have an extension service in which the "ready to serve" costs shall be borne by the state, including the salaries of the permanent administrative staff, cost of providing quarters, compensation of liaison officers, and similar continuing expenses, which ordinarily amount to from 30 to 50 per cent of the gross extension budget. This does not include compensation to teachers, explains Woods, except in areas where conditions do not permit customary fees.

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This amount totaled $2,305,011 for 1953-54. See: The Ohio State University, Agricultural Extension Service, "Director's Annual Report for 1954," pp. 25-7. Although state funds accounted for less than one-third of this sum, we must keep in mind that the Ohio taxpayer is the ultimate source of all tax revenues involved.

The state universities in Ohio are currently receiving appropriations which amount to approximately $30 million per year for salaries and other current expenses, of which somewhat less than half is recouped in the form of fees and other university income. This brings up the question of whether Ohio State and its sister institutions can reasonably ask for more state funds for adult education. The Ohio School Survey Committee observed, upon the basis of an intensive study, that Ohio has high financial ability to support public education if it chooses to do so. Comparing data for 1952, the Committee found that in only seven states did the citizens enjoy more per capita income than in Ohio. Ohio's per capita state debt was less than half the average of the nation as a whole. At the same time, Ohio collected less tax revenue for state tax purposes than many other states. "This suggests," reported the Committee, "that the necessary resources are available to permit greater expenditures for the improvement of education without undue hardship on the citizens of the State." Additional support is supplied by Hart's observation that higher education, including extension, costs less today than it did twenty

64 These estimates are based upon data obtained from the State of Ohio Department of Finance concerning the biennium 1956-1957.

years ago in terms of our ability to pay. Melville, replying to a charge that extension work was too expensive, declared:

"Is the question really 'how much does it cost, or are the people getting a dollar's worth of service for every dollar expended?' If it is the latter, and the people are getting value received, then the returns justify the expenditure of money, whether this amount be much or little."

Despite the fears of a number of Ohio State University faculty members that funds used for adult education would be diverted from other University programs, there is ample evidence of a willingness on the part of the public to pay extra for this service. The faculty Committee on Adult and Extension Education conceded that funds available for campus teaching and research might be affected temporarily, but in regard to the long-term situation the Committee pointedly asked: "Does it mean that because the Universities of Michigan, Illinois, Wisconsin, Minnesota, Indiana, and Purdue receive rather sizeable appropriations for general university extension, they have less to spend on resident teaching and research than they would have otherwise?"

Any conclusions as to how much of the cost may properly be met by fees, according to Strickler, must be in consideration of (1)  


68 The Ohio State University Committee on Adult and Extension Education, op. cit., p. 13.
whether an institution is publicly or privately controlled, (2) the potential clientele it tries to serve, and (3) the range and nature of the program. If The Ohio State University is to offer equal opportunity for all—within the bounds of possibility—its fees should be determined in each case so as to insure that worthy candidates for service are not eliminated through economic selection. Nor should individuals and communities be penalized for their distance from the University.

Another factor which probably should be considered is the purpose of the instruction. As a rule, fees are considered justifiable for instruction resulting in economic advantages to specific individuals or groups, although they are questionable in cases where services are aimed directly at the public welfare. 70

Experience indicates that if The Ohio State University is to achieve a comprehensive adult education program, its offerings must include a number of programs and services which have little financial ability to support themselves. General and liberal arts programs are generally in this category. "While there is some


evidence," said Schwertman, "that we can create new adult audiences for liberal education... it appears that for some time to come programs of liberal adult education will not pay their own way...."

Much the same can be said of various types of university extension services.

Obviously, Ohio State should have some means of consolidating requests for needed appropriations and a separate, over-all, university extension budget to provide mutual support for non-self-supporting types of activities. The University Policy Committee pointed out the need for such a fund to finance services not definitely budgeted to certain divisions (page 102). Some measure of over-all financial control might also tend to eliminate the present inconsistencies respecting fees and charges among the various colleges and departments. A step in the right direction was made when the faculty council approved provisions for the limited mutual support of conference activities (page 105). There is no reason why this principle should not be extended to include the total adult program.

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Relationships with Users and Potential Users of Extension Services

Historically, the Ohio State University's adult programs and services have been initiated at the insistence of state government bodies, the trustees, influential faculty members, or particularly vocal and well-organized groups seeking special attention. Present relationships with potential users are confined largely to direct contacts between those desiring educational services and individual faculty members or departments, with little consideration being given to the total extension effort. Only the Graduate Center, through an advisory committee of Air Base personnel which determines program needs, can be said to maintain a close and continuous relationship with its prospective clientele. The University has not made a general effort to publicize its adult and extension services, other than in a public relations sense, for fear of having to overextend its resources in consequence.

Because most adult and extension programs have neither the crystalized form, location, nor specific, established clientele characteristic of regular campus programs, continuous relationships with the potential users need to be maintained. According to the evidence presented above, Ohio State should make much more of an effort in this direction, giving particular attention to those groups whose needs are not adequately represented. "It is
not enough merely to respond to such demands as come of their own initiative," said Lighty, "This would be but a way of accepting leadership for the university outside the university itself." 

Some means by which other universities have established direct, continuous contacts with people to be served include: (1) the organization of advisory committees in local communities where various services are provided; (2) the establishment of field organizations subdivided on the basis of geographical areas of the state, which may have an advisory committee of local citizens in each area; (3) the appointment of local adult education directors as community representatives for university extension (page 227); and (4) the provision of expert counseling services. Along the above lines, the University might also seek closer relationships with existing adult education councils throughout the State.

74 Dey, op. cit., pp. 160-5.
75 Morton, op. cit., p. 121.
"Publicity reaching all groups and individuals is an absolute necessity if the needs of the people are to be satisfied and an adequate program of instruction provided," declared Dugan.

The Ohio State University's present policy of not promoting its adult services has resulted in the receipt of a disproportionately large amount of such services by well-organized minority interests. A more appropriate policy for a public institution like Ohio State would be to give full publicity to the various services available, and then, armed with adequate criteria administered by officials who are concerned with the total program, to select those projects which are most worthy of attention.

The University's great need for some type of central referral agency to process the requests for educational service which now pour into the offices of the President and the Public Relations Director was cited previously.

Summary and Next Steps

In keeping with its status as the land grant and leading state university in Ohio, and considering the educational needs of adults in Ohio which it can appropriately serve, the principal functions

Dugan, op. cit., p. 105.
of The Ohio State University's adult education program should be: (1) to provide opportunities for adults to pursue, on a part-time basis, formal programs of education leading to diplomas, certificates, or degrees; (2) to provide formal and informal programs of continuing liberal and general education; (3) to provide adults with vocational or professional education for refresher or upgrading purposes; (4) to provide professional training for teachers and leaders in adult education; and (5) to provide counseling, information, and related services for individuals and community groups concerning their specific problems.

Major areas of educational service for adults which appear to warrant considerably more attention by the University than at present include part-time terminal programs, graduate degree programs, programs of liberal and general education, and professional training for teachers and leaders in adult education. The institution should be much more concerned than at present with the particular needs of groups that are not adequately represented. More attention needs to be given to geographical areas of the State in which adults are not being adequately served by other higher educational institutions.

In looking forward to the sound development of the adult education services of the University, it seems that certain decisions will have to be made and actions taken. It appears to the writer
that the following are the next major steps, listed in about the order, as near as he can tell, that they should ensue.

1. **Decide upon an organizational plan.**

Urgently needed is the adoption of some kind of over-all pattern of organization in reference to which the co-ordination and further development of the University's adult education services can be planned. There seems little doubt but what such organization should be co-ordinate to the instructional schools and colleges in status. One of the principal problems is to decide whether or not all of the major existing services, such as the Twilight School, broadcasting stations, and conference and short course activities, should be grouped together under one head.

2. **Secure administrative personnel.**

Criteria are needed for selecting properly qualified administrative personnel for the program. The qualifications of the director of extension activities will depend largely upon which of the existing major services are to be placed under his supervision. If the extension organization is to be co-ordinate to a college, its director should be one who can take his place with the college deans.
3. Make adequate budgetary provisions for this activity.

Little progress toward a balanced program can be achieved until provisions are made for an adequate budget. Pursuant to steps 1 and 2 above, the university extension budget should be administered in the same manner as those of the instructional colleges, with provisions for an adequate A-1 budget for salaries and F-9 budget for operational expenses such as travel, equipment, part-time instruction, and others.

4. Establish an advisory faculty committee to advise staff persons on the development of the program and to establish liaison with the various colleges, schools, and departments.

Experience has indicated that if there is an attempt to build a program without the participation of the University's instructional faculties, it will run into many kinds of blocks. If key faculty members are involved in the planning of the program, they will become committed to making it a success.

5. Determine the areas of needed development to produce a comprehensive, balanced program of activities.

In this and previous chapters, attention has been called to the University's present tendency to service well-organized, vocationally-minded groups and neglect the unorganized public. Action is needed to correct this situation.
6. **Determine the extent to which the University will make its services available to adults on a state-wide basis.**

Many land grant universities, Purdue and Pennsylvania State Universities for example, are willing to hold various kinds of educational activities for adult groups anywhere in their respective states. The examples of these two and other universities indicate that Ohio State should determine the extent to which it should do the same. In some instances it would be desirable to carry on such activities in co-operation with other colleges and universities.

7. **Conduct a publicity and public relations program to promote adult and extension education activities.**

After settling upon the types of educational needs and geographical areas to be served, the University should devise an adequate publicity program informing the public of both the variety and nature of the services available, as well as the conditions to be met. The latter should include where and when programs are available, charges, and how to apply for or arrange for programs.

8. **Determine whether or not the Twilight School can assume a more adequate role in providing services to adults within commuting distance of the campus.**
In this respect, the recommendation by the Committee on Adult and Extension Education that the Twilight School be expanded into a comprehensive evening college (page 103) should be studied.

9. Provide a facility on the campus specifically designed for conferences, institutes, and short courses.

Under present conditions, attendees at a conference or short course are often forced to meet in formally arranged classrooms scattered about the campus for their small work-group sessions and must be housed inconveniently down town. The educational purposes of these events could be much better achieved if the enrollees were housed in a facility which could provide for their lodging, meals, general sessions, and group sessions, all in one place.

Attention has been called, in various parts of this study, to additional problems requiring further study, such as the adoption of adequate remuneration policies for non-credit teaching, establishment of adequate library service for adult and extension students, designing a training program for University staff engaged in adult education, and the establishment of close, continuous relationships with users and potential users of adult education services.
APPENDICES
INTerview Form for securing data concerning selected university extension programs

A. Name of university:

B. General characteristics of state which are of particular importance in determining the nature of the extension programs:

C. Administrative organization of extension organizations—general pattern, place of the extension organization in the university organization.

D. Relationships with other institutions:

1. Describe briefly the higher educational situation in your state, including: number and types of state schools; levels of instruction offered; distribution in rural and large urban areas; and other sizeable extension programs beside your own.

2. What co-operative relationships in extension exist between your institution and others? Are these satisfactory?

3. What co-operative relationships exist between general and agricultural extension? Are these satisfactory?

E. Extension services offered by your university:

1. Types of services offered and their administrative organization:
2. Why are services not checked in either column above not provided by your institution?

3. Why are services checked in right-hand column above not organized within the extension organization?
4. Briefly, describe the nature of the following services as provided by your institution in regard to: (1) credit; (2) non-credit; (3) academic levels; (4) daytime or evening operation if applicable; (5) unique features if any. Give reasons behind these policies which you think Ohio State should consider in planning similar services.

Correspondence Courses:

Extension Classes:

Residence Centers:

5. On which services do you place the most emphasis and why?

F. Facilities

1. If you have a lending library separate from the main university library, why is their separation desirable?

2. How are library facilities provided for your centers and extension classes? Are these adequate?

G. Financing

1. Your approximate annual budget? $____________________
   Per cent from fees_______; from appropriations____; from other sources________________.
H. In what ways does your university provide non-degree programs dealing with the liberal areas like cultural interests, health, and citizenship (world affairs, economic understanding, political understanding, the humanities)?

I. Method of paying instructional staff for non-credit teaching:

J. With what principal aspects of your present program are you dissatisfied (not already expressed in connection with foregoing items)?

K. What are the recent developments, trends and future plans for your program?
APPENDIX B

INTERVIEW FORM FOR SECURING DATA CONCERNING ADULT EDUCATION SERVICES EXTENDED BY COLLEGES, SCHOOLS, AND DEPARTMENTS OF THE OHIO STATE UNIVERSITY DURING THE PERIOD JULY 1, 1954 - JUNE 30, 1955

Division

A. What educational services does your division extend to adults?

<table>
<thead>
<tr>
<th>Type of Service</th>
<th>Department or Person in Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>☐ (1) Correspondence instruction</td>
<td></td>
</tr>
<tr>
<td>☐ (2) Extension classes</td>
<td></td>
</tr>
<tr>
<td>☐ (3) Lecture, concert, or dramatic services</td>
<td></td>
</tr>
<tr>
<td>☐ (4) Library materials lending services</td>
<td></td>
</tr>
<tr>
<td>☐ (5) Audio-visual aid services</td>
<td></td>
</tr>
<tr>
<td>☐ (6) Conferences, institutes, and short courses</td>
<td></td>
</tr>
<tr>
<td>☐ (7) Off-campus centers</td>
<td></td>
</tr>
<tr>
<td>☐ (8) Broadcasting services</td>
<td></td>
</tr>
<tr>
<td>☐ (9) Special provisions for information, research,</td>
<td></td>
</tr>
<tr>
<td>training, and consultant services for agencies,</td>
<td></td>
</tr>
<tr>
<td>institutions, and groups.</td>
<td></td>
</tr>
<tr>
<td>☐ (10) Others</td>
<td></td>
</tr>
</tbody>
</table>

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B. For each service named above, please give the following information as appropriate:

1. Nature of subject matter (fields, levels, credit status, sequences of offerings, if any).

2. Purpose and types of clientele.

3. Extent of the activity (total of persons served, period of time involved, area covered).


5. Administrative organization (including use of administrative or advisory committee).

6. Financing (estimated total budget, means of financing).

7. Staffing (numbers full-time and part-time for administration and instruction, sources, methods of compensation).

8. Special facilities maintained and their adequacy.

9. Working relationships maintained with other instructional and service divisions of the University.

10. Provisions to maintain relationships with potential users.

11. Responsibilities lodged with outside agencies or groups in carrying on the program.

12. Means of co-ordination with similar activities being conducted by other institutions in Ohio or neighboring states.

C. Are there any staff members not accounted for above whose duties involve a substantial amount of administration, supervision, or other responsibility for extension-type activities?

D. Opinions, evaluation, and future plans

1. What significant recent trends have you observed concerning extension of services in your area?

2. Do you plan to initiate any additional services in the near future?

3. What general criteria do you employ in determining what kinds of extension activities your division should undertake?

4. Are there any educational services for persons not regularly enrolled on the campus—not presently being offered—which you think your division should provide, barring present limiting factors?

5. Assess the potential value of a university-wide extension organization to your division.
Chapter 3335, Section 16. **University extension division.** The board of trustees of the Ohio State University shall establish and organize a university extension division for the purpose of carrying on educational extension and correspondence instruction throughout the state. The board may carry on such extension work in connection with any department of the university, for the purpose of the development throughout the state of centers for the discussion, consideration, and investigation relative to the mining, manufacturing, engineering, social, industrial, economic, medical, and civic interests of the state, and all other public interests which may be in any way promoted or subserved in the spreading of information throughout the state by any department of the university pursuant to the grant by virtue of which said university was established.

Chapter 3335, Section 17. **Purposes of division.** The board of trustees of the Ohio State University, through the university extension division, shall encourage communities to organise for the purpose of social, educational, scientific, and recreational

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advantage, and shall co-operate with them and in every way contribute to the efficiency of the efforts of such community for these purposes. To this end, as far as practicable, the extension division shall be placed at the service of educational, industrial, or civic institutions, organizations, and associations, and shall invite their active co-operation in matters relating to the civic, scientific, economic, and social welfare of the citizens of the state.

Chapter 3335, Section 18. Questions of public interest. The board of trustees of the Ohio State University may carry on, under the supervision of the university extension division, such discussions, investigations, experiments, and demonstrations as it deems advisable for the improvement of the engineering, mining, manufacturing, social, medical, scientific, industrial, economic, and civic interests, and such other public interests of the state as may in any way be promoted or subserved by any department of the university, and for such purposes it may provide traveling instructors and conduct correspondence instructing and teaching. Any common carrier may carry persons employed in such demonstrations, experiments, and discussions, and the equipment therefore, and the traveling lecturers and instructors provided for in sections 3335.16 to 3335.18, inclusive, of the Revised Code, free, or at reduced rates.
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I, John Allen Spence, was born in Sidney, Ohio, April 24, 1919. I received my secondary school education in the public schools of Sidney, Ohio. My undergraduate training was obtained at Ohio State University, from which I received the degree Bachelor of Science in 1943. After graduation, I spent three and one-half years in the United States Army, followed by four and one-half years of work with Japanese educators as a civilian education officer in the United States Occupation of Japan. In June, 1951, I returned to Ohio State University, from which I received the degree Master of Arts in 1952. I then re-enrolled to study for the degree Doctor of Philosophy, meanwhile being employed for several months as a research assistant with the University's Bureau of Special and Adult Education.